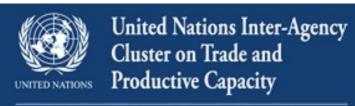


United Nations Inter-Agency Cluster on Trade and Productive Capacity

DELIVERING AID FOR TRADE

Geneva, May 2016



UNCTAD, UNIDO, FAO, ILO, ITC, WTO, UNDP, the 5 UN Regional Commissions, UNEP, UNOPS, UNCITRAL

DELIVERING AID FOR TRADE

Geneva May 2016

NOTE

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PREFACE FROM THE SECRETARY-GENERAL OF UNCTAD

Being in its seventh year of existence, we would like to celebrate the United Nations Inter-Agency Cluster on Trade and Productive Capacity.

We would recall that on 20 April 2007, a first inter-agency meeting was held at UNCTAD on the establishment of a thematic cluster on "trade and productive capacity". It was thought that such a cluster could play an important role in ensuring that issues related to trade and productive sectors and their interface with the Millennium Development Goals were adequately taken into account in the "Delivering as one" and United Nations system-wide coherence process. At the regular session of the United Nations Chief Executives Board in October 2007, the Secretary-General and United Nations heads of agencies formally endorsed the establishment of the Inter-Agency Cluster on Trade and Productive Capacity. The Inter-Agency Cluster was then officially launched in April 2008 at the UNCTAD XII ministerial conference by the Secretary-General of the United Nations, Mr. Ban Ki-moon. Fifteen United Nations entities are now members of this innovative inter-agency mechanism.

The role that the Inter-Agency Cluster plays at the global level and in joint operations, currently carried out at the regional and national levels, is now unanimously recognized within the United Nations system.

At the global level, the Inter-Agency Cluster achieved major contributions in the context of the United Nations system when contributing to the formulation of new United Nations policies for development operations. The contribution of the Cluster regarding the inclusion of the non-resident agencies is particularly commendable.

Regarding operations at the regional and national levels, the Inter-Agency Cluster has made the right strategic choices in past years in increasing the role of trade and productive capacities issues in relevant One United Nations programmes and United Nations Development Assistance Frameworks. This has facilitated access to One United Nations funds and other "Delivering as one" funding mechanisms.

During the years, the Inter-Agency Cluster received positive reactions from Governments and United Nations Resident Coordinators worldwide that ask for the Cluster's participation. The best practices created precedents with a "domino effect" in countries involved in the formulation of their One United Nations programmes or United Nations Development Assistance Frameworks. For those countries, the Inter-Agency Cluster proved to be instrumental in formulating and

coordinating a growing number of joint initiatives developed to avoid duplication, ensuring efficiency and, more importantly, adding value to the quality and impact of United Nations assistance on trade and trade related areas.

The Inter-Agency Cluster's best practices in coordinating technical assistance have proven to be useful in enhancing impact at the country level through an integrated and coherent vision of assistance needs and better alignment with national priorities. The Cluster is showing concrete results in "Delivering as one" countries with an implementation record that is ranked highly in the monitoring and evaluation systems in place at the country level.

Looking forward, we would say that the United Nations Inter-Agency Cluster is a strategic instrument in the effective operationalization of system-wide coherence. By acting together when formulating, delivering and monitoring the impact of their assistance, United Nations entities can be better aligned with national development strategies.

The 2030 Agenda for Sustainable Development should be the road map and driving force for further progress in the delivery of United Nations joint programmes of development assistance. The Inter-Agency Cluster has a promising role in implementing this agenda.

We wish the United Nations Inter-Agency Cluster on Trade and Productive Capacity a long life.

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Mukhisa Kituyi Secretary-General of UNCTAD

A. THE UNITED NATIONS INTER-AGENCY CLUSTER ON TRADE AND PRODUCTIVE CAPACITY

The Chief Executives Board for Coordination (CEB) Inter-Agency Cluster on Trade and Productive Capacity is an inter-agency mechanism dedicated to the coordination of trade and development operations at the national and regional levels within the United Nations system.

The Cluster makes a concrete and direct contribution to the overall Aid for Trade (AfT) initiative and United Nations system-wide coherence reform by coordinating its participation in the:

- Countries involved in a United Nations Development Assistance Framework (UNDAF) and having adopted a "Delivering as One" approach;
- United Nations Development Group (UNDG) machinery, in view of the formulation of new United Nations rules and standard mechanisms for development operations.

The Cluster is led by UNCTAD and includes UNIDO, UNDP, ITC, FAO, WTO, UNEP, ILO, UNCITRAL, UNOPS and the five United Nations Regional Commissions.

The majority of the members of the United Nations Inter-Agency Cluster are Non-Resident Agencies (NRAs). Detailed information is posted on UNCTAD's website with a window dedicated to the Cluster:

See: http://unctad.org/en/Pages/TC/TC_United-Nations-Inter-Agency-Cluster.aspx

The United Nations Inter-Agency Cluster's main goals: According to its terms of reference, the United Nations Inter-Agency Cluster's main goals are to:

1. Emphasize the linkages between trade, poverty reduction, human development, the Millennium Development Goals and upcoming Sustainable Development Goals and, within this framework, the role of trade and productive sectors policies and operations in the overall United Nations analytical and normative work and development assistance, by enhancing and complementing the coordination role of the CEB (including the United Nations Development Group (UNDG) and other interagency mechanisms;

- 2. Coordinate a multidimensional, coherent and efficient approach and delivery of programmes and operations related to trade and productive sectors;
- 3. Contribute to more policy coherence, interagency cooperation and integrated activities on trade and productive sectors within the United Nations System and in particular at the country level;
- 4. Contribute to complementarities between the assistance provided by all members of the Cluster in the context of the Aid for Trade (AfT) initiative;
- 5. Contribute to the introduction of trade and productive sectors policy issues and operations, as appropriate, in the countries having adopted a "Delivering as One" approach and in the United Nations Development Assistance Frameworks (UNDAFs), particularly through joint missions and joint operations;
- 6. Exchange experiences and information among secretariats on policy, managerial and financial issues raised by the "Delivering as one" process and United Nations System-wide Coherence reform;
- 7. Prepare joint proposals and initiatives regarding programmes and development operations to be submitted to member States, donors, interagency bodies (CEB and UNDG) and Resident Coordinators, as appropriate;
- 8. Cooperate in the design and the delivery of training activities of Resident Coordinators and their staff, in coordination with the UNDG and the United Nations System Staff College, in view of raising awareness and understanding of the linkages between trade, poverty reduction and human development in specific trade and productive sectors policy issues and related assistance.

1. Contribution to the overall Aid for Trade initiative

The Aid for Trade (AfT) has emerged from a shift in the development discourse on aid, trade and development. It marked a significant step forward by the international community in accepting that development assistance specific to trade must accompany any trade reform effort for such reform to be meaningful and lasting in terms of its development impact.

The AfT is offering a unique opportunity for making trade act as an effective catalyst for development in the context of increased globalization. It is expected to meet the vast needs for trade development in developing countries and countries with economies in transition to benefit from opportunities generated by globalization.

Beneficiary ownership of, and buy-in to, the AfT requires proper integration of AfT into national development processes. 1

Being a unique United Nations-wide effort, the United Nations Inter-Agency Cluster on Trade and Productive Capacity coordinates the trade-related development contributions of different entities to the global agendas of the AfT initiative, the Millennium Development Goals, the upcoming Sustainable Development Goals and the 2030 Agenda for Sustainable Development. By providing assistance in integrating trade and productive capacity in national development strategies, the United Nations Inter-Agency Cluster is concretely contributing to the overall AfT initiative.

- The members of the Cluster provide assistance in building the capacity in the areas of trade and productive policies, in particular in supply side capacity; export capacity; capacity to implement trade and trade-related rules; dispute settlement capacity; negotiating capacity; as well as in research and analysis.
- Acknowledging the pivotal role of trade as an engine for sustained economic growth and human development, the assistance aims at enhancing the development impact of trade and trade-related national policies and productive activities, both quantitatively and qualitatively with a view to contributing to the Millennium Development Goals and upcoming Sustainable Development Goals in the context of the 2030 Agenda for Sustainable Development. The operations provided by the members of the Cluster encompass all national trade and trade related policies, from the macroeconomic to the sectoral and microeconomic levels. Areas of assistance include global trade advocacy, trade policy development, legal and regulatory frameworks, supply capacity, compliance support infrastructure and services, trade promotion and capacity building, market and trade information, trade facilitation, trade infrastructure and trade related financial services. This multidimensional and multifaceted assistance aims at mainstreaming trade in the national development and poverty reduction strategies. In the least developed countries, the Cluster contribute to complementarities between the assistance provided by the members of the Cluster through different programmes such as the Enhanced Integrated Framework.
- Trade and trade-related policies, activities, institutional and legal frameworks have direct implications on all the domestic aspects of development. The Cluster aims at highlighting that the insertion of developing countries in the international economy and trading system has

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¹ Aid for Trade and development: towards a new global solidarity initiative, Bangkok, 24–25 January 2008, Note prepared by the UNCTAD secretariat, TD/429, UNCTAD 28 February 2008.

wide and profound impact on all aspects of their social, economic, cultural life and development processes.

• The Cluster emphasizes the need for greater focus on the ability of developing countries to derive development gains from the opportunities offered by the international trading system. It intends to raise the awareness at national level with regard to the development potential of trade policies and activities. One important objective to be achieved through greater interagency cooperation within the Cluster is the improvement of institutional and human capacity constraining the ability of many developing countries to undertake in-country trade policy formulation and prioritization, and building of trade infrastructure.

(a) Reference Documents:

Aid for Trade at a glance 2015, reducing trade costs for inclusive sustainable growth, OECD, WTO 2015. See UNCTAD Contribution, Chapter 9; Trade in the post-2015 Development Agenda.

"Sustainable development must be an integrated agenda for economic, environmental and social solutions. Its strength lies in the interweaving of its dimensions. This integration provides the basis for economic models that benefit people and the environment; for environmental solutions that contribute to progress; for social approaches that add to economic dynamism and allow for the preservation and sustainable use of the environmental common; and for reinforcing human rights, equality, and sustainability. Responding to all goals as a cohesive and integrated whole will be critical to ensuring the transformation needed at scale." (Paragraph 84 – United Nations Secretary-General's Synthesis Report on the Post-2015 Agenda).

See: https://www.wto.org/english/res_e/publications_e/aid4trade15_e.htm

Why Trade Matters in, Development Strategies, Palais des Nations, Geneva, 27–29 November 2013, Discussion Forum Report, UNCTAD 2013.

The objective of this Forum was to foster dialogue between trade experts based in Geneva and national officials in charge of development planning, focusing on linkages between trade and development policies and on technical assistance needed to address these linkages and to ensure positive impact of trade on development processes.

United Nations Inter-Agency Cluster's website (UNCTAD website-Quick Links): Ref: http://unctad.org/en/PublicationsLibrary/tc2014d1 en.pdf

Aid for Trade and Human Development: A Guide to Conducting Aid for Trade Needs Assessment Exercises, UNDP, 2008.

The guide was designed to help policy makers, trade officials and researchers conduct needs assessment studies on trade and human development under the Aid for Trade (AfT) initiative conceived at the 2005 World Trade Organization (WTO) Ministerial Conference in Hong Kong. The declaration in Hong Kong stated that AfT should help developing countries build supply-side capacity and trade-related infrastructure to help them benefit from trade agreements and, more broadly, to enhance the contribution of trade to development. The AfT initiative recognized that existing trade negotiations needed to be complemented by stronger domestic policy and international cooperation.

The trade needs assessment reports resulting from using this guide were intended to make trade and development policies more integrated with each other and thus conducive to human development. The needs assessments resulted in concrete and actionable recommendations aimed at mainstreaming trade in national development strategies.

Ref: http://www.undp.org/content/undp/en/home/librarypage/poverty-reduction/trade_content/aid-for-trade-and-human-development--a-guide-to-conducting-aid-f.html

http://www.undp.org/content/dam/undp/library/Poverty%20Reduction/Trade,%20I ntellectual%20Property%20and%20Migration/Aid%20for%20Trade/AFT%20Eng lish%20web.pdf

(b) Reference Events:

"Delivering Aid for Trade: The way forward", Session of the United Nations Inter-Agency Cluster on Trade and Productive Capacity, Palais des Nations, Geneva, 22 February 2012.

The goal of the United Nations Inter-Agency Cluster session, organized and opened by the Secretary-General of UNCTAD, was to share, through different perspectives, how the Cluster is effectively contributing to delivering Aid for Trade within the overall framework of the United Nations initiative, "Delivering as one". The session provided an opportunity for a number of United Nations Resident Coordinators to discuss with the Cluster and the Member States the best methods for using aid to enhance the trade and the productive abilities of developing countries and countries with economies in transition. The participants said that the best practices that had emerged from an empirical approach had been instrumental in the design and implementation of the coordinated joint projects and had paved the way to the effective delivery of Aid for Trade. The contribution to policy coherence provided by the Cluster was acknowledged in the interventions as well as the importance of country ownership and strong leadership from beneficiaries.

See: United Nations Inter-Agency Cluster's website (UNCTAD website-Quick Links):

http://unctad.org/en/pages/newsdetails.aspx?OriginalVersionID=330&Sitemap_x0020_Taxonomy=UN-CEB%20Inter-agency%20Cluster

2. Contribution to the United Nations system-wide coherence

(a) Operations of the United Nations Inter-Agency Cluster at the national and regional levels:

The United Nations Development Assistance Frameworks (UNDAFs) prepared prior to the United Nations system-wide coherence reform neglected economic policies issues related to the external sector. The inclusion of the national economy in the international economic system lies at the core of all developing countries priorities. As a result the coordinated participation of the Cluster in the new UNDAF processes has already provided significant changes in this regard.

Integration of trade and productive issues in UNDAFs and One United Nations Programmes ensures coherence between the domestic and the international environment of the national development processes, strengthens synergies and linkages, multiplies effect and increases impact of the United Nations projects and programmes at the country level.

Enhanced inter-agency coherence through joint initiatives at the country level will not only ensure that economic and trade-related issues feature more prominently in the UNDAFs but will have an impact on the effectiveness of United Nations expertise and avoid duplication of efforts and, above all, enhance national capacity to formulate United Nations country assistance plans that include trade and productive capacity issues as essential components of national development strategies. The Cluster is providing new impetus to economic, trade and trade-related issues and ensuring that when formulating national development and poverty reduction strategies, national authorities take into account both domestic and external factors

Operations of the United Nations Inter-Agency Cluster at the national level:

In 2014–2016, the United Nations Inter-Agency Cluster was involved in the following ongoing UNDAFs or similar planning exercises:

- Africa: Cabo Verde, Cameroon, Comoros, Ethiopia, Lesotho, Madagascar, Mozambique, Rwanda, Sao Tome and Príncipe, United Republic of Tanzania, Zambia;
- Arab States: Egypt and State of Palestine;

- **Asia and the Pacific**: Afghanistan, Bhutan, China, the Lao People's Democratic Republic, Myanmar, Nepal, Pakistan, Viet Nam;
- Europe and Central Asia: Albania, Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Republic of Moldova, Montenegro, Serbia, Turkey, Turkmenistan, Ukraine, Uzbekistan;
- Latin America and the Caribbean: Ecuador, El Salvador, Panama, Uruguay.

Operations of the United Nations Inter-Agency Cluster at the regional level:

- Africa: In 2014–2015, the Cluster continued its participation in the regional initiative on industry, trade and market access coordinated by UNIDO including UNCTAD participation.
- Arab States: In 2012–2013, five agencies of the Cluster, UNCTAD, UNDP, UNIDO, ILO and ITC, designed a regional project for the members of the League of the Arab States aiming at providing a platform for targeted trade reforms, strengthening employment and competitiveness, trade promotion and regional trade integration. Officially endorsed by the Arab Economic and Social Development Summit, inter-agency assistance was provided in 2014–2015.
- **Europe and Central Asia**: In 2014–2016, the Cluster participated in joint initiatives of the United Nations Special Programme for the Economies of Central Asia led by the UNECE with UNCTAD participation.

For updated information on the operations of the United Nations Inter-Agency Cluster at the national and regional levels, see: United Nations Inter-Agency Cluster's website (UNCTAD website-Quick Links):

http://unctad.org/en/Pages/TC/TC_United-Nations-Inter-Agency-Cluster.aspx. See: Documents: Table: Operations of the Cluster at the national and regional levels: http://unctad.org/Sections/un_ceb/docs/ceb_2015_01_operations_en.pdf.

(b) Participation of the United Nations Inter-Agency Cluster in the UNDG machinery in view of the formulation of new United Nations rules and standard mechanisms for development operations.

The implementation of the UNDG strategic priorities and work plan is driven by a core set of UNDG working mechanisms with a focus on fostering system-wide norms, standards, and policies, as well as operational effectiveness. The UNDG Working Groups report to the UNDG and the UNDG Chair, with guidance from the ASG Advisory Group.

(c) The challenges related to the status of non-resident agencies

One of UNCTAD's roles, in its capacity of coordinating agency of the United Nations Inter-Agency Cluster, is to ensure that the issues related to the NRAs (most of the United Nations Inter-Agency Cluster are non-resident) are well addressed by the UNDG.

This is done mainly through UNCTAD's role as representative of the Non-Resident Agencies (NRAs) for the year 2015 in the UNDG Advisory Group, and through UNCTAD participation in relevant UNDG Working Groups.

When participating in the different UNDG working Groups, UNCTAD collects the views from the different Cluster agencies to provide the UNDG with common positions and recommendations on the NRA's status.

Within the framework of the UNDG Working Groups on Sustainable Development, Programme issues and Leadership, UNCTAD demonstrated that the status of non-resident does not constitute an obstacle to the participation of the United Nations Inter-Agency Cluster in the UNDAFs. It also demonstrated that the role of the United Nations Resident Coordinators is crucial in ensuring a better alignment of the United Nations assistance with the national development strategies.

UNCTAD's experience in the eight One United Nations pilots and countries having adopted a Delivering as One approach is that the mechanisms set by the United Nations Development Group (UNDG) can effectively greatly benefit the NRAs if they are tailored to their specificities, in accordance to their mandates and expertise. The increased participation of the United Nations Inter-Agency Cluster in UNDAFs and related joint-programmes raised the awareness of the United Nations Resident Coordinators (UNRCs) about the role of the NRAs in the United Nations system. When promoted by the United Nations Resident Coordinators, the participation of the United Nations Inter-Agency Cluster in the mechanisms established at the country level led to increased coherence and enrichment of the United Nations assistance

Within the framework of the UNDG Fiduciary Management Oversight and Business Operations Working Groups, UNCTAD collected views and experiences from the Cluster member agencies to have a common position and offer recommendations to the UNDG to ensure a better access for NRAs to the Delivering as One funding mechanisms organized at the country level.

(d) The United Nations Inter-Agency Cluster: an example of best practice within the United Nations-system Wide Coherence process

In June 2012, the Government of Albania hosted the fifth Intergovernmental Highlevel Conference on the DaO to discuss the achievements, challenges and lessons learned so far. During the Conference, the member states insisted that the benefits of the implementation of the DaO were by far greater than any shortcoming, and that "there was no way back to do business with the United Nations as before". The member states highlighted that the government ownership of the United Nations assistance as well as the alignment on national priorities greatly improved since 2007. UNCTAD, which represented the Non Resident Agencies (NRAs) during the Conference, emphasized that the DaO greatly facilitated the access of Governments and United Nations Resident Coordinators to the expertise of the NRAs, in particular on policy aspects. UNCTAD also highlighted that the DaO not only led to more coherence but as well significantly increased quality of the joint-operations as they benefit from a wide range of expertise existing within the United Nations system.

On 21 December 2012, the United Nations General Assembly adopted a landmark resolution (A/Res/67/226) on the Quadrennial Comprehensive Policy Review (QCPR), which assesses the effectiveness, efficiency, coherence and impact of United Nations operational activities for development and establishes system-wide policy orientations for the development cooperation and country-level modalities of the United Nations system for the period 2013–2016.

The Cluster was mentioned as an example of best practice in the Report of the Secretary-General of the United Nations on the 2012 QCPR. The report notes that it provides new opportunities for cooperation on economic development as well as "greater access to the range of development expertise and resources in the United Nations system". The message was reiterated during the General Assembly debate regarding the United Nations system wide coherence in October 2012.

The United Nations Inter-Agency Cluster on Trade and Productive Capacity and its active participation in the UNDG on all matters pertaining to the participation of non-resident agencies in UNDAFs has been contributing for the past few years to overall policy-orientations for development cooperation enshrined in the above mentioned resolution. The development impact of the Cluster proved to be much wider and deeper than the impact achieved by the operations of agencies acting alone. The clustering approach, by being effective from the design to the monitoring and evaluation's phases of the UNDAFs at the country level or similar exercises carried out at the regional level proved to be a strategic instrument in the operationalisation of system-wide coherence. Such thematic approach, firmly anchored within the overall "Delivering as One" architecture could be replicated and become a standard operating procedure as it greatly ease the coordination

between the United Nations agencies, the national partners, the United Nations Resident Coordinators system and the donors.

Reference Event:

Joint statement by the United Nations Inter-Agency Cluster at the General Assembly debate.

On 15 October 2012, the United Nations Inter-Agency Cluster on Trade and Productive Capacity has delivered a statement providing the Quadrennial Comprehensive Policy Review (QCPR) with examples of best practice, and with its views on United Nations system-wide coherence.

See: United Nations Inter-Agency Cluster's website (UNCTAD website-Quick Links): and

http://unctad.org/en/pages/newsdetails.aspx?OriginalVersionID=328&Sitemap_x0020_Taxonomy=UNCTAD%20Home;#1792;#UN-CEB%20Interagency%20Cluster

(e) The United Nations rules and standard mechanisms for development operations: the new funding framework

The "Delivering as One" (DaO) is at the origin of a new funding framework to support joint programmes implemented through the United Nations Development Assistance Frameworks (UNDAFs) and similar inter-agency modalities organized the country and regional levels. In line with the Paris Declaration on Aid Effectiveness and the United Nations Agenda for Action, these resources can only be accessed if a number of requirements are met: a) alignment with national priorities, b) harmonization and coordination through inter-agency cooperation c) effective and inclusive partnerships, d) achievements of development results and mutual accountability.

Developed first in the One United Nations Pilots and increasingly adopted by all countries, the common United Nations budgetary framework has been reinforced in recent years as it lead to more effective resource mobilization at the national and regional levels with a transparent dialogue with the donors.

In that framework, the United Nations pooled funding mechanisms such as the Multi-Donors Trust Funds (MDTFs) composed of "One United Nations funds" to support the UNDAFs and related Joint Programmes and "funds by categories" to support global or thematic initiatives on humanitarian, environmental or development issues are playing a crucial role. In the countries having adopted a Delivering as One approach, those mechanisms are providing the participating agencies with flexible, coordinated and predictable funding to support the achievement of national and global priorities. MDTFs, such as the Delivering Results Together Fund, efficiently promote the strengthening of linkages between

normative and operational development work of the United Nations and thus significantly increase the coherence and impact of the United Nations assistance at the country level.

Within the United Nations System wide Coherence process, the experience of the United Nations Inter-Agency Cluster over the recent years is confirming one of the final remarks of the "Independent evaluation of Delivering as One" stating that the One United Nations Fund is an innovative mechanism for effective resource mobilization. See: On the United Nations pooled funding mechanisms and UNDG Multi-Partner Trust Fund Office Gateway: http://mptf.undp.org/.

(f) The establishment of a United Nations Inter-Agency Cluster Multi-Donor Trust Fund on Trade and Productive Capacity

In recent years, the United Nations Inter-Agency Cluster has constantly increased its participation in joint programmes developed in the context of the "Delivering as One". The United Nations Inter-Agency Cluster remarkably contributed to the development of a new setting regarding United Nations operations at the country level-level making the best use of the expertise of the NRAs.

With a view to complementing funds available through the DaO funding mechanisms, UNCTAD initiated the process for the establishment of a Multi-Donor Trust Fund aimed at scaling-up the Cluster's activities both at the global and country level. In the context of the 2030 Agenda for Sustainable Development, this fund is expected to support the United Nations Inter-Agency Cluster in building a more holistic vision of "trade and productive capacity" and in developing concerted policy initiatives on key thematic areas which will guide the implementation of joint programmes at the country level. Donors are thus invited to support this initiative and provide adequate resources.

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² United Nations General Assembly Independent evaluation of lessons learned from "Delivering as one", Note by the Secretary-General A/66/859. 26 June 2012.

B. THE UNITED NATIONS INTER-AGENCY CLUSTER'S PARTICIPATING AGENCIES

1. The mandates of the members of the Cluster

UNCTAD

Established in 1964, UNCTAD promotes the development-friendly integration of developing countries into the world economy. UNCTAD has progressively evolved into an authoritative, knowledge-based institution whose work aims to help shape current policy debates and thinking on development, with a particular focus on ensuring that domestic policies and international action are mutually supportive in bringing about sustainable development.

As the focal point within the United Nations for the integrated treatment of trade and development and the inter-related issues in the areas of finance, technology, investment, and sustainable development, UNCTAD's technical cooperation activities address these issues in a mutually complementary fashion.

The thrust of UNCTAD's technical cooperation is capacity development in the four main areas of its work:

- International finance, globalization and development strategies;
- International trade in goods and services and commodities;
- Investment and enterprise development;
- Technology and trade logistics.

UNCTAD

Palais des Nations, 8-14 avenue de la Paix, 1211 Geneva 10, Switzerland Web: www.unctad.org

UNIDO

The United Nations Industrial Development Organization (UNIDO) is the specialized United Nations agency promoting sustainable, private sector-led industrial development in developing and transition economies with a special focus on least developed countries (LDCs) and sub-Saharan Africa. UNIDO helps countries to meet the challenge of sustainable industrial development through technical assistance and capacity building, so that they will be better equipped to

compete in the global marketplace. UNIDO has sharpened its technical cooperation activities by focusing on three themes, which directly respond to international development priorities:

- Poverty reduction through productive activities, by promoting industry, especially through small and medium-sized enterprises (SMEs) in less developed areas, with a focus on employment creation, income generation and institutional capacity building.
- Trade capacity building, by helping countries to develop production and trade-related capacities, including their capacity to meet the standards of international markets, and to develop the capacity to prove compliance with those market requirements.
- Environment and energy, by promoting the green energy concept, in particular through fostering of resource efficiency, industrial energy efficiency and use of renewable sources of energy, particularly in rural areas, and supporting other activities for sustainable industrial development.

UNIDO

Headquarters, Vienna International Centre Wagramerstr. 5,

PO. Box 300, A-1400 Vienna, Austria,

Web: www.unido.org

FAO

The Food and Agriculture Organization (FAO) of the United Nations leads international efforts to defeat hunger. Serving both developed and developing countries, FAO acts as a neutral forum where all nations meet as equals to negotiate agreements and debate policy, and also as a source of knowledge and information.

FAO helps developing countries and countries in transition modernize and improve their agriculture, forestry and fisheries practices, and ensure good nutrition for all. Since its founding in 1945, FAO has focused special attention on development in rural areas, home to 70 percent of the world's poor and hungry people. FAO's activities comprise four main areas:

Putting information within reach. FAO serves as a knowledge network. It
uses the expertise of its staff - agronomists, foresters, fisheries and livestock
specialists, nutritionists, social scientists, economists, statisticians and other
professionals - to collect, analyze and disseminate the data that assists in
development. A million times a month, someone visits the FAO Internet site
to consult a technical document or read about its work with farmers. It also
publishes hundreds of newsletters, reports and books, distribute several

magazines, create numerous CD-ROMS, and host dozens of electronic forums

- Sharing policy expertise. FAO uses its years of experience to assist member countries in devising agricultural policy, supporting planning, drafting effective legislation, and creating national strategies to achieve rural development and hunger alleviation goals.
- Providing a meeting place for nations. On any given day, dozens of policy-makers and experts from around the globe convene at headquarters or in its field offices to forge agreements on major food and agriculture issues. As a neutral forum, FAO provides the setting where rich and poor nations can come together to build common understanding.
- Bringing knowledge to the field. FAO's breadth of knowledge is put to the test in thousands of field projects throughout the world. FAO mobilizes and manages millions of dollars provided by donor countries, development banks, and other sources, to make sure the projects achieve their goals. It provides the technical know-how and, in a few cases, is a limited source of funds. In crisis situations, FAO works side by-side with the World Food Programme and other humanitarian agencies to protect rural livelihoods and help people rebuild their lives.

The FAO mandate is to raise levels of nutrition, improve agricultural productivity, better the lives of rural populations and contribute to the growth of the world economy. Achieving food and nutrition security for all is at the heart of FAO's efforts.

FAO
Headquarters, Viale delle Terme di Caracalla
00153 Rome, Italy
Web: www.fao.org

ITC

The International Trade Centre (ITC), headquartered in Geneva, Switzerland, is the joint technical cooperation agency of the United Nations Conference on Trade and Development (UNCTAD) and the World Trade Organization (WTO).

Since 1964, the International Trade Centre has helped developing and transition economies achieve sustainable development through exports — activating, supporting and delivering projects with an emphasis on achieving competitiveness. It does this by providing trade-development services to the private sector, trade support institutions and policymakers, and by working with national, regional and international bodies.

The organization has two original and mutually reinforcing functions embedded in the expression of its mandate – "export impact for good":

- The affiliation with the WTO awards ITC the role of helping its client countries to benefit from the opportunities created by the WTO framework.
- As a United Nations development organization, ITC's role is to promote the fulfilment of the Millennium Development Goals.

ITC contributes to countries building national ownership for their export development. Their goals and objectives must be aligned to a national vision for development. Commitments in this respect are developed and owned by countries on the basis of their historical, political and economic circumstances. ITC's aim is to enhance the capacity of entrepreneurship to put innovation into practice and to contribute to progress in society.

ITC

54-56 rue de Montbrillant, 1202 Geneva, Switzerland Web: www.intracen.org

WTO

The World Trade Organization (WTO) is the only international organization dealing with the global rules of trade between nations. Its main objective is to ensure that trade flows as smoothly, predictably and freely as possible.

It does this by:

- Administering trade agreements;
- Acting as a forum for trade negotiations;
- Settling trade disputes;
- Reviewing national trade policies;
- Ensuring coherence in policy-making.

The WTO organizes around 500 technical cooperation activities annually. It holds, on average, four trade policy courses each year in Geneva for government officials, and five field-based regional trade policy courses. Regional seminars are held regularly in all regions of the world, covering all WTO agreements, with a special emphasis on African countries. Training courses are also organized in Geneva for officials from countries in transition from central planning to market economies. The WTO set up reference centres in over 100 trade ministries and regional organizations in capitals of developing and least-developed countries, providing computers and Internet access to enable ministry officials to keep abreast of events

in the WTO in Geneva through online access to the WTO's immense database of official documents and other material.

WTO

Centre William Rappard, Rue de Lausanne 154, CH-1211 Geneva 21, Switzerland

Web: www.wto.org

UNDP

Strengthening trade competitiveness in developing countries has become even more important in the context of the current global economic crisis. Both nationally and regionally coordinated actions will help position developing countries to benefit from the recovery of global growth.

United Nations Development Programme's (UNDP) support for trade capacity development is based on the premise that international trade can play an important role in raising levels of human development and achieving sustainable poverty reduction. It therefore considers trade a means to an end, not an end in itself. Properly harnessed, international trade can create opportunities for growth, poverty reduction, and human development within developing countries by:

- Expanding markets: trade allows an economy to overcome the constraints of its domestic market;
- Raising productivity through the increased returns to scale in production, especially in the manufacturing sector, that result from access to international markets;
- Accelerated technological development resulting from increased exposure to new technologies and the dissemination of knowledge – mainly through exposure to foreign competition, marketing and, in particular, technological diffusion.

However, none of this is an automatic or inevitable consequence of international trade. If developing countries are to reap the potential benefits of trade, trade agreements must ensure enough flexibility for them to establish policies that address human development needs and concerns. This may include a prioritized focus on agriculture, commodities, industrial tariffs, special and differential treatment, and services of particular interest to developing countries.

Further support for trade development and productive sector capacity building is provided under UNDP's private sector which seeks to foster inclusive and sustainable markets. This portfolio, including the activities of UNDP's affiliate, the United Nations Capital Development Fund (UNCDF), accounts for approximately US\$100 million per year globally, and is aimed at enhancing the contribution of

the private sector, including micro, small and medium sized enterprises, to trade, growth and poverty reduction.

UNDP

Headquarters, United Nations Development Programme One United Nations Plaza, New York, NY 10017 USA

Web: www.undp.org

UNEP

United Nations Environment Programme (UNEP), established in 1972, is the voice for the environment within the United Nations system. UNEP acts as a catalyst, advocate, educator and facilitator to promote the wise use and sustainable development of the global environment. To accomplish this, UNEP works with a wide range of partners, including United Nations entities, international organizations, national governments, non-governmental organizations, the private sector and civil society.

UNEP work encompasses:

- Assessing global, regional and national environmental conditions and trends;
- Developing international and national environmental instruments;
- Strengthening institutions for the wise management of the environment;
- Facilitating the transfer of knowledge and technology for sustainable development;
- Encouraging new partnerships and mind-sets within civil society and the private sector.

UNEP's overall mandate is to provide leadership and encourage partnership in caring for the environment by inspiring, informing, and enabling nations and peoples to improve their quality of life without compromising that of future generations.

UNEP

United Nations Avenue, Gigiri PO Box 30552, 00100, Nairobi, Kenya

Web: www.unep.org

ILO

The International Labour Organization (ILO) is the United Nations specialized agency devoted to advancing opportunities for women and men to obtain decent and productive work in conditions of freedom, equity, security, and human dignity. Its main aims are to:

- Promote and realize standards and fundamental principles and rights at work;
- Create greater opportunities for women and men to secure decent employment and income;
- Enhance the coverage and effectiveness of social protection for all;
- Strengthen tripartism and social dialogue in handling work-related issues.

In promoting social justice and internationally-recognized human and labour rights, the organization continues to pursue its founding mission, which was based on the premise that labour peace is essential to prosperity. Today, the ILO helps advance the creation of decent jobs and the kinds of economic and working conditions that give working people and business people a stake in lasting peace, prosperity, and progress.

ILO

Headquarters,4 route des Morillons CH-1211 Genève 22, Switzerland Web: www.ilo.org

UNCITRAL

The United Nations Commission on International Trade Law (UNCITRAL or the Commission) was established in 1966 by the General Assembly (GA res. 2205 (XXI), 17 December 1966) to promote the harmonisation and modernization of the law of international trade. UNCITRAL gives effect to its mandate by preparing and promoting the use and adoption of legislative and non-legislative instruments (such as conventions, model laws, legislative guides etc.) in a number of key areas of commercial law. To date, the Commission has adopted texts in the following domains: International Sale of Goods; International Commercial Arbitration and Conciliation; Security Interests; Insolvency; International Payments; International Carriage of Goods; Electronic Commerce; Procurement and Infrastructure Development. In compliance with its mandate UNCITRAL also undertakes a range of technical cooperation and assistance activities to promote its work and the adoption, use and uniform interpretation of the legislative and non-legislative texts it has developed.

UNCITRAL.

Vienna International Centre, P.O. Box 500 A-1400 Vienna, Austria

Web: www.uncitral.org

UNECA

Established in 1958 by the Economic and Social Council of the UN, ECA's mandate is to promote the economic and social development of its MSs, and promote international cooperation for Africa's development. The Trade, Finance and Economic Development Division (TFED) is in charge of all the trade-related capacity building activities and programmes. In addition, ECA has set up the African Trade Policy Centre (ATPC) which is organizing continental and regional workshops on various aspects of ongoing trade negotiations in the WTO and other multilateral forums, and conducts research on trade-related issues of interest to African countries. It also helps to convene sub-regional and regional meetings to build consensus on major trade issues. ECA is also helping African countries to strengthen or establish trade negotiation units and build their capacity to undertake technical work on trade negotiations. At the same time, ECA continues to undertake short-term technical advisory services and missions to member states and RECs.

UNECA

Menelik II Ave. P.O. Box 3001,

Addis Ababa, Ethiopia Web: www.uneca.org

UNECE

The United Nations Economic Commission for Europe (UNECE) is one of five regional commissions of the United Nations. It was established in 1947 by the United Nations Economic and Social Council. The overarching mandate of the UNECE is to facilitate greater economic integration and cooperation among its fifty-six Member States and promote sustainable development and economic prosperity. The UNECE's area of expertise covers the following sectors: environment; transport; statistics; sustainable energy; economic cooperation and integration; trade; timber and forestry; and housing, land management and population.

The UNECE programme of work is focused on:

 The negotiation of conventions, norms, standards, and guidelines in the above-mentioned sectoral areas:

- The provision of technical assistance (advisory services, capacity building workshops, training courses, and study tours) to countries with economies in transition, aimed at building national capacity to implement UNECE legally binding instruments and standards, and supporting these countries in the achievement of internationally-agreed development goals;
- The organization of policy debate, and the exchange of experience and best practices in the key areas of UNECE work; and
- The monitoring of and provision of support to the regional implementation of the outcomes of global United Nations conferences and summits.

UNECE

Palais des Nations, CH-1211 Geneva 10, Switzerland

Web: www.unece.org

UNECLAC

The Economic Commission for Latin America (ECLA) – the Spanish acronym is CEPAL - was established by Economic and Social Council Resolution 106(VI) of 25 February 1948 and began to function that same year. The scope of the Commission's work was later broadened to include the countries of the Caribbean, and, by resolution 1984/67 of 27 July 1984, the Economic Council decided to change its name to the Economic Commission for Latin America and the Caribbean (ECLAC); the Spanish acronym, CEPAL, remains unchanged.

Mandate and mission

The Secretariat of the Economic Commission for Latin America and the Caribbean (ECLAC):

- Provides substantive secretariat services and documentation for the Commission and its subsidiary bodies;
- Undertakes studies, research and other support activities within the terms of reference of the Commission;
- Promotes economic and social development through regional and subregional cooperation and integration;
- Gathers, organizes, interprets and disseminates information and data relating to the economic and social development of the region;
- Provides advisory services to governments at their request, and plans, organizes and executes programmes of technical cooperation;

- Formulates and promotes development cooperation activities and projects of regional and subregional scope commensurate with the needs and priorities of the region and acts as an executing agency for such projects;
- Organizes conferences and intergovernmental and expert group meetings, and sponsors training workshops, symposia and seminars;
- Assists in bringing a regional perspective to global problems and forums, and introduces global concerns at the regional and subregional levels;
- Coordinates ECLAC activities with those of the major departments and offices at United Nations Headquarters, specialized agencies and intergovernmental organization.

UNECLAC

Dirección: Av. Dag Hammarskjöld 3477

Vitacura, Santiago de Chile

Web: www.eclac.org

UNESCAP

The United Nations Economic and Social Commission for Asia and the Pacific (ESCAP) is the regional development arm of the United Nations for the Asia-Pacific region. With a membership of 62 Governments, 58 of which are in the region, and a geographical scope that stretches from Turkey in the west, to the Pacific island nation of Kiribati in the east, and from the Russian Federation in the north to New Zealand in the south, ESCAP is the largest regional commission in terms of membership. It is also the largest United Nations body serving the Asia-Pacific region, with over 600 staff.

Established in 1947 with its headquarters in Bangkok, Thailand, ESCAP seeks to overcome some of the region's greatest challenges. It carries out work in the following areas:

- Macroeconomic Policy and Development;
- Trade and Investment;
- Transport ;
- Environment and Development;
- Information and Communications Technology and Disaster Risk Reduction;
- Social Development;
- Statistics;

Sub-regional activities for development.

ESCAP focuses on issues that are most effectively addressed through regional cooperation, including:

- Issues that all or a group of countries in the region face and for which it is necessary to learn from each other;
- Issues that benefit from regional or multi-country involvement;
- Issues that are trans-boundary in nature, or that would benefit from collaborative inter-country approaches;
- Issues that are of a sensitive or emerging nature, and require further advocacy and negotiation.

ESCAP's mandate is to promote economic and social development in the Asian and Pacific region by fostering cooperation between its members and associate members. The organization's objective in the area of trade and investment, as defined in its Strategic Framework for the biennium 2012-2013 approved by the General Assembly, is to promote trade, investment and transfer of technology for inclusive and sustainable development in the Asia-Pacific region.

UNESCAP

The United Nations Building, Rajadamnern Nok Avenue Bangkok 10200, Thailand Web: www.unescap.org

UNESCWA

The mission of the United Nations Economic and Social Commission for Western Asia (ESCWA) is to promote economic and social development in the West Asia region by fostering cooperation and integration among its 14 member countries. The internationally agreed development goals, including the Millennium Development Goals provide the overarching framework for ESCWA's work. In terms of economic integration and regional trade, ESCWA works to strengthen and build the capacity of member countries to design and implement sound economic policies and strategies for sustainable economic growth, poverty alleviation as well as regional integration in a globalizing world. ESCWA promotes the sustainable utilization of regional natural and human resources, integration of national markets, and facilitation of intraregional cross-boundary flows of goods, services, investment and people. ESCWA's work programme pursues the objective by promoting economic and social integration among its member countries at the subregional and regional levels and fostering solidarity in the international political arena and global economy.

UNESCWA

P.O. Box 11-8575, Riad el-Solh Square,

Beirut, Lebanon

Web: www.unescwa.org

UNOPS

United Nations Office for Project Services (UNOPS) provides project management, procurement and other support services to United Nations agencies, international financial institutions, governments and non-governmental organizations. Established as part of the United Nations Development Programme in 1974, UNOPS became an independent, self-financing organization in 1995.

UNOPS customizes its services to individual client needs, offering everything from one-time stand-alone solutions to long-term project management. Core services include project management, procurement, human resources, management, fund management, United Nations common services.

UNOPS

Headquarters, Marmorvej 51, PO Box 2695,

2100 Copenhagen, Denmark

Web: www.unops.org

2. The ways in which the United Nations Inter-Agency Cluster agencies collectively support trade

The enhancement of the capacity to participate in global trade is critical for economic growth in developing countries. This has put the need for trade-related technical assistance on the forefront of economic development. In response to such needs, UNIDO has published in 2008 the first edition of the **Trade Capacity Building Inter-agency Resource Guide**, followed by enhanced editions in 2010 and 2015³. The Guide was prepared by UNIDO under a mandate by the High-Level Committee on Programmes (HLCP) of the United Nations System Chief Executives Board (CEB). Since its official launch, in 2008, the Resource Guide constitutes a main document of reference for the United Nations Inter-Agency Cluster.

With reference to the Trade Capacity Building Inter-agency Resource Guide 2015, below are the key areas for trade capacity building with the related participation of the United Nations Inter-Agency Cluster⁴.

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³ See: Trade Capacity Building Resource Guide 2015. UNIDO, 2015. http://www.unido.org/tcbresourceguide2015.html

⁴ Trade Capacity Building Resource Guide 2015. Volume 1, Strategies and Services. Executive Summary, UNIDO 2015.

- Global advocacy for trade as a tool for development;
- Trade policy development, including competition policies;
- Design and implementation of **legal and regulatory frameworks** that allow for the implementation of WTO and other international agreements, or facilitate accession to them;
- **Supply capacity** development, including the improvement of the business environment and the investment climate, the provision of business services and access to financing, and private sector development in general;
- Compliance infrastructure and services, in particular for standards, accreditation and certification bodies, testing and calibration laboratories, and inspection services;
- **Trade promotion** by the development of export promotion strategies and the strengthening of trade promotion institutions;
- Market and trade information structures and services:
- **Trade facilitation** to assist import and export mechanisms and processes by the streamlining of customs procedures and border and transport management;
- Physical trade infrastructure, such as ports, rail transport, roads, cool chains, and harbours; and
- Trade and export financing, international payments and other trade-related financing.

(a) Global Advocacy

The global advocacy category covers services that are designed to promote the use of trade as a development tool and to encourage support for developing countries efforts to improve their trade capacity building. This includes analysis and dissemination of trade-related information, promoting understanding of the relationship between trade and development, and supporting policies. Some agencies provide information on and support for the interactions between their more specialized interests and trade.

UNCTAD has a range of specialist publications, most on an annual basis, which provide background information and analysis on trade. These include the Trade and Development Report, the World Investment Report, the Economic Development in Africa Report, the Least Developed Countries Report, The Information Economy Report, the Technology and Innovation Report, The Trade and Environment Review and The Creative Economy Report. It also prepares

Investment Policy Reviews of individual countries, Information and Communications Technology reviews, and Science, Technology and Innovation Policy Reviews. It has a long history of analysis and advocacy on commodity trade. UNIDO publishes the Industrial Development Report. The WTO publishes research on trade and trade policy, including the annual World Trade Report and research reports. It also provides information and opportunities for discussion to parliamentarians, researchers, and NGOs. UNDP publishes research on trade and human development, and supports LDCs and land-locked developing countries, with a particular focus on managing commodities. UNEP provides research and advice on environment-related trade opportunities. The ITC tries to develop incountry interest in trade issues, citing especially non-tariff barriers and gender and environmental issues, through national discussions and assistance in integrating such issues into trade policy. It also encourages developing sectoral export strategies. The FAO prepares strategy papers. The ILO has a continuing programme to analyze the social impacts of trade policy.

(b) Trade Policy Development

Agencies assistance to trade policy development is generally provided in four areas: design and implementation of trade policy; specific developing country issues in trade (such as commodity exports and preferences); support in trade negotiations; and assistance in managing the interactions between trade and other policies.

UNCTAD provides analysis and policy advice on commodities as well as training for trade officials. It provides advice on integrating environmental policies into trade policy. It provides policy advice and training for trade negotiations, including trade in services, investment agreements and preferential trade. It offers training courses for trade and other officials, negotiators, and for researchers. UNIDO builds capacity to formulate and implement trade policy, especially on improving the quality of exports, and prepares studies of the policies needed to promote value chains in individual sectors and on industrial governance. The WTO has a longstanding programme to train trade policy officials from developing countries, and also has specialist courses on particular topics, including new regulations and negotiating skills, and supports academic research. It has a programme to help countries assess their trade capacity building needs. UNDP assess trade policy training needs and supports officials in integrating trade and human development into development policy. The ITC trains public sector officials and also supports the private sector to take an active role in developing trade policy. NTMs are a particular focus. The FAO offers training in trade policy and access to data and other information. UNEP provides advice on voluntary sustainability standards. The **ILO** provides training in analyzing the social impact of trade. The regional commissions tend to have a strong commitment to regional integration. UNESCAP has a data base on trade and investment agreements and sponsors a

network of researchers on trade in Asia. It provides capacity building on trade policy as well as supply research to policy makers. **UNECA** has a programme of assisting regional integration through research, information, and discussion. It has a trade policy research centre. **UNECLAC** provides research and information on trade policy, and supports policy makers through publications, including Latin America in the World Economy, and workshops. These include analysis of trade within the region and with other regions, notably with Asia.

(c) Legal and Regulatory Framework

Assistance under this category includes helping countries to bring their own regulations into conformity with international rules, more general help to improve their legal institutions, and training officials to deal with such rules. A number of the agencies specialise in particular areas, rather than trying to provide expertise on the legal rules in all sectors. For several, the aim is to balance trade-related obligations with other national (or international) interests.

UNCTAD advises countries on WTO accession and on implementing other international agreements, including on intellectual property and preferences. They also provide support on national legislation; for UNCTAD this now includes competition and consumer law. The WTO advises countries on meeting their legal commitments in the WTO, both directly and through setting up reference centres. The ITC helps countries develop legal frameworks for supporting trade and also assists in harmonising regional frameworks. UNDP has provided advice on implementing the WTO's intellectual property agreement and on trade and biodiversity. UNIDO helps countries implement WTO agreements on Technical barriers to Trade (TBTs) and Sanitary and Phytosanitary measures (SPS). The FAO provides support for countries to meet international agreements and also in negotiations. UNEP provides advice to enable countries to meet eco-labelling standards. UNCITRAL offers assistance in acceding to its conventions. UNESCAP advises on the WTO negotiations. UNECE encourages harmonisation and standardisation of regulations. It also supports market surveillance to protect the safety of workers and products and ensure quality. It uses exchange of information among members to improve knowledge sharing. UNECLAC maintains a database of trade disputes relevant to Latin American and Caribbean countries, with analyses.

(d) Supply Capacity

UNCTAD's trade support encourages moving up value chains. It has an extensive programme on analysing the supply and role of foreign investment and also advises on foreign investment agencies. Its sectoral programmes include tourism, and it supports SMEs, partly by linking them to larger companies. It helps countries to use information and communications technologies more effectively. UNDP supports the development of regional value chains, especially in Africa and Central Asia. It has a programme encouraging the production and marketing of sustainable commodities. It is introducing a comprehensive programme for Arab states on trade reform, productivity, employment and investment. UNIDO provides research on the opportunities for individual sectors and products, with an emphasis on the quality standards needed. It assists agricultural chains through improving food hygiene management and reducing waste in processing. It is also helping countries to improve standards in some industries and encouraging the adoption of innovative technologies which save or recycle energy or use cleaner energy and other initiatives to help countries find opportunities in green industries. It helps SMEs by encouraging joint export initiatives and linkages with larger firms. It helps build national institutions which will encourage upgrading and productivity improvements. The ITC supports SMEs through training, marketing, information, and advice. One training programme is on supply chain management. UNECA helps countries to take advantage of the US Africa Growth and Opportunity Act (AGOA). UNESCAP helps to identify opportunities for SMEs to participate in regional and global value chains. It has programmes encouraging sustainable production, foreign investment, and technology transfer. The ILO provides advice on increasing employment creation and on developing skills for projected new employment, using a value chain approach. It tries to increase productivity through helping good labour and environmental practices. UNEP helps countries find opportunities in bio-trade and organic agriculture. UNIDO provides research on the opportunities for individual sectors and products, with an emphasis on the quality standards needed. It assists agricultural chains through improving food hygiene management and reducing waste in processing. It is also helping countries to improve standards in some industries and encouraging the adoption of innovative technologies which save or recycle energy or use cleaner energy and other initiatives to help countries find opportunities in green industries. It helps SMEs by encouraging joint export initiatives and linkages with larger firms. It helps build national institutions which will encourage upgrading and productivity improvements. UNECA helps countries to take advantage of the US Africa Growth and Opportunity Act (AGOA). UNECLAC analyses the prospects for exports of different sectors.

(e) Compliance Support Infrastructure and Services

Assistance in this category is closely related to that under the Legal and Regulatory Framework, but places more emphasis on building the institutions in developing countries to implement such legal frameworks, and less on the details of compliance. It is an area where the specialised agencies again have the main role.

UNIDO advises countries on the advantages of developing compliance institutions, and assesses their needs. It supports the development of standardisation, testing, and accreditation bodies, including those regulating food safety standards and energy efficiency. The ITC provides advice to help countries develop certification and inspection bodies as well as direct support on improving quality. The FAO hosts the international standard setting agencies for SPS and plant protection, and can provide support to build institutions to help countries meet SPS requirements. The UNECE helps countries to agree and apply common standards on agricultural goods. UNECLAC offers ad hoc support on compliance.

(f) Trade Promotion

With a focus on the private sector, this category includes both direct support to exporters and the building of institutions in-country which will provide such support. It is different from many of the other categories in its direct relationship to the private sector.

This is an important part of the ITC's activities: it provides training and a set of packages to help countries develop their trade support institutions. It also encourages benchmarking against other countries institutions. UNECLAC offer advice on policies and mechanisms for countries trying to promote trade.

(g) Market and Trade Information

Market information and trade information services are different in their focus and methods. Market information is about sub-sectors and products, while trade information focuses on the aggregate level, including data on trade flows, policies affecting trade, and trends in these. Market information is usually targeted at traders. Trade information is, broadly speaking, intended to be used by policy-makers.

UNCTAD is a major provider of trade data and information on trade policies, with a comprehensive database on tariffs and non-tariff measures. The WTO compiles some trade data and supports the Global Trade-related Technical Assistance Database (GTAD). The ITC provides market information on a range of commodities and services, and also helps countries develop their own market information services. UNECLAC has a trade database. The FAO improves countries access to relevant trade databases and helps them to develop their own market and commodity information. UNIDO makes similar efforts on industrial trade and productivity statistics at global, regional, and country level.

(h) Trade Facilitation

This category covers the development, harmonization, and implementation of the rules and procedures which govern how goods cross borders.

The WTO helps countries to assess their trade facilitation needs. These efforts are intended, in part, as an input to the WTO trade facilitation negotiations. UNCTAD, as well as offering support for negotiations on trade facilitation, advises on policy and legislation. It provides capacity building on all types of transport services, including shipping and port management. It has developed an automated system for customs data and clearance. The ITC offers support to private sector providers of logistics and other services relevant to trade facilitation as well as helping companies to meet legal requirements. The Regional Commissions have a joint project to improve countries access to global value chains by reducing obstacles to trading. UNESCAP has implemented this through workshops and exchange of information. It encourages simplification and standardisation of border procedures, providing information and advice as well as research on the significance of trade facilitation. It also has a programme for trade in food products. UNECE also encouraged simplification and standardisation and helps to develop agreed procedures. UNECLAC has concentrated on improving customs procedures.

(i) Physical Trade Infrastructure

UNCTAD offers advice on improving the productivity of transport services, with a particular focus on multi-modal transport. **UNECE** develops standards, for example for transport of dangerous goods and road vehicles, and has helped establish a regional programme for roads.

(j) Trade-Related Financial Services

UNCTAD provides technical assistance on insurance, commodity risk management, and other financial tools. The **ITC** offers training to institutions in providing trade finance and to companies in how to access it.

C. THE WAY FORWARD: VIEWS FROM THE CLUSTER PARTICIPATING AGENCIES

Since its establishment in April 2007 and its official launch by the United Nations Secretary-General during the twelfth session of the United Nations Conference on Trade and Development (UNCTAD XII) in April 2008, the UNCTAD led Inter-Agency Cluster on Trade and Productive Capacity⁵ has successfully pursued three main goals: (a) strengthening the role of trade and productive capacities in the integrated technical assistance delivered by the United Nations; (b) ensuring interagency coordination within "Delivering as one"; and (c) increasing the links between non-resident agencies and United Nations country offices.

On 12 November 2013, UNCTAD chaired the 16th Meeting of the United Nations Inter-Agency Cluster on Trade and Productive Capacity. The Cluster being close to its seven years of existence, the meeting referred to its origins and "raison d être", it aimed at taking stock of the experiences achieved and at paving the way for the future. A "questionnaire" to seek feedback from all Cluster members on the role and the results of the Cluster's contributions and activities, identification of best practices and suggestions for improvements was distributed during the meeting. All the agencies involved in the operations of the Cluster (from the field, regional and headquarters levels) replied to the questionnaire.

From the responses received, the coordination tasks carried out by the Cluster were felt as extremely important; speaking with one voice, the impact of activities of the Cluster is deeper and more meaningful. The members are seeing the United Nations Inter-Agency Cluster as a recognized "label" within the United Nations system for effective inter-agency coordination. In the context of the United Nations system-wide coherence, it is felt that a comprehensive, coordinated approach which takes into account each agency's area of expertise is in a position to offer more to each recipient state/region's development agenda. All the members praised the role of UNCTAD Technical Cooperation Service in leading the Cluster as it orients the Cluster towards the right strategic choices in view of the United Nations

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⁵ Since 2007, the Cluster has been the inter-agency mechanism composed of resident and non-resident agencies of the United Nations system with mandates and expertise in the area of international trade and productive sectors. Coordinated by UNCTAD, it is currently composed of UNIDO, FAO, ILO, ITC, WTO, UNDP, the United Nations Commission on International Trade Law, the five regional commissions, UNEP and the United Nations Office for Project Services. See http://www.unctad.org/en/Pages/TC/TC_United-Nations-Inter-Agency-Cluster.aspx.

⁶ See Brochure United Nations Inter-Agency Cluster on Trade and Productive Capacity, Delivering Aid for Trade, Geneva, 2014.

overall Development Agenda. The members think that current setup of the Cluster is an advantage because it offers a flexible and performing platform for increased cooperation, coordination and coherence between independent United Nations bodies whose activities and expertise are already institutionalized.

The members mentioned that the potentialities of the Cluster's coordinated initiatives as compared to the limited impact of individual agencies operations and positions are still underestimated and unexploited. It was felt that more can be achieved in terms of cohesion, leading to more impact and efficiency of the Cluster provided that:

- The complementarities among the agencies are clearly understood and shared by all agencies and stakeholders (donors and beneficiaries) in view of a holistic vision of trade and productive capacity development;
- There is no competition for funds, and donors and beneficiaries effectively support (and finance) the Cluster joint initiatives because of their value added;
- The global focal points of the Cluster, as well as national and regional heads
 of field offices, are effectively supported and guided by their respective
 Heads of Agencies in the Cluster's goals and initiatives: the political
 support at the highest level of each agency is crucial to enlarge the role of
 the Cluster.

1. Compilation of the responses provided by the agencies to a questionnaire on the role and impact of the Cluster

(a) Replies of the members of the Cluster

Question 1: In the area of trade and productive capacity, the Cluster is an example of how inter-agency coordinated assistance can deliver more, in terms of efficiency and impact, that individual agency's operations: do you agree with this statement, and what are the views of your agency in this regard?

The Cluster is as a good tool for efficient inter-agency delivery: better defined and complementary activities, more holistic package to the country, more demand driven, less individual agency driven. (UNIDO)

Although FAO has not delivered significant activities through the Cluster, many activities have components which have been delivered with Cluster partners (for example, regional workshops/capacity development events related to trade agreements, assistance to the development of DTIS, advice to countries through/in association with Resident Coordinators). Clearly, more can be delivered, and more efficiently, when there is coordination in activities. **(FAO)**

We totally agree. This is particularly true in the case of the trade sector, because of its articulation and complexity where only coordinated approaches can produce a meaningful contribution to beneficiaries. (ITC)

In addition to the main activities by each of the international organizations, there is certainly potential for complementarities in terms of delivering on trade capacity, in particular for the following situations: (i) when a country is not member of the WTO; or (ii) is in accession to the WTO; (iii) in some instances the involvement of the United Nations presence on the ground (particularly through the Resident Coordinators) to deliver some projects of trade capacity is often very useful; and (iv) when there is common alignment through processes such as the DTIS and EIF. (WTO)

UNDP agrees that the Cluster has the potential to enhance efficiency and impact in the delivery of assistance as compared to individual agency's interventions. However, in practice, these gains are not being fully realized. A number of issues constrain the efficient delivery of coordinated assistance which are not necessarily exclusive to the CEB cluster for trade and productive capacity but may reflect broader United Nations systemic issues. These include: i) costly administrative procedures that make alternatives such as the engagement of consultancy outfits and independent experts seemingly preferable from the perspective of donors and beneficiaries; ii) time associated with coordination between agencies and with partners/constituencies (ambassadors in Geneva, partner ministries in programme countries, national country offices, etc.) at headquarters and country/regional levels; iii) risk of losing strategic focus of interventions as a trade-off for inclusiveness (of agencies) in particular initiatives; iv) multiplication of weakly integrated United Nations coordination attempts at all three levels - country, regional and global; v) lack of funding mechanisms to create incentives for cooperation and reduce the competition for funding among agencies; and vi) limited investment by members of the Cluster in the secretariat support functions which limits the scope, nature and quality of services to be delivered. (UNDP)

From UNEP's point of view, coherence between multiple United Nations agencies is extremely important: when the United Nations speaks with one voice, the impact of its activities can be both deeper and more meaningful. A comprehensive, coordinated approach which takes into account each agency's area of expertise is in a position to offer more to each recipient state/region's development agenda. UNEP, for its part, can provide guidance on environmental issues, facilitating dialogue and cooperation on the environmental pillar of sustainable development, particularly in light of the proximity of Millennium Development Goals stocktaking as well as planning for the future with the 2030 Agenda for Sustainable Development. (UNEP)

I agree to a certain extent. The Cluster offers the potential to design larger and ultimately more relevant interventions based on a package consisting of complementary technical expertise of cluster members. In practice, we are not yet fully exploiting this potential. The interventions I know are still too much the sum of individual interventions of Cluster members without fully exploiting synergies. Furthermore, we have to pay attention that we do not add up one bureaucratic layer to another. (ILO)

The UNCITRAL secretariat agrees with the statement. The coordination among so many different organizations is a fruitful experience for the Secretariat, since, given its small size, such coordination increases the opportunities to reach out to countries as well as to United Nations country teams, which are often unaware of the contribution to legal reform (in the commercial sector) UNCITRAL can provide. (UNCITRAL)

I do agree with the statement. However, based on experience, my observation has been that the regional commissions, at least in the case of ECA, we have not been as involved in the country level implementation of Cluster activities as we should have. (UNECA)

In the view of ECE, the Cluster contributes to ensuring effective inter-agency coordination on trade and related issues both at the global and country level. In particular, the Cluster promoted the adoption of common approaches in the framework of UNDG, which resulted in the integration of trade and economic development issues in UNDAF and One United Nations programmes. At the country level, the Cluster provides new opportunities for enhancing the impact of each agency's work by ensuring greater access to a combined expertise of various agencies, as well as by strengthening coordination on the trade development issues between the members of the Cluster, United Nations Resident Coordinators, governments and donors. One of the areas for improvement is strengthening the involvement of the Cluster in inter-agency coordination on trade and related issues at the regional level, in particular through the Regional Coordination Mechanism (RCM) and the United Nations Development Group (UNDG). (UNECE)

ESCAP agrees with the above statement. However, there is much that needs to be done for an effective functioning of the Cluster. For an effective mechanism it is important that all the Cluster agencies share their activities on a regular basis with each other, well in advance, so that if another agency of Cluster wants to participate/ is organizing another event during the same time, they can consider working collectively and use each other's resource persons and other resources. From a regional commission's perspective, it would be important that the Global focal point develops a more systematic and robust information sharing mechanism, as this would provide the basis needed for possibly more concrete joint actions. Much of the benefits of the Cluster approach can be obtained if we can, through it,

get a full and advance picture of "who will and is doing what, where and when". One key organizational issue affecting the effectiveness of the Cluster is the overlapping scope of work of the various Cluster agencies, such that it is unclear who should take the lead on what part of a given project. For example, the global Cluster focal point (UNCTAD), having a broad mandate and scope of work on trade and investment, can potentially claim lead on any or all parts of any Cluster project that may be jointly developed; in turn making its role as impartial coordinator inherently extremely difficult. (UNESCAP)

ESCWA agrees that combining knowledge and expertise of various agencies provide for more ability of the agencies to provide comprehensive work taking into account the various issues and the interdependencies of issue such as trade with social issues, trade with environment, food security and trade liberalization, etc. To this we would like to emphasize that ESCWA must always be involved in activities related to the region. (UNESCWA)

We definitely agree with this statement from the UNOPS perspective. Given the broader scope of competencies brought together through various agencies, it becomes possible through Cluster kind of programmes to tackle a wider range of issues and provide a more coherent support to given sectors. Example: In Lao People's Democratic Republic we are dealing with the tourism sector. We support stakeholders on food hygiene and safety issues (UNIDO), labor standard in the sector (ILO), backward linkages (ITC), environmental impact (UNIDO) and policy recommendations (UNCTAD). (UNOPS)

The development impact of the Cluster proved to be much wider and deeper than the impact achieved by the operations of agencies acting alone. The Cluster allowed the effective participation of UNCTAD in the United Nations Development Assistance Frameworks (UNDAFs) and similar exercises at the regional levels developed in the context of the United Nations system-wide coherence. For UNCTAD staff, the Cluster is felt as the most effective interagency coordination mechanism UNCTAD has been involved in as it makes One United Nations really work from an operational perspective, both at the project conceptualization and implementation levels. It also provides an opportunity to United Nations agencies covering complementary issues in their mandates to engage in focused projects, knowing that sister agencies will take care of the rest. Finally it is emphasized that the Cluster is providing UNCTAD with greater visibility and enhanced recognition of its role within the United Nations system. (UNCTAD)

Question 2: Within the Cluster, the coordination has been established with a gradual process of "learning by doing", and it has achieved different degrees of effectiveness and success. What are, in light of your experience, the Cluster's operations or initiatives that show good or bad practices and what should be done to ensure constant improvements and consolidation of this inter-agency mechanism?

The Cluster can be a powerful tool for advocacy at the conceptual level and therefore it should be used in a more regular/strategic way to promote the key role of trade and productive capacities for sustainable development, especially in the debate on the 2030 Agenda for Sustainable Development and the Sustainable Development Goals. Joint programming is a good initiative, but can be hampered if an agency does not have the specific funding to participate in a field trip. Ideally, a "fund" such as the EIF or other provision for programming would facilitate programming exercises. TCB Resource Guide was a good activity in support of the Cluster, creating more visibility on "who does what". (UNIDO)

Joint missions and coordination at the planning stage to ensure that countries are negotiating with one entity appear to be an example of good practice. The extent to which this has, or needs to be, translated to resource mobilization and implementation is less clear. **(FAO)**

As correctly stated, the process has been learning by doing. As such it is difficult to identify the "worst" practices. Each phase of the process has been useful as far as ITC is concerned. To ensure its consolidation and effectiveness it would be important to find a way to involve donors so as to expose them to coherence building approaches in TRTA. (ITC)

We would have arguments along the lines of those developed above, where the complementarities to current activities and programmes should be encouraged. (WTO)

In relation to good practices, the following could be mentioned: the joint approach by agencies in Cabo Verde in documenting and advocating along with the Government on the potential role of the creative economy sector for development and job creation has contributed to mobilize technical and financial resources for the sector from bilateral (European Union, Luxembourg) and multilateral donors (World Bank). In the United Republic of Tanzania, the United Nations-SECO project is a good example of the Cluster's coordination. Efforts have been made to align the project with other on-going trade capacity development interventions such as the EIF "Capacity development for Mainstreaming Trade" project (Tier 1) being implemented by UNDP and the Government of the United Republic of Tanzania. The sharing of experiences, knowledge and proposals from agencies presented in a common platform for analysis by Government officials and donors, as done Myanmar was appreciated by partners. The joint resource mobilization

efforts undertaken by the Cluster for the Aid for Trade Initiative for Arab States. On the weak side, the inability of Cluster agencies to mobilize their "own resources" for country activities is not well perceived by development partners and programme countries, and makes it more difficult to mobilize "additional" funding for Cluster activities. Ambitious programmes not matched by realistic resource mobilization possibilities generate concerns about the capacity of the Cluster to deliver on commitments. Similarly, in some instances, the lack of knowledge by the Cluster/agencies on ongoing initiatives by bilateral donors and Government on trade and productive capacity undermines its ability to articulate a response that best responds to the country context and is thus perceived as top-down by local partners. To enhance effectiveness, it is suggested to appoint for each Cluster's specific intervention a lead agency, which will take overall responsibility for programming, reporting and financial issues, etc. on behalf of the Cluster. This will simplify administrative and coordination processes for partners. Such an approach has implications for the accountability framework of joint Cluster initiatives. (UNDP)

The positive impact of the Cluster's efforts to offer coordinated assistance can be seen most clearly is in the context of One United Nations programmes and the UNDAFs, which, in their turn, were created with a similar objective of ensuring that, instead of a soloed approach to development assistance, United Nations agencies should provide support and guidance in a holistic manner, with the relevant activities of each agency complementing those of the rest. Maintaining close contacts between agency representatives forming part of the Cluster, participation in thematic events organized by each, and keeping each other up-to-date with the latest developments in each agency's work in areas relevant to the Cluster's activities, is essential. (UNEP)

The gradual process is good, but we need to make sure that we continuously improve. I think the cooperation model of a group of equals working on the basis of mutual consensus is not always the best fit as it implies very lengthy negotiations and a lack of accountability. We should rather test the consortium model with one agency as a clear lead. This might guarantee a quicker turnaround time, one face to the donor, and more accountability. (ILO)

Examples of valuable initiatives are the initiatives aimed at raising awareness on the importance of trade and productive capacity in the context of development cooperation (e.g. the trade capacity building resource guide, the training module on trade and the UNDAF and the training offered at country/regional level, etc.). No "bad" examples in light of the UNCITRAL secretariat's experience, however improved coordination among the members of the Cluster would be welcome when liaising with the UNCTs (in the context of the UNDAFs at country level. (UNCITRAL)

I found the preparation of joint position (ideas) in the lead up to some of the sessions in New York or UNCTAD conferences as a best practice. The process through which the cluster achieved common message and examples is a best practice in the sense that it helped realize focused arguments and recommendations. (UNECA)

One of the objectives of the Cluster is to contribute to strengthening policy coherence, inter-agency cooperation and integrated activities on trade and economic development within the United Nations system, with a particular focus to the country level. During the 7 years of its operation, the Cluster has played an important role in ensuring that trade and productive capacity issues are integrated in the UNDAF and One United Nations programmes. This has contributed to improved institutional and human capacity for trade policy formulation and implementation in the UNDAF and One United Nations countries. However, the UNDAFs and One United Nations programmes are skewed towards social development. The Cluster could contribute to further strengthening the economic component of UNDAFs and One United Nations programmes, to ensure the interlinkage between social, economic and environmental pillars of development. (UNECE)

Each Cluster member is also working in parallel as an individual organization due to their organizational work programme. Its work programmes are being formulated keeping in view its own objectives and that of its own set of members. It would be useful if at the initial stage of formulating the work programme, each agency could also include Cluster's role. It is important to ensure that any and all actions/projects implemented under the name of the Cluster be developed in consultation and/or with the full knowledge of all Cluster members, in particular the regional commissions when the projects take place in their member countries. (UNESCAP)

ESCWA believe that better coordination mechanism is needed especially when it comes to project formulation and implementation and especially with regional commissions when work is related to a member country. A suggested mechanism could be a cyber-platform in which much coordination and dissemination of information can be done effectively along with binding commitment of proper consultation among all members regarding each new project. (UNESCWA)

So far and according to UNOPS experience, the coordination among cluster agencies is good. At an operational level, the role of "International Coordinator" that is managing cluster kind of intervention is critical. Its neutrality, being mainly recruited by UNOPS, seems to be a guaranty of the coherence of the interventions. It offers more efficient setup that the traditional "lead agency" mechanism in joint programmes. (UNOPS)

In the context of the United Nations coherence "Delivering as one", UNCTAD greatly contributed to enhance the coordination of technical assistance at the national and regional levels in the area of trade and productive capacity. UNCTAD facilitated the coordination between the national partners (involving the capitals and permanent missions to the United Nations), the Cluster's participating agencies (through the extensive use of videoconference/audio conference facilities to connect the diverse agencies field offices, regional offices, coordination offices and headquarters), the United Nations Resident Coordinators offices and donors (at the country level and capitals). When designing new UNDAFs, UNCTAD formulated and coordinated specific outcomes/outputs on economic growth to be carried on by the Cluster with a view to avoiding duplication, ensuring efficiency, and more importantly, adding value to the quality of United Nations assistance through diverse expertise that exists within the United Nations system. Focus should be given to country level sectoral projects, where existing inter-agency coordination mechanisms are often weak but where all stakeholders have to clearly win by putting in place better coordination. Such thematic approach, firmly anchored within the overall "Delivering as one" architecture should now be replicated and become standard operating procedures as they would greatly ease the coordination between the United Nations agencies, the national partners, the United Nations Resident Coordinator system and the donors. A more holistic vision shared within the Cluster on the practices empirically developed over the years should aim at promoting their systematic replications to become "automatisms". Guidelines could be developed within the Cluster to formalize such practices and orient the Staff members newly appointed in the different Cluster's participating agencies and not yet familiar with the Cluster's operations. (UNCTAD)

Question 3: What are your main agencies specific constraints to an expanded delivery through the Cluster (in terms of planning processes, delineation of accountabilities for delivery, resource mobilization etc.) and what would you expect from the Cluster to overcome such constraints?

Inter-agency coordination for technical cooperation should not only be applied for fund raising but should also be consistently reflected at the implementation stage; joining forces for the purpose of getting resources and then fragmenting again when it comes to spending them is bound to have a limited impact. Greater attention should be given to the adoption of a "variable geometry" approach; certain joint initiatives could be more effectively pursued without necessarily involving all the Cluster members – if local circumstances so require. (UNIDO)

In the past, FAO's ad hoc nature of planning, and the absence of a results framework have made it difficult to know much in advance which activities are likely to take place in which countries. Compounding this difficulty has been weak linkages between the planning of regular programme (assessed) resources and extra-budgetary resources. The introduction from January 2014 of a results

framework should allow managers to have a much better idea of likely activities during a two year programme, and importantly, the ability to allocate resources exclusively to activities that contribute to agreed results. In the case of trade related work at FAO, output indicators are specified in terms of support to trade related agreements, and outcomes in terms of the alignment of trade policy to trade agreements, providing for a more focused set of activities at country, regional (with the regional economic commissions) and global levels. This process should facilitate the identification of focus countries of intervention and trade related activities, allowing easier identification of synergies with other cluster members. The Cluster could generate and make available information on their each agency's results frameworks, country strategies and focus countries to facilitate coordination across the cluster members. (FAO)

Our main constraint would be related to the risk that implementation is delayed due to the additional steps. (ITC)

The decision to design and implement WTO trade capacity activities and programmes is driven and decided upon by the Intergovernmental processes of the organization. Partnerships are widely encouraged and used. Those partnerships seek complementarities and are encouraged to avoid duplication. (WTO)

To expand the delivery of support activities to programme countries through the Cluster, the following can be mentioned: Structure each Cluster's intervention around the lead of one agency which will take overall responsibility for programming, reporting and financial issues, etc. on behalf of the Cluster (see response to previous question). Undertake joint resource mobilization for Cluster initiatives, including for country UNDAFs. It may also imply the Cluster carefully ponders the scope of country interventions to better align to expectations regarding resource mobilization. Promote enhanced flexibility by Cluster's agencies in the design and delivery of interventions to facilitate the implementation of integrated joint programmes – as opposed to a collection of individual agency activities. Invest in closer engagement of Cluster's agencies with national partners to ensure sufficient inputs and support in programme design and implementation. This will contribute to more effective delivery of support. (UNDP)

It would be good to receive some clarification from authors of the questionnaire on this point (in terms of the specific agency constraints – this is slightly confusing). At the moment we can offer a more general remark. It would be good to have an opportunity to sit down with the other agencies for a meeting to further map out and clarify the general outline of the Cluster's accountability, and planning structures, as well as to assess its overall capacity with a view to expand and increase it. With new agency representatives and partners joining the initiative, who might be unfamiliar with the work of the Cluster, its "terms of reference" should be made clearer. Another suggestion would be to strengthen the current

page for the Cluster on the UNCTAD website with a more detailed overview of its activity and structure. (UNEP)

It is as with all partnerships, you try to compare the benefits of a cooperation (see answer to question 1) with the cost (transaction cost). We need to work on both fronts, increasing the benefits and reducing transaction cost. (ILO)

Increased participation in the Cluster activities would provide the UNCITRAL secretariat with additional opportunities to implement UNCITRAL technical assistance programme. This would require the Cluster support in identifying and raising the necessary financial means and, at the same time, it would involve enhanced coordination with UNCITRAL technical assistance activities that are not implemented through the Cluster. (UNCITRAL)

I believe the fact that strategic plans and programme budgets are prepared without consultations between the agencies is one reason why delivery through the Cluster faces challenge. In addition, the fact that individual agencies go out to mobilize for XB resources on their own is another reason why outcomes are not jointly owned. In that sense, it would be important for the cluster agencies to have a way of sharing their strategic plans and/or programme budgets. That way, it would be easier to identify potential areas where there are more than one agencies working on an issue – this would most likely lead to more joint implementation. (UNECA)

One of the key constraints to expanding ECE's delivery through the Cluster is the lack of resources for technical assistance. To that end, the Cluster would be instrumental in exploring the possibilities for joint resource mobilization in support of joint projects, in particular from multi-donor trust funds established under the One United Nations programme. (UNECE)

Question 4: Thanks to very frequent contacts and working relations, the cohesion and therefore the effectiveness of the Cluster's focal points is much higher at Headquarters level (Geneva, Vienna, Rome) than at the regional or national levels for both resident and non-resident agencies. What are the views of the Cluster's members in this regard? What could be done to enhance the effectiveness of the Cluster at the country level?

HQ regular contacts are important for coordination and overall planning and should be maintained. There should be regular local meetings of cluster partners and with local counterparts. Phone conferences between field and HQs should be strengthened. (UNIDO)

Improving cohesion across all countries in which cluster members are active may be difficult, indeed inefficient. However, if "focus" countries in which a large number of agencies are likely to be active can be identified, efforts can be made to strengthen coordination and communication in these countries. Coordination could also be strengthened at the regional level, through those regional offices that are

actively involved providing trade-related assistance and the regional economic commissions. (FAO)

We agree that, like other Geneva-based initiatives, effectiveness and visibility are higher in Geneva. To enhance effectiveness at the country level we would need to enhance the in-country network and make sure of its involvement in the different local decision making arrangements. (ITC)

Resident Coordinators of the United Nations have a key role to play. The WTO encourages further sensitization and training of these RCs to international trade issues. They can be a key component to delivering on some trade capacity projects. Likewise, in LDCs the EIF National Steering Committees, NIUs and DTIS implementation modalities can be used to enhance coherence. (WTO)

While there have been improvements in making United Nations agencies "work" more jointly some challenges remain. More concretely, while progress has been made in the development of joint programme frameworks – e.g. UNDAFs and joint programmes as those promoted by the CEB Cluster – there has been less progress in terms of joint implementation. To enhance the effectiveness of the Cluster, it is proposed to: i) undertake joint resource mobilization for programmes; ii) define joint implementation structures (see response to question 2 above); iii) enhance the engagement of cluster agencies with national counterparts through regional representation and/or regular visits of qualified-middle rank staff in country; v) improve information exchange at the operational/project level. (UNDP)

In this regard, to improve the Cluster's performance, it would be opportune to talk directly to decision-makers in each target country to identify areas where assistance is needed most. This can be done through the network of United Nations Country Teams, led by Resident Coordinators. It would also be helpful to organize a series of events where stakeholders could discuss and make informed decisions on priority issues and areas in each country's development agenda. (UNEP)

I guess they look at it the same way as I do (see answer to question 3). (ILO)

The UNCITRAL secretariat agrees with this statement, but does not have any particular views on how involvement of regional/national focal points in the Cluster can be strengthened other than by way of keeping them informed of Cluster meetings and initiatives and inviting them to participate (teleconferences, skype, etc.) (UNCITRAL)

I certainly agree that I do feel like the cluster is more cohesive among the agencies in HQs duty stations. Somehow, it comes out like the HQs agencies do the cluster coordination as their day job, while those at the country and regional levels see the Cluster activities as additional. As to how the cluster effectiveness at the regional level can be achieved, I thought the linking of the Cluster with the regional consultation mechanisms of the United Nations could do that. (UNECA)

As a non-resident agency, ECE has no representation at the country level. In our view, the Cluster members must improve communication and coordination between their headquarters, regional/sub-regional and country offices to ensure that the Cluster members speak in one voice and act as one on trade-related issues. In addition, the Cluster could focus on developing joint projects/programmes in common areas of expertise and undertaking joint resource mobilization in support of joint activities. (UNECE)

The very purpose of having a global focal point for Cluster is to have effective coordination. Regional agencies, at times are more effective for coordinating purposes by virtue of their location advantage and therefore it is not universally true that the effectiveness is only at the HQ level. The nature of the work programme or activity drives (or should drive) which agency should play a major role and act as a hub. In case of Myanmar, ESCAP (at regional level) and UNDP, ITC, UNIDO and FAO at individual level have played important role – as they had pre-existing local and/or regional presence there. For example, ESCAP coordinated through its advance communication on organization of a Business Forum held in Myanmar in 2013 and also coordinated meeting with private sector as well as development partners to facilitate all willing Cluster agencies participation. (UNESCAP)

ESCWA believes that a better coordination and involvement can activate others and enhance their role. (UNESCWA)

This is true. It would be important in the future to raise awareness of regional and country offices of cluster agencies of the ongoing discussions taking place at HQ level. Also, cluster programmes agreed at HQ level should be managed by the people initially involved in the design of the programmes. (UNOPS)

Question 5: The Cluster does not have a "secretariat" like some other United Nations inter-agency mechanisms. UNCTAD, in view of its broad mandate on trade and development within the United Nations system, was requested by other agencies to steer the Cluster when it was established in 2007. UNCTAD facilitates the coordination by ensuring contacts, transparency, inclusiveness and exchanges of information, and providing the overall integrated vision that is at the core of the Cluster's objectives. What are your agency's views in this regard? Is this informal arrangement a positive or a negative aspect for the role and the impact of the Cluster?

Good coordination role, good driver for joint activities, programming, certainly increasing coherence, cooperation and impact. Light structure is better than heavy/costly (?) secretariat, at the moment such informal coordination is enough. **(UNIDO)**

The informal nature of the arrangement may be appropriate given the widely different mandates, clients, modes of operation etc. of the Cluster members, given that transaction costs need to be kept to a minimum, but this informality may prevent the Cluster from upscaling activities (see question 6). **(FAO)**

The role that UNCTAD has played has been crucial for the success of the cluster. This has been done in a commendable manner and without creating formalisms and admin burdens over the other agencies. We would be absolutely favourable if the arrangement as such could continue also for the future. Actually we doubt that any other form of arrangements could fit the purpose better than the present one. (ITC)

We would share the view of avoiding the creation of new structures but would encourage supporting current coordination work undertaken by UNCTAD. We would encourage wider use of information technology tools to enhance coordination. (WTO)

UNCTAD's efforts to steer the Cluster are commendable. The informal character of the coordination arrangements makes them flexible and adaptable. On the other hand, the combination of informality and resources constraints has implications for the effectiveness of "services" that UNCTAD can provide to the Cluster. Moreover, accountability lines are unclear. In certain circumstances, for instance, it is not evident how Cluster decisions are made which creates confusion for partners and agencies at different levels. Moving forward it will be worth exploring options for sharing responsibilities among Cluster's agencies and refocus the coordination role at the global level. More concretely, the "Cluster" can better leverage existing United Nations-wide structures and mechanisms for coordination avoiding a duplication of efforts. This is particularly relevant at the regional level, were regional commissions should play the leading role. The HQ coordination structures and the cluster global coordination arrangements should emphasize engagement with DOCO and other United Nations-wide structures meant to ensure that all United Nations specialized agencies and programmes – and particularly so the nonresident agencies, are able to participate in country-level programmes. The cluster HQ coordination efforts will ensure information sharing, inputs to United Nations system processes from agencies of the Cluster, etc. (UNDP)

This informal format of the Cluster is, in UNEP's view, an advantage in this particular case. With no institutional constraints that inevitably arise in the work of mechanisms such as secretariats, but rather working in the format of a dialogue and information exchange between independent United Nations bodies whose activities and expertise are already institutionalized, the Cluster can achieve significant results. At the same time, the Cluster could benefit from strengthened and more frequent contacts. (UNEP)

The informal arrangement is good and should be continued. (ILO)

The UNCITRAL secretariat is satisfied with the current arrangements and the way UNCTAD performs its role of coordinator of the Cluster. Keeping the structure of the Cluster informal makes things easier to discuss and faster to implement. Furthermore, formal arrangements that may imply financial contributions from the members of the Cluster would not be sustainable for UNCITRAL. However, some concerns can be expressed in regard of the sustainability of the current arrangement in the long run. What if UNCTAD's priorities change and UNCTAD is no longer willing/able to provide coordination? (UNCITRAL)

I think the informal arrangement is double-edged. If it is formalized, it is easy for the Cluster to be seen as an UNCTAD Cluster. If it remains informal, still other agencies might still abdicate their expected responsibilities. I am not sure whether having other big agencies taking responsibility to coordinate in different cycles might help. Say UNIDO or WTO or UNEP coming in and taking the coordination of the Cluster. This could be an idea, and might help entrench the original aspirations of the Cluster. (UNECA)

In our view, the existing mechanism of coordination within the Cluster proved to be effective in terms of its transparency, flexibility and inclusiveness. We believe that the current arrangement was adequate for ensuring effective interaction between the members of the Cluster during the initial phase. (UNECE)

Each agency has a different role and mandate to work. Cluster can effectively function as a coordinating body rather than forming a secretariat or another United Nations agency. The informal arrangement is positive as it does not infringe upon individual agencies own working mandate while at the same time provides enough flexibility to work together. Creating a secretariat would mean having another bureaucratic level which we must avoid. (UNESCAP)

ESCWA thinks it would be better to assign a secretariat for the Cluster given its size and big role. (UNESCWA)

UNCTAD is playing an active role in its coordination mandate and this is definitely been positive and will remain as far as the organization continues in this path. In the future it might be recommended to formalize this agreement and the inclusion of UNOPS as a "co-chair" of the Cluster could bring value because of the organization's neutral role. **(UNOPS)**

Question 6: Fundraising is crucial for all the agencies of the Cluster, in spite of the important differences in their individual financial structure and in the volume of human and financial resources that each one of them allocates to the theme of trade and productive capacity, according to their mandates. How do you assess the current role of the Cluster on resource mobilization, and what concrete steps should be envisaged? How do you see the role of the Cluster in the competition among agencies for attracting donors funds?

The Cluster can be a good tool for joint fund raising for a systemic inter-agency programme. It offers an opportunity to overcome agency competition in same country. It also provides increased donor attractiveness through an inter-agency comprehensive service package to a country (larger, more expensive). (UNIDO)

In the past, funding has been discrete, with earmarked funding for certain activities. For the most part, agencies have been using their own resources to participate and contribute to this process. Unfortunately this has contributed to the Cluster being unable to scale up its work. For the Cluster to gain greater credibility and be able to meaningfully engage in country programming, resources are needed. The establishment of an MDTF with rotation of cluster members as lead agency (on an annual basis) for the management of such a fund, etc. could provide a mechanism for achieving this. Together with joint programmes at the country-level, there is a growing funding trend of thematic global MDTFs. As an example of this, FAO is having a very positive experience with the UN-REDD Programme (United Nations Collaborative Programme on Reducing Emissions from Deforestation and Forest Degradation). The Cluster should therefore consider such an option for resource mobilization. (FAO)

This is by far the most important area of attention for the cluster for the future. It is only by different forms of involvement of the donor in the Cluster that some of the issues raised may be hopefully solved. Some form of competition among agencies could be considered as healthy only if limited and does not end up to be rivalry. Full coherence can be generated by the cluster only if the local network is enhanced and the donors involved. (ITC)

We have no particular views of this particular issue. (WTO)

A comprehensive approach which addresses programming and resource mobilization of the Cluster interventions in tandem has the best chance of promoting effective delivery by the Cluster. Presenting a common front to donor partners inspires trust and shows unity of purpose to which a donor would be more attracted to be associated with. The Cluster coordination efforts at global level could focus on strategic resource mobilization services by undertaking research and exploring possible avenues for funding from IFI, new and small emerging donors with small administrative capacity to implement programmes, etc.; share information of United Nations-wide guidance in United Nations joint operations at country level and inform those discussions with inputs from the Cluster's agencies, etc. Finally and closely related to resource mobilization efforts, the Cluster coordination efforts at global level should dedicate resources to document the results of the Cluster at country level in a more systemic way. (UNDP)

At the meeting in November 2013 it was agreed that resource mobilization mechanisms at the global, regional, and local level would be explored. This triple level format is a good example of a comprehensive approach to resource

mobilization, identifying multiple funding options with a variety of partners. From experience, UNEP is aware of the benefits of EU assistance to development projects. Its reliable network of contacts with the DG DevCo in the European Commission can offer potential funding opportunities in the context of assistance to developing countries in the pan-European region and beyond. (UNEP)

I would expect the Cluster to focus on fundraising opportunities that are clearly additional to what the individual members can get (let's face it, there is sometimes fierce competition among United Nations agencies and we as Cluster members would strongly dislike to be crowded out by the Cluster). SECO is a good example as the Swiss having a clear preference for the Cluster would not have gone for individual agencies. (ILO)

As mentioned in the reply to question 2, a more proactive role of the Cluster in coordinating fundraising (maybe for activities in the context of the UNDAFs) would be appreciated. This would also avoid, or at least it would limit, competition among the agencies in attracting donors funds. (UNCITRAL)

As a regional commission, I never feel like there is competition for resources of donors. What I feel is lacking is sharing of information on programmes where each agency could contribute through its resources. Maybe one way this could be addressed, is to exploit comparative and competitive advantages of agencies and their locations. (UNECA)

In our view, the Cluster currently plays a limited role in resource mobilization. Strengthening its focus on joint resource mobilization at the global (through exploring the possibility of establishing a global thematic multi-partner trust fund on trade) and national (through the multi-partner trust funds under the One United Nations programmes) levels could be important for enhancing the role of the Cluster. (UNECE)

Identification of common work programme is a pre-condition for any such exercise. Cluster has a bigger advantage to get funding provided it works effectively. For this a detailed activity sheet need to be prepared before going to the donors. Most of the times, the donors are only given a broad overview of what Cluster intends to do and the steps to provide the details relating to goals, objectives, expected accomplishments are ignored. For effective funding the same professional approach needs to be taken which any individual agency carries to get the funding. Donors will not put money only due to the fact that a few United Nations agencies have joined hands to do a national/regional/global work programme. A proper document must be prepared in order to get funding. (UNESCAP)

ESCWA believes that the fund raising issues is very crucial and needs to be better coordinated and competition should be avoided. This can be through the clear role and mandate of each agency in certain project and the assignment of certain agency to lead the fund-raising with the participation of other members, in a case by case basis. Additionally, ESCWA believes that an efficient evaluation and monitoring system of activities under the cluster should be implemented. (UNESCWA)

So far, funds mobilization of the cluster is rather weak. It is mainly due to the fact that member agencies still seem to struggle coming up with coherent and ambitious joint proposal. Facilitation by UNOPS in this regard could bring value, helping each single member to broaden its perspective by providing a broader scope of information and identifying articulation points between each agency's core competencies. Also, the promotion of the Cluster as such should be conducted by a neutral partner (e.g. UNOPS) with full support from the other agencies to avoid potential conflict of interests and competition between agencies on given programmes. (UNOPS)

UNCTAD would recommend to point out as principle that the "financing as one" matters as much as "Delivering as one". The "Delivering as one" new funding framework including the multi-donors trust funds (MDTFs) and related mechanisms such as the standard United Nations Development Group (UNDG) "United Nations to United Nations contribution agreements" provide flexible, coordinated and predictable funding. The main lesson learned is that only the countries supported by a MDTF are operational; a dynamic is created which proved to be enough to effectively implement joint operations and engage a common fundraising exercise. Much of the fund-raising depends on the resource mobilization capacity of the United Nations Resident Coordinators, and especially on their capacity to also represent non-resident agencies as well. In that context, UNCTAD would ask for the systematic establishment of Cluster joint resource mobilization exercises to be developed in close coordination with the United Nations Resident Coordinators within the overall resource mobilization strategies decided at the country level. UNCTAD would also recommend the establishment of global thematic multi-partner trust funds (global MDTFs). This would allow the Cluster to propose a more integrated and systematic approach with enhanced coordination from the headquarters levels to the regional/field offices on operational themes clearly identified as Cluster's initiatives because of the mandates and expertise resulting from the membership of the Cluster. (UNCTAD)

2. United Nations Inter-Agency's agreed relevant actions for the medium term

(a) Thematic issues

On thematic issues, the Cluster agreed to develop more joint initiatives on themes such as "trade and employment" and "value chains" offering a systematic approach for better coherence and visibility. In the context of the 2030 Agenda for Sustainable Development and with reference to the relevant General Assembly Resolutions on United Nations System-wide Coherence, United Nations Inter-Agency Cluster joint analysis and policy recommendations will lead to increased legitimacy to meet the pressing needs of governments on priority themes which require comprehensive solutions.

(b) Common resource mobilization

On common resource mobilization, the Cluster agreed to propose initiatives along a "**triple level format**" with a comprehensive approach to resource mobilization, identifying multiple funding options with a variety of partners:

At the global level, the Cluster agreed to work in view of establishing a global thematic Multi-Donor Trust Fund (global MDTF) on trade and productive capacity. To meet the challenges of the 2030 Agenda for Sustainable Development, the United Nations Inter-Agency Cluster MDTF on Trade and Productive Capacity will aim at building a more holistic vision of "trade and productive capacity" with the development of joint policy initiatives on key thematic areas and their effective materialization through flagship joint programmes.

At the regional level, the Cluster agreed to develop initiatives to support joint resource mobilization to be led by the United Nations Regional Commissions and UNDP regional centres as appropriate, in close cooperation with the United Nations Resident Coordinators in the regions, being responsible for the overall resource mobilization exercises in their respective countries.

At the national level, with the aim to add value to the United Nations assistance at the country level, the Cluster agreed to have a more systematic approach in accessing the Delivering as One funding mechanisms to ensure that the global joint analysis and joint policy recommendations existing within the Cluster be effectively used and materialized in concrete joint programmes.

⁷ On "trade and employment" for instance, the United Nations Cluster will benefit from the UNCTAD-ILO ongoing experience developed in the context of a MoU signed on 4 December 2014 to support the development of joint research and policy advice and increased inter-agency operations for more coherence and impact at the national and regional levels. See: http://unctad.org/en/pages/newsdetails.aspx?OriginalVersionID=901&Sitemap_x0020_Taxonomy=UN CTAD%20Home;#1792;#UN-CEB%20Inter-agency%20Cluster.

D. ANNEXES

ANNEX 1.

Statement of the Secretary-General of the United Nations

Mr. Ban Ki-moon

LAUNCHING OF THE CEB INTER-AGENCY CLUSTER ON TRADE AND PRODUCTIVE CAPACITY

UNCTAD XII, Accra, 20 April 2008

Distinguished Delegates, Distinguished Heads and Representatives of the agencies of the Cluster, Ladies and gentlemen,

I welcome the launching of this inter-agency cluster on trade and productive capacity, and commend the efforts of the United Nations system organizations towards its establishment. I consider this an important contribution to system-wide coherence. It will add concrete and operational strength to the "development pillar" of the United Nations system.

Building competitive productive capacity is crucial to the use of trade as an engine of development, as well as to the success of the development process. United Nations must play its full role in this regard. Trade and productive capacity building should, therefore, constitute a pivotal component of the United Nations country assistance plans.

I am pleased that the Cluster aims at translating into coherent field operations the linkages between trade, poverty reduction, and human development, with a view to helping countries achieve the internationally agreed development goals, including the Millennium Development Goals.

Trade-related assistance has played, until now, a marginal role within the United Nations country assistance plans. I encourage the cluster to play a pro-active role in coherently beefing up trade and trade-related technical cooperation activities for the benefit of developing countries, especially for Africa, least developed countries, and other countries with special developmental needs.

The operational flexibility of the cluster should allow all parts of the United Nations system to play their respective roles effectively. I am pleased that UNCTAD is coordinating this inter-agency mechanism, thanks to its central trade and development mandate within the United Nations system.

We will continue to rely on the member States, especially the donor countries, for the financial support to our development operations. I would also like to call for greater coherence in the financing of United Nations development operations. The One United Nations funds are a welcome step in this regard, but much more needs to be done.

There should also be greater coherence in aid, trade, debt, investment and technology policies to better support productive capacity building. In this regard, would like to invite donors to work towards a more balanced sectoral allocation of development assistance.

I wish this Cluster full success.

ANNEX 2.

Joint Statement by the United Nations Inter-Agency Cluster on Trade and Productive Capacity, General Assembly, 15 October 2012

QUADRIENNIAL COMPREHENSIVE POLICY REVIEW

The United Nations Inter-agency Cluster on Trade and Productive Capacity was officially launched in April 2008, at UNCTAD XII, by the Secretary-General of the United Nations. The members of the Cluster include UNCTAD, UNIDO, FAO, ITC, WTO, UNDP, UNEP, ILO, UNCITRAL, UNECA, UNECE, UNECLAC, UNESCAP, ESCWA, and UNOPS. This is a unique United Nations-wide effort to coordinate the trade-related development contributions of different entities to the global agendas of Aid for Trade, the Millennium Development Goals and the upcoming Sustainable Development Goals and post-2015 development agenda. The Cluster has greatly contributed to system-wide coherence by providing coordinated technical assistance at the national and regional levels in the area of international trade and productive capacity.

UNCTAD facilitates coordination between these United Nations entities with a view to avoiding duplication, ensuring efficiency, and more importantly, adding value to the quality of the United Nations assistance through the diverse expertise that exists within the United Nations system.

The joint programmes of the Cluster can address the complex needs of several sectors of developing countries economies. Various modalities of assistance, particularly policy advice, can be delivered at the micro and macro levels as requested by national authorities and in the context of United Nations Development Assistance Frameworks (UNDAFs).

Examples of the operations coordinated by the Cluster include actions linking trade to employment policy, food security concerns and trade negotiations, environmental goals and industrial policies, support to the export enterprises to improve their international competitiveness and facilitate access to markets and investment promotion policies, and many other issues of concern. Regional agendas are fully taken into account thanks to the participation, within the Cluster, of the United Nations Regional Commissions. Cooperation with other international organizations, financial institutions and bilateral donors is always welcome as required in each country and as agreed with national authorities.

We believe that the development impact of the Cluster at the field level is wider and deeper than the impact achieved by the operations of agencies acting alone.

As a contribution to the General Assembly debate on the QCPR, and in light of the results achieved by this inter-agency mechanism in terms of coordination and coherence, the United Nations entities that are members of the Cluster would like to emphasize that:

- A thematic inter-agency mechanism such as the Cluster is a strategic instrument in the effective operationalization of system-wide coherence;
- By acting together when formulating, delivering and monitoring the impact
 of their assistance, the United Nations entities can be better aligned with
 national development strategies;
- The post-2015 development agenda should be the road map and the driving force for further progress in the delivery of United Nations joint programmes of development assistance;
- Donors support to joint programmes such as those of the Cluster, in particular through the Multi-Donor Trust Funds, is critical to ensure sustainable, predictable and timely assistance from United Nations agencies to achieve higher levels of efficiency and coherence in the delivery of traderelated assistance.

United Nations Inter-Agency Cluster on Trade and Productive Capacity

United Nations Conference on Trade and Development United Nations Industrial Development Organization Food and Agriculture Organization International Trade Centre World Trade Organization United Nations Development Programme United Nations Environment Programme International Labour Organization United Nations Commission for International Trade Law United Nations Economic Commission for Africa United Nations Economic Commission for Europe United Nations Economic Commission for Latin America and the Caribbean United Nations Economic and Social Commission for Asia and the Pacific United Nations Economic and Social Commission for Western Asia United Nations Office for Project Services