TOWARDS
THE 2030 AGENDA

Geneva,
April 2019
TOWARDS
THE 2030 AGENDA
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FOREWORD

The 2030 Agenda for Sustainable Development is an imperative for change. Universal in scope, it calls for collective action on an unprecedented scale to support countries’ own paths for development. Consequently, through the repositioning of its development system, the United Nations is shifting the paradigm for more ownership, coherence and effectiveness at the country level. The year 2019 marks an important step forward with an empowered role for United Nations resident coordinators as of 1 January.

The United Nations Inter-Agency Cluster on Trade and Productive Capacity is well positioned to meet the challenges of the 2030 Agenda and empower the new United Nations country teams to tackle the challenges of economic development faced by developing countries. Since its official launch in April 2008 by Ban Ki-moon, Secretary-General of the United Nations, the Cluster has provided countries with tailored policy support that optimizes collaboration at the country level between United Nations entities specialized in economic development, including many non-resident agencies.

The Cluster proposes initiatives adapted to a wide diversity of socioeconomic contexts and ensures that the mandate and expertise of the non-resident agencies are well included when providing assistance. The aim is to respond in the best possible manner to the pressing needs of Governments on priority themes such as trade and value chains, trade facilitation, and trade and employment, which require comprehensive solutions. With trade at its core, the Cluster also offers a coherent institutional setting, which can greatly facilitate the establishment of strong partnerships in addressing broader issues such as the development and humanitarian nexus.

With regard to financing for development, the Cluster has proven to be an innovative mechanism. The Cluster is strongly committed to new pooled funding mechanisms, including the establishment of a multi-donor trust fund for the Cluster that donors are strongly encouraged to support.

We anticipate an impactful future for the United Nations Inter-Agency Cluster on Trade and Productive Capacity as a key instrument for addressing – together – the ambitious challenges of the 2030 Agenda for Sustainable Development.

Mukhisa Kituyi
Secretary-General of UNCTAD
A. UNITED NATIONS INTER-AGENCY CLUSTER ON TRADE AND PRODUCTIVE CAPACITY

The Chief Executives Board for Coordination (CEB) United Nations Inter-Agency Cluster on Trade and Productive Capacity is led by UNCTAD and includes FAO, ITC, ILO, UNDP, UNEP, UNIDO, UNOPS, WTO and the five regional commissions.

The Cluster is an inter-agency mechanism dedicated to the coordination of trade and development operations within the United Nations system. It proposes comprehensive solutions with optimized articulation between the formulation of common policy recommendations and their effective translation through joint programmes at the country level.

Since its establishment in April 2007 and its official launch by the Secretary-General of the United Nations during the twelfth session of the United Nations Conference on Trade and Development in April 2008, Cluster on Trade and Productive Capacity makes a concrete and direct contribution to the United Nations system-wide coherence reform by coordinating its participation in the following:

- United Nations system including, as appropriate, within the United Nations Sustainable Development Group (UNSDG) machinery, with a view to the formulation of new United Nations rules, standards and best practices for development operations.

- Countries involved in a United Nations Development Assistance Framework (UNDAF) and having adopted a “Delivering as one” (DaO) approach.

Most of the members of the United Nations Inter-Agency Cluster are non-resident agencies (NRAs).
1. **Presentation**

According to its terms of reference, the main goals of the United Nations Inter-Agency Cluster on Trade and Productive Capacity are to:

- Emphasize the linkages between trade, poverty reduction, human development, the Sustainable Development Goals and, within this framework, the role of trade and productive sectors policies and operations in the overall analytical and normative work and development assistance of the United Nations, by enhancing and complementing the coordination role of the CEB (including UNSDG and other interagency mechanisms);
- Coordinate a multidimensional, coherent and efficient approach and delivery of programmes and operations related to trade and productive sectors;
- Contribute to policy coherence, interagency cooperation and integrated activities on trade and productive sectors within the United Nations system and at the country level;
- Contribute to complementarities between the assistance provided by all members of the Cluster in the context of the Aid for Trade initiative;
- 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 UNDAFs particularly through joint operations;
- Exchange information and share experiences among secretariats on policy, managerial and financial issues raised by the United Nations system-wide coherence reform;
- Prepare joint initiatives regarding programmes and development operations to be submitted to member States, donors, interagency bodies (CEB and UNSDG) and Resident Coordinators, as appropriate;
- Cooperate in the design and the delivery of training activities of the United Nations resident coordinator system and all relevant stakeholders involved in the United Nations system-wide coherence reform, in coordination with the UNSDG and the United Nations system Staff College (UNSSC), 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.
(a) Contribution to United Nations system-wide coherence

The United Nations Inter-Agency is an effective mechanism in which the member agencies coordinate their positions within the United Nations Sustainable Development Group.¹

The Cluster’s member agencies constructively provides UNSDG with common views on the development of the system-wide norms and standards guiding the delivery and funding of the inter-agency operations at the country level.

The Cluster’s member agencies exchange information, share views and coordinate their positions with regard to system-wide policy approaches and advocacy in the UNSDG working groups pertinent to trade and development such as the Sustainable Development Working Group and United Nations Working Group on Transitions. With regard to the operational effectiveness for results, the Cluster is particularly active in the UNSDG leadership, programme, business operations working groups, as well as in the Fiduciary Management Oversight Group.

As an illustration of coordination, the Cluster’s member agencies participated in the "mapping policy support tools for the SDGs" developed within the UNSDG Working Group on Sustainable Development. It is in that context that the Cluster actively participated in the effective materialization of such mapping with the design of joint programmes supported by inter-agency pooled funds such as the UNSDG Delivering Results Together Fund.

As another example of recent coordination, the United Nations Inter-Agency Cluster was involved in the UNSDG Fiduciary Management Oversight Group (FMOG), with the active participation of UNCTAD, FAO and the ILO in the overall task team on the formulation of the Joint Policy Fund to Advance the 2030 Agenda for Sustainable Development.

(b) Operations of the Cluster in the context of “Delivering as one”

Starting initially with projects in the eight One United Nations pilot countries, the Cluster has greatly expanded its participation in the design and implementation of joint programmes with different intensity and configuration.

As of 2019, the Cluster covers more than 30 countries, with joint activities developed in the context of the United Nations Development Assistance Frameworks (UNDAFs).

2. Participating agencies of the United Nations Inter-Agency Cluster on Trade and Productive Capacity

(a) 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.

The UNCTAD Toolbox is divided into four categories and provides a list of UNCTAD products aimed at matching the objectives of the Sustainable Development Goals, as follows:

- Transforming economies, fostering sustainable development: Investment policy reviews (Goals 8 and 17); services policy reviews (Goals 8 and 9); trade policy framework reviews (Goal 17); science, technology and innovation policy reviews (Goal 9); e-commerce and the digital economy (Goals 8, 9 and 17); investment guides (Goals 9 and 17); non-tariff measures (Goals 8 and 17); trade negotiations (Goal 10); sustainable trade and

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environment (Goals 8 and 17); and investment promotion and facilitation (Goals 9 and 17).

- **Tackling vulnerabilities, building resilience:**
  Support to graduation from least developed country status (Goal 8); Debt Management and Financial Analysis System (Goal 17); contribution to the Enhanced Integrated Framework (Goals 9 and 17); market access, rules of origin and geographical indications for the least developed countries (Goals 8, 10 and 17); breaking the chains of commodity dependence (Goals 8 and 9); and sustainable and resilient transport (Goals 8 and 9).

- **Fostering economic efficiency, improving governance:**
  Competition and consumer protection policies and frameworks (Goals 8 and 10); voluntary peer reviews of competition and consumer protection laws and policies (Goals 8 and 10); business facilitation (Goals 8, 10, 16 and 17); trade facilitation (Goals 10 and 16); Automated System for Customs Data (Goals 9 and 17); statistics (Goal 17); corporate accounting and reporting (Goals 12 and 17); investment and public health (Goals 3 and 9); and international investment agreements (Goal 17).

- **Empowering people, investing in their future:**
  Trade, gender and development (Goals 5 and 8); Train for Trade (Goals 8 and 9); and entrepreneurship development (Goals 4 and 8).

**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 by fostering resource efficiency, industrial energy efficiency and using renewable sources of energy, particularly in rural areas, and supporting other activities for sustainable industrial development.

UNIDO
Headquarters, Vienna International Centre Wagramerstr. 5
P.O. 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, analyse 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.

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.

**FAO**

*Headquarters, Viale delle Terme di Caracalla*

*00153 Rome, Italy*

*Web: www.fao.org*

**ITC**

The International Trade Centre (ITC), headquarteried 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 Sustainable 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 policymaking.

The WTO organizes around 500 technical cooperation activities annually. It holds, trade policy courses in Geneva for government officials, and field-based regional trade policy courses. Regional seminars are held regularly in all regions of the world, covering all WTO agreements. 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
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*

*P.O. 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 harmonization 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 United Nations, 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 subregional 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.

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.
- 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.
- 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 organizations.

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.
- Subregional 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 transboundary in nature, or that would benefit from collaborative intercountry approaches and 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.

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*

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**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.


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*

*P.O. Box 2695*

*2100 Copenhagen, Denmark*

*Web: www.unops.org*
(b) **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, 2015 and 2017. 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).


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

- 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.

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• Physical trade infrastructure, such as ports, rail transport, roads, cool chains, and harbours.

• Trade and export financing, international payments and other trade-related financing.

1. 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.

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 in-country 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 analyse the social impacts of trade policy.

2. 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 analysing 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 policymakers. 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 policymakers 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.

3. 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 specialize 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). FAO
provides support for countries to meet and to negotiate international agreements. UNEP provides advice to enable countries to meet eco-labelling standards. UNCITRAL provides help in acceding to its conventions. UNESCAP advises on the WTO negotiations. UNECE encourages harmonization and standardization 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.

4. 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.

5. 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 specialized 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 standardization, 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.

6. 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.

7. 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 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.

8. 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 standardization 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 standardization and helps to develop agreed procedures. UNECLAC has concentrated on improving customs procedures.

9. Physical trade infrastructure

UNCTAD offers advice on improving the productivity of transport services, with a 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.

10. 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.
B. UNITED NATIONS INTER-AGENCY CLUSTER ON TRADE AND PRODUCTIVE CAPACITY AND THE 2030 AGENDA FOR SUSTAINABLE DEVELOPMENT

1. Challenges of the 2030 Agenda for Sustainable Development

(a) Seeking integrated policy advice

The landmark United Nations resolutions adopted by the General Assembly, as well as related reports of the Secretary-General on the repositioning of the United Nations development system to deliver on the 2030 Agenda, stress the need for integrated policy advice.

General Assembly resolution 71/243 on the quadrennial comprehensive policy review of operational activities for development of the United Nations system adopted on 21 December 2016 “reaffirms the need to strengthen the United Nations development system with a view to enhancing its coherence and efficiency, as well as its capacity to address effectively and in accordance with the purposes and principles of the Charter of the United Nations the full range of development challenges of our times, as set out in the 2030 Agenda for Sustainable Development”.

It recognizes that “the individual entities of the United Nations development system have specific experience and expertise, derived from and in line with their mandates and strategic plans”. It stresses that the improvement of coordination and coherence at all levels should be undertaken in a manner that recognizes the respective mandates and roles of the different United Nations agencies and enhances the effective utilization of their unique expertise.

The report of the Secretary-General on repositioning the United Nations development system to deliver on the 2030 Agenda (A/72/684–E/2018/7; 21 December 2017), while building on the aforementioned resolution, goes one step further. The report calls for a system-wide alignment of the United Nations system with the 2030 Agenda and states that this “requires a level of integration and collaboration across various actors and sources, expertise, knowledge and support that most institutions have not previously attempted to achieve”. It points out that “the scale and pace of such alignment must be embraced and dramatically stepped up to match the ambition of the Agenda and the efforts and expectations of Member States”.

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Among the main recommendations proposed by the report to accelerate the realignment of the United Nations development system with the 2030 Agenda, two are directly related to the need for more integrated policy advice.

- The system should enhance its capacities relating to integrated policy advice.
- The United Nations development system needs to be much more cohesive and integrated at the country level to expand the offer of “whole-of system” expertise to countries.

These recommendations to build the capacity of the United Nations system to propose integrated policy advice are a main aspect of General Assembly resolution 72/279 of 31 May 2018 on the repositioning of the United Nations development system in the context of the quadrennial comprehensive policy review of operational activities for development of the United Nations system.

(b) Seeking integrated assistance

The 2030 Agenda for Sustainable Development calls for integrated assistance at the country level in line with the mandates of the entities of the United Nations development system.

General Assembly resolution 71/243 requests the United Nations development system to continue to deepen the “Delivering as one” approach, including opportunities to address cross-cutting issues and offer integrated packages with specific programming support, monitoring, reporting, pooled and flexible financing.

In that context, the report of the Secretary-General on the repositioning of the United Nations development system to deliver on the 2030 Agenda (A/72/684–E/2018/7; 21 December 2017) proposes to revisit the United Nations Development Assistance Frameworks (UNDAFs) with a related “reinvigorated resident coordinator system” and new reporting lines within the United Nations system to support it.

The report states that UNDAF “will be positioned as the single most important United Nations country planning instrument in support of the 2030 Agenda”.

The report indicates that the UNDAFs will be reviewed and renamed to better reflect the comprehensive and integrated nature of the Sustainable Development Goals, which call for a reinvigorated partnership with Governments. It is expected that individual country programme documents would need to be fully aligned with the Frameworks.

Resolution 71/243 “recognizes that the presence of the entities of the United Nations development system at the country level should be tailored to meet the specific challenges and needs of programme countries, and in that regard requests the United Nations country teams, under the leadership of the resident coordinator: (a) to strengthen the use of the United Nations Development Assistance Framework, or
equivalent planning framework, as a strategic instrument; (b) improve the focus on results, including common results, and the division of labour and enhance the inter-agency approach within the United Nations development system at the country level; and (c) strengthen access to and benefit from the full range of mandates and resources of the United Nations development system…”.

(c) Seeking adequate funding mechanisms

“Delivering as one” (DaO) is at the origin of a new funding framework to support joint programmes implemented through the UNDAFs and similar inter-agency modalities organized at the country and regional levels. In line with the Paris Declaration on Aid Effectiveness, these resources can only be accessed if the following requirements are met: alignment with national priorities; harmonization and coordination through inter-agency cooperation; effective and inclusive partnerships; and achievements of development results and mutual accountability.

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

Under the framework, the United Nations pooled funding mechanisms such as the multi-donor trust funds (MDTFs) composed of One United Nations funds to support UNDAFs and related joint programmes and funds by categories to support global or thematic initiatives on humanitarian, environmental or development issues play a crucial role. In the countries having adopted a DaO 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 (DRT-F), 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 its assistance at the country level.

Building on resolution 71/243, resolution 72/279 calls for a drastic scaling up of the above DaO funding mechanisms.

Those inter-agency pooled funds that complement the agencies resources to support common objectives are at the core of the funding compact proposed by the Secretary-General of the United Nations. To achieve the objectives of the 2030 Agenda, those pooled funding mechanisms experienced in the pilot phases are considered vital for the strengthening of the multilateral nature of the United Nations development system.
2. United Nations Inter-Agency Cluster on Trade and Productive Capacity: An appropriate mechanism to address the trade and development challenges of the 2030 Agenda for Sustainable Development

The Cluster is an appropriate mechanism to address the challenges of the 2030 Agenda because of its unique common policy expertise and recognized inter-agency integrated assistance on trade and development within the United Nations system.

(a) A unique inter-agency expertise in trade policy

1. Trade as an engine for development

The 2030 Agenda for Sustainable Development\(^4\) recognizes “international trade as an engine for development”. To allow developing countries to fully integrate into and benefit from the global economy, the building of a universal, rules-based, open, transparent, predictable, inclusive, non-discriminatory and equitable multilateral trading system under the World Trade Organization (WTO) is needed. Effective trade liberalization with appropriate supporting policies to overcome the challenges stemming from globalization is also necessary. Indeed, notwithstanding the opportunities brought by globalization, major challenges remain to be addressed through multilateralism. Those challenges regard mainly the balance of the global economic system, as well as the socioeconomic gaps between countries and within them. In the past decades, the gains from globalization, while reducing extreme poverty worldwide, have been unevenly distributed, giving rise to major inequality that now need to be addressed.

The 2030 Agenda for Sustainable Development and related initiatives such as the Addis Ababa Action Agenda, critical for the realization of the Sustainable Development Goals and Aid for Trade initiative, call for integrated global solutions to global challenges. To achieve sustainable development, national actions should be supported by an effective international framework.

As 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 address the objectives of the 2030 Agenda. Indeed, the assistance of the Cluster consists in building the capacity of developing countries to prioritize their trade infrastructure and formulate their own trade policies. Assistance encompasses a wide range of areas such as research and analysis, supply-side capacity, capacity negotiation, capacity to formulate and implement trade and trade-related rules, dispute settlement and export capacity.

\(^4\) A/RES/70/1.
By acknowledging the pivotal role of trade as an engine for sustained economic growth and human development, the Cluster aims to enhance the development impact of trade and trade-related national policies and productive activities, both quantitatively and qualitatively with a view to contributing to the Sustainable Development Goals.

2. Qualified collaboration on integrated policy advice

The Cluster’s member agencies have long-standing experience in working together on the formulation of common policy analysis and recommendations which in the context of the 2030 Agenda constitutes a major strength to best address the Sustainable Development Goals.

In June 2012, the fifth Intergovernmental High-level Conference reviewed the achievements, challenges and lessons learned from “Delivering as one” (DaO) since the beginning of the eight pilot exercises. During the Conference, Member States stressed that the benefits of the implementation of DaO were by far greater than any shortcoming, and that “there was no way back to do business with the United Nations as before”. Member States highlighted that government ownership of United Nations assistance, as well as alignment with national priorities had greatly improved.

On 15 October 2012, the Cluster delivered a joint statement\(^5\) at the United Nations General Assembly in the context of the quadrennial comprehensive policy review. The Cluster was mentioned as an example of best practice in the report, which 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 views expressed were considered and duly reflected in General Assembly resolution 67/226, which assessed the coherence and effectiveness of United Nations operational activities for development.

The Cluster and its active participation in UNSDG concerning all matters pertaining to the participation of non-resident agencies in UNDAFs has during the past decade contributed to the overall policy orientations for development cooperation enshrined in the landmark resolutions pertinent to United Nations system-wide coherence reform. 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 design to monitoring and evaluation of UNDAFs

\(^5\) See annex 2.
at the country level or similar exercises carried out at the regional level proved to be a strategic instrument in the operationalization of system-wide coherence.

In view of the effective realization of the 2030 Agenda, the Cluster’s thematic approach is expected to be scaled up to become a standard operating procedure, as it greatly eases coordination between United Nations agencies, national partners, United Nations resident coordinators and donors.

Working towards the achievement of the 2030 Agenda through enhanced policy coherence, the Cluster employs a two-fold approach consisting of increased policy convergence in view of common recommendations and the formulation of policy recommendations at the country level through inter-agency joint programmes on trade and trade-related issues designed to match the Sustainable Development Goals.

*Increased policy convergence*

With regard to the work towards policy convergence in view of common recommendations, Cluster members agencies have greatly enhanced their cooperation within the Cluster over the past years. Collaboration is delivered in different ways within the Cluster, which is a strength – addressing policy issues in a collaborative manner requires flexibility and reactiveness.

Collaboration on policy issues regards all Cluster member agencies. It covers a wide range of areas and types of collaboration such as common publications and inter-agency contribution to flagship reports.

An example of collaboration within the Cluster is for instance the United Nations Commission on International Trade Law (UNCITRAL). The Commission adopted a legislative guide on key principles of a business registry, which aims to assist policymakers in designing and implementing efficient business registries. The UNCITRAL guide reflects the idea shared within the Cluster that simplified and accessible business registration can play a key role in promoting the formalization of small and medium-sized enterprises, as a large percentage of businesses remains in the informal economy.

Another recent example relating to collaboration in producing flagship reports is the participation of Cluster agencies such as the FAO, UNCTAD and UNDP and in the *Industrial Development Report 2018*. The report is the fruit of innovative inter-agency collaboration that looks at economic growth from the consumption side. It highlights the importance of supporting in an inclusive and sustainable way the middle class as the most powerful driver for development. Because of the interrelated issues surrounding industrialization and the complexity of collecting comprehensive data on such issues, the report asks for more inter-agency research and cooperation.
Collaboration on policy issues also includes the participation of the Cluster member agencies in trade policy development initiatives.

An example is the Cluster’s participation in the Aid for Trade initiative, with the World Trade Organization, member of the Cluster, playing an active role in promoting a fairer, more open multilateral trading system. In that context, the Cluster helps enhance complementarities between the assistance provided by the members of the Cluster through different initiatives, such as the Standards and Trade Development Facility on the knowledge exchange needed to build safe and inclusive trade opportunities and the Enhanced Integrated Framework for the least developed countries. Another example is the UNCTAD–ILO partnership within the Cluster established by a memorandum of understanding in December 2014. In that framework, UNCTAD and ILO are working closely to examine macroeconomic challenges and to provide valuable contributions to the Group of 20 and other relevant forums on policy issues.

**Formulation of policy recommendations at the country level**

At the operational level, with regard to the formulation of policy recommendations at the country level through inter-agency joint programmes, the operations provided by the Cluster encompass all national trade and trade-related policies, from macroeconomic levels to sectoral and microeconomic levels. Areas of assistance include global trade advocacy, trade policy development, 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 national development and poverty reduction strategies. Such assistance is particularly relevant to the achievements of the Sustainable Development Goals, which, by definition, require collective responses from the United Nations system.

The assistance of the Cluster is particularly relevant to address the objectives of Goals 8, 9, 10 and 17.

With regard to Goal 8, the Cluster contributes directly to the promotion of sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all. With regard to Goal 9, the Cluster supports countries to build resilient infrastructure, promote sustainable industrialization and foster innovation in an inclusive manner. With regard to Goal 10, and by building on Goals 8 and 9, the Cluster aims to reduce inequalities among and within the countries.
The Cluster, an effective coordination mechanism to strengthen the means of implementation at the country level with optimized articulation between the headquarters of United Nations agencies and assistance at the country level, fully contributes to the global partnership for sustainable development described in Goal 17.

**Going beyond trade: The development–humanitarian nexus**

The 2030 Agenda recognizes that each country is responsible for its own sustainable development. At the same time, universal in scope, the Agenda calls for integrated collective action on an unprecedented scale to face a multiplicity of complex, interrelated challenges, including climate change, the erosion of human rights, inequality and exclusion, migration and displacement.

The Agenda calls for integrated global solutions to global challenges. With trade as a pivotal axis for sustained economic and human development, the Cluster is an appropriate mechanism to address those global issues in an effective manner. With trade at its core, the Cluster can deal with issues that go beyond trade such as the development–humanitarian nexus. In that context, the Cluster, with the active involvement of FAO, UNCTAD and UNDP, participates in the United Nations Great Lakes Regional Strategic Framework (GLRSF) that was developed under the auspices of the Special Envoy of the Secretary-General for the Great Lakes Region, reporting directly to the Security Council.

The Framework, which focuses on the core countries of the African Great Lakes region, namely Burundi, the Democratic Republic of the Congo, Rwanda, the United Republic of Tanzania and Uganda, aligns the development work of United Nations agencies to the implementation of the road map of the Special Envoy of the Secretary-General for the Great Lakes Region. Using a multi-level, cross-cutting and interdisciplinary approach, the United Nations is working at cross-border and regional levels to address the diverse peacebuilding challenges of the region.

On 11 July 2017, UNCTAD organized a special session in Geneva to introduce the GLRSF initiative to the Geneva-based community with the participation of UNCTAD-led Cluster and humanitarian United Nations agencies with headquarters based in Geneva, such as the Human Rights Council and UNHCR. “Involving UNCTAD in these regional discussions is a recognition of the wide range of expertise tackled by the Geneva trade hub and is an expression of its high potential for a deeper leading role in dealing with interrelated complex issues,” said Mukhisa Kituyi, Secretary-General of UNCTAD.

**3. The role of the non-resident agencies**

The Cluster advocates more inclusion of non-resident agencies (NRAs) in the DaO process. Such a process greatly facilitates the access of Governments and United Nations resident coordinators to the expertise of NRAs on policy aspects. It is
considered that a better inclusion of NRAs in DaO contributes to increased coherence and quality of joint programmes at the country level, as those inter-agency operations benefit from a wide range of expertise existing within the United Nations system, notably on policy issues.

Therefore, the Cluster emphasizes that the role of the resident coordinators is crucial in ensuring a better alignment of United Nations assistance with national development strategies. Indeed, the United Nations Inter-Agency experience in the eight original One United Nations pilots and countries having adopted a “Delivering as one” approach is that the mechanisms set by the United Nations Sustainable Development Group (UNSDG) can greatly benefit NRAs if they are tailored to their specificities, in accordance with their mandates and expertise.

The increased participation of the Cluster in UNDAFs and related joint programmes has raised the awareness of the resident coordinators about the role of NRAs in the United Nations system. When promoted by the resident coordinators, the participation of the Cluster in the mechanisms established at the country level has led to increased coherence and quality of United Nations assistance.

Both at the system-wide and UNSDG levels, UNCTAD has collected views and experiences from the Cluster member agencies to convey a common position and offer recommendations to ensure a better access for NRAs to the “Delivering as one” funding mechanisms organized at the country level. Since its inception, the Cluster has proposed dedicated training sessions to resident coordinators, organized as part of the induction courses organized by the United Nations System Staff College.

Building on UNCTAD and UNEP rotational positions in 2015 and 2016 as representatives of NRAs in the UNSDG Advisory Group, the Cluster advocates that the mandates and expertise of NRAs within the United Nations system should be better known and acknowledged and that a better inclusiveness of NRAs in resource mobilization exercises, including better access to multi-donor trust funds established at the country level, should be promoted.

(b) **Recognized and integrated inter-agency assistance**

General Assembly resolution 72/279 defines the United Nations Development Assistance Framework as the most important instrument for the planning and implementation of United Nations development activities in each country, in support of the implementation of the 2030 Agenda for Sustainable Development.

Following General Assembly resolution 59/250 on the triennial comprehensive policy review of operational activities for development of the United Nations system
adopted by the General Assembly on 22 December 2004, \(^6\) UNDAFs progressively became the main channel for United Nations assistance. At the time of that resolution, most UNDAFs were neglecting economic policies. The Cluster, through its global advocacy and participation in the “Delivering as one” countries, significantly contributed to the changes in the nature of UNDAFs to better consider the economic dimension.

In the context of UNDAFs, the Cluster delivers effective inter-agency assistance to support the integration of economies into the international trading system, which lies at the core of most countries’ development priorities.

Starting initially with projects in the eight One United Nations pilot countries, the Cluster has greatly expanded its participation in the design and implementation of joint programmes with different intensities and configurations at the regional and national levels.

*Operations of the Cluster at the national level*

In 2019, the Cluster was involved in the following UNDAFs:

- **Africa (Eastern and Southern, Western and Central):** Angola, Cabo Verde, Ethiopia, Lesotho, Mozambique, Rwanda, the United Republic of Tanzania and Zambia.
- **Arab States, Middle Eastern and Northern Africa:** Egypt.
- **Asia and the Pacific:** Afghanistan, Bangladesh, China, the Lao People’s Democratic Republic, Myanmar, Pakistan and Viet Nam.
- **Europe and Central Asia:** Albania, Armenia, Azerbaijan, Belarus, Georgia, Kazakhstan, Montenegro, the Republic of Moldova, Serbia, Turkey, Turkmenistan, Ukraine and Uzbekistan.
- **Latin America and the Caribbean:** Uruguay.

*Operations of the Cluster at the regional level*

- **Africa:** Endorsed in March 2016 by the United Nations Security Council, the Great Lakes Regional Strategic Framework fosters collaboration between the main stakeholders to prevent conflicts and crisis under the leadership of the Special Envoy of the Secretary-General for the Great Lakes Region. Since 2017, the Cluster, with the active participation of FAO, UNCTAD and UNDP, is helping GLRSF to broaden the scope of its work on economic development and cross-border trade.

\(^6\) See chapter V, Coherence, effectiveness and relevance of operational activities for development, A/RES/59/250.
Europe and Central Asia: In 2019, Cluster member agencies such as UN-ESCAP and UNCTAD are participating in joint initiatives of the United Nations Special Programme for the Economies of Central Asia led by UNECE.

A results-oriented assistance

Over the years, the Cluster has become a recognized partner within the United Nations system, acquiring valuable experience in the eight original “Delivering as one” countries with the development of best practices that were progressively expanded to all countries having adopted a “Delivering as one” approach.

In Cabo Verde, for instance, the Cluster has been providing long-sustained assistance since 2008. With the United Nations Development Assistance Framework 2018–2022 that is entirely built around the Sustainable Development Goals pertinent to the post-graduation of Cabo Verde, the Cluster is gradually demonstrating that it is the right mechanism to deliver on the Goals.

In Rwanda, also one of the eight original One United Nations pilot countries, the Cluster is deepening its cooperation by participating in the third United Nations Development Assistance Framework (UNDAF 2018–2023). Over the years, under UNDAF cycles 2008–2018 and 2013–2017, Cluster assistance, provided by resident and non-resident agencies, has emerged as a main driver of United Nations assistance. In Rwanda, Cluster assistance delivered at the country level, coupled with the support provided at the regional level under GLRSF with the development–humanitarian nexus, is expected to produce a major impact in the coming years.

The United Republic of Tanzania can be cited as an example of best practices because of the sustainability of the Cluster's intervention consisting in well-articulated complementary initiatives supported by different sources of funding such as the Tanzania One United Nations Fund of the United Nations Sustainable Development Group, the Enhanced Integrated Framework and Swiss funding in support of a specific Cluster intervention on business linkages.

The case of the United Republic of Tanzania: An example of best practice

Since 2014, the Cluster has a programme aimed at fostering Tanzanian trade, competitiveness and market integration. Funded by Switzerland, the programme is implemented by ILO, ITC, UNCTAD and UNIDO, with the support of UNOPS as trust fund manager.

The Cluster programme, embraced by the Tanzanian Ministry of Industry with the participation of the Ministries of Trade and Investment and the Ministry of Natural Resources and Tourism, benefited from strong national ownership.

The programme, embedded in UNDAF [United Republic of] Tanzania 2016–2021, has become an example of best practice over the years.

Some key results to dates include the following:

- Responsible tourism issues are now part of the Government agenda.
- More than 800 farmers that have benefitted from pilot-tailored entrepreneurship trainings have enjoyed increases in income and productive capacity.
- Innovative greenhouse technologies to meet all year-round high-quality supply gaps for more remote tourism lodges were piloted.
- The Government has better capacity to provide more analytical and product design services to processors crucial for developing safe and high-quality processed food products. This included the use of the new atomic absorption spectrometre, which provides modern services for local and international processors, as well as the ability to accurately measure the nutritional content of minerals in food samples.
- The [United Republic of] Tanzania Investment Centre website is now providing activity-by-activity and step-by-step guidance in investing into the tourism sector. In 2018, the service reported a high of 2,100 visitors a month.

The example of the United Republic of Tanzania is demonstrating how the Cluster directly contributes to the Sustainable Development Goals. Indeed, the Cluster programme on [United Republic of] Tanzania value chain development directly contributes to Goals 8, 9 and 17, which call for support to export-led industrial and economic development.

The support provided by the Cluster has led to an increased understanding of responsible tourism issues and opportunities, particularly the need to improve local employment opportunities by having the tourism sector source high-quality skills and products locally. Responsible tourism policy issues are now part of the permanent public–private dialogue agenda and embedded in the tourism implementation strategy. Downstream employment-related results in the country are the National College of Tourism witnessed its generated revenue sustainably increase by 31 per cent in only three years as a direct result of programme interventions. Record levels of enrolment (+130 per cent) were reached as a result of the programme and are better responding to the employment needs of the private sector with an ever-increasing number of better trained graduates finding fair employment in the tourism sector. Cluster support has led to improved services and strengthened client trust, which in turn has led to repeat business for revenue-generating activities.
During the implementation of the programme, United Nations agencies learned to work along the same value chains to maximize their comparative advantage that led to greater impact. UNCTAD and ITC worked downstream with horticultural entrepreneurs by improving their productive capacity. This work included a gender perspective, including partnering directly with the Kilimanjaro Women Information Exchange and Community Organization. Programme-supported entrepreneurs in turn sold to processors supported by UNIDO with marketing and ISO certification that led to increased access to the tourism market and exports. At the same time, ILO and UNCTAD worked with Government and private sector organizations to embed responsible tourism practices into updated policy.

*Integrated assistance widely appreciated by all stakeholders in the United Republic of Tanzania*

Below are views from the main stakeholders in the United Republic of Tanzania, for example, beneficiaries, the resident coordinator and Switzerland as a donor

- **Views from beneficiaries:**

  “The Government of the United Republic of Tanzania strongly encourages initiatives such as the one under this SECO United Nations Trade Cluster project, which seeks to help producers and processors meet buyers’ needs for quality and standards. Through working together as one, we can achieve this goal and make hospitality proud and active in sourcing products locally.”

  Ministry of Industry, Trade and Investment, United Republic of Tanzania

  “The joint United Nations approach is really welcome, as United Nations agencies are specialized in different areas, ILO is specialized in skills development and UNIDO in industrialization, but the impact is better than working separately.”


- **Views from the Resident Coordinator in the United Republic of Tanzania**

  “The United Nations Development Assistance Plan (UNDAP II) 2016–2021 shares the same aims as the Government of [the United Republic of ]Tanzania’s Five-Year Development Plan II 2016–2021 to prioritize inclusive economic growth while promoting social well-being and good governance for all citizens. Along the initiatives developed within UNDAP II, the joint programme financed by SECO (Switzerland) to support the United Nations Trade Cluster project in [the United Republic of] Tanzania is one of the most valuable illustrations of how the United Nations family can leverage agencies’ comparative advantages to add value, deliver as one and improve the livelihoods of Tanzanians.”
United Nations Resident Coordinator Tanzania

• Views from donors

“For Switzerland, the United Nations Inter-Agency Cluster initiative delivery model has significant advantages, as the combined United Nations Agencies expertise leads to benefits on the strategic and the operational levels. Here some examples:

- Strong alignment with the Enhanced Integrated Framework (EIF) governing structures encompassing all stakeholders and reducing risks for governments and donors.
- Policy and programmatic coherence by combining the expertise of several United Nations agencies that deliver as one.
- This approach coordinates communication between stakeholders through the lead agency UNCTAD and the trust fund manager UNOPS.”

“The Cluster’s member agencies participating in the joint programme in [the United Republic of] Tanzania combine their comparative advantages in relevant trade related expertise to deliver as one and achieve tangible results.”

State Secretariat for Economic Affairs, Switzerland

*The positive experience of the Delivering Results Together Fund (DRT-F)*

The Cluster played a strong, proactive role within the UNSDG Delivering Results Together Fund (DRT-F).

With reference to the United Nations Development Assistance Frameworks, the DRT-F looked at sustainable development results through an increased coherence of the United Nations system’s development response at the national level, strengthened partnerships between Governments, the United Nations system and donor partners and the setting-up of a stronger normative and operational linkages within One programmes in selected DaO countries.

Because of its experience in developing joint policy recommendations at headquarter levels and ability of translating them into effective joint programmes, since 2014, the Cluster has accessed all the funding opportunities provided by the fund with initiatives pertinent to trade and development in Albania, Bhutan, Cabo Verde, Montenegro, Rwanda, the United Republic of Tanzania and Viet Nam.

Cluster support for a policy initiative aimed at fostering the competitiveness and innovation of Montenegro through sustainable economic growth policies, with the participation of ILO, UNCTAD, UNDP and UNIDO, was particularly successful.

Another successful Cluster initiative took place in Viet Nam, where the Cluster promoted a multidimensional approach to address chronic and emerging forms of poverty. FAO, ILO, UNCTAD and UNDP were participating members.
(c) United Nations Inter-Agency Cluster Multi-donors Trust Fund on Trade and Productive Capacity

Over the years, the Cluster has constantly increased its participation in joint programmes developed in the context of “Delivering as one”. The Cluster made a remarkable contribution to the development of a new setting for United Nations operations at the country level, making the best use of the expertise of 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, the multi-donor trust fund is expected to support the Cluster in building a more holistic vision of trade and productive capacity and in developing concerted policy initiatives on key thematic areas that will guide the implementation of joint programmes at the country level. Donors are thus invited to support this initiative and provide adequate resources.

1. Rationale

Trade has been acknowledged as an enabling factor for achieving the Sustainable Development Goals. The 2030 Agenda for Sustainable Development represents a paradigm shift in the way all countries conceive economic and social progress, which needs to be based on the three equally important and mutually supportive pillars of economic, environmental and social sustainability.

The Agenda places trade centre stage, stating that “International trade is an engine for inclusive economic growth and poverty reduction and contributes to the promotion of sustainable development” (paragraph 68) and recalls the role of “private business, investment and innovation” as “major drivers of productivity, inclusive economic growth and job creation” (paragraph 67).

More and more developing and transition economies have successfully managed to integrate into the world economy in recent decades. Trade integration has been a key element of production expansion, technological upgrading, economic dynamism and job creation. Indeed, selected trade policies in conjunction with coherent sectoral and labour market policies have been the drivers of trade and investment expansions with large job creation and rapid income growth for workers. Trade integration can open a vent for surplus, permitting the employment of underutilized resources, particularly land and labour, easing balance-of-payments constraints and supporting structural transformation, while building or upgrading productive capacities. However, many countries have not been able to benefit sufficiently from global
economic integration and rising trade and investment flows. Their economic and development gap widened with those economies that succeeded in associating economic integration with income and job creation. In several cases, the benefits from integration have been mixed and generated growth without employment or created jobs that do not support a long-term pattern of poverty reduction, productivity growth, innovation and improving living conditions. Often, the fundamental unevenness in the generation of income and vulnerability in the production and export structure undermines the economic and social sustainability of their economic gains.

The challenge for developed and developing countries is now to achieve their sustainable development objectives, through individual and collective actions, benefitting from trade and investment integration through appropriate participation in global value chains and efficient trade facilitation support, including modern partnership instruments to lead to improved employment opportunities, while taking into consideration the nature of the complex challenges that this might pose in the current economic, environmental and social context.

2. Value added

The Fund benefits from work developed by the Cluster under the three above-mentioned areas that would require extensive inter-agency collaboration. Three comprehensive thematic notes8 (summarized below) on trade and value chain development, trade facilitation and trade and employment are proposed as integral part of the Cluster MDTF. The work of the Cluster described in the thematic notes is closely interrelated.

Thematic note on trade and value chain development

With regard to trade-led value chain development, the Cluster proposes systemic capacity-building focusing on entire value chains, from primary production through processing to trade. This would include policy and value chain governance, sector business environment, investment and technology transfer, quality and standards compliance, productivity, innovation, value addition, trade logistics, as well as related financial and other trade support services. Effective value chain development

requires well-coordinated multi-agency support. Cluster partner agencies have combined expertise in all the above-mentioned areas, which will be coordinated at the Cluster level. The work of the Cluster on value chain development will directly contribute to Goals 8, 9 and 17, which call for support for export-led industrial and economic development and further integration of SMEs in global value chains and trade partnerships.

Thematic note on trade facilitation

With regard to trade facilitation, the work of the Cluster is a mirror of national inter-agency collaboration, which is necessary for practically all trade facilitation measures. Cluster assistance directly contributes to article 23 of the WTO Agreement on Trade Facilitation that entered into force in March 2017.

Thematic note on trade and employment

With regard to trade and employment, the work of the Cluster proposes the development of a coherent policy framework that creates jobs using trade as an essential instrument. To ensure that exports support a high share of employment creation, a wide range of coordinated activities in the areas of sectoral and industrial development, investment (both domestic and foreign) promotion, skill strategies development (both in domestic and export sectors), trade and market access mainstreaming (including trade related regulations and voluntary standards), corporate social responsibility and social protection are conducted. The work of the cluster on trade and employment will directly contribute to the Goal 8 aimed at promoting sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all by capturing the connection between growth inclusiveness, sustainability, job creation and quality of work.

3. A fund capitalizing on complementary initiatives

The work of the Cluster under the three thematic notes contribute to Goal 17 on the Global Partnership for Sustainable Development aimed at promoting a “universal, rules-based, open, non-discriminatory and equitable multilateral trading system under the World Trade Organization”, while target 17.11 seeks to “significantly increase the exports of developing countries, in particular with a view to doubling the least developed countries’ share of global exports by 2020”.

The MDTF on Trade and Productive Capacity of the Cluster is aimed at building on existing assistance provided by the individual Cluster members in the context of the 2030 Agenda for Sustainable Development.
C. 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 quadrennial comprehensive policy review, 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 trade-related assistance.
TOWARDS THE 2030 AGENDA

Geneva, April 2019