United Nations

Review of United Nations system support for landlocked developing countries to implement the Vienna Programme of Action

Report of the Joint Inspection Unit

Prepared by Jean Wesley Cazeau

Please recycle

Review of United Nations system support for landlocked developing countries to implement the Vienna Programme of Action

Report of the Joint Inspection Unit

Prepared by Jean Wesley Cazeau

United Nations • Geneva, 2021

Executive summary

**Review of United Nations system support for landlocked developing countries to implement the Vienna Programme of Action
JIU/REP/2021/2**

I. Introduction (chap. I)

A. Context of landlocked developing countries

Landlocked developing countries are characterized by their lack of access to the sea, remoteness and isolation from international markets. There are 32 landlocked developing countries located on four continents with a combined population of 509 million or about 6.7 per cent of the total global population. There are 16 landlocked developing countries in Africa, 12 in Asia, 2 in Europe and 2 in Latin America. Of the landlocked developing countries, 17 are also least developed countries. Along with structural challenges, landlocked developing countries experience high transport costs and poor physical and digital connectivity, depend on primary commodities and transit through neighbouring countries for international trade and have inadequate resources and diminished capacity to respond to and recover from natural disasters and health pandemics. These challenges negatively affect their capacity to promote sustained economic development, human and social progress and environmental sustainability.

B. Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014–2024

To address the special development needs and challenges faced by landlocked developing countries, the United Nations organized two dedicated global conferences that resulted in the adoption of the Almaty Programme of Action: Addressing the Special Needs of Landlocked Developing Countries within a New Global Framework for Transit Transport Cooperation for Landlocked and Transit Developing Countries in 2003, followed by the Vienna Programme of Action in 2014. The Vienna Programme of Action is a holistic development framework that reflects the commitment of the international community to support the world's 32 landlocked developing countries to address the needs and challenges that arise from being landlocked. It builds on the lessons learned from implementing the Almaty Programme of Action and aims to galvanize more coherent support to address the special development challenges of landlocked developing countries and enhance the rate of sustainable and inclusive growth. The six priorities of the Vienna Programme of Action are: fundamental transit policy issues (priority 1); infrastructure development and maintenance (priority 2); international trade and trade facilitation (priority 3); regional integration and cooperation (priority 4); structural economic transformation (priority 5); and means of implementation (priority 6).

C. Purpose of the review

The purpose of the present review is to strengthen the effectiveness, efficiency, coherence and comparative value of United Nations system support to implement the Vienna Programme of Action, with a view to enhancing the capacity of landlocked developing countries to address the needs and challenges that arise from being landlocked.

This will help to eradicate poverty and promote sustainable development. The focus of the review is thus on how United Nations system entities have supported the Vienna Programme of Action and suggestions for improvement.

D. Objectives of the review

The objectives of the review are threefold. The first is to assess the scope of support of United Nations system entities for landlocked developing countries in relation to the Vienna Programme of Action in terms of capacity and areas that they are best placed to support in relation to their mandates. The second is to identify and assess the measures taken to address the challenges and constraints faced by United Nations system entities in providing support to landlocked developing countries in relation to the Vienna Programme of Action and develop lessons learned or good practices to enhance success in its implementation. The third is to examine the individual viewpoints of landlocked developing countries concerning the relevance of the Vienna Programme of Action, the adequacy of United Nations system support and the nature of coordination and collaboration between national Governments and United Nations system entities in its implementation.

E. Methodology

The review is based on an extensive data collection process, including questionnaire responses from and/or interviews with: (a) 21 Joint Inspection Unit (JIU) participating organizations; (b) United Nations country teams in 31 landlocked developing countries; (c) 25 development partners; and (d) 26 landlocked developing countries. It also incorporates survey responses from 42 personnel in resident coordinator offices in 29 landlocked developing countries, as well as survey responses from 246 country team members in 32 landlocked developing countries. The review also relied on General Assembly documents and pertinent reports as complementary data sources or for confirmatory purposes. The use of the term "entities" refers to the JIU participating organizations and the regional commissions, departments and offices of the United Nations Secretariat that participated in the review.

II. Arrangements in the United Nations system to support implementation of the Vienna Programme of Action (chap. II)

A. Overview

The Inspector found that United Nations system entities (at both the headquarters and country levels) cover all the priority areas of the Vienna Programme of Action, to varying degrees, and in ways that are complementary to their mandates and capacities. They do so with a focus on soft assistance, through measures that tap into their expertise in normative work, knowledge development, capacity development and convening power. However, as regards support for priorities necessitating investment in hard infrastructure, only the United Nations Office for Project Services and the World Food Programme were identified as active.

B. Mainstreaming

Mainstreaming the Vienna Programme of Action in organizational work is supported by 15 entities through directives from their governing bodies, either to explicitly

support implementation of the Vienna Programme of Action or support landlocked developing countries on certain related priorities. Notable among these are eight General Assembly resolutions on the Vienna Programme of Action. However, the Inspector found that country offices received less guidance than headquarters on the Vienna Programme of Action. Additionally, the concerns of landlocked developing countries are generally perceived to be not as well mainstreamed in organizational work as those of small island developing States and least developed countries.

C. Linkages to mandates

In terms of linkages between the Vienna Programme of Action and entities' mandated work, most United Nations system entities (29) identified one or more priorities of the Vienna Programme of Action as being linked to their mandated work. In instances in which an entity's mandate is linked to the Vienna Programme of Action, there is a corresponding strategic framework or work programme that includes the priorities of the Vienna Programme of Action in most instances (84 per cent). However, these strategies and work programmes are typically not accompanied by action plans, strategies, targets and key performance indicators related to the priorities of the Vienna Programme of Action.

D. Initiatives undertaken

The Inspector found that 17 United Nations system entities had carried out programmes, projects and activities to implement the priorities of the Vienna Programme of Action, which had benefited the majority of landlocked developing countries. Such initiatives consist of a variety of interventions and contribute to all the Sustainable Development Goals and other global development agendas.

III. Success factors, support gaps and challenges in supporting implementation of the Vienna Programme of Action (chaps. III and IV)

A. Success factors

An analysis of the initiatives related to the Vienna Programme of Action successfully supported by United Nations system entities leads to the conclusion that, in order to achieve successful outcomes, entities should further: holistic, transformative and demand-driven approaches; evidence-based decision-making; local engagement, ownership and empowerment; coordination and collaboration with multiple stakeholders; resource mobilization through engagement with the private sector; engagement with transit countries and regional partners; and monitoring and reporting. Conversely, entities should avoid fragmented, siloed and top-down approaches, micromanagement and competition for traditional funding.

B. Support gaps

In terms of gaps in system-wide support for the Vienna Programme of Action, the Inspector found such gaps to be broadly related to: limitations in data, technical and financial support; lack of a central coordinating entity for certain priorities of the Vienna Programme of Action; lack of advocacy and promotion; an inability to generate political will; and lack of collaboration on certain key initiatives.

C. Internal challenges

The key internal challenges (within the remit of control of an organization) that the United Nations system entities face in effectively supporting implementation of the Vienna Programme of Action include the lack of dedicated financial and human resources to address the priorities of the Vienna Programme of Action, exacerbated by the limited prioritization of the landlocked developing countries. They also include siloed approaches to the work of country team members and the lack of coherent support from their organizations' headquarters.

D. External challenges

The key external challenges (beyond the remit of an organization) that the United Nations system entities face include: missing elements in the Vienna Programme of Action to achieve sustainable development outcomes; lack of cohesion among landlocked developing countries; (political, governance, capacity and coordination) constraints within landlocked developing countries; and inadequate engagement of the private sector, donors and development partners, including limited leveraging of comparative advantages.

E. Engaging transit countries

While the constructive engagement of transit countries is key to successful implementation of the Vienna Programme of Action, the Inspector found such engagement to be limited due to: geopolitical tensions; power imbalances; differing priorities and lack of harmonized rules and standards between landlocked developing countries and transit countries; and lack of cross-border initiatives, exacerbated by the inadequate presence of entities on the ground to push such initiatives forward.

Recommendations:

- *Governments of landlocked developing countries:* encourage transit countries to regularly and actively participate in relevant intergovernmental platforms on common issues and challenges; utilize subregional platforms to improve coordination and move towards regionally coordinated policies; utilize the negotiating power of regional blocks to attain concessions from transit countries that cannot be reached through bilateral negotiations; and develop interministerial working groups within each country to further cross-border connectivity;

- *United Nations system entities:* assist landlocked developing countries and transit countries to address issues in the technical sphere; support landlocked developing countries to identify leverage to incentivize cooperation by transit countries; support cross-border initiatives over several years to demonstrate meaningful results; engage regional and subregional organizations to address transboundary matters; and explicitly factor in cross-border elements in common country analyses, country cooperation frameworks and country programme documents to ensure a structured approach to engaging transit countries and to enhance access to regional assets and knowledge services;

- *Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States (UN-OHRLLS):* engage with transit developing countries to designate national focal points on the Vienna Programme of Action.

F. Furthering coherence among development agendas

Addressing the priorities of the Vienna Programme of Action becomes easier when its linkages with other global and regional development agendas can be made evident through an objective, flexible and comprehensive conceptual mapping of all agendas to show congruency and divergences. Except for a mapping of the Vienna Programme of Action and the Sustainable Development Goals conducted by UN-OHRLLS, the Inspector found such a mapping to be missing for other development agendas, resulting in variations in the understanding and interpretation of the congruencies or discrepancies between the Vienna Programme of Action and other global development agendas.

Recommendations:

- *Member States:* ensure that important cross-cutting issues, particularly human rights, gender and the environment, that are key to the attainment of sustainable development outcomes are adequately reflected in the development of the next iteration of the programme of action for landlocked developing countries in 2024;

- *United Nations system entities:* support the Governments of landlocked developing countries to ensure integrated monitoring of and reporting on the 2030 Agenda for Sustainable Development and the Vienna Programme of Action; utilize relevant existing platforms and monitoring data to establish an online interactive mapping and monitoring platform for related agendas to assist in identifying common priorities; collaborate on data collection and develop ad hoc performance indicators to make evident the coherence among agendas; and designate a common internal focal point to coordinate work on implementation of the Vienna Programme of Action and the 2030 Agenda;

- *Development Coordination Office:* carry out an objective and comprehensive conceptual mapping of all global development agendas, to show congruencies and divergences;

- *UN-OHRLLS:* engage in inter-agency working groups and task forces on global development agendas to make explicit the Vienna Programme of Action's relationship with those agendas and to provide related input.

G. Road map for accelerated implementation of the Vienna Programme of Action in the remaining five years

The key challenges identified by the Inspector vis-à-vis the timely implementation of the road map include: inadequate resources to meet increasing demand for advisory services, technical assistance programmes, analytical work and policy services; reliance on the Governments of landlocked developing countries to effectively mobilize partners; weaknesses in communicating information to the country level; and not using landlocked developing countries as a unit of analysis in agency reporting.

Recommendations:

- *United Nations system entities:* in line with the provisions contained in the road map and in the terms of reference of the Inter-Agency Consultative Group for Landlocked Developing Countries (IACG), periodically review the road map and adjust deliverables, activities and timelines as needed and share experiences on implementing the road map through IACG; and further synergistic coordination of the work of IACG with the United Nations Sustainable Development Group, the High-level Committee on Programmes, UN-Energy and UN-Water;

- *UN-OHRLLS:* create a repository for United Nations system entities to store updates on progress in implementing the road map.

H. Impact of the coronavirus disease (COVID-19) pandemic

The key challenges identified by the Inspector concerning the impact of the pandemic on support for implementing the Vienna Programme of Action include: the need to reposition and repurpose programme resources and activities to respond to the pandemic; significant underfunding of COVID-19 response and recovery plans; delays in the implementation of projects due to lockdowns; staff fatigue; border closures and disruptions to trade and supply chains; increases in unemployment, poverty, income disparities and gender-based violence; and rising indebtedness impeding infrastructure development and structural transformation.

IV. Internal capacity of entities to support implementation of the Vienna Programme of Action (chap. V)

A. Enhancing internal coordination and cooperation on the Vienna Programme of Action

While none of the United Nations system entities (with the exception of UN-OHRLLS) has a dedicated office focused exclusively on supporting implementation of the Vienna Programme of Action, 23 entities have an office – performing another primary function – that serves as the designated lead (or de facto focal point) in coordinating the entity's work on support for landlocked developing countries and, by extension, the Vienna Programme of Action.

Recommendations:

- *Executive heads of United Nations system organizations:* designate, if they have not already done so, by the end of 2022, an organizational focal point on landlocked developing countries with clear terms of reference, developed with guidance from UN-OHRLLS, that define the focal point's role and responsibilities in supporting implementation of the programme of action for landlocked developing countries **(recommendation 1)**;

- *UN-OHRLLS:* identify points of contact on the Vienna Programme of Action in relevant regional offices of United Nations system entities and, supported by the Development Coordination Office, in country teams in landlocked developing countries and in transit developing countries, in order to create a "community of practice" to implement the Vienna Programme of Action.

B. Raising awareness of the Vienna Programme of Action among staff at large

The Inspector found a significant shortfall in overall awareness and understanding of the Vienna Programme of Action among staff at large system-wide. Where awareness exists, it tends to be limited to personnel dealing directly or indirectly with providing support to landlocked developing countries on priority areas of the Vienna Programme of Action.

Recommendations:

- Executive heads of United Nations system organizations: take measures to enhance awareness of the Vienna Programme of Action, including ensuring that all pertinent knowledge products, innovations, good practices and lessons learned are systematically stored in a manner that is accessible to all relevant offices within their organizations.

C. Improving training and learning opportunities on the Vienna Programme of Action

While no entity has developed any dedicated training for their staff on the Vienna Programme of Action, most entities noted that they would welcome training that would help to sensitize staff directly or indirectly supporting specific priorities of the Vienna Programme of Action.

Recommendations:

- *Secretary-General:* task UN-OHRLLS to engage with relevant United Nations system organizations to develop, by the end of 2022, a well-defined and comprehensive strategy and implementation plan for the design, conduct, monitoring and evaluation of training on mainstreaming the programme of action for landlocked developing countries at the national level in such countries **(recommendation 2)**;

- *UN-OHRLLS:* develop training related to the Vienna Programme of Action that covers: its background, purpose and priorities; how it is being implemented; sectorial perspectives; linkages among its priorities; an overview of the road map for its accelerated implementation; and statistics on landlocked developing countries.

D. Improving monitoring of and reporting on implementation of the Vienna Programme of Action

No entity has a dedicated internal mechanism to monitor initiatives related to the Vienna Programme of Action nor a dedicated internal platform to report on it. Reports to governing bodies include the results achieved in the specific landlocked developing countries in which an entity operates, but not on landlocked developing countries as a group. The obstacles that entities face include: inadequate data from the national statistical offices of landlocked developing countries; lack of a unified platform to measure system-wide achievements concerning the Vienna Programme of Action; non-identification of landlocked developing countries and activities related to the Vienna Programme of Action as a separate category in programme management systems; and lack of demand from the Governments of landlocked developing countries to incorporate indicators related to the Vienna Programme of Action into country programme documents and country cooperation frameworks.

Recommendations:

- *Executive heads of United Nations system organizations:* develop, by the end of 2022, a clear results framework for support for landlocked developing countries, including linkages among the outcomes to be achieved, the main outputs strategy and core activities **(recommendation 3)**;

- *Secretary-General:* task the United Nations Sustainable Development Group, supported by the Development Coordination Office, to provide, by the end of 2022, guidance on a consistent basis to country teams in landlocked developing countries

on factoring in the programme of action for landlocked developing countries in carrying out common country analyses and in developing cooperation frameworks **(recommendation 4)**;

- *Secretary-General:* task the system-wide evaluation office of the United Nations Sustainable Development Group to conduct, by the end of 2023, a system-wide evaluation of the contribution by the United Nations system to the development results of the Vienna Programme of Action and ensure that the findings feed into the preparation of the successor programme of action for landlocked developing countries **(recommendation 5)**.

V. Performance and resourcing of the Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States on its mandated role in implementing the Vienna Programme of Action (chap. VI)

A. Assessment of the performance of the Office of the High Representative

Mixed views were expressed by stakeholders on the performance of UN-OHRLLS concerning its four mandated work areas on the Vienna Programme of Action. Its performance was deemed to be largely inadequate in mobilizing resources to implement the Vienna Programme of Action and in fostering coherence with follow-up to and implementation of the 2030 Agenda. Views were more positive on its role in ensuring coordinated follow-up to and effective monitoring of and reporting on the Vienna Programme of Action and in advocating on behalf of landlocked developing countries and raising awareness of the particular challenges that they face.

B. Resourcing of the Office of the High Representative

The Office's subprogramme on landlocked developing countries has three full-time staff in the Professional category and an average annual budgetary allocation (regular and extrabudgetary) that has ranged between $750,000 and $1,250,000 since the adoption of the Vienna Programme of Action in 2014. Given the broad mandate of the Office provided by the General Assembly, the Inspector notes with concern the vast gaps between the expectations of partners and stakeholders in terms of what they expect from UN-OHRLLS and what it can practically deliver through its subprogramme on landlocked developing countries given the existing resources.

Recommendations:

- *Secretary-General:* task UN-OHRLLS to develop, by the end of 2022, a well-defined integrated results framework, budget and programme plan for its subprogramme on landlocked developing countries, accompanied by information on the conditions for success, including partnerships for collective impact, a risk management plan and a monitoring and evaluation plan **(recommendation 6)**.

VI. Coordination and cooperation on the Vienna Programme of Action (chap. VII)

A. Platforms for intergovernmental coordination and cooperation on the Vienna Programme of Action

While existing intergovernmental platforms have allowed representatives of landlocked developing countries to make progress towards achieving consensus, awareness, common understanding, political support and the sharing of lessons learned and best practices on the Vienna Programme of Action, they have also been beset by challenges regarding their structure, inclusivity, financing and support deficits, which include, among others: the absence of a stand-alone agenda item on the Vienna Programme of Action or landlocked developing countries; an inability to produce country-specific guidance; inadequate presence and participation of representatives of transit countries; and ad hoc and non-strategic reports prepared by United Nations system entities.

Recommendations:

- *Legislative organs and governing bodies of United Nations system organizations:* issue directives, if they have not already done so, by the end of 2022, for their organizations to mainstream the priorities of the programme of action for landlocked developing countries that are pertinent to their mandated work and request that their organizations report periodically on its implementation (**recommendation 7**);

- *Legislative organs, governing bodies and executive heads of United Nations system organizations:* elevate the prioritization assigned to landlocked developing countries to that accorded to small island developing States and least developed countries;

- *Representatives of landlocked developing countries:* identify champions among members of the Group of Landlocked Developing Countries who are willing to play a strong leadership role to push forward the Vienna Programme of Action in global platforms; develop subgroups exclusively dedicated to the needs of landlocked developing countries within existing platforms; and focus discussions on countries at risk of not meeting the objectives of the Vienna Programme of Action and the Sustainable Development Goals;

- *United Nations system entities:* develop the negotiating capacity of the Group of Landlocked Developing Countries in the Committee on Trade Facilitation of the World Trade Organization.

B. Focal points on the Vienna Programme of Action in the national Governments of landlocked developing countries

Representatives of 19 landlocked developing countries noted having a designated ministry (or ministries) that performed the role of national government focal point on the Vienna Programme of Action. However, those focal points face considerable challenges in effectively engaging with United Nations system entities on the Vienna Programme of Action due to: lack of human and financial resources to attend relevant events; lack of appropriate engagement with country teams; lack of a monitoring and evaluation framework with clear designated responsibilities for reporting on Vienna Programme of Action indicators; and reporting delays and underreporting by relevant ministries on implementation of the Vienna Programme of Action. Consequently, the existence of these focal points is largely unknown to the United Nations system.

Recommendations:

- *Secretary-General:* task UN-OHRLLS, in collaboration with the Development Coordination Office, to work with the resident coordinator offices in landlocked developing countries and transit developing countries in order to invite national Governments to designate focal points on the programme of action for landlocked developing countries with clearly defined roles and responsibilities **(recommendation 8)**.

C. Coordination and cooperation among United Nations system entities at the global level

As the main global platform for inter-agency coordination and cooperation on support for landlocked developing countries to implement the Vienna Programme of Action, IACG is appreciated by its 55 member entities as a useful forum for information exchange. However, IACG members lamented that the platform provided little room for substantive discussions on the impacts, challenges and limitations of each agency's interventions. It also lacks focus and interactive brainstorming to identify areas for collaboration and in-depth coordination. To further strengthen the platform, members highlighted the need to take measures to ensure that meetings were more solutions oriented, thematic and efficient; further participation, inclusion and information-sharing; and improve synergy and follow-up.

Recommendations:

- *Secretary-General:* task UN-OHRLLS, as the Chair of IACG, to review the modalities of the Group so as, by the end of 2022, to ensure for all meetings provisions, developed in collaboration with the Development Coordination Office, for the engagement of resident coordinators and invitations, when deemed appropriate, to landlocked developing countries and transit developing countries to participate in interactive discussions on thematic issues **(recommendation 9)**;

- *UN-OHRLLS:* create an online networking platform to allow all members of IACG to share contacts, links and reports; and evaluate inputs and reports received from all stakeholders after each meeting to propose synergies and joint activities.

D. Coordination and cooperation among United Nations system entities at the regional level

Heterogeneity in the trade and development needs of landlocked developing countries, resulting in the need to develop tailor-made solutions for individual landlocked developing countries, challenges the ability of regional commissions to cooperate with each other on the Vienna Programme of Action.

Recommendations:

- *Regional commissions or the secretariat of the Regional Collaborative Platform (as appropriate):* establish an institutional mechanism to ensure a coherent approach to supporting landlocked developing countries; facilitate cross-continental comparisons of experiences, challenges and policies implemented to support implementation of the Vienna Programme of Action; prepare regional analytical reports on it; and disseminate the outcomes of discussions on existing opportunities for its implementation to relevant entities.

E.   Coordination and cooperation among United Nations system entities at the country level

Country-level cooperation on the Vienna Programme of Action occurs through joint programmes, county team meetings, thematic working groups and issue-based coalitions. While country teams in most (27) landlocked developing countries have 20 or more members, indicating a healthy United Nations system presence, several members are entities without a physical presence, which struggle to engage due to a lack of systematic inclusion in relevant deliberations and the lack of a systematic invitation to engage in joint partnerships with resident agencies.

Recommendations:

- *Executive heads of United Nations system organizations:* take the measures necessary to ensure that their organizations are members of, and regular and active participants in, the country teams in the landlocked developing countries to which they provide support to implement the Vienna Programme of Action;

- *Resident coordinators in landlocked developing countries:* increase the awareness of country teams regarding the technical expertise of entities without a physical presence in the country concerned; proactively engage with such entities in planning processes and joint initiatives; and ensure regular communication with such entities, allowing for their remote participation in all relevant meetings.

VII.   Support by country teams in landlocked developing countries for the Vienna Programme of Action (chap. VIII)

A.   Linkages between the Vienna Programme of Action and national development needs

Representatives of 26 landlocked developing countries highlighted structural economic transformation (priority 5), transport infrastructure (priority 2 (b)), energy and information and communications technology infrastructure (priority 2 (a)) and trade facilitation (priority 3 (b)) as being the most significant priorities for their national development needs. They also highlighted the need for urgent support for: the development of transport corridors, infrastructure and transport projects, frameworks for information and communications technology development, trade policies and export strategies; the leveraging of regional initiatives; product diversification, adding value and industrialization; strengthening national statistical capacities; engagement of the private sector; and the enhancement of South-South and triangular cooperation.

B.   Linkages between the Vienna Programme of Action and the work of country teams and opportunities emanating from reforms

While most country teams in landlocked developing countries consider the Vienna Programme of Action to be relevant to their work, none has developed any actions plans or strategies to implement it. Most acknowledged that the Vienna Programme of Action was not explicitly considered, either in the drafting of common country analysis or in the development of the country cooperation framework. They attributed this to a lack of sufficient knowledge and awareness of the Vienna Programme of Action and of explicit directives from the Governments of landlocked developing countries to consider it in the development of the country cooperation framework. Reform of the United Nations development system has given resident coordinators an opportunity to make full use of

their strengthened capacity and convening power to implement country-level measures to strengthen implementation of the Vienna Programme of Action.

Recommendations:

- *Development Coordination Office:* ensure broad dissemination, through resident coordinator offices in landlocked developing countries, of information related to the Vienna Programme of Action on the work of relevant inter-agency mechanisms to identify and tap into complementarities;

- *UN-OHRLLS:* develop information packages on the Vienna Programme of Action for newly appointed resident coordinators in landlocked developing countries and provide virtual periodic briefings to them on the status of its implementation;

- *Country teams:* better communicate as a country team the respective complementarities and value added regarding the priorities of the Vienna Programme of Action to the Governments of landlocked developing countries.

C. Cooperation between national Governments and country teams on the Vienna Programme of Action

In instances in which cooperation was assessed as positive and constructive, the following, among others, were identified as contributing factors: a proactive Government (in terms of ownership, leadership, demand, accessibility and receptiveness), joint consultation, joint work and the sharing of costs and resources. In situations in which cooperation was deemed to be challenging, contributing factors included multidimensional crises limiting the ability of Governments to focus on medium- and long-term objectives and the shortcomings of national counterparts vis-à-vis attitudes, planning and organization, capacity, access and responsiveness.

Recommendations:

- *Governments of landlocked developing countries:* ensure national ownership of the Vienna Programme of Action; ensure that United Nations system entities have the latitude to work on its key priority areas at the country level; and organize annual brainstorming of relevant ministries with country teams to discuss emerging challenges related to the Vienna Programme of Action and to gauge available support.

D. Support needed by country teams from headquarters and the regional level

While country team members appreciated the role of the Development Coordination Office in establishing a network of resident coordinator offices in landlocked developing countries and in providing technical guidance to carry out common country analysis and prepare country cooperation frameworks, they highlighted the need for support from the headquarters of their organizations and from regional offices, in the realms of planning and directives, substantive and analytical support, communication and information-sharing and resource mobilization and partnerships.

Recommendations:

- *United Nations system entities:* create space for country teams to address the Vienna Programme of Action through its inclusion in planning cycles and tools; compile laws and regulations related to it so that country teams can identify gaps in national laws and policies and guide Governments of landlocked developing countries on the necessary reforms and appropriate policy choices; ensure greater understanding and appreciation of the importance of the Vienna Programme of

Action by regional offices; and share the knowledge and expertise of regional offices with country offices on the priorities of the Vienna Programme of Action within the appropriate areas of competence of the latter;

- *Development Coordination Office:* share information on the priorities of the Vienna Programme of Action to inform the work of relevant issue-based coalitions at the regional level;

- *UN-OHRLLS:* develop a briefing note on the specific support the Office can provide to country teams in landlocked developing countries on the Vienna Programme of Action; and provide briefings to country teams and their programmatic staff on key elements related to the Vienna Programme of Action to consider in conducting common country analysis and in developing results groups and workplans for cooperation frameworks and country programme documents.

VIII. Furthering the engagement of external development partners in implementing the Vienna Programme of Action (chap. IX)

Challenges to coordination and cooperation

While United Nations system entities and development partners recognized and welcomed each other's comparative advantages and areas of expertise on the Vienna Programme of Action, the Inspector identified in the review considerable challenges to cooperation emanating from: unstructured and inadequate engagement; information-sharing challenges; perceived overreach; divergences in priorities, principles, approaches and financial reporting structures; and a diminishing pool of development partners in certain landlocked developing countries. To address these challenges, both sides highlighted the need to take measures to acknowledge and utilize the respective areas of strength, formalize means of cooperation, enhance communication and information-sharing and further joint studies, workshops, technical assistance, advocacy and funding.

Recommendations:

- *United Nations system entities:* expand the membership of IACG to include development partners with expertise on matters related to the Vienna Programme of Action and develop memorandums of agreement with them; and further solutions-oriented exchanges with development partners through global forums, donors' round tables, online platforms and knowledge networks;

- *Development partners:* engage with the Development Coordination Office globally and resident coordinators at the country level to assess ways of deepening partnerships with country teams in landlocked developing countries and provide capacity support to resident coordinators and country teams to better leverage opportunities for direct engagement at the country level.

IX. Formal and informal recommendations

Of the nine formal recommendations for action contained in the present report (see annex XI), two are addressed to the executive heads of JIU participating organizations and six are addressed specifically to the Secretary-General. While only one recommendation (recommendation 7) is addressed to the legislative organs and governing bodies of United Nations system organizations, the timely and effective implementation of the other eight recommendations will be greatly facilitated by their explicit support for these recommendations and their follow-up with the executive heads to verify implementation.

The Inspector is of the view that most of these recommendations can feasibly be implemented within the stipulated time frame of December 2022, which would allow for

an assessment of their initial impact, should a summative assessment of implementation of the Vienna Programme of Action be carried out closer to its conclusion in 2024. The formal recommendations are complemented by informal or "soft" recommendations that constitute additional suggestions to address the identified challenges, exploit existing opportunities and strengthen the coherence and comparative value of United Nations system support for implementation of the Vienna Programme of Action. The key informal recommendations are highlighted in the executive summary while the rest are summarized under 14 key areas in annex X.

The informal recommendations are addressed to: (a) the Governments of landlocked developing countries and their Permanent Missions to the United Nations in New York and Geneva; (b) legislative organs and governing bodies of United Nations system organizations; (c) executive heads of United Nations system organizations; (d) key actors in United Nations system entities (regional commissions, the Development Coordination Office, UN-OHRLLS, country teams in landlocked developing countries and IACG); and (e) development partners.

The Inspector is of the view that timely consideration of the soft recommendations, in addition to timely and decisive actions by legislative organs, governing bodies and executive heads on the nine formal recommendations, will serve to significantly strengthen United Nations system support for implementation of the Vienna Programme of Action.

Contents

Acronyms

ADB	Asian Development Bank
AfDB	African Development Bank
AIIB	Asian Infrastructure Investment Bank
ASEAN	Association of South East Asian Nations
CAF	Andean Development Corporation
CFC	Common Fund for Commodities
EBRD	European Bank for Reconstruction and Development
ECA	Economic Commission for Africa
ECO	Economic Cooperation Organization
ECE	Economic Commission for Europe
ECLAC	Economic Commission for Latin America and the Caribbean
ESCAP	Economic and Social Commission for Asia and the Pacific
FAO	Food and Agriculture Organization of the United Nations
IACG	Inter-Agency Consultative Group for Landlocked Developing Countries
IADB	Inter-American Development Bank
IAEA	International Atomic Energy Agency
ICAO	International Civil Aviation Organization
ICC	International Chamber of Commerce
ICT	information and communications technology
ICTD	International Center for Transport Diplomacy
IFAD	International Fund for Agricultural Development
IFC	International Finance Corporation
ILO	International Labour Organization
IMF	International Monetary Fund
IRENA	International Renewable Energy Agency
IRU	International Road Transport Union
ITC	International Trade Centre
ITTLLDC	International Think Tank for Landlocked Developing Countries
ITU	International Telecommunication Union
JIU	Joint Inspection Unit
NCTTCA	Transit Transport Coordination Authority of the Northern Corridor
NGO	non-governmental organization
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
OIOS	Office of Internal Oversight Services
OSCE	Organization for Security and Cooperation in Europe
SADC	Southern African Development Community
SE4ALL	Sustainable Energy for All

SPECA	United Nations Special Programme for the Economies of Central Asia
TIR	Customs Convention on the International Transport of Goods under Cover of TIR Carnets
TRACECA	Transport Corridor Europe-Caucasus-Asia
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCTAD	United Nations Conference on Trade and Development
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFF	United Nations Forum on Forests
UNFPA	United Nations Population Fund
UNHCR	Office of the United Nations High Commissioner for Refugees
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
UNODC	United Nations Office on Drugs and Crime
UN-OHRLLS	Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States
UNOPS	United Nations Office for Project Services
UNOSSC	United Nations Office for South-South Cooperation
UNRWA	United Nations Relief and Works Agency for Palestine Refugees in the Near East
UNV	United Nations Volunteers programme
UN-Women	United Nations Entity for Gender Equality and the Empowerment of Women
UNWTO	World Tourism Organization
UPU	Universal Postal Union
WCO	World Customs Organization
WFP	World Food Programme
WHO	World Health Organization
WIPO	World Intellectual Property Organization
WMO	World Meteorological Organization
WTO	World Trade Organization

I. Introduction

A. Context

1. The present review of United Nations system support for landlocked developing countries to implement the Vienna Programme of Action was included in the programme of work of the Joint Inspection Unit (JIU) for 2020 in support of its long-term strategic framework 2020–2029. The framework outlines support for the United Nations system to address internationally agreed goals and conventions as one of the four thematic focus areas of the work of the Unit. In so doing, JIU places special focus on supporting developing countries, particularly countries with vulnerabilities associated with their geographic location. The present review on landlocked developing countries is consequently the third in a cluster of such reports, following earlier ones on small island developing States[1] and on disaster risk reduction.[2]

2. The review additionally responds to the request by the Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States (UN-OHRLLS) for JIU to analyse how the United Nations Secretariat and other United Nations system entities can better support landlocked developing countries to achieve the goals and priorities set out in the Vienna Programme of Action and achieve the Sustainable Development Goals.

3. Landlocked developing countries are developing countries that are characterized by their lack of access to the sea. There are 32 landlocked developing countries (see table 1) located on four continents with a combined population of 509 million or about 6.7 per cent of the total global population (2018). Nearly one third of the population of 509 million live in extreme poverty and the average ranking of landlocked developing countries on the Human Development Index lags behind the global average by 20 per cent.[3]

Table 1
List of landlocked developing countries
Africa (16): Botswana, Burkina Faso, Burundi, Central African Republic, Chad, Eswatini, Ethiopia, Lesotho, Malawi, Mali, Niger, Rwanda, South Sudan, Uganda, Zambia and Zimbabwe.
Asia (12): Afghanistan, Armenia, Azerbaijan, Bhutan, Kazakhstan, Kyrgyzstan, Lao People's Democratic Republic, Mongolia, Nepal, Tajikistan, Turkmenistan and Uzbekistan.
Europe (2): North Macedonia and Republic of Moldova.
Latin America (2): Bolivia (Plurinational State of) and Paraguay.

Source: JIU desk research.

4. The overarching developmental challenges of the 32 landlocked developing countries fall into the following four main categories:[4]

(a) Structural challenges: these relate to being landlocked and hence remoteness and long distances from the seaports limit full participation in global production networks and supply chains, isolating them from global markets and limiting access to maritime resources and income from port activities. Global trade has to transit through other countries (most of which are developing countries with their own challenges).[5] The challenges for landlocked developing countries include: cumbersome border-crossing procedures and inadequate transit transport infrastructure, both of which increase transport and trade

---

[1] JIU/REP/2015/2, JIU/REP/2016/3 and JIU/REP/2016/7.

[2] JIU/REP/2019/3.

[3] UN-OHRLLS, "Landlocked developing countries: things to know, things to do" (2019).

[4] Ibid.

[5] Challenges faced by transit developing countries include, but are not limited to, scarcity of financial and skilled human resources and limited physical and economic infrastructure, including transport and communications.

transaction costs. Understanding the depth of the challenges requires unpacking structural challenges into hard (physical infrastructure – roads, railways, airports etc.) and soft (border-crossing, trade facilitation, customs, legal frameworks and digitalization) infrastructure issues;

(b)   High transport costs related to trade facilitation and logistics as well as poor transport connectivity: landlocked developing countries pay more than double that of transit countries in transport costs and have longer wait times to send and receive merchandise from overseas markets. High transport costs translate into higher prices for all imported and exported goods, erode their competitive edge, discourage investment, reduce economic growth and limit their capacity to promote and achieve sustainable development;

(c)   Dependence on primary commodities: due to limitations in productive capacities, lack of structural economic transformation and poor institutional and human resources capacities to formulate and implement sound policies, the economies of landlocked developing countries are dependent on a limited number of primary commodities, certain types of extractive industries and other low value-added products;

(d)   Vulnerabilities: complications from vulnerabilities to climate change, desertification and land degradation, due to 54 per cent of the total land of landlocked developing countries being dry land, which hosts 60 per cent of the total population. Many landlocked developing countries are mountainous countries that are affected in different ways by climate change.

5.   The confluences of these challenges and the lack of access to the sea result in the systemic vulnerability of the economies of landlocked developing countries to external shocks, including the coronavirus disease (COVID-19) pandemic. In order to focus attention on the specific challenges of landlocked developing countries and to identify concrete measures that can be taken by landlocked developing countries, transit countries and development partners to address these challenges, two dedicated global conferences were organized by the United Nations. The first was held in Almaty, Kazakhstan, in 2003. The second, building on lessons from Almaty, took place in Vienna in 2014. These culminated in the adoption of two successive action plans, the Almaty Programme of Action: Addressing the Special Needs of Landlocked Developing Countries within a New Global Framework for Transit Transport Cooperation for Landlocked and Transit Developing Countries (2003–2013) and the Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014–2024. Details of the Programmes of Action, including their follow-up, can be found in items 1 and 2 of the complementary paper, which is available on the JIU website.

B.   Priorities of the Vienna Programme of Action

6.   The Vienna Programme of Action, endorsed by the General Assembly in its resolution 69/137 (adopted on 12 December 2014), has six goals and six priorities, including two new priorities that were not contained in its predecessor, the Almaty Programme of Action. These are regional integration and cooperation and structural economic transformation. Four of the six priorities have their own corresponding objectives and all six priorities outline actions that need to be taken by landlocked developing countries, transit countries, transit developing countries, the United Nations system and other development partners (international, regional and subregional organizations, regional and multilateral development banks, donor States, the private sector etc.) to realize those priorities.

7.   The Vienna Programme of Action is complemented by the Livingstone Call for Action for the Accelerated Implementation of the Vienna Programme of Action for Landlocked Developing Countries,[6] which was adopted in June 2015. The Call for Action outlines actions that need to be taken by landlocked developing countries, transit developing countries, transit countries and their development partners in the six priority areas of the Vienna Programme of Action, with a specific focus on mainstreaming and monitoring

---

[6]   See http://unohrlls.org/custom-content/uploads/2015/06/Livingstone-Call-for-Action.pdf.

implementation of the Vienna Programme of Action and the integration of landlocked developing countries into the global development agenda.

8.   Between March 2018 and March 2019, at the halfway stage of the Vienna Programme of Action, two thirds of the landlocked developing countries had prepared national-level appraisals on its implementation. These appraisals fed into three regional midterm reviews on implementation of the Vienna Programme of Action carried out for Asia and Europe, Africa and Latin America. These in turn fed into the overarching midterm report of the Secretary-General on implementation of the Vienna Programme of Action between 2014 and 2019, which was considered during the comprehensive high-level midterm review of the Vienna Programme of Action (New York, 5–6 December 2019), which culminated in the adoption of a political declaration, which was subsequently adopted by the General Assembly in its resolution 74/15.

VIENNA PROGRAMME OF ACTION FOR LANDLOCKED DEVELOPING COUNTRIES
OVERARCHING GOAL: address the special development needs and challenges of landlocked developing countries arising from landlockedness, remoteness and geographical constraints in a more coherent manner, and thus contribute to an enhanced rate of sustainable and inclusive growth, which can contribute to the eradication of poverty by moving towards the goal of ending extreme poverty.
GOALS
1. Promote unfettered, efficient and cost-effective access to and from the sea by all means of transport, on the basis of freedom of transit, and other related measures, in accordance with applicable rules of international law.
2. Reduce trade transaction costs and transport costs and improve international trade services through simplification and standardization of rules and regulations, so as to increase the competitiveness of exports of landlocked developing countries and reduce the costs of imports, thereby contributing to the promotion of rapid and inclusive economic development.
3. Develop adequate transit transport infrastructure networks and complete missing links connecting landlocked developing countries.
4. Effectively implement bilateral, regional, international legal instruments and strengthen regional integration.
5. Promote growth and increased participation in global trade, through structural transformation related to enhanced productive capacity development, value addition, diversification and reduction of dependency on commodities.
PRIORITIES AND CORRESPONDING OBJECTIVES
Priority 1 (fundamental transit policy issues): (a) reduce travel time along corridors, with the aim of allowing transit cargo to move a distance of 300 to 400 kilometres every 24 hours; **(b)** significantly reduce the time spent at land borders; and **(c)** significantly improve intermodal connectivity, with the aim of ensuring efficient transfers from rail to road and vice versa and from port to rail and/or road and vice versa.
Priority 2 (a) (transport infrastructure): (a) significantly increase the quality of roads, including increasing the share of paved roads, by nationally appropriate standards; **(b)** expand and upgrade the railway infrastructure in landlocked developing countries, where applicable; and **(c)** complete missing links in regional road and railway transit transport networks.
Priority 2 (b) (energy and information and communications technology (ICT) infrastructure): (a) expand and upgrade, as appropriate, infrastructure for supply, transmission and distribution of modern and renewable energy services in rural and urban areas; **(b)** all landlocked developing countries should make broadband policy universal; **(c)** promote open and affordable access to the Internet for all; and **(d)** landlocked developing countries should actively engage to address the digital divide.
Priority 3 (a) (international trade): (a) significantly increase the participation of landlocked developing countries in global trade, with a focus on substantially increasing exports; **(b)** significantly increase the value added and manufactured component, as appropriate, of the exports of landlocked developing countries, with the objective of substantially diversifying their markets and products; **(c)** further strengthen economic and financial ties between landlocked developing countries and other countries in the same region so as to gradually and consistently increase the landlocked developing countries' share in intraregional trade; and **(d)** invite Member States to consider the specific needs and challenges of landlocked developing countries in all international trade negotiations.
Priority 3 (b) (trade facilitation): (a) significantly simplify and streamline border crossing procedures with the aim of reducing port and border delays; **(b)** improve transit facilities and their efficiency with the aim of reducing transaction costs; and **(c)** ensure that all transit regulations, formalities and procedures for traffic in transit are published and updated in accordance with the Agreement on Trade Facilitation of the World Trade Organization (WTO).
Priority 4 (regional integration and cooperation): no related objectives.

Priority 5 (structural economic transformation): (a) increase value addition in the manufacturing and agricultural sectors with the aim of achieving inclusive growth and sustainable development; **(b)** increase economic and export diversification; **(c)** promote service-based growth, including from tourism, with a view to increasing its contribution to the national economy; **(d)** encourage the inflow of foreign direct investment in high-value added sectors.
Priority 6 (means of implementation): no related objectives.

IMPLEMENTATION, FOLLOW-UP AND REVIEW (IMPLEMENTING ENTITIES IN PARENTHESES)
NATIONAL ACTION
1. Mainstream the Vienna Programme of Action in national and sectoral development strategies (landlocked developing countries);
2. Establish national coordination mechanisms where appropriate (landlocked developing countries and transit developing countries);
3. Involve all relevant stakeholders in monitoring and reviewing (and in implementing and reporting on) the Vienna Programme of Action (landlocked developing countries).
REGIONAL AND SUBREGIONAL ACTION
1. Monitor and review through existing intergovernmental processes (landlocked developing countries and development partners);
2. Mainstream implementation of the Vienna Programme of Action in relevant programmes (regional and subregional organizations, regional commissions (United Nations and others), regional development banks and UN-OHRLLS);
3. Submit analytical reports on implementation of the Vienna Programme of Action (regional commissions);
4. Engage actively in regional commissions' sessions on implementation of the Vienna Programme of Action (regional and subregional organizations and the private sector).
GLOBAL ACTION
1. Conduct annual reviews of implementation of the Vienna Programme of Action through reports of the Secretary-General (General Assembly with the lead coordination role performed by UN-OHRLLS);
2. Mainstream the Vienna Programme of Action in organizational work programmes and conduct sectoral and thematic reviews of its implementation (governing bodies of United Nations system organizations);
3. Ensure coordinated follow-up to, effective monitoring of and reporting on implementation of the Vienna Programme of Action (UN-OHRLLS);
4. Advocate at the national, regional and global levels (UN-OHRLLS);
5. Develop relevant indicators to measure progress on implementation of the Vienna Programme of Action (UN-OHRLLS);
6. Conduct a comprehensive high-level midterm review on implementation of the Vienna Programme of Action (General Assembly with the lead coordination role performed by UN-OHRLLS);
7. Hold a third United Nations Conference on Landlocked Developing Countries in 2024 to comprehensively assess implementation of the Vienna Programme of Action and determine subsequent action (General Assembly with the lead coordination role performed by UN-OHRLLS).

Source: JIU desk research of publicly available documentation from UN-OHRLLS and other sources.

9.   To address the challenges outlined in the midterm review, and at the request of the Chair of the Group of Landlocked Developing Countries, a road map of key actions and activities to mobilize accelerated implementation of the Vienna Programme of Action was developed by UN-OHRLLS in consultation with the United Nations system and other entities. The road map for accelerated implementation of the Vienna Programme of Action in the remaining five years was adopted during the annual meeting of the ministers for foreign affairs of landlocked developing countries in August 2020. It is designed to be a living document that will evolve to reflect new priorities and will be reviewed through the Inter-Agency Consultative Group for Landlocked Developing Countries (IACG).

C.   Purpose and objectives of the review

10.   The purpose of the present review is to strengthen the coherence and comparative value of United Nations system support to implement the Vienna Programme of Action with a view to enhancing the capacity of landlocked developing countries to address the needs and challenges arising from being landlocked. This will help to eradicate poverty and promote sustainable development.

11.   The review purports to provide information to the General Assembly, the Economic and Social Council and to the legislative and governing bodies of JIU participating organizations on how the United Nations system has implemented the resolutions aimed at supporting the Vienna Programme of Action. It provides information on coherence and integrity in operations, as well as the comparative value added on challenges and accomplishments. It also provides information on good practices, lessons learned and measures, which should ensure more effective support for implementation in the remaining years of the Vienna Programme of Action and beyond.

12.   The review has three main objectives:

➢ **Objective 1:** assess the scope of support of United Nations system entities for landlocked developing countries in relation to the Vienna Programme of Action, identify the areas in which such entities are best placed to provide support in relation to the needs of landlocked developing countries, and assess their corresponding organizational capacities, the nature of their internal and external coordination and collaboration, complementarities, overlaps and gaps and ways and means to rationalize system-wide support for landlocked developing countries. This includes complementarities and synergies with other development partners and other global development agendas [7] focused on instances in which they also contribute to implementing the priorities of the Vienna Programme of Action;

➢ **Objective 2:** identify and assess the measures taken to address the challenges and constraints faced by United Nations system entities in providing support to landlocked developing countries in relation to the Vienna Programme of Action and, from the assessments, develop lessons or principles of good practices to enhance success in implementing the Vienna Programme of Action;

➢ **Objective 3:** examine national perspectives (from representatives of landlocked developing countries in New York and/or Geneva and line ministries in select landlocked developing countries) on the Vienna Programme of Action, focusing on their assessment of the relevance or value of the Vienna Programme of Action to the priority development needs of landlocked developing countries, the nature and adequacy of support from the United Nations system, and the nature of the coordination and collaboration between national Governments and United Nations system entities on its implementation, and the effect this has on its implementation in landlocked developing countries.

13.   The scope of the review is system-wide, covering the JIU participating organizations that have supported (between 2014 and 2019) or plan to support (between 2020 and 2024) the implementation of one or more of the six priorities of the Vienna Programme of Action following its adoption.

14.   The review does not cover the activities of United Nations system organizations to support landlocked developing countries in areas that are not related to the Vienna Programme of Action. It also does not assess how Member States are implementing the Vienna Programme of Action, nor assess the effectiveness or impact of individual activities carried out by organizations to support implementation of the Vienna Programme of Action.

15.   Furthermore, the review does not assess the effectiveness of UN-OHRLLS in delivering on its specific mandate in relation to the Vienna Programme of Action. [8] Rather, UN-OHRLLS is reviewed from the standpoint of how its coordination and collaboration with United Nations system entities and its support for Member States vis-à-vis implementation

---

[7] The 2030 Agenda for Sustainable Development, the Programme of Action for the Least Developed Countries for the Decade 2011–2020 (Istanbul Programme of Action), the Addis Ababa Action Agenda of the Third International Conference on Financing for Development, the Paris Agreement, the Sendai Framework for Disaster Risk Reduction 2015–2030, the New Urban Agenda and others.

[8] OIOS has completed both a dedicated evaluation (IED-19-009, 27 February 2020) and audit (OIOS 2017/093) of the management of the Office in recent years. See item 7 of the complementary paper to the present report for a summary of the findings, conclusions and recommendations of the evaluation.

of the Vienna Programme of Action can be further improved, and the adequacy of its resourcing in relation to its mandated role vis-à-vis the Vienna Programme of Action.

16.   To determine complementarities, partnerships, collaboration, coordination, good practices and lessons learned, the views of 25 development partners outside the United Nations system that also support implementation of the Vienna Programme of Action were solicited.

D.   Intended impact

17.   The findings, conclusions and recommendations of the review are expected to lead to:

        (a)   *Enhanced transparency and accountability:* by identifying the contributions (past, present and future) of relevant United Nations system actors to the Vienna Programme of Action and highlighting the areas in which the United Nations system is best placed to provide effective support;

        (b)   *Dissemination of good practices:* by identifying and sharing lessons learned by United Nations system and other entities in addressing the limitations and challenges faced in supporting implementation of the priorities of the Vienna Programme of Action;

        (c)   *Enhanced awareness, coordination, cooperation and partnerships for collective impact:* by identifying opportunities to foster synergies between and among United Nations system entities and between United Nations system entities and other development partners and landlocked developing countries on measures to support implementation of the Vienna Programme of Action in a complementary fashion, leveraging the comparative value added of each organization;

        (d)   *Strengthened coherence:* by informing (i) the work of UN-OHRLLS vis-à-vis its mandated role to coordinate the actions of United Nations system entities to support implementation of the Vienna Programme of Action and to foster coherence with the 2030 Agenda for Sustainable Development and (ii) how the United Nations system entities can work better together;

        (e)   *Enhanced controls and compliance:* by informing the annual report of the Secretary-General on the implementation of the Vienna Programme of Action on what measures need to be taken at the level of executive heads and senior management to better deliver on the mandate given to them by the General Assembly to support implementation of the Vienna Programme of Action;

        (f)   *Enhanced effectiveness:* by informing the governance and decision-making processes of Member States with regard to their support for landlocked developing countries vis-à-vis the annual deliberations and resolutions of the General Assembly on follow-up to the second United Nations Conference on Landlocked Developing Countries.

E.   Approach and methodology of the review

18.   Given that the Vienna Programme of Action had just passed its midway point when the review commenced, the approach of the review was not a summative assessment of achievements against objectives, but a formative assessment of the challenges, opportunities, good practices and lessons learned vis-à-vis the work of United Nations system organizations, at the headquarters, regional and country levels, to support implementation of the Vienna Programme of Action during its first five years.

19.   The focus was on identifying measures that could be taken to address the challenges and utilize opportunities to more effectively support implementation of the Vienna Programme of Action in the remaining years until 2024, in line with the key priorities of the Governments of landlocked developing countries.

20.   The data collection instruments utilized for the review (questionnaires, surveys and interview guides) built on the findings of the six progress reports of the Secretary-General on implementation of the Vienna Programme of Action, its midterm review and the road map

for its accelerated implementation. Details on the key elements of the progress reports and midterm reviews can be found in items 1 and 2 of the complementary paper.

21.   The design of the review is thus structured around assessing the following key issues: linkages between the Vienna Programme of Action and the work of United Nations system organizations and corresponding initiatives undertaken; accomplishments, challenges and opportunities in supporting its implementation; internal capacity to support its implementation and measures for improvement; coordination and cooperation between and among organizations and Member States on the Vienna Programme of Action and measures to improve coherence; support provided by country teams in landlocked developing countries to implement the Vienna Programme of Action and how to improve it; and how to better engage with external development partners on its implementation.

22.   In terms of methodology, a mixed-methods qualitative and quantitative approach was used for design, data collection, research and analysis. The data collection method is detailed in annex I and a summary is provided in table 2. Item 8 of the complementary paper to this review provides the details of the design of the main questions and sub-questions.

Table 2 Overview of sources for data collection					
Category	Type of respondent	Source data	Response rate	Reponses received	Total sent
United Nations system (corporate – organizational level)	JIU participating organizations	Corporate questionnaire (plus follow-up questionnaires and interviews)	75%	21	28
United Nations system (country level)	Resident coordinator offices in landlocked developing countries	Survey of resident coordinator offices in landlocked developing countries (using Survey Monkey)	66%	42	64
	Country team members in landlocked developing countries (except resident coordinator offices)	Survey of country team members in landlocked developing countries (using Survey Monkey)	36%	246	680
	Country team members in landlocked developing countries (resident coordinator offices and agencies)	Virtual interviews of all interested country team members (including the resident coordinator) in landlocked developing countries	91%	29	32
Development partners	37 development partners	Questionnaire (written or oral responses)	68%	25	37
Representatives of landlocked developing countries to the United Nations	Permanent Missions of landlocked developing countries to the United Nations in New York and Geneva	Interviews and / or written response	81%	26	32

Source: JIU file for data collection and desk review.

23.   In this report, the Inspector presents the findings gathered from the above-mentioned sources. Some additional findings from the desk review and data collection are outlined in the complementary paper, which is intended to serve as useful guidance for technical

professionals engaged in providing support to implement the priorities of the Vienna Programme of Action. All of the information and views received through questionnaire responses, interviews and surveys have been dealt with in accordance with the usual respect for confidentiality observed by JIU.

24.   To facilitate the handling of the report and the implementation of its recommendations and monitoring thereof, annex XI contains a table indicating whether the report was submitted to the relevant organizations for action or for information. The table specifies whether the recommendations require action by the organizations' governing bodies or executive heads. The use of the term "entities" refers to JIU participating organizations, as well as the regional commissions, departments and offices of the United Nations Secretariat that participated in this review.

F.   Limitations and opportunities related to the COVID-19 pandemic

25.   The project team had initially planned to conduct visits to Headquarters and several Permanent Missions in New York, three regional commissions and six landlocked developing countries to gather the views of Members States and United Nations system entities at the regional and country levels on issues related to the objectives of the review. With the onset of the COVID-19 pandemic, all travel had to be cancelled. The team, however, used the opportunity provided by virtual connections (video and telephone) to include a larger sample in interviews. The use of this virtual modality did present some challenges in engaging line ministries in the national Governments of landlocked developing countries as originally planned. However, as noted in table 2 above, valid data was derived from a representative number of Member States in New York and Geneva that were associated with the Vienna Programme of Action.

G.   Acknowledgment

26.   The Inspector wishes to express his appreciation to the Permanent Missions of landlocked developing countries in New York and Geneva and to the officials of the United Nations system organizations and representatives of other organizations who assisted in the preparation of the report, particularly those who provided written responses, participated in the interviews and willingly shared their knowledge and expertise.

II. Arrangements in the United Nations system to support implementation of the Vienna Programme of Action

27.   In the present chapter, the Inspector provides information on the responsiveness of United Nations system entities to the priorities of the Vienna Programme of Action, the scope of coverage of those priorities and the nature of the support, with due regard for the comparative advantage or value added of the United Nations system relative to other development partners.

28.   Section A covers the priority areas of the Vienna Programme of Action that United Nations system entities are better placed to support given their comparative value added relative to other development partners. Section B covers: which priorities of the Vienna Programme of Action form an integral part of the mandates of United Nations system entities and the pattern of coverage of those priorities; directives from legislative and governing bodies; and the linkages between the mandates and the strategic frameworks and work programmes and the corresponding products developed. Section C covers actual types of activities and initiatives undertaken or planned to support implementation of the Vienna Programme of Action. Section D covers policy drivers for mainstreaming or integrating the Vienna Programme of Action in organizational work.

A. How United Nations system entities are best placed to support the priority areas of the Vienna Programme of Action based on comparative value added

29.   Based on their mandates, strategic frameworks, work programmes and related products developed, 28 United Nations system entities identified their key areas of support related to the Vienna Programme of Action in terms of expected outputs and outcomes, details of which can be found in annex II. Collectively, these encompass most of the constituent elements of the six priorities of the Vienna Programme of Action, with the notable exception of those requiring major investments in the development of physical infrastructure.

30.   The analysis shows that almost all United Nations system entities collectively identify themselves as better placed to support the "soft components" of all six priorities of the Vienna Programme of Action through measures that tap into their expertise in: (a) normative work; (b) knowledge development; (c) capacity development; and (e) convening power. This includes, among others, support for: (a) developing international conventions, protocols and declarations; (b) establishing norms, standards and guidelines; (c) monitoring and reporting; (d) advocating; (e) developing and disseminating knowledge products; (f) developing capacity in relation to norms and standards; and (g) facilitating intergovernmental dialogue and coordination. Evidence from development partners (in chap. IX) also highlights these areas to drive the competitive value added of the United Nations system.

31.   Standard-setting, technical assistance, capacity-building and knowledge generation consequently constitute the bulk of the United Nations system's envisaged value-added support for the Vienna Programme of Action. Additionally, the convening power of each entity in its specific focus area allows it to bring on board relevant partners with the resources and capacity to implement the Vienna Programme of Action in a holistic manner.

32.   However, two entities (the United Nations Office for Project Services (UNOPS) and the World Food Programme (WFP)) also see themselves as well placed to support (and do so in practice) some of the hard infrastructure development components of the Vienna Programme of Action. For instance, WFP within its dual (humanitarian and development) mandate supports last-mile delivery and enhanced market linkages by investing in rural infrastructure development (e.g. improvement of roads), including participation of affected populations, from community consultations to engaging populations in public work programmes.[9] UNOPS supports impact investments in areas such as affordable housing,

---

[9]   Also, as part of the global response to the COVID-19 pandemic, WFP has backstopped transport linkages delivering medical supplies and humanitarian cargo and United Nations personnel and assisted with the procurement of goods and services.

renewable energy and health infrastructure. Additionally, Giga – an initiative launched by the United Nations Children's Fund (UNICEF) and the International Telecommunication Union (ITU) in September 2019 to connect every school to the Internet and every young person to information, opportunity and choice – serves as a platform to create the infrastructure necessary to provide digital connectivity to an entire country, for every community, and for every citizen.

B. Representation of the priorities of the Vienna Programme of Action in legislative body decisions, mandates, strategic plans and programming

1. Directives from legislative/governing bodies

33. Given the hierarchical structure of all United Nations system entities, the Inspector is of the view that the issuance of explicit directives from their highest level is an essential prerequisite to spur serious and concerted actions on the Vienna Programme of Action. Some 15 United Nations system entities[10] have received directives from their governing bodies either to explicitly support implementation of the Vienna Programme of Action or to provide support to landlocked developing countries within their mandated areas of expertise that are linked to certain priorities of the Vienna Programme of Action.

2. Close linkage between mandates and priorities of the Vienna Programme of Action

34. Based on responses, 29 United Nations system entities indicated one or more of the priorities of the Vienna Programme of Action as being closely linked with their mandated work. The evidence presented in figure 1 indicates that, across the United Nations system, structural economic transformation (priority 5) is the most prevalent and is featured in the mandates of 25 United Nations system entities. Four other priorities are also broadly addressed and feature in the mandates of between half and two thirds of United Nations system entities, namely regional integration and cooperation (priority 4), means of implementation (priority 6), energy and ICT infrastructure (priority 2 (b)) and trade facilitation (priority 3 (b)).

35. Three priorities that are less broadly addressed and feature in the mandates of between a third and less than half of United Nations system entities include international trade (priority 3 (a)), transport infrastructure (priority 2 (a)) and transit policy (priority 1). A detailed breakdown of the priorities linked to the mandate of each of the 29 entities can be found in annex III.

---

[10] The Department of Economic and Social Affairs (decisions of the Statistical Commission; Economic and Social Council resolutions (e.g. resolution 2017/4); and General Assembly resolutions); ECA (resolution 963(LII)); ECE (SPECA/GC/Dec/2018/1, decision 1); ECLAC (resolutions 711(XXXVI) and 732(XXXVII)); ESCAP (resolutions 71/3, 73/2 and 75/1); ICAO (resolutions A39-23, A39-24, A40-19, A40-21 and A40-22); ITU (resolution 16 (World Telecommunication Development Conference 2017 (WTDC-17)) and resolution 30 (Plenipotentiary Conference 2018 (PP-18)); the Office of Legal Affairs (A/RES/74/19); UN-OHRLLS and other pertinent United Nations Secretariat entities (General Assembly resolutions 56/227, 69/137, 69/232, 70/1, 70/217, 71/239, 72/232, 73/243, 74/15, 74/233 and 75/228); UNCTAD (Trade and Development Board agreed conclusions 524 (LXII), para. 14, and decision 526 (LXII), para. 8; and fourteenth session of the United Nations Conference on Trade and Development, outcome, para. 10.3 (c)); UNFPA (strategic plan 2018–2021); UNIDO (GC.17/Res.8, GC.18/Res.4 and GC.18/Res.8); and UNOPS (strategic plan 2018–2021). Mandates not identified: UNAIDS.

Figure 1
Number of entities to whose mandate each VPoA priority is significant
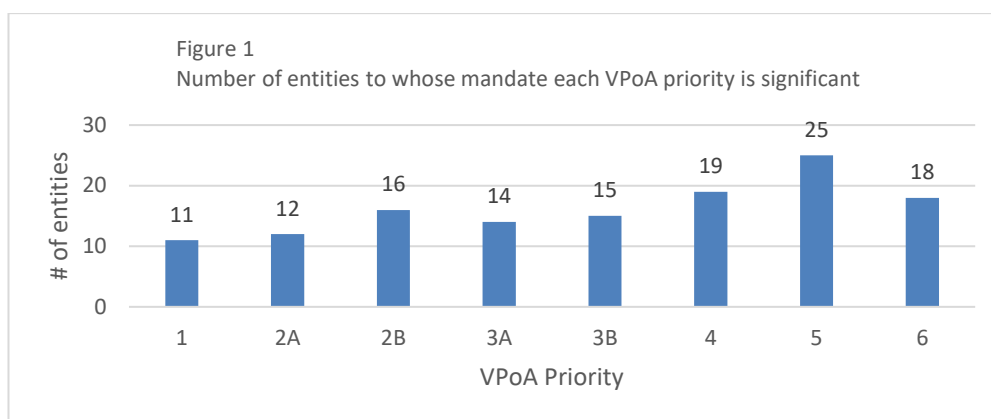
Source: corporate questionnaire responses from JIU participating organizations.

36. When disaggregated by entity, all or a majority of the priorities of the Vienna Programme of Action are significant to the mandated work of the following entities for the reasons offered:

- Four regional commissions (given that all 32 landlocked developing countries fall within their remit);

- UN-OHRLLS (given its specific mandate on the Vienna Programme of Action);

- Office of the Special Adviser on Africa (given that half of the landlocked developing countries are in Africa);

- Six entities – the Department of Economic and Social Affairs, the International Trade Centre (ITC), the United Nations Conference on Trade and Development (UNCTAD), the United Nations Development Programme (UNDP), the United Nations Industrial Development Organization (UNIDO) and UNOPS – that are strongly oriented towards economic development, which ties in well with the priorities of the Vienna Programme of Action.

37. All 29 United Nations system entities were able to clearly substantiate the connection between their mandated work, strategies and objectives and the Vienna Programme of Action. The rich details of the linkages can be found in annex IV.[11] In most cases, they outline the specific areas on which the entities focus their efforts, which, in turn, fully intersect with one or more of the priorities of the Vienna Programme of Action. The analysis is not done by country, but as the work of all United Nations system entities benefit their corresponding Member States that are developing countries, it is submitted that all 32 landlocked developing countries – being either least developed or developing countries – can benefit in one form or another from the services provided.

3. **Priorities of the Vienna Programme of Action included in strategic frameworks and work programmes**

38. The evidence suggests a high level of consistency among mandates, strategic frameworks and work programmes for United Nations system organizations. Twenty-four United Nations system entities self-reported one or more of the priorities of the Vienna Programme of Action as being included (either explicitly or implicitly) in their strategic frameworks. Twenty-six United Nations system entities self-reported one or more of the

---

[11] Analysis of the information in annex IV shows that the priorities of the Vienna Programme of Action are materialized through a variety of measures and mechanisms, which include (among others): (a) conventions; (b) resolutions; (c) decisions; (d) declarations; (e) agreements; (f) initiatives; (g) strategies; (h) road maps; (i) frameworks; (j) policy analysis and development; (k) standard-setting; (l) guidelines on best practices; (m) plans and programmatic interventions; (n) studies, reviews and reports; (o) advocacy; (p) technical assistance; (q) capacity-building and training; and (r) coordination activities.

priorities of the Vienna Programme of Action as being included (explicitly or implicitly) in their work programmes (see annex III).

Figure 2
Number of entities whose strategic frameworks and work programmes include specific priorities of the Vienna Programme of Action
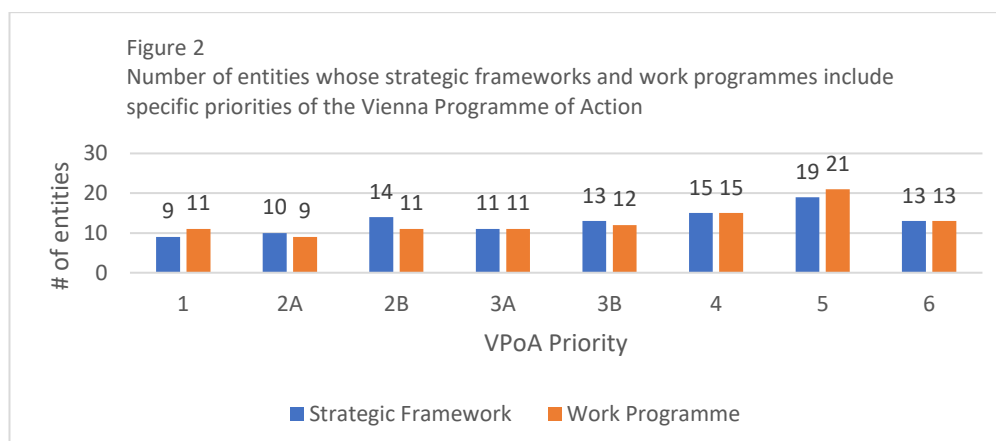
Source: corporate questionnaire responses from JIU participating organizations.

39.   As can be seen in figure 2 structural economic transformation is the only priority that two thirds or more United Nations system entities address in their strategic frameworks and work programmes. The reason for this is linked to its broad overarching scope. All other priorities are addressed by no more than half of the United Nations system entities (9 to 15 entities) in such documents.

40.   Based on information and documentation received from these entities, only four entities[12] make explicit references to the Vienna Programme of Action in their proposed programme budgets or workplans. However, 19 entities[13] implicitly reflect the priorities of the Vienna Programme of Action in one or more of the following documents: (a) strategic framework; (b) medium-term strategy/programme framework; (c) management vision and priorities; (d) programme of work and budget; (e) strategic, business or operational workplan; and (f) results framework.

41.   As the JIU analysis is based on entity self-reporting (see annex III), out of 130 instances in which an entity reported a priority of the Vienna Programme of Action as being linked to its mandate, in 85 per cent of those instances (110 instances), the mandate was

---

[12] ECE (proposed programme budget 2020, para. 20.5; proposed programme budget 2021, paras. 20.3 and 20.72); the Office of the Special Adviser on Africa (proposed programme budget 2020, para. 11.4); UNCTAD (proposed programme plan and budget 2020 (A/74/6 (Sect. 12), para. 12.3)); and UN-OHRLLS (proposed programme budget (all years from 2014 to 2021); draft 2020 workplan for subprogramme 2 – landlocked developing countries; and action plan to strengthen the complementarities between the Istanbul Programme of Action and the Sustainable Development Goals).

[13] The Department of Economic and Social Affairs (Statistics Division, 2020 and 2021 budget (priority 6)); ECE (proposed programme budgets 2020 and 2021 (priorities 3 (a), 3 (b) and 6)); ECLAC (programme of work 2020 (13 subprogrammes) (all priorities)); ESCAP (programme budget 2020 and programme of work 2020 (all subprogrammes) (all priorities)); FAO (programme of work and budget 2020–2021 and updated results framework 2020–2021 (priority 5)); ICAO (triennial business plan (priority 1)); ITC (strategic plan 2018–2021 and operational plan 2020 (priorities 1, 3 (b), 4 and 5)); ITU (strategic framework and workplan (priority 2 (b))); the Office of the Special Adviser on Africa (programme of work (priorities 3 (a), 3 (b), 4 and 5)); UNCTAD (proposed programme plan and budget 2020 (all five subprogrammes) (all priorities); UNEP (medium-term strategy 2018–2021 (subprogrammes 1 and 6) and programme of work and budget 2020–2021 (priorities 2 (b) and 5)); UNESCO (programme and budget 2020–2021 (major programmes II and V) (priorities 2 (b), 4 and 5)); UNFF (subprogramme 8 (priority 5)); UNFPA (strategic plan 2018–2021 (priorities 4, 5 and 6)); UNICEF (strategic plan 2018–2021 (Goal 5) (priority 5)); UNIDO (medium-term programme framework 2018–2021 (priorities 3 (a), 3 (b), 4, 5 and 6)); UNOPS (strategic plan 2018–2021 (priorities 2 (a), 2 (b) and 6)); UNWTO (programme of work and management vision and priorities (priorities 3 (a), 3 (b), 4 and 5)); WHO (13th general programme of work 2019–2023 (priority 5)); and WIPO (medium-term strategic plan 2016–2021 and programme and budget 2020–2021 (programme 9) (priority 5)).

realized through either a strategic framework or work programme (or both) that directly or indirectly reflected that priority of the Vienna Programme of Action. Consequently, the evidence suggests a high level of consistency among mandates, strategic frameworks and work programmes for United Nations system organizations.

4. **Action plans, strategies, targets and key performance indicators developed in relation to the Vienna Programme of Action**

42.   Despite the intention to support the priorities of the Vienna Programme of Action in the strategic frameworks and work programmes of most United Nations system entities, only a smaller number of entities have taken subsequent steps to develop concrete products that facilitate their operationalization and measurement. Only 12 United Nations system entities have also developed, at the headquarters and/or regional levels, one or more of the following agency-specific products in relation to the Vienna Programme of Action: action plans, strategies, targets (eight entities for each product)[14] and key performance indicators (nine entities).[15]

43.   Illustrative examples include:

- Tools to report on 21 Sustainable Development Goal indicators related to priority 5 of the Vienna Programme of Action (the Food and Agriculture Organization of the United Nations (FAO));

- Strategies, initiatives, action plans, policy recommendations, implementation guides, national road maps and progress reports on trade facilitation (the Economic Commission for Africa (ECA));

- Regional status reports on implementation of the Vienna Programme of Action (the Economic Commission for Latin America and the Caribbean (ECLAC));

- Regional road map on power system connectivity: promoting cross-border electricity connectivity for sustainable development, the Master Plan for the Asia-Pacific Information Superhighway, the Asia-Pacific Plan of Action on Space Applications for Sustainable Development (2018–2030) and key performance indicators related to the access to physical infrastructure index (the Economic and Social Commission for Asia and the Pacific (ESCAP));

- Road map for accelerated implementation of the Vienna Programme of Action (UN-OHRLLS);

- Operational strategy for least developed countries covering 17 landlocked developing countries (UNIDO).

44.   Additional products highlighted by entities as being potentially useful to develop include:

- A regional plan or strategy for accelerated implementation of the Vienna Programme of Action (ESCAP);

- Agency-specific strategy to better address the special needs of landlocked developing countries (the International Civil Aviation Organization (ICAO), the Joint United Nations Programme on HIV/AIDS (UNAIDS) and the United Nations Environment Programme (UNEP)) provided there is strong political commitment shown by the landlocked developing countries in the governing body (the World Health Organization (WHO));

- Inclusion of the goals of the Vienna Programme of Action in advocacy and monitoring activities (the Office of the Special Adviser on Africa);

---

[14] Action plans: the Department of Economic and Social Affairs, ECE, ESCAP, FAO, ITU, UNCTAD and UN-OHRLLS. Strategies: ECA, ECE, ESCAP, ITU, UNCTAD, UNFPA and UN-OHRLLS. Targets: ECLAC, ESCAP, FAO, ITU, the Office of Legal Affairs, UNCTAD, UNFPA and UN-OHRLLS.

[15] ECLAC, ESCAP, FAO, ITU, the Office of Legal Affairs, UNCTAD, UNFPA, UNIDO and UN-OHRLLS.

- Inclusion of references to the Vienna Programme of Action in existing monitoring and evaluation systems to allow for specific internal follow-up on its implementation (WFP);

- Inclusion of landlocked developing countries among other groups of countries (e.g. least developed countries) in targets and key performance indicators for expected results in an agency's programme and budget (World Intellectual Property Organization (WIPO)).

C. Initiatives undertaken, planned or feasible in relation to the Vienna Programme of Action

45.   In terms of concrete initiatives undertaken or planned between 2014 and 2024 by United Nations system entities to support implementation of the Vienna Programme of Action, 25 United Nations system entities identified a total of 1,127 programmes, projects and activities that served to directly or indirectly implement one or more of the priorities of the Vienna Programme of Action. Additionally, UNDP identified 14,559 initiatives in the 32 landlocked developing countries, without specifying which priorities of the Vienna Programme of Action those initiatives contributed to.

46.   Based on an analysis by JIU of the data provided by United Nations system entities in their corporate questionnaire responses, half or more of the landlocked developing countries benefited from the work of at least 17 United Nations system entities, indicating good overall reach at the country level.[16] The initiatives undertaken corresponded to 12 different types of interventions and contributed to all 17 Sustainable Development Goals as well as six other development agendas. Many of the initiatives were undertaken in collaboration with a host of other actors, particularly United Nations system entities and development partners (international organizations, multilateral and regional development banks, aid agencies of donor countries, non-governmental organizations (NGOs), private sector entities and academic institutions).

47.   A summative table of initiatives undertaken by each entity can be found in annex V, which details the priorities of the Vienna Programme of Action supported, the beneficiary landlocked developing countries, the primary intervention type, the Sustainable Development Goals and other development agendas supported and types of collaborating entities.
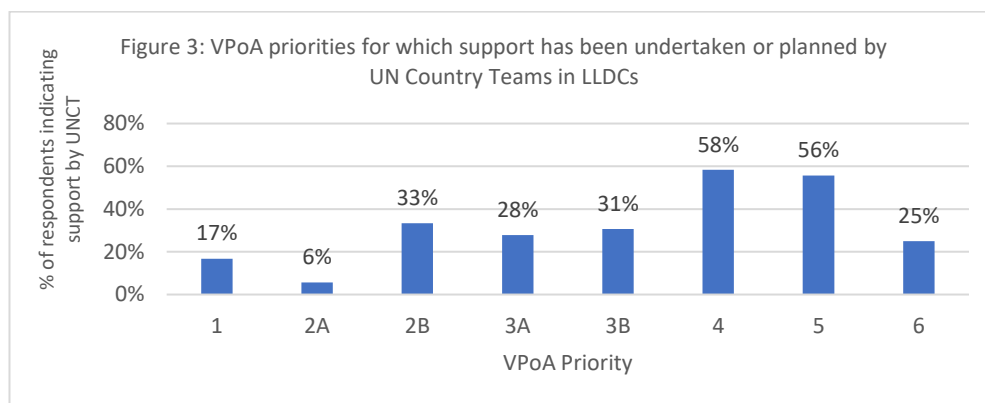
Source: survey responses from resident coordinator offices in landlocked developing countries.

48.   At the country level, as can be seen from the survey responses from resident coordinator offices in landlocked developing countries (see figure 3), priorities 4 (regional integration and cooperation) and 5 (structural economic transformation) of the Vienna Programme of Action were the only ones on which a majority indicated that their country

---

[16]   Almost all (31 to 32) landlocked developing countries benefited from the initiatives of 6 United Nations system entities, half to four fifths of such countries benefited from the initiatives of 11 entities and less than half of such countries benefited from the initiatives of 8 entities. Beneficiaries of the initiatives of UNAIDS were not specified.

teams had undertaken initiatives or planned to do so to support their implementation. On a similar survey question addressed to country team members in landlocked developing countries on their own country office/programme initiatives, the ranking of priorities supported was nearly identical to that of the responses received in the survey of resident coordinator offices in landlocked developing countries.

49.   As can be seen from the survey responses from resident coordinator offices in landlocked developing countries (see figure 4), given the niche of most United Nations system entities in normative work, knowledge and capacity development, the primary nature of the interventions related to the priorities of the Vienna Programme of Action were in the form of technical assistance, capacity-building, advocacy, innovation and development and governance. For priorities that require heavy capital investments (e.g. transport infrastructure), only 11 per cent of respondents indicated providing such support.
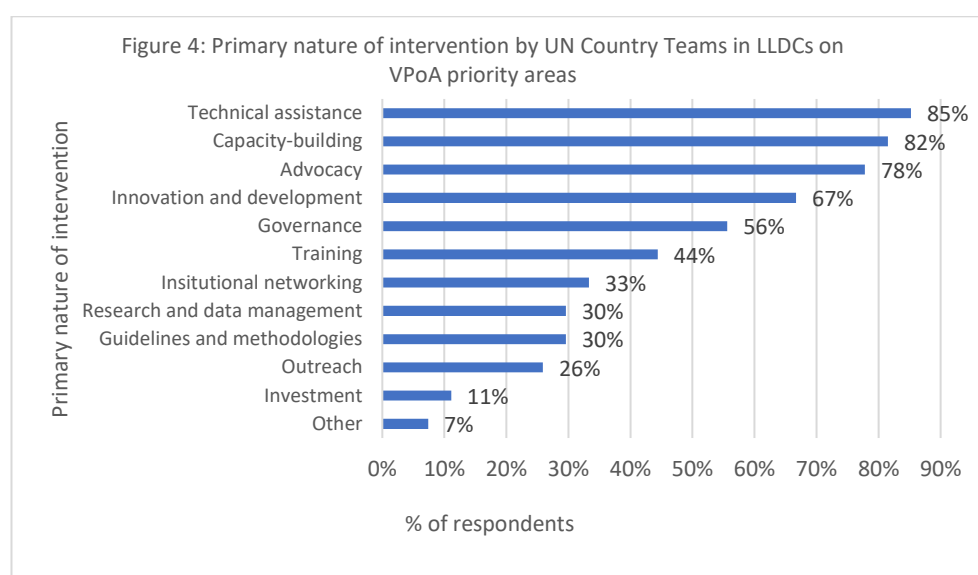
Figure 4: Primary nature of intervention by UN Country Teams in LLDCs on VPoA priority areas

Source: survey responses from resident coordinator offices in landlocked developing countries.

50.   Surprisingly, only one in four respondents indicated that the primary nature of their country team's intervention involved outreach, an area in which United Nations system entities are expected to excel given their broad convening powers. On a similar question addressed to country team members in landlocked developing countries on the nature of the interventions of their own country office/programme initiatives, the ranking was largely identical to that of the survey of resident coordinator offices, with the notable exception of training, which ranked among the top three intervention types for survey respondents from country teams.

51.   From the findings, it can be concluded that, while the United Nations system provides wide-ranging support to all the landlocked developing countries through a range of interventions that also contribute to achieving the Sustainable Development Goals, there exists considerable scope for enhanced support for four key priority areas of the Vienna Programme of Action that are particularly important in the development needs of landlocked developing countries, namely, transit policy, infrastructure development, international trade and means of implementation.

D.   Mainstreaming the Vienna Programme of Action in organizational work

1.   Directives from the General Assembly

52.   Among the factors that have influenced the adoption and mainstreaming of the priorities of the Vienna Programme of Action have been directives from governing bodies.

Through eight resolutions[17] adopted by the General Assembly on the Vienna Programme of Action between 2014 and 2020, the project team identified 26 key directives addressed to the United Nations system and other development partners to meet the challenges related to implementation of the Vienna Programme of Action. Twenty-one[18] United Nations system entities outlined ongoing, planned and feasible measures to address the directives that were pertinent to them, the results of which are detailed in item 3 of the complementary paper.

Table 3
Number of entities indicating ongoing, planned or feasible measures to address General Assembly directives to United Nations system entities on the priorities of the Vienna Programme of Action

	Priority							
	1	2 (a)	2 (b)	3 (a)	3 (b)	4	5	6
Number of General Assembly directives	2	4	2	1	3	1	6	7
Number of entities indicating ongoing measures	11	10	7	9	10	7	13	11
Number of entities indicating planned measures	5	4	5	4	6	4	10	6
Number of entities indicating feasible measures	4	2	1	3	3	2	4	5

Source: corporate questionnaire responses from JIU participating organizations.

53. As can be seen from table 3, between 7 and 13 United Nations system entities had measures ongoing to address General Assembly directives relevant to each priority of the Vienna Programme of Action. Additionally, between 4 and 10 entities had measures planned to address directives relevant to each priority. However, in terms of identifying feasible measures that entities could take – given their financial, human, and other institutional capacities – to address General Assembly directives, no more than five entities were able to do so for any of the priorities of the Vienna Programme of Action.

54. In terms of measures by entities outside the United Nations system to implement General Assembly directives on the Vienna Programme of Action, a total of 13 entities[19] outlined measures that were mostly related to priorities 1 to 4 (transit, transport infrastructure, energy and ICT infrastructure, trade facilitation and regional integration). Only two of those entities indicated ongoing or planned measures related to priority 5 (structural economic transformation) and priority 6 (means of implementation). Details of those measures can be found in item 4 of the complementary paper.

2. Action by executive heads

55. In terms of concerted action by executive heads in mainstreaming and supporting implementation of the Vienna Programme of Action, good practice measures highlighted by entities include (among others):

- Highlighting landlocked developing countries' special needs as a cross-cutting issue in all areas of an entity's work (ECA);

- Organizing events with landlocked developing countries and partners on priorities related to the Vienna Programme of Action (the Economic Commission for Europe (ECE) and WIPO);

---

[17] Resolutions 69/137, 69/232, 70/217, 71/239, 72/232, 73/243, 74/15 and 75/228.

[18] The Department of Economic and Social Affairs, ECA, ECE, ECLAC, ESCAP, FAO, ICAO, ITC, ITU, UNAIDS, UNCTAD, UNDP, UNEP, UNESCO, UNFPA, UNIDO, UN-OHRLLS, UNOPS, UNWTO, WFP and WIPO.

[19] ADB, AfDB, African Union Commission, ICTD, IRU, ITTLLDC, NCTTCA, OSCE, SADC, SE4ALL, TRACECA, WCO and WTO.

- Facilitating the establishment of a special body on least developed countries, landlocked developing countries and small island developing States (ESCAP and FAO) and dedicating a standing agenda item to it in Commission sessions (ESCAP);

- Prioritizing landlocked developing countries in entity initiatives that can support the Vienna Programme of Action (FAO, UNAIDS and the United Nations Population Fund (UNFPA));

- Highlighting the special needs of landlocked developing countries in the preparation of organizational strategies (UNEP) and draft resolutions (ECA and ICAO);

- Raising awareness of the challenges and needs of landlocked developing countries in high-level meetings, outcome documents and reports (the Department of Economic and Social Affairs and UNOPS) and advocating for increased support (ECA and UNDP);

- Mandating all landlocked developing countries as priority countries for intervention and resource mobilization and reflecting this in strategic and operational plans and annual reports (ITC);

- Sharing lessons learned and experiences of successful initiatives benefiting landlocked developing countries (UNIDO).

56.   However, not all organizations have utilized existing opportunities to mainstream the Vienna Programme of Action. The United Nations Educational, Scientific and Cultural Organization (UNESCO) noted that, based on the decisions of its governing body, it had prioritized, in particular, the mainstreaming of action plans for small island developing States (SIDS Accelerated Modalities of Action (SAMOA) Pathway), least developed countries (Programme of Action for the Least Developed Countries for the Decade 2011–2020 (Istanbul Programme of Programme)) and Africa (Agenda 2063: The Africa We Want). Based on interviews with and questionnaire responses from stakeholders, the review team found the experience of UNESCO to be broadly representative of an overall lower level of advocacy carried out and limited attention paid to the Vienna Programme of Action across the United Nations system, relative to the advocacy carried out for other global development agendas.

3.   Mainstreaming the Vienna Programme of Action at the country level

57.   The lack of mainstreaming is particularly evident at the country level. Survey results indicate that, while the overall level of engagement by all pertinent actors in mainstreaming the Vienna Programme of Action is low across the board at the country level, there seems to be more awareness at the level of the resident coordinator offices. However, this is not necessarily filtering down to country team members.

58.   For instance, only 36 per cent of survey respondents from country teams in landlocked developing countries responded affirmatively that they were aware of directives from their governing bodies or executive heads to provide support to landlocked developing countries in general and only 21 per cent responded affirmatively on having received directives from such authorities to provide support for the implementation of the Vienna Programme of Action.

59.   When assessing the level of engagement by eight relevant United Nations system actors[20] and the national Governments of landlocked developing countries in mainstreaming the Vienna Programme of Action, none was deemed as sufficiently engaged by a majority of survey respondents from country teams in landlocked developing countries. The resident coordinator offices fared best and UN-OHRLLS fared worst, with 30 per cent and 12 per cent of respondents respectively considering them to be sufficiently engaged.

60.   Responses to a similar question addressed in a survey to resident coordinator offices in landlocked developing countries was only marginally more promising, with 35 to 38 per

---

[20] The Development Coordination Office (global/regional), regional commissions, UN-OHRLLS, organizational headquarters, regional/subregional office of the organization, country office/programme of the organization, resident coordinator offices and country team members.

cent considering three United Nations system actors (the Development Coordination Office, UN-OHRLLS and resident coordinator offices) and the national Governments of landlocked developing countries as being sufficiently engaged in mainstreaming the Vienna Programme of Action.

61. On the question of whether guidance related to the Vienna Programme of Action was received from any of the eight aforementioned United Nations system actors and the national Governments of landlocked developing countries, and how useful it was, the vast majority of survey respondents from country teams indicated that they had either not received, or were not aware of, any guidance from any of them. However, in the few instances in which responses were in the affirmative, all agreed that such guidance was useful. Responses to the same question from the survey of resident coordinator offices in landlocked developing countries revealed identical results.

62. Most distressing among the survey results was the fact that 72 per cent of country team members were unable to assess the level of engagement of UN-OHRLLS, which has an explicit mandate from the General Assembly to advocate for and raise awareness of the Vienna Programme of Action. This was validated by subsequent interviews with country team members in 31 landlocked developing countries, who (with a few exceptions) expressed ignorance of the very existence of UN-OHRLLS, let alone any engagement with it.

63. From the above-mentioned findings, it can be concluded that legislative directives related to the Vienna Programme of Action can and do serve to spur corporate-level action by United Nations system entities on the Vienna Programme of Action and the implementation of such directives should be followed up on. However, much more needs to be done to further mainstreaming and awareness of the Vienna Programme of Action at the country level in landlocked developing countries, particularly by UN-OHRLLS, Development Coordination Office and resident coordinators.

64. In chapters III and IV, the Inspector will focus on the key accomplishments and challenges that United Nations system entities and other relevant development partners have encountered in undertaking the activities and initiatives (outlined in the present chapter) to support implementation of the Vienna Programme of Action, and the opportunities, good practices and lessons learned along the way.

III. Accomplishments, internal and external challenges, gaps and complementarities in supporting implementation of the Vienna Programme of Action

65. In taking the broad array of initiatives and measures (detailed in chap. II and the corresponding annexes) to support implementation of the Vienna Programme of Action, United Nations system entities (at the headquarters, regional and country levels) and development partners have experienced notable successes and a multitude of challenges. Although there are gaps in support, there are also priority areas of the Vienna Programme of Action on which mandates overlap and complement each other.

66. In the present chapter, the Inspector details key accomplishments and the corresponding interventions, as well overarching internal and external challenges in supporting implementation of the Vienna Programme of Action, including the reasons for such challenges and the corresponding remedial measures. The Inspector also identifies areas in which there are gaps in support and areas that allow for complementarities.

A. Accomplishments in supporting implementation of the Vienna Programme of Action and measures contributing to success

1. Success in supporting implementation of the Vienna Programme of Action

67. In all, 14 United Nations system entities and 16 development partners collectively highlighted more than a hundred initiatives related to the Vienna Programme of Action that they considered themselves as having successfully supported. Details on each entity's initiatives, including outcomes and output measures, can be found in item 5 of the complementary paper. Based on analysis by JIU, it can be concluded that efforts and accomplishments are predominantly focused on supporting development of intellectual capital. Such capital leverages the knowledge and expertise of development partners to enable countries to use the knowledge acquired to enhance the effectiveness, efficiency and impact of the value of their work for development results.

68. This form of support is consistent across United Nations system entities and development partners. The value of such outputs and use by Governments is highlighted in a number of instances. One issue, however, is the absorptive capacity of Governments to deal with the vast knowledge sets and how they can be used effectively, given existing capacity and staff turnover. Also at issue is the imbalance between addressing the development of knowledge systems (soft assistance and advice) and hard infrastructure needs that are critical in laying the foundation for development.

69. From the viewpoint of some of the national Governments of landlocked developing countries, United Nations system entities and other development partners have demonstrated their ability to successfully support them in implementing specific elements of the Vienna Programme of Action that can benefit from soft interventions. Illustrative examples of how Governments have used such support are outlined in box 1.

Box 1: Examples provided by Governments of landlocked developing countries of how support has enhanced national capacity

- **Priority 1:** ministerial meetings and capacity-building workshops by UN-OHRLLS enabled Bhutan, Botswana and Nepal to make progress on transit agreements, while reports on implementation of the Vienna Programme of Action enabled them to monitor national implementation efforts;

- **Priority 2 (a):** rehabilitation of Bujumbura port and construction of new roads by the African Development Bank (AfDB) furthered infrastructure development in Burundi;

- **Priority 2 (b):** a study on sustainable energy investments by UN-OHRLLS helped Malawi to identify the investments needed to attain universal energy access;

- **Priority 3 (b):** support for trade facilitation by UNCTAD facilitated incorporation of integrated customs management in Kazakhstan, the establishment of the National Trade Facilitation Committee in Lesotho, implementation of an integrated framework for export diversification in Mali and the launch of a trade portal in Rwanda to strengthen administrative transparency;

- **Priority 5:** technical assistance on cleaner production methodologies (in mining and chemical and food production) by UNIDO enabled Armenia to meet the preconditions of enterprise development;

- **Priority 6:** establishment of the Armenia National Sustainable Development Goal Innovation Lab by the United Nations enabled the country to accelerate progress on the Sustainable Development Goals and priorities 5 and 6 of the Vienna Programme of Action.

Source: written and oral responses from representatives of landlocked developing countries to the United Nations in New York and Geneva.

---

2. **Good practice measures and lessons learned in supporting implementation of the Vienna Programme of Action**

70.   Based on their analysis of successfully supporting initiatives related to the Vienna Programme of Action, United Nations system entities and development partners identified good practices and lessons learned on what entities should and should not do in order to achieve successful outcomes in implementing the Vienna Programme of Action.

71.   The "dos" provide useful guidance to United Nations system entities in developing and implementing initiatives to support implementation of the Vienna Programme of Action and can be encapsulated in: holistic, transformative and demand-driven approaches; evidence-based decision-making; local engagement, ownership and empowerment; coordination and collaboration with multiple stakeholders; resource mobilization and engagement with the private sector, transit countries and regional partners; and monitoring and reporting.

72.   The "do nots" relate primarily to avoiding fragmented, siloed and top-down approaches, micromanagement and competition for traditional funding. Details of these "dos" and "do nots" can be found in annex VI. Box 2 below provides some representative examples of good practice measures.

Box 2: Good practice measures in supporting implementation of the Vienna Programme of Action

National ownership and targeted support to respond to country needs

- Building a robust data-sharing platform and developing tools for multi-criteria decision analysis to support national policy, programme and investment decisions for sustainable agri-foods systems development in more than 10 low-income landlocked developing countries (FAO);

- Engaging local stakeholders, at all stages, to better understand barriers and improvement areas, including through sequenced information exchanges (UNCTAD);

- Implementing a needs-based and demand-driven approach to capacity-building, project design and implementation assistance (ECE and WTO);

- Contributing to local economic development through local procurement and highly labour-intensive approaches to physical infrastructure development (UNOPS);

- Adapting training toolkits to country, regional and corridor needs (UNCTAD);

- Introducing novel special and differential treatment provisions that provide flexibilities to developing countries in implementing their obligations (WTO);

- Developing an advanced regional economic corridor through pilot testing at the local level (Asian Development Bank (ADB));

Strategic engagement with countries

- Collaborating with specific, targeted landlocked developing countries most affected by an issue (UNCTAD);

- Collaborating across borders on connectivity projects and subregional platforms to enable closer coordination and collaboration among landlocked developing countries and transit countries (ADB);

- Sensitizing and mainstreaming by conducting workshops and training and preparing knowledge products (UN-OHRLLS).

Collective impact and partnerships

- Introducing a multi-stakeholder approach in the joint development of implementation plans (UNCTAD); and promoting investment to achieve tailored-made goals for each country (UNIDO);

- Leveraging regional economic bodies to provide flexible agreements and priority status for landlocked developing countries (UNAIDS);

- Implementing a matchmaking approach to attract diverse partners to mobilize means of implementation, for example in science, technology and innovation, as well as finance and investment (FAO);

- Engaging private sector firms, business associations and sustainable business networks to co-finance projects or take the lead in running solutions (ITC, ITU and UN-OHRLLS).

Financing

- Mobilizing resources through investment forums in which project promoters and financers can interact (AfDB);

- Untying aid to least developed countries through the Brussels Program of Action to further development assistance to landlocked developing countries (Organization for Economic Cooperation and Development (OECD)).

Support for governance and valid basis for decision-making

- Fostering evidence-based decision-making through studies, surveys, indicators, benchmarks and improved data quality (Department of Economic and Social Affairs, ECE, UNFPA and UNOPS);

- Developing robust dashboards to track the activities and performance of multi-stakeholder partners, support continuous communication among partners, and sustain and, when necessary, adjust collaborative plans (FAO);

- Establishing observatories to collect and track real-time data on landlocked developing countries (ECE).

> **Developing valid strategic and integrated approaches**
>
> • Engaging subject matter experts and networks to collaborate on specific issues within their realms of expertise (ECE and the Organization for Security and Cooperation in Europe (OSCE));
>
> • Harmonizing policies and regulations in mainstreaming soft infrastructure in physical infrastructure projects (AfDB);
>
> • Establishing clear impact targets based on prioritized national Sustainable Development Goal indicators and providing open access to programme data and work products for partners and independent researchers (FAO);
>
> • Utilizing holistic approaches to explore synergistic opportunities across sectors (ECE).
>
> *Source*: questionnaire responses from JIU participating organizations and development partners.

73.   At the country level, the survey of resident coordinator offices in landlocked developing countries revealed that, while two fifths (41 per cent) of respondents considered their country team to be generally successful in supporting implementation of the Vienna Programme of Action, the majority (55 per cent) were either unable to assess their level of success or considered it to be minimal. The survey of country team members in landlocked developing countries revealed nearly identical results, with 42 per cent of respondents considering their country office/programme to be generally successful in supporting implementation of the Vienna Programme of Action, while 58 per cent were either unable to assess their level of success or considered it to be minimal.

74.   Based on the identification of good practices and lessons learned, it appears that the factors contributing to success in implementing the Vienna Programme of Action may not be fully internalized by country teams in landlocked developing countries or there may be limitations on the extent to which they can operationalize these good practices when undertaking initiatives related to the Vienna Programme of Action.

B.   Challenges in supporting implementation of the Vienna Programme of Action

75.   Despite the aforementioned successes, United Nations system entities (at the headquarters and country levels) and development partners have encountered a multitude of challenges that have hindered or limited their ability to effectively support implementation of the Vienna Programme of Action. Half (49 per cent) of the country team members surveyed in landlocked developing countries found it challenging for their country office or programme to support implementation of the Vienna Programme of Action, with only 10 per cent not considering it to be particularly challenging. The results were identical for the survey of resident coordinator offices in landlocked developing countries vis-à-vis how challenging it was for their country team to support implementation of the Vienna Programme of Action.

76.   The challenges that entities have faced are multifaceted and can be either overarching or pertinent to a specific entity, country, region or sectorial context. These challenges can be classified into either internal challenges within the remit of control of United Nations system entities or external challenges or constraints beyond the remit of control of United Nations system entities. Other specific challenges are discussed in chapter IV.

1.   Challenges within United Nations system entities

77.   In this section, the Inspector outlines eight overarching challenges that are largely within the remit of control of United Nations system entities and that emanate from the internal limitations of each entity or from how United Nations system entities work with each other to support implementation of the Vienna Programme of Action.

(a)   **Lack of prioritization of landlocked developing countries**

78.   Limitations as regards awareness, mainstreaming and high-level recognition of the Vienna Programme of Action by several United Nations system entities (see chap. II) result in the Vienna Programme of Action taking a backseat to other competing global priorities. For instance, while landlocked developing countries are recognized as a distinct grouping under the United Nations Framework Convention on Climate Change, it was noted that they were not given the same prioritization as other countries in special situations, such as least developed countries and small island developing States. The International Labour Organization (ILO) noted that it was not required to report on landlocked developing countries as a specific grouping in its reporting.

(b)   **Lack of capacity dedicated to the Vienna Programme of Action and subsequent retrofitting**

79.   Most entities lack dedicated capacity for coordinating support to implement the Vienna Programme of Action, which then cascades down to a lack of awareness of it among project developers and managers. As such, most organizations do not consciously consider the Vienna Programme of Action when conducting country needs assessments in landlocked developing countries to design programme interventions. Consequently, despite the wide range of initiatives related to the Vienna Programme of Action that entities highlighted as having been undertaken, most readily acknowledged that few were consciously undertaken with the Vienna Programme of Action in mind. In most instances, they simply retrofitted their contributions to the present review based on the linkages that they identified with their work.

80.   To address this deficit, entities highlighted the need for resident coordinators in landlocked developing countries to be better trained on the Vienna Programme of Action and on the kind of assistance that was available so that they could draw upon them in designing cooperation frameworks for landlocked developing countries. It was also suggested that country teams should explore the creation of issue-based coalitions on specific priorities of the Vienna Programme of Action, taking into account their different mandates and areas of work. As a good practice, WTO has a focal point on landlocked developing countries who also serves as the designated expert on transit issues. WTO also receives support from other entities in assessing the needs of landlocked developing countries and in delivering technical assistance.

(c)   **Lack of dedicated financial resources to address the priorities of the Vienna Programme of Action**

81.   Most entities highlighted the lack of dedicated budgetary allocations for landlocked developing countries and/or the Vienna Programme of Action as their biggest challenge, resulting in support to them being subsumed into other interventions. Additionally, while many issues related to the Vienna Programme of Action are transnational and require cross-border interventions, most country programmes only receive funding to address issues within a particular country and cross-border financing mechanisms are largely inadequate.

82.   Furthermore, entities cannot always predict the resources that will be available beyond the immediate term, which negatively affects their ability to support priorities that necessitate continuous and sustained interventions. For example, the technical cooperation programmes of several entities are largely implemented through extrabudgetary resources that have to be utilized within the timespan of one year, so predictability becomes an issue on top of adequacy.

83.   Development partners also face similar challenges, with WTO noting that, while it had received higher than expected requests for technical assistance on trade facilitations from landlocked developing countries, due to zero budget growth, it was unable to put in place the necessary resources to meet demands. To address funding deficits, some United Nations system entities highlighted the need for a long-term funding strategy and commitments from various stakeholders to support a revolving funding programme.

(d)   Continuation of siloed approaches to the work of country teams

84.   Several country team members noted that, despite some initial successes achieved through the United Nations reform agenda, notably the empowerment of resident coordinator offices, a silo mindset continued to prevail in the way in which many entities operated, which disincentivized effective cooperation on priorities of the Vienna Programme of Action. Furthermore, variances in priorities and perspectives among agencies limit the undertaking of joint activities. One resident coordinator noted that some agencies would come with programmes already developed to insert into a cooperation framework; consequently, it was neither a conversation nor a consultation. Another resident coordinator highlighted an agency agreeing bilaterally with the Government of a landlocked developing country to carry out a project in country and only informing the country team after the fact.

85.   To address this challenge, country teams highlighted the need for stronger synergies with agencies with specific comparative advantages, noting that some agencies had the advantage of being closer to the Government or their beneficiaries, while some have expertise on specific priorities of the Vienna Programme of Action. The value chain can thus be created through the country team working with the Government at the normative and legislative levels and doing everything within its power to bring the results of its work to beneficiaries.

(e)   Small country teams, junior staff capacity and lack of in-country presence

86.   Several headquarters-based entities noted that they lacked the leverage to focus the agenda of national Governments on priority areas of the Vienna Programme of Action in which they could make a meaningful contribution, either because they operated as an entity without a physical presence and/or had junior-level personnel and project staff in country who lacked the seniority to engage with senior government officials.

(f)   Lack of coherence at the headquarters level

87.   Some country team members highlighted a major lack of coherence at the headquarters level, noting that, while reforms had made country teams more flexible, capable and nimble in their responses, the headquarters structures did not reflect this reality. One resident coordinator noted that, when the country team fed information back to headquarters, it either got "lost in space" or did not get to the right people, or multiple entities ended up asking the same questions. Consequently, the coherence, partnerships and linkages at the country level need to be reflected across the headquarters locations.

(g)   Imbalanced focus on larger countries

88.   Nearly 80 per cent of landlocked developing countries (25 out of 32 countries) have a total population of less than 18 million inhabitants, of which 7[21] have less than 4 million inhabitants. Country team members in some of the smaller landlocked developing countries were of the view that the United Nations Sustainable Development Group tended to place greater emphasis on addressing the needs and concerns of larger developing countries and did not pay sufficient attention to the needs of smaller countries. They believe that this constitutes a missed opportunity, as smaller landlocked developing countries can serve as cost-effective incubators to trial new initiatives.

(h)   Language barriers

89.   The lack of competent professionals – both internal staff and external contractors – proficient in the working language of the landlocked developing country was highlighted as an impediment to support. For instance, one country team operating in one of the seven Francophone landlocked developing countries in Africa noted that it faced great difficulties in attracting French-speaking international consultants with the required technical and capacity-building skills.

---

[21]   Landlocked developing countries with a population of less than 4 million: Armenia, Bhutan, Botswana, Eswatini, Lesotho, Mongolia and Republic of Moldova. See https://data.worldbank.org/indicator/SP.POP.TOTL.

2. External challenges

90.   In this section, the Inspector outlines 16 overarching challenges that are largely beyond the remit of control of United Nations system entities. They emanate from internal challenges within the Governments and relevant national institutions of landlocked developing countries to which United Nations system entities provide support. They are also related to shortcomings in the ability to get external development partners, particularly international financial institutions, donors and private sector entities, to engage effectively in implementing the Vienna Programme of Action. The Inspector also outlines suggestions for changes and good practices to address the challenges.

(a) Missing elements in the Vienna Programme of Action to achieve sustainable development outcomes

Insufficient emphasis on cross-cutting issues within the Vienna Programme of Action

91.   Several entities highlighted that their support for the Vienna Programme of Action was impeded by the insufficient attention it paid to key cross-cutting issues, such as human rights and climate change. For instance, UNFPA noted that, while interventions in social sectors were core to its work, the Vienna Programme of Action did not explicitly recognize nor report on such interventions.

92.   One country team expressed concern about the Vienna Programme of Action's strong intention to further infrastructure development, without corresponding attention being paid to the need to respect human rights and protect the environment while doing so. This resulted in it working in a landlocked developing country in which the commercialization of forests and the construction of roads had not paid sufficient attention to assessing environmental impacts or the adequate compensation of smallholder farmers.

93.   Given the above-mentioned context, the Inspector calls upon Member States to ensure that important cross-cutting issues that are key to the attainment of sustainable development outcomes, particularly human rights, gender and the environment, are adequately reflected in the development of the next iteration of the programme of action for landlocked developing countries in 2024.

(b) Shortcomings associated with key factors that affect the work of United Nations system entities associated with country and national institutions

(i) *Lack of solidarity and cohesion among landlocked developing countries*

94.   Several United Nations system entities identified a lack of cohesion and solidarity among landlocked developing countries in pushing forward the agenda of the Vienna Programme of Action, in contrast to the cohesion demonstrated by small island developing States and least developed countries in collective lobbying and advocating for their interests. They noted that the weak cohesion among countries could likely be attributed to the considerable disparities in wealth among the 32 landlocked developing countries.

(ii) *Political instability and turnover*

95.   The ability to provide effective support was hindered by political instability in some landlocked developing countries, which resulted in frequent changes in Government and consequent revisions to their national development priorities. Such changes were accompanied by changes in personnel in key ministries that dealt with matters related to the Vienna Programme of Action (e.g. trade, transport, energy, ICT, regional cooperation, foreign affairs etc.), resulting in loss of institutional memory.

(iii) *Fragile security context*

96.   The security situation in several landlocked developing countries, due to recent or ongoing conflicts, poses limitations on the extent to which United Nations system entities can operate and engage effectively at the subnational level, where support may be needed the most. Country teams operating in landlocked developing countries with ongoing conflicts and overlapping crises (e.g. internal displacement, drought or terrorism) noted that they had

to factor in transaction costs associated with paying for security escorts when carrying out any development or humanitarian intervention. Additionally, with conflicts surging periodically and the immediacy of addressing humanitarian emergencies, it was challenging for United Nations system entities to place adequate emphasis upon infrastructure and trade.

(iv) *Lack of political will*

97.   A number of United Nations system entities were of the view that the Governments of some landlocked developing countries were reluctant to take on the Vienna Programme of Action as they did not see their landlockedness as a viable or convenient agenda. Consequently, if the Government did not make the Vienna Programme of Action central to its priorities, securing investments for projects related to the Vienna Programme of Action became challenging.

98.   Lack of political will also hampers reforms and modernization efforts, characterized by a hesitancy to embrace innovation. One regional organization noted that, while it had made available both infrastructure and greening funds in the form of loans with low-interest rates, its landlocked developing country member was hesitant to avail of them. This was partly due to being influenced by the negative experiences of other countries in the region that had taken on large infrastructure loans without a clear understanding of their implications, resulting in their becoming heavily indebted and having to make concessions to the lender.

(v) *Lack of clear national counterparts and varying levels of access*

99.   Several organizations highlighted the lack of a designated national focal point on the Vienna Programme of Action in the Governments of landlocked developing countries as a factor that limited prompt cooperation. This lack of a focal point applies both at the national level and at the level of specific line ministries with which different agencies collaborate. In several landlocked developing countries, multiple line ministries serve as the lead entity on the Vienna Programme of Action, which can lead to diffused coordination and a consequent lack of a central repository of information. Country teams also highlighted that the ability to access government counterparts at the highest level varied greatly from one landlocked developing country to another.

(vi) *Bureaucracy and governance challenges*

100.   The policy and regulatory systems of some Governments of landlocked developing countries, characterized by centralized decision-making processes and implementation structures, often diminish the scope for landlocked developing countries to accede to and effectively implement conventions and agreements related to the priorities of the Vienna Programme of Action. This tends to limit the ability of development partners to support reforms that can further implementation of the Vienna Programme of Action.

101.   One country team noted that it had taken months for the Government to revert with comments on the cooperation framework, by which time donors had been ready to withdraw funding. One lending institution noted that, while it had committed funds to a landlocked developing country to modernize its road and railways sector, the disbursement ratio was low due to "state capture" and the slowness of authorities to use such funds. Its work on commercialization and public sector reform in another landlocked developing country was similarly hampered by the centralized nature of the decision-making structure.

(vii) *Inadequate human resources capacity in landlocked developing countries*

102.   United Nations system entities highlighted that, in landlocked developing countries, limited local expertise in project development and implementation compromised their ability to support implementation of the Vienna Programme of Action. Retention of expertise was challenging, due to the high rate of turnover of trained local experts. One entity noted that the national government experts who it had trained in landlocked developing countries often left to join the private sector, academia or international organizations, due to uncompetitive salaries in the public sector or other factors within the country.

103. As a potential solution, the country team in Armenia noted that it was making major efforts to engage the skilled diaspora, by getting them involved in government jobs and tapping into their knowledge and investments. For instance, it was supporting telemedicine by linking diaspora physicians to those in country to address the COVID-19 pandemic.

(viii) *Lack of data and analytical capacity for evidence-based decision-making*

104. United Nations system entities across the board highlighted the absence of, or deficits in, usable, disaggregated baseline data on the priorities of the Vienna Programme of Action in landlocked developing countries, which was linked to weaknesses in the monitoring and data collection capacities of their national statistical offices. This limited the ability of entities to assess where support was needed and to design targeted evidence-based interventions, leading to the risk of costly and ineffective solutions. These challenges are further compounded by deficits in data sharing and harmonization among landlocked developing countries.

105. To address this deficit, entities highlighted the need to scale up ongoing support to relevant government institutions to better collect and analyse data. For instance, ECE is developing an international transport infrastructure observatory, which will allow the Governments of landlocked developing countries and transit countries in Europe and Asia to find data to prepare, benchmark and present transport infrastructure projects for consideration by potential financing institutions.

(ix) *Hindrances to virtual learning due to limited Internet penetration*

106. Due to the resource constraints associated with travel-related costs and (more recently) restrictions imposed by the COVID-19 pandemic, the delivery of capacity development training through virtual means by United Nations system entities has become increasingly common. However, the ability of many landlocked developing countries to benefit from such e-learning is often severely constrained by very low bandwidths and limited Internet penetration. Consequently, potential beneficiaries, particularly those not domiciled in capitals and major cities, are effectively excluded. To address this deficit, entities highlighted the potential for leveraging ITU and the global Giga initiative, which aims to connect every school to the Internet and every young person to information, opportunity and choice. Among the landlocked developing countries, the Governments of Botswana, Kazakhstan, Kyrgyzstan and Rwanda are leading Giga countries.

(x) *Non-competitive local vendor base*

107. Entities noted that local producers in landlocked developing countries often lacked the capacity to produce goods and services procured by United Nations system agencies at internationally competitive prices. Additionally, the capacity to supply goods and services beyond a certain locality or region is often non-existent. UNOPS and WFP, both of which procure on a large scale, noted that, given their principled commitment to increase their domestic supplier base, that could lead to higher costs in acquiring goods and services.

(xi) *High before-the-border trade costs*

108. Given that 45 per cent of landlocked developing countries' trade costs are before-the-border costs (according to UNCTAD), it was noted that landlocked developing countries could do much to lower such costs by reducing fragmentation in their transport operations and better organizing their transport value chains.

(c) **Lack of coherence among United Nations system entities, development partners and the private sector**

(i) *Inadequate private sector engagement and limited leverage*

109. Despite the repeated emphasis in the Vienna Programme of Action that its goals and priorities cannot be achieved without the engagement of the private sector, several country teams highlighted the inability of States to attract private sector partners that would be willing to engage in long-term investment. Even when such partners were secured, their investments

were often deemed to be patchy and unsustainable. In other instances in which private sector entities were heavily engaged in a priority area, country teams noted that they simply did not have any leverage to influence their commercial negotiations in a manner that would positively benefit the landlocked developing country.

110.   To address the deficit in private sector engagement, entities highlighted the need for more concerted efforts by Governments to create space for them and empower them, and incentivize public-private partnerships. In Eswatini, the country team noted that, due to the new Government being largely composed of private sector entrepreneurs, more than 80 projects in the country's COVID-19 recovery plan were being led by the private sector, with active engagement from the country team.

(ii)   *Non-existent, limited, shrinking or inflexible financing from donors and international financial institutions*

111.   In upper-middle-income landlocked developing countries in which support from donors and international financial institutions was either non-existent or negligible, country teams noted that most or all of their funding came from the Government, and the agencies had little leeway in influencing on which areas such funding should be spent. Consequently, the decision and means to support some or all of the priorities of the Vienna Programme of Action lay entirely with the host Government. Progress also came at the peril of arbitrary funding cuts, with one country team noting that, with the landlocked developing country making rapid and sustained progress, development partners were withdrawing or reducing support, even though it was still a least developed country.

112.   Some country teams lamented that the specific programmatic priorities of donors provided little flexibility and did not serve the Government's efforts to further implementation of the Vienna Programme of Action. Additionally, while donors wanted transparency and accountability, they were not always in favour of systems that pooled resources, which some saw as eroding visibility. The COVID-19 pandemic has also negatively affected donor support for landlocked developing countries.

113.   To address these resourcing gaps, some entities are looking at alternative financing solutions. The United Nations Capital Development Fund in Nepal is assessing how debt financing can be used, in a measured manner, to create assets and infrastructure that will be self-sustaining over time. ADB noted that co-financing would incentivize financiers to undertake larger critical investments by sharing project preparation and implementation costs. It also noted that strategic partnerships with other agencies would allow for the pooling of resources, further analytical work on key policy constraints, identification of best practices in project preparation and support for pilot activities in new areas.

(iii)   *Insufficient leveraging of comparative advantages by external development partners*

114.   While certain priorities of the Vienna Programme of Action, such as transport, energy and ICT, require major investments to develop physical infrastructure, they also have complementary soft components that certain United Nations system entities are well placed to support. However, several United Nations system entities reported that the multilateral development banks do not readily recognize or sufficiently tap into their comparative advantages, resulting in less than optimal engagement on these priorities.

115.   To address this deficit, the Asian Infrastructure Investment Bank (AIIB) suggested the development of country platforms that would bring together development agencies, multilateral development banks and private sector entities to identify and exploit comparative advantages. The country team in Tajikistan noted that the use of regional issue-based coalitions had helped to identify strengths and the value added of agencies, in coordination and collaboration with country offices. The Transit Transport Coordination Authority of the Northern Corridor (NCTTCA) called for the harmonization of implementation plans among development partners to avoid the duplication of efforts and to systematically streamline relevant activities in support of landlocked developing countries prior to implementation.

(iv) *Limitations of using a systems approach in achieving development results among the United Nations system entities and development partners*

116.   United Nations system entities noted that the full benefits of their investments in soft infrastructure components were often not wholly realized, due to inadequacies in the complementary hard infrastructure. ICAO noted that, while it provided support for landlocked developing countries to improve standards and regulations in air transport, Governments could not fully capitalize upon it to boost tourism and trade, due to their limited resource capabilities to upgrade airport infrastructure and install advanced air traffic control and navigation systems.

117.   Conversely, ADB noted that, while it provided support for the hard components of transport facilitation and inclusive trade, the soft infrastructure needed to complement them was inadequate. Given the high costs of developing hard infrastructure, and the inability to secure investments to do so, several entities highlighted the need to focus on creative and cost-effective solutions, particularly by harnessing digital technologies.

118.   The predicaments faced by ICAO and ADB indicate the scope for United Nations system entities and development partners to manage better the achievement of development results, through better provision of complementary support. Beyond the effectiveness of their own organizations, and in furtherance of collective accountability, these entities have a responsibility to work together to achieve higher level goals.

C.   Gaps, complementarities and overlaps

1.   Support gaps and key actors to address them

119.   Beyond the aforementioned challenges, in assessing the adequacy of support by United Nations system entities and other actors on each priority of the Vienna Programme of Action, UN-OHRLLS, as the entity mandated to coordinate such efforts, deemed only priorities 1 and 4 as adequately supported, priorities 2 and 3 as somewhat adequately supported and priorities 5 and 6 as not adequately supported (see item 6 of the complementary paper for details).

120.   The key support gaps that were highlighted include:

• Large transport infrastructure gap (priority 2 (a));

• High ICT costs and limited deployment of affordable energy solutions (priority 2 (b));

• No increase in the share of landlocked developing countries in global trade and highly concentrated exports (priority 3 (a));

• High trade costs for landlocked developing countries and low rate of implementation of the Agreement on Trade Facilitation (priority 3 (b));

• Insufficient support for structural economic transformation, diversification and value addition (priority 5);

• Insufficient support for the resource mobilization efforts of landlocked developing countries (priority 6).

121.   To address these gaps, UN-OHRLLS identified entities both within and outside the United Nations system that were presently performing key roles in each priority area (see item 6 of the complementary paper for details). It also identified entities that needed to step up their support given that they had the capacity and resources to do so. These include (among others) United Nations regional commissions, regional economic communities, multilateral development banks (particularly the World Bank) and regional development banks.

122.   United Nations system entities also identified a number of gaps in system-wide support for the priorities of the Vienna Programme of Action. These gaps broadly relate to: (a) limitations in data, technical and financial support; (b) lack of a central coordinating entity on certain priorities (e.g. transport); (c) lack of advocacy and promotion; (d) inability to generate political will; and (e) non-engagement or lack of collaboration by the United Nations system on certain key initiatives. To address these gaps, United Nations system entities

identified potential measures that could be taken and the entities best placed to take those measures. Details of the gaps and potential solutions in each priority area and the agencies identified to address them can be found in annex VII.

2. Complementarities and overlaps

123.   United Nations system entities and development partners also identified complementarities and overlaps between their respective mandates on certain priorities of the Vienna Programme of Action. These complementarities can, if harnessed constructively, spur inter-agency cooperation by building on comparative advantages to address the aforementioned challenges and gaps. Details of the entities with complementary and overlapping mandates can be found in annex VII.

124.   At the country level, 24 per cent of survey respondents from country teams responded affirmatively that the work of their country office/programme complemented or overlapped with the work of another entity operational in the country on priorities related to the Vienna Programme of Action. Of those, 60 per cent indicated a positive impact from such an overlap or complementarity, 30 per cent indicated a neutral impact and only 8 per cent indicated a negative impact. Similarly, at the headquarters level, most entities welcomed complementary mandates, noting that they provided greater room for collaboration.[22]

125.   Complementary mandates also allow for the promotion of best practices and lessons learned by drawing on comparative advantages. For instance, on transit policy and international trade, UNCTAD acts as a think tank, develops policies and promotes exchanges of views among members, while WTO focuses on the formulation, negotiation and adoption of rules and on monitoring and dispute settlement.[23]

126.   However, a few entities and Member States cautioned that complementary mandates had also led to inefficiencies and disconnected and duplicative initiatives, such as similar publications being produced by different entities on matters related to the Vienna Programme of Action. Complementary mandates can also lead to competition between agencies over limited donor funding, such as among ITC, UNCTAD, UNIDO and the World Bank on international trade.

127.   To rationalize mutual support for priorities of the Vienna Programme of Action when mandates are complementary, United Nations system entities, development partners and the representatives of landlocked developing countries highlighted the need to take the following six measures:

- Develop coherent national development programmes that assign partners complementary rather than competing roles;

- Carry out a thorough stakeholder analysis (mapping exercise) when launching a new project to identify relevant initiatives by other entities at the country level, potential synergies with these agencies and the entity's own niche in which it can provide value added;

- Further joint planning, programming and delivery to facilitate an integrated approach;

---

[22]   For instance, on priority 5 of the Vienna Programme of Action, FAO and ITC signed a memorandum of understanding on promoting effective multi-stakeholder partnerships benefiting micro-, small and medium-sized enterprises and agricultural producers, due to their complementary mandates on agriculture-related value chains. On priority 3, the UNCTAD-led United Nations System Chief Executives Board for Coordination Inter-Agency Cluster on Trade and Productive Capacity, including FAO, ILO, ITC, UNDP, UNEP, UNIDO, UNOPS and WTO and the five regional commissions, developed a guide that provides a comprehensive listing of trade-related services from more than 60 United Nations system entities and development partners. See https://tii.unido.org/tcb-resource-guide.

[23]   On trade facilitation, UNCTAD and WCO focus on formulating policies and supporting implementation, while WTO focuses on the adoption of multilateral rules and mobilizing resources to support the implementation of rules. On furthering trade as a tool for development, OECD focuses on why developing countries should do it, while regional commissions, UNCTAD and WTO focus on how to do it.

- Further broad dissemination of information through the Development Coordination Office to all resident coordinators on the work of relevant inter-agency mechanisms (e.g. Inter-Agency Cluster on Trade and Productive Capacity) to identify and tap into complementarities;

- Exchange action plans and data and further reconciliation of implementation of activities;

- Further joint authorship of reports by relevant agencies to ensure synergies and coherence.

128. The Inspector is of the view that these six measures hold considerable merit and calls upon the relevant actors in the United Nations development system to factor in such measures in their operational activities to ensure that the benefits of complementarities are fully exploited.

129. Beyond the broad internal and external challenges, gaps and complementarities outlined in the present chapter, there are some additional specific categories of challenges faced by United Nations system entities in supporting implementation of the Vienna Programme of Action that are detailed in chapter IV.

IV. Challenges and opportunities for accelerated implementation of the Vienna Programme of Action

130. In the present chapter, the Inspector details four additional key categories of challenges faced by United Nations system entities in supporting implementation of the Vienna Programme of Action. These include: (a) challenges in engaging transit countries in implementation; (b) challenges in furthering the coherence of the Vienna Programme of Action with other development agendas; (c) challenges in effectively supporting the road map for accelerated implementation of the Vienna Programme of Action; and (d) challenges emanating from the COVID-19 pandemic. The corresponding reasoning and potential remedial measures and opportunities identified by stakeholders are also outlined.

A. Engagement with transit countries

1. Challenges

131. Key to the success of the Vienna Programme of Action is the constructive and sustained engagement of transit countries. Numerous resolutions adopted by the General Assembly have outlined a series of requests to transit countries to ensure that they play their due role. However, United Nations system agencies and development partners highlighted multiple challenges in spurring such engagement, notable among which were geopolitical tensions between landlocked developing countries and their transit neighbours.

132. For instance, the dispute between a landlocked developing country and a transit country over a territory (with access to the sea) resulted in the landlocked developing country being hesitant to acknowledge its landlockedness in global forums. In another region, long-standing disputes between two transit countries effectively blocked all meaningful efforts towards subregional integration, to the detriment of their landlocked developing country neighbours. In a third region, the largest regional organization noted that, despite developing programmes, strategies and policies to facilitate transit and trade, it had failed to compel coastal States to make concessions to landlocked developing countries on access to ports or to bring down the high rates charged for the use of road corridors.

133. Other key challenges highlighted by entities in engaging transit countries include:

- **Imbalances in power relations** between landlocked developing countries and transit countries in favour of the latter, exacerbated by protectionism, lack of political will and cumbersome bureaucracies in transit countries, and the lack of any meaningful leveraging power in the hands of landlocked developing countries;

- **Differing priorities** among landlocked developing countries and transit countries, making it challenging to reach consensus on strategic decisions that address the needs of multiple stakeholders (e.g. on trade);

- **Lack of harmonized rules and standards** between countries (on transport and border crossing);

- **Lack of dedicated resources** in United Nations system entities to support cross-border initiatives;

- **Limited ground presence** of key United Nations system entities engaged in priorities of the Vienna Programme of Action (e.g. ITC, UNCTAD and the United Nations Capital Development Fund) limits the ability to push forward cross-border initiatives;

- **Lack of coordinated and structured engagement** between country teams in landlocked developing countries and transit countries to address cross-border issues;

- **Limited impact of subregional meetings** on transit, trade and transport issues in terms of leading to policy exchange and knowledge transfer;

- **Lengthy and cumbersome procedures** involved in organizing joint meetings between experts from landlocked developing countries and transit countries.

2. Opportunities

134. To address the aforementioned challenges, entities highlighted the need to convince transit countries of the costs of non-cooperation through analytics and policy dialogue. Specifically, initiatives needed to demonstrate clearly to transit countries what they stood to gain through engagement on priorities of the Vienna Programme of Action. Entities were of the view that transit countries were not always aware of how improved transit access for landlocked developing countries could also benefit their own economic development, through revenue gains from transit, transhipment and logistics services. Additionally, landlocked developing countries could also serve as cost-effective sources of imports for transit countries.

135. This awareness of potential benefits can be achieved through training and advocacy that explicitly factors in transit countries, including the establishment of national focal points on the Vienna Programme of Action in transit countries. For instance, the International Center for Transport Diplomacy (ICTD) has developed transport diplomacy courses that highlight the mutual benefits of transit transport facilitation to landlocked developing countries and transit countries. UN-OHRLLS noted that it planned to conduct training on transport connectivity, bringing together experts from transit countries and landlocked developing countries.

136. While some entities highlighted the need for transit countries to focus on "low-hanging fruit", i.e. measures that do not impose a major cost burden and can be achieved through political will, such as accession to and ratification of international conventions related to priorities of the Vienna Programme of Action, others cautioned that accession came with a multitude of obligations and costs, the implications of which countries should understand clearly in order to make an informed decision on whether to accede to and/or ratify them.

137. The development of country programmes and cooperation frameworks also needs to explicitly factor in relevant cross-border elements to ensure a structured approach to engaging transit countries. The Development Coordination Office noted that, in accordance with guidance from the United Nations Sustainable Development Group, there was explicit recognition of regional and cross-border elements within the new common country analyses and cooperation frameworks. Sixteen United Nations system entities[24] highlighted having undertaken cross-border initiatives, with UNOPS undertaking 49 such initiatives between 2016 and 2020.

138. Cross-border initiatives necessitate the engagement of country teams in both the landlocked developing countries and transit countries. In this context, country teams in 14 landlocked developing countries[25] highlighted instances of cross-border initiatives having been undertaken with counterparts in transit countries and other landlocked developing countries in a multitude of realms. These include cross-border communities, migration, trade, transit, transport connectivity, infrastructure, monetary policy and preventive diplomacy.

139. At the informal level, resident coordinators in Central Asia, the South Caucasus, the Sahel Region and the Southern Cone noted that they were in contact on a regular basis, often through messaging applications, to share knowledge and experiences on issues such as subregional cooperation, trade, transit and security.

140. Given the additional complexities in implementing cross-border initiatives, it was recommended that they be sustained for several years so that meaningful results could be demonstrated. To finance such initiatives, instruments such as the United Nations multi-partner trust fund and the United Nations trust fund for human security were highlighted, given that they require multiple agencies to work together to access them.

141. Entities also called for greater utilization of UN-OHRLLS, regional commissions, regional and subregional offices of United Nations system entities, regional issue-based

---

[24] ECA, ECE, ESCAP, ITC, ITU, UNAIDS, UNCTAD, UNDP, UNESCO, UNFPA, UNICEF, UNIDO, UN-OHRLLS, UNOPS, UNWTO and WFP.

[25] Afghanistan, Armenia, Azerbaijan, Burkina Faso, Ethiopia, Kazakhstan, Kyrgyzstan, Mali, Nepal, Niger, Tajikistan, Turkmenistan, Uzbekistan and Zimbabwe.

coalitions, regional forums for sustainable development and other subregional organizations to further cross-border initiatives. The Association of Southeast Asian Nations (ASEAN), with its guiding principle of "prosper thy neighbour", was highlighted by multiple entities as a regional block that had worked well to promote sensible policy decisions on trade facilitation and connectivity, contributing to the Lao People's Democratic Republic enjoying excellent collaborative relations with all its transit neighbours.

142. United Nations system entities can also support landlocked developing countries to identify what they can use as leverage to incentivize cooperation by transit countries. For instance, landlocked Azerbaijan enjoys a win-win relationship with Georgia, by utilizing the latter's port to export hydrocarbons, in exchange for the payment of transhipment and port charges that have a positive impact on the economy of Georgia.

B. Coherence of the Vienna Programme of Action with other development agendas

1. Assessment of the coherence of the Vienna Programme of Action with six global development agendas

143. United Nations system agencies at all levels highlighted that the ability to mainstream and implement the Vienna Programme of Action, and to monitor and report on it, was to a large extent contingent upon its coherence with the other development agendas that the agencies were expected to implement. The more evident the linkages between the development agendas, the easier it became for entities to address the priorities of the Vienna Programme of Action, as it reduced the associated time burden and transaction costs of reporting on multiple agendas.

144. The data collected shows variations in the understanding and interpretation of the congruencies or discrepancies between the Vienna Programme of Action and other global development agendas. An objective, flexible and comprehensive conceptual mapping of all agendas to show congruencies and divergences is critical to enhance coherence or synergy among global development agendas.

Figure 5: Rating of coherence of VPoA with other development agendas by UN system entities
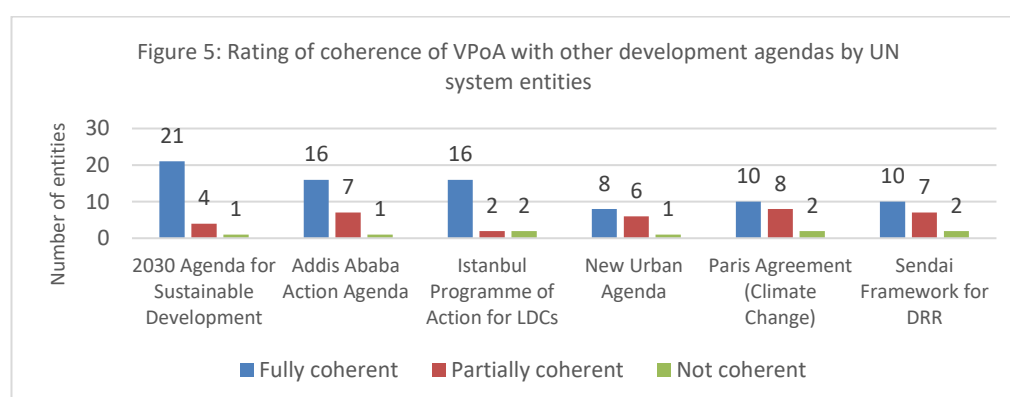
Source: questionnaire responses from JIU participating organizations.

145. Of the six key global development agendas identified by JIU, there was consensus at the headquarters level of United Nations system entities (see figure 5) and at the level of resident coordinator offices and country team members in landlocked developing countries (see table 4) that the Vienna Programme of Action was largely coherent with the 2030 Agenda. In this regard, it should be noted that UN-OHRLLS has prepared a document mapping the programmes of action for least developed countries, landlocked developing countries and small island developing States to the Sustainable Development Goals.[26]

---

[26] UN-OHRLLS action plan to strengthen the complementarities between the programmes of action and the Sustainable Development Goals.

Table 4
Rating of the coherence of the Vienna Programme of Action with other development agendas
(Percentage)

Development agenda	Coherent		Not coherent		Do not know	
	Country team	Resident coordinator offices	Country team	Resident coordinator offices	Country team	Resident coordinator offices
2030 Agenda	73	78	2	8	26	14
Addis Ababa Action Agenda	46	67	1	11	53	22
Istanbul Programme of Action	36	44	4	6	59	50
New Urban Agenda	24	33	6	11	70	56
Paris Agreement	52	58	13	14	35	28
Sendai Framework for Disaster Risk Reduction	39	61	12	14	49	25

Source: responses to surveys by resident coordinator offices and country teams in landlocked developing countries.

146.   Interestingly, there was considerable discrepancy in ratings among the three levels of respondents (headquarters, resident coordinator offices and country team members), when it came to the coherence of the Vienna Programme of Action with the other five development agendas. This is likely due to two factors: (a) the non-conduct of an objective exercise to assess the actual level of coherence between agendas, leading to a dispersion of views; and (b) limited understanding at the country level of other development agendas beyond the 2030 Agenda, indicated by half or more of resident coordinator offices and country team members in landlocked developing countries being unable to assess the coherence of two and four development agendas, respectively.

147.   Given this lack of awareness at the country level, it was not surprising that, on the question of whether initiatives related to the Vienna Programme of Action – undertaken by country offices (addressed to country team members) or by the country team as a whole (addressed to resident coordinator offices) – also supported implementation of any of the six development agendas, both sets of survey respondents responded overwhelmingly in the affirmative only for the 2030 Agenda (figure 6).
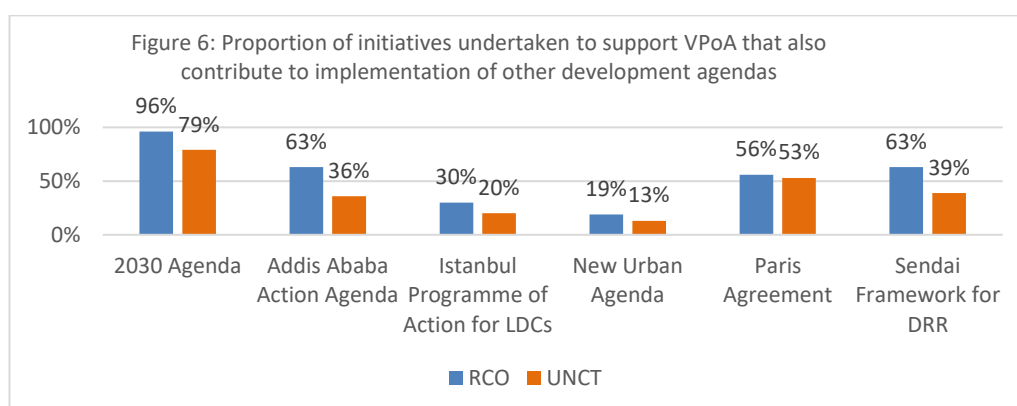
Figure 6: Proportion of initiatives undertaken to support VPoA that also contribute to implementation of other development agendas

Source: responses to surveys by resident coordinator offices and country teams in landlocked developing countries.

2.   Coherence of the Vienna Programme of Action with regional development agendas and agreements

148.   With 16 out of 32 landlocked developing countries in Africa, the African Union's Agenda 2063 is particularly relevant to African landlocked developing countries. Most entities consider the Vienna Programme of Action to be largely coherent with Agenda 2063, given that the latter is tailored to the needs of landlocked developing countries and other vulnerable countries in the African region. Both the Vienna Programme of Action and

Agenda 2063 place strong emphasis on the furtherance of regional integration and the promotion of people-centred socioeconomic development. Agenda 2063 also places extensive focus on infrastructure development for road, rail, energy and ICT. Development partners also noted that the Vienna Programme of Action was coherent with other international agreements that included (among others) the Single African Air Transport Market, the African Digital Transformation Strategy and the Agreement on Trade Facilitation.

3. Challenges and remedial measures to address limitations in coherence

149. With the numerous global, regional, and national-level agendas and plans that were being developed, country teams in landlocked developing countries were left with the challenge of ensuring coherence among them. They noted that matching the Vienna Programme of Action with country programme documents and cooperation frameworks was a challenge in practice. Furthermore, they noted that it was not easy to readily demonstrate synergies between the Vienna Programme of Action, national priorities and the Sustainable Development Goals, thereby complicating buy-in by relevant government ministries.

150. However, they were of the view that, if the Vienna Programme of Action was left as a stand-alone document, successful implementation would not happen. This would be exacerbated by a general lack of knowledge of the Vienna Programme of Action and issues related to landlockedness by country teams. For representatives of the Governments of landlocked developing countries, coherence among the agendas was lacking in the realm of monitoring and implementation by national Governments and United Nations system entities.

151. To further coherence among development agendas, a number of useful measures were highlighted by United Nations system entities, development partners and the representatives of landlocked developing countries, including:

Coherence with the 2030 Agenda

- Use the 2030 Agenda as an umbrella agenda to draw linkages and synergies to other agendas;

- Ensure integrated monitoring and reporting on the 2030 Agenda and the Vienna Programme of Action, with the latter's indicators used to complement those of the former;

- Make minor adjustments in programme design to enhance synergies, for example between Goal 8 (decent work and economic growth) of the Sustainable Development Goals and priority 5 (structural economic transformation) of the Vienna Programme of Action;

- Establish a common organizational focal point to coordinate implementation of the Vienna Programme of Action and the 2030 Agenda.

Coherence in monitoring and data collection

- Utilize relevant existing platforms and monitoring data to establish an online interactive mapping and monitoring platform for related agendas to assist in identifying overlapping priorities;

- Collaborate on data collection and develop ad hoc performance indicators, in order to make evident the coherence among agendas.

Planning and management

- Consider priorities particular to the Vienna Programme of Action (e.g. transit, regional integration and means of implementation) in conducting common country assessments in landlocked developing countries and incorporate them, as appropriate, into cooperation frameworks and country programme documents;

- Use medium-term plans and commitments of the United Nations system as a bridge to connect the Vienna Programme of Action and other long-term development agendas.

152. As a good practice in furthering coherence, ITC, UNCTAD and WTO have created an online platform to monitor trade-related Sustainable Development Goals. It allows for disaggregation by country categories, including landlocked developing countries, and provides a better understanding of the relationship between trade and development. Such a platform could be developed for other priority areas of the Vienna Programme of Action, such as energy and environment, to facilitate concurrent responses to multiple development agendas.

153. As the main coordinating entity for the United Nations system on the Vienna Programme of Action, UN-OHRLLS called for its inclusion in all major United Nations working groups and task forces on relevant global agendas,[27] so that the Office can provide inputs related to the landlocked developing countries to the *Global Sustainable Development Report* and the report of the Inter-Agency Task Force on Financing for Development (inputs reflected in the 2021 report of the latter).[28]

C. Road map for accelerated implementation of the Vienna Programme of Action

154. To steer the work of development partners on the Vienna Programme of Action in its remaining years, a road map for its accelerated implementation was adopted in August 2020 (see item 2 of the complementary paper), outlining 23 areas of action for the United Nations system and its development partners.

155. However, United Nations system entities have outlined a number of potential challenges (mostly covered in previous sections) in implementing the road map, which include: limitations on project delivery related to the COVID-19 pandemic (e.g. restrictions on face-to-face training, workshops and consultations); inadequate resources to meet the increasing demand for advisory services, technical assistance programmes, analytical work and policy services; reliance on the Governments of landlocked developing countries and project/programme steering committees to effectively mobilize partners; weaknesses in the communication of information to the country level; and not using landlocked developing countries as a unit of analysis in agency reporting.

156. Nonetheless, while cautioning that the road map is not a substitute for the Vienna Programme of Action, United Nations system entities welcomed the opportunities that it presented, including: more visible linkages with the mandates and strategic priorities of entities; more visibility and relevance of conventions and of the benefits that landlocked developing countries can derive from becoming parties thereof (e.g. the United Nations Convention on the Law of the Sea); the highlighting of relevant activities and tangible deliverables through a mapping exercise; a more rigorous approach to advocacy efforts; greater focus on knowledge-sharing; increased project collaboration among agencies; greater visibility and recognition of entity expertise and achievements; and increased urgency in addressing gaps.

157. The road map has also contributed to broadening the base of partners to implement the Vienna Programme of Action, both from within the United Nations system and externally, including regional development banks, such as ADB and AfDB. For instance, the International Renewable Energy Agency (IRENA) was now interested in assisting landlocked developing countries in upcoming projects on renewable energy, while the International Tribunal for the Law of the Sea was interested in engaging in IACG on the topic of encouraging investment in landlocked developing countries.

158. The road map has also led to a widening of the scope for engagement, with ECE noting that it has launched work in a number of streams to allow for the integration of the priorities

---

[27] These include, among others: the inter-agency task force on the follow-up to the financing for development outcomes and the means of implementation of the 2030 Agenda for Sustainable Development; the United Nations inter-agency task team on science, technology and innovation for the Sustainable Development Goals; and the Inter-Agency and Expert Group on Sustainable Development Goal Indicators.

[28] *Financing for Sustainable Development Report 2021* (United Nations publication, 2021).

of its landlocked developing country members into broad discussions on sustainable development. ITC noted that it planned to expand its project portfolio in landlocked developing countries in line with the action plan of the road map. UNCTAD will launch the first global productive capacities index for all Member States, which will help landlocked developing countries to see how they are doing in comparison with other development groups.

159. Regional entities are also expected to play an enhanced role, with ECA noting that it planned to leverage the African Continental Free Trade Area to forge strong partnerships to implement the Vienna Programme of Action. Individual entities are also assisting regional-level initiatives to foster implementation of the Vienna Programme of Action, with ICAO supporting the Single African Air Transport Market and UNDP establishing a dedicated programme to support implementation of the African Continental Free Trade Area, including institutional strengthening of its secretariat and special emphasis on supporting small and medium-sized enterprises, women and youth.

160. Some entities noted that current organizational restructuring would also support implementation of the road map. Relocation of the coordination work of ESCAP on landlocked developing countries to its Section on Countries in Special Situations will allow for more focused, coordinated and visible planning and reporting. The planned relocation of the regional offices of the World Meteorological Organization (WMO) from Geneva to the regions will make them better placed to leverage inter-agency capacity to implement the road map.

161. To facilitate success in implementing the road map, United Nations system entities highlighted the need to take the following measures:

- Creation of a repository of information to collectively store the progress of United Nations agencies;

- Advocacy on the special needs of landlocked developing countries through regional and global dedicated trust funds for landlocked developing countries;

- Synergistic coordination of the work of IACG with existing coordination mechanisms, such as the High-level Committee on Programmes, the United Nations Sustainable Development Group, UN-Energy and UN-Water;

- As outlined in the road map under provisions on implementation and follow-up: frequent review of the road map and flexible adjustment of deliverables, activities and timelines; progress updates on implementation of the road map and the sharing of experiences through IACG, including exchanges on individual priorities of the Vienna Programme of Action; and dedicated reporting on the road map in the Secretary-General's reports on implementation of the Vienna Programme of Action.

162. Collectively, these efforts can further the utilization of each agency's comparative advantage, avoid duplication and foster joint resource mobilization. As a positive step, the Development Coordination Office and UN-OHRLLS highlighted the joint establishment, in March 2020, of an informal network of resident coordinators in landlocked developing countries through a virtual platform (Yammer) and email lists to facilitate discussions on implementation of the Vienna Programme of Action.

D. Impact of the COVID-19 pandemic

163. While national, regional and high-level midterm reviews on implementation of the Vienna Programme of Action (see item 2 of the complementary paper) served as an important stocktaking exercise for entities to reflect on the successes and challenges experienced in implementation,[29] these reviews were conducted prior to the onset of the COVID-19

---

[29] While headquarters personnel of United Nations system entities generally viewed their challenges as being adequately articulated in the midterm reviews, most country team members (60 per cent) and resident coordinator offices (67 per cent) surveyed were unable to assess the level of adequacy. Deficits in review processes highlighted include: (a) non-consideration of the resourcing challenges of United Nations system entities in supporting implementation of the Vienna Programme of Action; (b)

pandemic, which resulted in additional challenges not hitherto reflected in the midterm reviews.

164. All country teams interviewed noted that the ongoing pandemic had exacerbated the challenges faced by landlocked developing countries on all fronts, be it health, social, economic, financial or security, and had threatened to roll back years of incremental advances. Consequently, it was difficult for the entities to estimate where the landlocked developing countries would stand vis-à-vis successfully implementing the Vienna Programme of Action by 2024, due to the immediacy of repositioning and repurposing their programming to respond to the pandemic, the effects of which will be felt for years to come. Some of the key challenges related to the COVID-19 pandemic faced by the entities supporting implementation of the Vienna Programme of Action are highlighted below.

1. Challenges

(a) Reprioritization, reprogramming, implementation delays and underfunding

165. Country teams highlighted that the pandemic had affected almost all aspects of their work, from the manner in which interventions were delivered (e.g. using local NGOs and community-based organizations to implement work) to the strategy for engagement with counterparts (e.g. through remote support and small group capacity-building). Many elements of their work had to be either reshaped, redesigned and/or reprioritized. For instance, some existing programmes had to be reprioritized due to certain actions needed for emergency response; and some reprogramming had to be done to support emergent priorities.

166. Consequently, the orientation of country teams has become more short term, sometimes at the expense of longer term strategic goals, such as economic transformation. The implementation of projects has also been delayed by months for some entities, due to lockdowns and the inability to access government officials, project implementers and beneficiaries. Most entities have adopted a safety-first approach and do not encourage country visits that are not essential or not related to the emergency response. Additionally, while all country teams have developed COVID-19 response and recovery plans, these plans are significantly underfunded.

(b) Staff fatigue

167. Across duty stations, staff productivity, mental health and well-being have also been negatively affected by months of remote working and long working hours, with one country team noting that its personnel were working from dawn to midnight every day. In non-family duty stations, fatigue has set in due to the inability to bring in new staff and rotate existing staff. As a good practice, the Government of the Central African Republic has provided a waiver for the United Nations system and development and humanitarian partners to travel within the country as well as abroad.

(c) Border closures and disruptions to trade and supply chains

168. Borders closures to contain the spread of the pandemic have hit landlocked developing countries hard, which, even in pre-pandemic times, faced much higher costs than others in conducting trade. The closure of borders by landlocked developing countries or transit countries or both has led to delays in the delivery of essential commodities, with resultant shortages and increased prices. For instance, in Kyrgyzstan where 64 per cent of food supplies are dependent upon imports, hundreds of trucks were stuck at the border due to lockdowns, a situation further compounded by outdated customs services. In Bhutan, where health facilities are minimal, the country had to shut its borders to keep the pandemic out, bringing trade to a halt.

169. Country team members highlighted that respect by transit countries for article 125 of the United Nations Convention on the Law of the Sea, which established the right of access to and from the sea and freedom of transit, had likely diminished during the pandemic. This

lack of sufficient emphasis on the need for increased involvement of transit countries; and (c) lack of sufficient elaboration on the underlying causes of national capacity gaps.

has complicated the work of United Nations system entities that engage in humanitarian relief operations and are heavily dependent upon uninterrupted supply chains.

(d)   Increase in unemployment, poverty, income disparities and gender-based violence

170.   Country teams highlighted that the pandemic had had a severe socioeconomic impact on all landlocked developing countries by contributing to: increases in extreme poverty, unemployment and income disparities; collapse of the informal sector; loss of jobs for migrants from landlocked developing countries working abroad; rising gender-based violence exacerbated by school closures; and food shortages and rising food insecurity, among other impacts. UNAIDS noted that travel restrictions had negatively affected access to health services, adding to the risk of non-compliance with treatment regimens, such as antiretroviral therapy for HIV/AIDS; and limited the ability to provide sustained support for survivors of gender-based violence. Collectively, these impacts have overextended the capacity of development and humanitarian actors to respond.

171.   In Afghanistan, the country team estimated that, out of a total population of 36 million people, 25 million would need social assistance. However, development and humanitarian assistance would benefit only about 2 million people. In the Central African Republic, 140,000 people were estimated to have fallen back into extreme poverty. These impacts pose a major setback for entities to effectively support implementation of the Vienna Programme of Action, the Sustainable Development Goals and all other global development agendas that have poverty reduction as a core objective.

(e)   Rising indebtedness impeding infrastructure development and structural transformation

172.   The massive and immediate investments needed in the health sector to control the spread of the pandemic, coupled with the downturn in economic activity and decline in foreign direct investments, has led to greater indebtedness among many landlocked developing countries. One international financial institution noted that, while it had received pandemic-related requests for emergency funding from 100 countries, it could not approve funds for certain highly indebted countries due to the unsustainability of their debt. Even for landlocked developing countries for which funding was approved, it was unclear how they would feasibly repay such debt in the future.

173.   Due to the need to prioritize limited resources to address the health emergency, many landlocked developing countries have had to divert or limit expenditure on priority areas of the Vienna Programme of Action. For instance, as Paraguay pays for infrastructure by taking on debt and with pandemic-related borrowing increasing debt, it will have to reduce infrastructure spending in the coming years.

174.   The pandemic has also made it more challenging for entities to support structural economic transformation in landlocked developing countries, due to increased economic fragility, contractions in gross domestic product, the decline in trade and tourism and the inability of micro-, small and medium-sized enterprises to sustain themselves. The country team in Uganda estimated that more than half of micro-, small and medium-sized enterprises in the country would go out of business and into poverty, while the tourism industry was projected to lose $5 billion over the course of five years,[30] a significant setback for a country whose total gross domestic product in 2019 amounted to $35 billion.

2.   Opportunities

175.   While the challenges related to the pandemic have been many, there have also been some positives. In many landlocked developing countries, the urgent need to respond to the pandemic has empowered country teams to come up with resilience mechanisms and to be more innovative in forging partnerships. Their all-encompassing responses, evidenced through the conduct of rapid assessments (socioeconomic impact analyses) and the

---

[30]   United Nations Country Team in Uganda, *Leaving No One Behind: From the COVID-19 Response to Recovery and Resilience-Building – Analyses of the Socioeconomic Impact of COVID-19 in Uganda* (Kampala, 2020).

development of national response and recovery plans, have served to reinforce the trust and confidence of counterparts (civil society and Government) in the United Nations system.

176. The pandemic also presents an opportunity for landlocked developing countries to link response and recovery to building back better, through endeavours such as the Initiative on Financing for Development in the Era of COVID-19 and Beyond. It also presents the opportunity to assess and realign goals and objectives of the United Nations system with national counterparts based on the Secretary-General's humanitarian-development-peace nexus, which addresses the major concerns of landlocked developing countries and promotes the realignment of international protocols on the movement of people and goods within and among countries.

177. The pandemic has also spurred improved cooperation in some subregions. The country teams for Eswatini and Lesotho noted that cooperation with and support from their transit neighbours had deepened considerably during the pandemic, with the country team for Uganda noting the same for the country in relation to its East African transit neighbours.

178. The pandemic has also pushed landlocked developing countries to explore home-grown solutions, with Uganda prioritizing import substitution by fast-tracking investments in local production capabilities, including the production of personal protective equipment, and Ethiopia starting its own mass production of COVID-19 testing kits and exporting them to neighbouring countries.

179. In the following chapter, the Inspector will assess the internal capacity that presently exists in United Nations system entities to support implementation of the Vienna Programme of Action and outline measures that can be taken to improve upon them, so that they are able to effectively address the challenges and capitalize upon the opportunities that have been outlined in chapters III and IV.

V. Internal capacity of United Nations system entities to support implementation of the Vienna Programme of Action

180.   In the present chapter, the Inspector assesses measures to develop internal capacity that can be taken by United Nations system entities to better support implementation of the Vienna Programme of Action. This includes assessing: the nature and level of internal capacity and coordination within each entity on support for landlocked developing countries; the awareness and understanding of the Vienna Programme of Action among entity personnel engaged in support for landlocked developing countries; training and learning opportunities on the Vienna Programme of Action; and means to monitor and report on implementation of the Vienna Programme of Action. Good practices and measures to improve the effectiveness of internal support are also identified.

A. Enhancing internal coordination and cooperation on the Vienna Programme of Action

181.   Internal coordination among United Nations system entities is imperative for enhancing the efficiency and effectiveness of support to implement the Vienna Programme of Action. The most significant mechanism for enhancing coordination and institutionalization is the existence of a dedicated unit or focal point. Establishing clear terms of reference, based on the suggestions made for what this role should be (core functions and other entity-specific competencies), is critical to enhance effectiveness and efficiency.

182.   Given the broad scope of the Vienna Programme of Action, the practice is that each United Nations system entity typically has multiple units dealing with specific priority areas or even multiple units dealing with specific elements of the same priority. As a consequence, the treatment of the Vienna Programme of Action is dispersed. A clear means for internal coordination and cooperation become necessary to ensure a coherent entity-wide response to the needs of landlocked developing countries. This is particularly imperative for entities with a large regional and country presence, with only 23 per cent of survey respondents from country teams in landlocked developing countries considering internal cooperation, coordination and information-sharing on support for landlocked developing countries to implement the Vienna Programme of Action to be effective.

183.   None of the United Nations system entities have a dedicated office focused exclusively on implementation of the Vienna Programme of Action. However, in all cases, an office performing another primary function is designated as the lead (or de facto focal point) in coordinating the entity's work on support for landlocked developing countries and, by extension, the Vienna Programme of Action. Consequently, in detailing their existing internal capacity on the Vienna Programme of Action and the coordination work carried out, in all instances entities focused on the work of their designated lead on landlocked developing countries.

1. Roles of designated entity leads on landlocked developing countries

184.   At the headquarters level, 23 United Nations system entities identified a designated entity lead (focal point) on support for landlocked developing countries on the Vienna Programme of Action. For 5 of the 23 entities, the role is performed in 2 entities (UNCTAD and UN-OHRLLS) by a dedicated office on landlocked developing countries, while in 3 entities (ESCAP, FAO and WIPO), it is performed by a dedicated office on countries in special situations (least developed countries, landlocked developing countries and small island developing States). As the primary function of these five offices relate directly to countries in special situations, they can be considered as useful fits to serve as focal points on the Vienna Programme of Action.

185.   For the remaining 18 United Nations system entities, the role of the entity lead on landlocked developing countries is performed by 1 or more offices the primary functions of which vary widely and include: strategic planning, policy coordination, corporate planning and performance, strategic partnerships, liaison, sustainable development, humanitarian affairs, development, country programmes, technical cooperation`, financing, regional

integration and coordination, economic cooperation, infrastructure, market development, enterprises, trade and supply chains. Details on the designated entity leads (focal points) on landlocked developing countries and their corresponding roles can be found in annex VIII.

186.   While the evidence indicates large variations in the functions performed, four common roles stand out as follows:

- Coordinating activities and technical assistance on the entity's support for landlocked developing countries;

- Collecting inputs from different offices on their support for landlocked developing countries and providing consolidated entity inputs for reports and high-level meetings on implementation of the Vienna Programme of Action;

- Representing the entity in IACG meetings;

- Advocating for resource mobilization for activities to support landlocked developing countries.

187.   At the country level, designated entity leads (focal points) to support landlocked developing countries on the Vienna Programme of Action are largely non-existent. Only 14 individual survey respondents from country team members in eight landlocked developing countries[31] confirmed their existence. Among them, most found the focal point to be effective in facilitating support for national Governments on implementation of the Vienna Programme of Action.

2.   Outputs and accomplishments of designated entity leads on landlocked developing countries

188.   In situations in which entities have a designated lead (focal point) on landlocked developing countries, tangible outputs and accomplishments have been realized, both in terms of furthering internal coordination and external support to implement the Vienna Programme of Action. Illustrative examples of such support are outlined in box 3.

Box 3: Outputs and accomplishments of designated entity leads on landlocked developing countries

Internal coordination

• Mainstreaming entity-wide support for landlocked developing countries through projects and partnerships (ITU);

• Mobilizing internal expertise to respond to demands from country offices and landlocked developing countries;

• Forging of coherence in an entity's work on cross-cutting development agendas (UNDP);

• Formulating and implementing strategies on countries in special situations (UNIDO).

External support

• Assessing design and support: identifying and assessing the needs of landlocked developing countries, leading to the design and development of projects, products, tools and services to address the needs identified, including through engagement with donors and the resident coordinator system (ITC);

• Contributing to knowledge-sharing: facilitating regional midterm reviews of the Vienna Programme of Action and contributing to regional outcome documents, resolutions and the road map for accelerated implementation of the Vienna Programme of Action (regional commissions);

---

[31] Bhutan, Chad, Central African Republic, Kazakhstan, Mali, Niger, Paraguay and Uzbekistan.

- Contributing to knowledge production, research and development: carrying out substantive research, analysis and technical cooperation on landlocked developing countries (UNCTAD) and preparing annual flagship reports on countries in special situations, containing pertinent policy recommendations to serve as knowledge products for capacity development (ESCAP);

- Enhancing the convening power of the United Nations: coordinating the preparation and organization of inter-agency and intergovernmental meetings and outcome documents on support for landlocked developing countries; preparing the Secretary-General's reports on the Vienna Programme of Action; and supporting the efforts of landlocked developing countries to build capacity to mainstream the Vienna Programme of Action (UN-OHRLLS);

- Building capacity: delivering information and training on the priorities of the Vienna Programme of Action that are relevant to the entity's mandate (WTO).

Source: questionnaire responses from JIU participating organizations and development partners.

189.   Seven development partners [32] also indicated having a designated entity lead on landlocked developing countries, of which only two (ICTD and the Southern African Development Community (SADC)) stated that they had established terms of reference for their focal points. In terms of internal coordination, AfDB noted that the Vienna Programme of Action had enabled its departments to collaborate more closely, especially those departments focusing on physical infrastructure and those on policy and soft infrastructure. WTO noted that implementation of the Vienna Programme of Action was a frequent item on the agenda of the meetings of the WTO task force on the Sustainable Development Goals.

3.   **Need to institutionalize the role of focal point on landlocked developing countries through terms of reference**

190.   While most United Nations system entities were of the view that a focal point working 100 per cent on landlocked developing country issues or on the Vienna Programme of Action would be either unfeasible (due to financial constraints) or impractical (due to the limited linkages between the Vienna Programme of Action and their mandated work), they nevertheless did consider it beneficial to institutionalize the focal point through well-defined terms of reference. Presently, only UNIDO has established terms of reference for its focal point on landlocked developing countries.

191.   Entities highlighted that the selection of focal points and definition of their terms of reference should:

- Have a broad overview of matters related to landlocked developing countries and be able to access expertise from across the entity;

- Act as a hub to consolidate and share experience and expertise gained from the development and delivery of technical assistance on priority areas of the Vienna Programme of Action;

- Facilitate the coordination and disaggregation of specific interventions on landlocked developing countries and the Vienna Programme of Action from broader interventions and bring them together to further reporting, follow-up and monitoring;

- Support the alignment of programmatic work with management priorities to improve operational support and coordination on priority areas of the Vienna Programme of Action;

- Support the entity's efforts in landlocked developing countries in line with global action plans;

- Increase the visibility of the entity's work in landlocked developing countries in different forums by sharing knowledge produced by the entity;

---

[32]   AfDB, ICTD, NCTTCA, SADC, TRACECA, WCO and WTO.

• Further consistent follow-up on United Nations system-wide discussions, decisions and related actions.

192.   Entities also noted that the focal point should be located in a cross-cutting division (rather than a specific technical division) in order to have an overview of all activities performed by the entity. As a good practice, UNIDO noted that its focal point for landlocked developing countries had previously worked in various United Nations offices located in landlocked developing countries, which provided the focal point with the knowledge and expertise to perform cross-cutting work.

193.   Given the clear benefits of coherence, efficiency and effectiveness to be derived from an institutionalized role for the organizational lead (focal point) on landlocked developing countries and the Vienna Programme of Action, the Inspector submits that implementation of the following recommendation will contribute to the enhancement of internal coordination and cooperation on support for landlocked developing countries in the implementation of the Vienna Programme of Action and its successor agenda.

Recommendation 1

The executive heads of United Nations system organizations should designate, if they have not already done so, by the end of 2022, an organizational focal point on landlocked developing countries with clear terms of reference, developed with guidance from UN-OHRLLS, that define the focal point's role and responsibilities in supporting implementation of the programme of action for landlocked developing countries.

---

194.   In addition, in order to create a "community of practice" to implement the Vienna Programme of Action, UN-OHRLLS should identify points of contact on the Vienna Programme of Action in relevant regional offices of United Nations system entities and, supported by the Development Coordination Office, in country teams in landlocked developing countries and in transit developing countries. Its ongoing engagement with economists in resident coordinator offices may be directed to this end. This should be complemented by the designation of focal points by national Governments in landlocked developing countries as outlined in recommendation 8.

B.   Raising awareness of the Vienna Programme of Action among staff at large

195.   The level of awareness and understanding of the Vienna Programme of Action among staff at large in most United Nations system entities is very limited, both at the headquarters and country levels. Where awareness exists, it tends to be limited to personnel dealing directly or indirectly with providing support to landlocked developing countries on priority areas of the Vienna Programme of Action.

196.   Most United Nations system entities[33] reported that the level of awareness of the Vienna Programme of Action was generally adequate among personnel within departments the work of which was specifically related to certain priorities of the Vienna Programme of Action. This was less the case among staff at large. Given the cross-cutting nature of the Vienna Programme of Action, it is critical that all staff have a broad-based knowledge of the Vienna Programme of Action. A number of these entities (ITC, UNDP, UNFPA and UNOPS) indicated that awareness was likely greater among personnel in their country offices in landlocked developing countries, due to their day-to-day engagement in projects addressing specific priorities of the Vienna Programme of Action, the integration of discussions on the constraints of landlockedness into dialogues with partners and keeping abreast of broader political processes in landlocked developing countries. Two entities (UNAIDS and UNICEF)

---

[33]   The Department of Economic and Social Affairs, ECE, ECLAC, ESCAP, FAO, ICAO, ITU, the Office of the Special Adviser on Africa, UNCTAD, UNDP, UNEP, UNFPA, UNIDO, UNODC, UN-OHRLLS, UNOPS and WIPO.

assessed their level of staff awareness as limited, due to the limited linkages of the Vienna Programme of Action with their mandated work.

197.   At the country level, the majority of survey respondents from country teams in landlocked developing countries did not consider themselves to be sufficiently aware of the Vienna Programme of Action. The resident coordinator was rated as sufficiently aware by only 38 per cent of respondents, followed by the personnel of the resident coordinator's office (30 per cent), country team members (20 per cent) and personnel in country offices of United Nations system entities (17 per cent). Additionally, only 25 per cent of national government counterparts were rated as sufficiently aware of the Vienna Programme of Action.

198.   However, when the same question was addressed to resident coordinator offices in landlocked developing countries, 70 per cent of survey respondents rated the resident coordinators and 51 per cent rated their office personnel as being sufficiently aware of the Vienna Programme of Action. This disconnect with the assessment of country team members appears to indicate that the knowledge and awareness of resident coordinators and their office personnel is not readily apparent to their country team members. This may be due to limited attention being paid explicitly to the Vienna Programme of Action during the deliberations of country teams.

199.   The higher level of awareness of resident coordinator offices is further evidenced by the finding that, on the question of whether the survey respondents were aware of the provision of paragraph 5 of General Assembly Resolution 69/232, which called upon United Nations system entities to integrate the Vienna Programme of Action into their programmes of work, only 25 per cent of respondents from country teams responded in the affirmative, compared with 46 per cent of respondents from resident coordinator offices.

200.   Most United Nations system entities agreed that their personnel could benefit from a deeper understanding of the Vienna Programme of Action, particularly in light of the challenges associated with acquainting staff at large with the multitude of development agendas that the United Nations system was expected to address. ICAO noted that, while its staff in the Professional category and management were aware of the challenges and needs of landlocked developing countries related to air transport, most lacked a broader awareness and understanding of the Vienna Programme of Action and its goals and priorities. UNEP noted that, while its policy coordination staff were familiar with the Vienna Programme of Action, variations existed in the level of awareness among staff implementing projects.

201.   To address deficiencies in awareness of the Vienna Programme of Action among staff at large, several entities have implemented a number of good practices, which are outlined in box 4.

Box 4: Good practice measures implemented by entities to further awareness of the Vienna Programme of Action among staff at large

- Taking all programmes of action into account in programme planning and designing a programme monitoring system to capture linkages of all deliverables and projects with the priorities of the various groups of countries in special situations (ESCAP);

- Instructing all staff in headquarters and regional offices to mainstream priorities of the Vienna Programme of Action in their programmes, projects and other work (ITU);

- Communicating internally on the ongoing and planned key events, projects and activities of the unit on landlocked developing countries and through SharePoint-based knowledge management systems, which allow all Office staff to have access to a depository of information on the Vienna Programme of Action (UN-OHRLLS);

- Launching the "COVID-19: The Most Vulnerable 91" campaign, which places a spotlight on the very limited scale of funding that has been made available to least developed countries, landlocked developing countries and small island developing States during the pandemic and the potential impact on implementation of the programmes of action for these groups of countries (UN-OHRLLS);

- Regularly sharing information on the Vienna Programme of Action and related projects by the section on landlocked developing countries with sections involved in cooperating in the context of joint projects (UNCTAD);

- Consulting different divisions or other United Nations system entities when drafting talking points and background notes on issues related to landlocked developing countries for senior management (the Department of Economic and Social Affairs);

- Establishing an internal structure (consisting of focal points across regional bureaus, regional hubs, the Bureau for Policy and Programme Support and the Executive Office) to coordinate collaboration and respond to requests from landlocked developing countries (UNDP);

- Establishing a global policy network to coalesce and mobilize entity expertise across thematic areas and geographies, to further country-level responses to the needs of landlocked developing countries (UNDP);

- Ensuring two-way communication on all matters pertinent to landlocked developing countries (e.g. materials on global events and reporting exercises) between the entity focal point for landlocked developing countries and country offices and other regional coordination divisions (UNIDO);

- Organizing a dedicated session on implementation of United Nations resolutions on the Vienna Programme of Action during the annual regional workshop of country offices (UNIDO);

- Identifying and discussing the challenges of landlocked developing countries and how they may be addressed through quality infrastructure solutions offered by the entity (UNOPS).

Source: questionnaire responses from JIU participating organizations.

202.   United Nations system entities also suggested a number of measures that could feasibly be taken to further overall awareness and understanding of the Vienna Programme of Action. These include:

- Conducting technical briefings on entity initiatives that serve to further implementation of the Vienna Programme of Action;

- Establishing a technical-level task force comprising different section and unit heads to deal with the priorities of the Vienna Programme of Action relevant to their mandated work in a systematic manner;

- Conducting an entity-wide campaign to raise awareness of the Vienna Programme of Action, in order to take advantage of synergies and provide more coordinated support to landlocked developing countries.

203.   As an indicator of positive intent, the Development Coordination Office noted that it stood ready to disseminate information related to the Vienna Programme of Action to the resident coordinator offices and country teams, in collaboration with UN-OHRLLS and other relevant entities. UNEP noted that a briefing on action areas of the Vienna Programme of Action would be prepared by its Policy Division and shared with divisions and regional offices responsible for designing projects in line with its programme of work.

204.   Additionally, UN-OHRLLS noted that a network of resident coordinators in landlocked developing countries was established in March 2020.[34] Through the network,

---

[34]   UN-OHRLLS noted that the network had been established with the aim of enhancing collaboration with resident coordinators in supporting national-level implementation of the Vienna Programme of Action and the political declaration that emanated from its midterm review. In this context, UN-OHRLLS has suggested to the resident coordinators the key areas to focus on, which include: (a) supporting integration of the Vienna Programme of Action into national development programmes and United Nations development assistance and fostering coherence in its implementation with the 2030 Agenda; (b) supporting, where possible, the country's prioritization of development and maintenance of transit transport infrastructure and capacity-building in preparing bankable projects; and (c) supporting the country to improve trade facilitation, including implementation of the

there was an exchange of information on the Vienna Programme of Action and upcoming events related to landlocked developing countries. Resident coordinators had been invited to participate in the annual ministerial meeting on landlocked developing countries in September 2020. However, there had been no concrete activities organized within the network until the end of 2020, due to delays caused by the COVID-19 pandemic. UNOPS noted that its enterprise project management system (under development) would include a global lessons library, which would be searchable to enable lessons learned in carrying out activities related to landlocked developing countries to be used to support project development and implementation.

205. The Inspector considers that systematic internal sharing of information and knowledge products related to the Vienna Programme of Action is a prerequisite for furthering awareness of the Vienna Programme of Action. In this regard, the Inspector calls upon the executive heads of United Nations system organizations to take measures to enhance awareness of the Vienna Programme of Action, including ensuring that all pertinent knowledge products, innovations, good practices and lessons learned are systematically stored in a manner that is accessible to all relevant offices within their organizations.

C. Improving training and learning opportunities on the Vienna Programme of Action

1. Available training and learning opportunities

206. Training and learning opportunities on the Vienna Programme of Action and its priority areas constitute useful avenues to develop knowledge, skills and competencies on the subject matter. However, neither United Nations system entities nor development partners have developed any dedicated training for their staff on the Vienna Programme of Action. Several entities have developed training that is pertinent to specific priorities of the Vienna Programme of Action, but it is not exclusively tailored towards landlocked developing countries.

207. This training has benefited internal entity staff, stakeholders and beneficiaries in landlocked developing countries and has been delivered through in-person capacity-building workshops, webinars, self-paced online learning modules, publications and technical support. A non-exhaustive selection of such training in detailed in box 5.

Box 5: Issues related to priority areas of the Vienna Programme of Action covered in training offered by United Nations system entities and development partners (non-exhaustive)

- **Priority 1:** international transit of goods (Inter-American Development Bank (IADB)); coordinated border management (SADC); safety and security of land transport and civil aviation (Transport Corridor Europe-Caucasus-Asia (TRACECA)); retail supply chain and logistics response (WFP); and transit guidelines and customs transit (World Customs Organization (WCO));

- **Priority 2:** telecommunications infrastructure, cybersecurity and emerging technologies (ITU); railway infrastructure (TRACECA); sustainable transport (Department of Economic and Social Affairs); digital transformation (UNDP); and renewable energy (Economic Cooperation Organization (ECO), UNESCO and UNIDO);

- **Priority 3:** trade and transport facilitation tools (AfDB); international transport and trade policy (ICTD); and guidance on implementing the Agreement on Trade Facilitation (WCO);

Agreement on Trade Facilitation, ensuring that the national trade facilitation committee is established and functional, and encouraging landlocked developing countries to cooperate with their transit neighbours.

- **Priority 5:** food systems, gender and nutrition (FAO); population and development (UNFPA); green industrial skills (UNIDO); food assistance for assets, local procurement and facilitation of stallholder's access to markets (WFP);

- **Priority 6:** monitoring, measuring and improving performance for sustainable development (International Think Tank for Landlocked Developing Countries (ITTLLDC)); and monitoring of and reporting on programmes for country partnerships (UNIDO).

Source: questionnaire responses from JIU participating organizations and development partners.

2. Additional training and learning needs

208. Most entities noted that they would welcome training related to the Vienna Programme of Action that would help to: (a) remind United Nations system entities of the special and historical mandates given to them to help landlocked developing countries; (b) sensitize staff directly or indirectly supporting specific priorities of the Vienna Programme of Action; (c) further the sharing of information, lessons learned and best practices; and (d) exchange views more broadly on how to make work programmes more coherent. Key constituent elements highlighted by United Nations system entities that such trainings should cover are outlined in box 6.

Box 6: Areas/issues that should be covered in training related to the Vienna Programme of Action

- Background, purpose and priorities of the Vienna Programme of Action (to appreciate the specific vulnerabilities of landlocked developing countries and factor them into programming efforts);

- How the Vienna Programme of Action is being implemented (to grasp implications for project development and delivery);

- Sectorial perspectives (to benefit entities working on specific priorities of the Vienna Programme of Action);

- Interlinkages between priorities of the Vienna Programme of Action (to facilitate inter-agency and intra-agency synergies, e.g. when multiple entities/units are addressing specific elements of the same priority);

- Overview of the road map for accelerated implementation of the Vienna Programme of Action (to clarify how each United Nations system entity can contribute better to the process);

- Statistics on landlocked developing countries (to add depth and content to reports prepared and work done on the Vienna Programme of Action).

Source: questionnaire responses from JIU participating organizations.

---

209. Entities noted that for such training to be successful, they should be: mandatory for all relevant programme and project stakeholders; practical in terms of delivery modules; mutually engaging; regular (not a one-time event); programmed or systematic; comprehensive in scope; and well documented with a conclusion and way forward. Entities further emphasized that, following the adoption of the next programme of action for landlocked developing countries after 2024, training should be developed and delivered as early as possible. This would enable various stakeholders to be brought together to understand what aspects of the programme are relevant for them.

210. Several United Nations system entities also noted that they stood ready to provide training upon request, with the Office of Legal Affairs noting that it was well placed to provide training on provisions contained in the United Nations Convention on the Law of the Sea that are beneficial to landlocked developing countries, in order to ensure the Convention's effective implementation by landlocked developing countries and transit countries.

3. **Training for United Nations system entities and national Governments in landlocked developing countries**

211.   Shortly after the adoption of the Vienna Programme of Action, UN-OHRLLS delivered training to the national Governments and United Nations system staff in Mongolia and Botswana on how to mainstream the Vienna Programme of Action at the national level. This training was requested, organized and paid for by the Governments, which assessed them to be of considerable value added in furthering national-level sensitization on the Vienna Programme of Action. However, due to lack of resources to cover travel costs associated with training delivery, UN-OHRLLS has not been able to extend such tailor-made training to other landlocked developing countries.

212.   Given its resourcing limitations, UN-OHRLLS noted that it could deliver such training virtually or by using consultants in a hybrid format with virtual and in-person components. In order to deliver such training on a sustained and systematic basis, UN-OHRLLS noted that the provision of additional resourcing would allow it to have a staff member who could be fully dedicated to providing national-level training support. It could also run a train-the-trainers programme, whereby it could train country team members in landlocked developing countries to train their relevant national government counterparts on matters related to the Vienna Programme of Action.

213.   The total absence of training, despite the demand for it at the country level, is readily evidenced by the results of surveys conducted by JIU. Not a single respondent from the resident coordinator offices or country teams in the 32 landlocked developing countries had received any training related to the Vienna Programme of Action. Yet, 100 per cent of respondents from resident coordinator offices and 75 per cent of respondents from country teams indicated that they would benefit from training related to the Vienna Programme of Action.

214.   The Inspector is of the view that the lack of awareness and education on the Vienna Programme of Action at the country level contributes directly to it not being taken into consideration in the development of cooperation frameworks and country programme documents in landlocked developing countries. The development of a training strategy and implementation plan, focused on the basics of the Vienna Programme of Action and how to mainstream it at the national level, targeted towards national government counterparts and United Nations system entities, particularly country teams members in landlocked developing countries, would serve to considerably address this deficit.

215.   As the focal point for the United Nations system on the Vienna Programme of Action and for coherence in thought and action, UN-OHRLLS should take the lead in developing (and delivering) such training, in coordination and consultation with relevant United Nations system entities with substantive knowledge and expertise on the priority areas of the Vienna Programme of Action.

216.   In accordance with its resolution 45/206 (para. 13), in which the General Assembly requested the Secretary-General to ensure the full mobilization and coordination of all organs, organizations and bodies of the United Nations system in the implementation and follow-up of the Vienna Programme of Action, the implementation of the following recommendation is expected to enhance the effectiveness of country teams in landlocked developing countries to deliver on the Vienna Programme of Action, by giving them the knowledge to better link their country-level interventions to the Vienna Programme of Action.

Recommendation 2

The Secretary-General should task UN-OHRLLS to engage with relevant United Nations system organizations to develop, by the end of 2022, a well-defined and comprehensive strategy and implementation plan for the design, conduct, monitoring and evaluation of training on mainstreaming the programme of action for landlocked developing countries at the national level in such countries.

D. Improving monitoring of and reporting on implementation of the Vienna Programme of Action

1. Monitoring and reporting of results at country level and United Nations system-wide monitoring

217. The existence and proper utilization of adequate mechanisms to monitor and report on the Vienna Programme of Action are key to providing information on progress and shortcomings in support of its implementation. The main reporting tool for United Nations system-wide support for implementation of the Vienna Programme of Action is the annual report of the Secretary-General on its implementation, prepared by UN-OHRLLS with inputs from other United Nations system entities and development partners. This is presented by the High Representative to the Second Committee of the General Assembly.

218. Six such annual reports of the Secretary-General have been issued between 2015 and 2020. These reports focus on assessing the progress made by landlocked developing countries in achieving the development results of the Vienna Programme of Action and outstanding challenges in its implementation. They include actions taken by United Nations system entities and development partners on specific priority areas, key results achieved and any shortfall in outcomes, and highlight recommendations for accelerating implementation. The reports also provide statistical tables on a select number of development indicators associated with the Vienna Programme of Action by country.

219. The results are mixed, with progress in some countries and limited or no progress in others. More needs to be done, in particular, to: develop transport infrastructure to bring it up to comparable global standards (priority 2); address limited progress on structural economic transformation and economic diversification for effective trade (priority 5); address inadequate or imbalanced financial support (official development assistance, foreign direct investment, and South-South and triangular cooperation); address capacity constraints and the need for technical assistance and adaptation of technology (priority 6); address lack of reliable data to inform policy, monitoring and follow-up, in particular on transport infrastructure, trade costs and transit and trade facilitation measures; enhance systems for data collection and statistical analysis (implementation, follow-up and review); and address slow progress towards the Sustainable Development Goals. Overall, more needs to be done on infrastructure development (priority 2), structural economic transformation (priority 5) and means of implementation (priority 6).

220. In this review, the Inspector does not focus on or evaluate country-specific outcomes and achievements. As the Inspector focuses on United Nations system implementation, including lessons learned, challenges, the reasons why and suggestions for improvements or alternatives, the review provides a good basis for enhancing actions to address challenges and changes for improvements and direction-setting. Thus, the review provides information on the "why and how" of the circumstances described in the Secretary-General's annual report on implementation of the Vienna Programme of Action.

221. In addition to the annual reports, a comprehensive midterm review was conducted after the first five years in 2019, which included national-level reports from 22 of the 32 landlocked developing countries, three regional reviews for Africa, Europe and Asia, and Latin America, together with a high-level global review.

222. Stakeholders noted that the outcome documents of the midterm review well reflected the priorities of the Member States. In terms of lessons learned to be taken forward in the conduct of the final review of the Vienna Programme of Action in 2024, UN-OHRLLS highlighted the need for involving United Nations system partners at an early stage, better coordination in planning joint pre-conference events and side events to capitalize on synergies, and better mobilization of participants from capitals.

223. In an evaluation of UN-OHRLLS issued in March 2020, the Office of Internal Oversight Services (OIOS)[35] found that, due to word limits, those reports did not reflect all the inputs provided by United Nations system entities and other organizations on their initiatives undertaken to support implementation of the Vienna Programme of Action.

224. In subsequent interviews with JIU, while UN-OHRLLS could not elaborate upon the rationale used to determine which inputs to reflect in the Secretary-General's report, it confirmed that it maintained a record of all submissions received. It also noted that, due to the lack of resources, there was no framework to monitor and report on implementation of the recommendations emanating from the reports of the Secretary-General or those contained in the resolutions of the General Assembly on implementation of the Vienna Programme of Action.

225. While UN-OHRLLS has also identified 6 general indicators and 40 specific indicators related to the priority areas of the Vienna Programme of Action,[36] it was unable to report on all of the indicators each year, as it does not collect its own data. As an end user, it compiles and processes data from reliable sources, including Member States and international organizations. It noted that it strove to collect as much available data as possible and published statistical tables as an annex to the Secretary-General's reports.

226. Finally, once every 10 years, the programme of action for landlocked developing countries is reviewed through a comprehensive assessment, involving both substantive studies, regional reviews, thematic meetings and a main review conference. Based on the review, a new programme of action is developed, negotiated and adopted. The Almaty Programme of Action (2004–2014) was the first such programme for landlocked developing countries, followed by the Vienna Programme of Action (2014–2024).

2. Entity-specific monitoring and reporting

227. The nature of monitoring and reporting on United Nations system activities, outputs and results is ad hoc and often tied to meeting periodic external demand for reports from UN-OHRLLS or for various ministerial meetings. At best, it forms part of regular reporting to governing bodies on the results achieved in specific landlocked developing countries in which the entities operate, but they are not required to report on landlocked developing countries as a group.

228. In light of the demand for the Secretary-General's reports to go beyond descriptions and to provide more analysis and assessment, there is a need to develop a framework for monitoring, evaluation and reporting to guide United Nations system entities and the United Nations system as a whole. UN-OHRLLS should work with the newly established system-wide evaluation mechanism and with United Nations system entities, at both the central and decentralized levels, to develop such a framework.

229. United Nations system entities do not have a dedicated internal mechanism to monitor initiatives related to the Vienna Programme of Action nor a dedicated internal platform to report on it. However, they provide information to UN-OHRLLS on their activities to support the Vienna Programme of Action.

230. Four entities do, however, undertake some level of explicit reporting on landlocked developing countries and/or the Vienna Programme of Action, which include:

- Reporting on projects and programmes related to the Vienna Programme of Action by ECA during its Conference of African Ministers of Economy and Finance;

---

[35] OIOS, "Evaluation of the United Nations Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States (OHRLLS)", assignment No. IED-20-003 (2020).

[36] UN-OHRLLS, "Statistical annex on selected indicators to monitor the Vienna Programme of Action to accompany the report of the Secretary-General on the implementation of the Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014–2024 (A/73/297)".

- Ad hoc briefings on the Vienna Programme of Action by ECE for meetings between its head and the Permanent Representatives of landlocked developing countries in Europe and Asia;

- Biannual study by ECLAC for its member States analysing progress made by its landlocked developing country members, including indictors of progress and policy recommendations to address pending challenges with transit countries;

- Report on the implementation of Commission resolutions on the Vienna Programme of Action by ESCAP to the annual session of its Commission;

- Disaggregated reporting on landlocked developing countries by the Department of Economic and Social Affairs on its reports on financing for sustainable development and the upcoming inter-agency report on sustainable transport;

- Biannual report on support on health-related matters in landlocked developing countries by WHO to its governing body.

231.   Most entities[37] undertake neither ad hoc nor any explicit formal reporting on the Vienna Programme of Action. While their reports to their governing bodies include results achieved in the specific landlocked developing countries in which they operate, they do not specifically report on landlocked developing countries as a group. Rather, these reports touch upon issues (pertinent to the entity's mandated work) that contribute directly or indirectly to certain priorities of the Vienna Programme of Action, typically without any explicit references to the Vienna Programme of Action.

232.   For instance, FAO reports on certain Sustainable Development Goal indicators, some of which relate to priority 5 of the Vienna Programme of Action. The annual reports of UNCTAD on progress in technical cooperation projects address certain priorities of the Vienna Programme of Action. Consequently, the prevailing scenario is that, while United Nations system entities are addressing the priorities of the Vienna Programme of Action in their reporting, they are not labelling them as such.

233.   Some entities are able to extract data on initiatives related to the Vienna Programme of Action from existing reporting mechanisms and to report on them for landlocked developing countries, with UNDP noting that its support for landlocked developing countries can be extracted from its programme management system. The Development Coordination Office noted that it would explore the feasibility of providing disaggregated analysis by landlocked developing country.

234.   At the country level in landlocked developing countries, monitoring of and reporting on activities related to the Vienna Programme of Action is both minimal and inadequate. Only 19 survey respondents representing country programmes or offices in 12 landlocked developing countries responded in the affirmative that the work of their country office/programme to support landlocked developing countries to implement the Vienna Programme of Action was monitored and reported upon. Furthermore, only five per cent of survey respondents from country teams in landlocked developing countries considered the existing level of monitoring and oversight of and reporting on their work to support the Vienna Programme of Action to be adequate.

3.   Audits and evaluations of implementation of the Vienna Programme of Action

235.   None of the United Nations system entities has conducted any audits or evaluations that explicitly focus on implementation of the Vienna Programme of Action. WIPO noted that, in its case, that may be due to not explicitly recognizing landlocked developing countries as a distinct grouping in its reporting. At the country level, only one survey respondent from a country team in a landlocked developing country responded in the affirmative that audits and evaluations had been conducted of the work of its country office to support landlocked developing countries to implement the Vienna Programme of Action.

---

[37] The Development Coordination Office, FAO, ITC, ITU, the Office of Legal Affairs, the Office of the Special Adviser on Africa, UNAIDS, UNCTAD, UNEP, UNESCO, UNFPA, UNIDO, UNOPS, UNWTO and WFP.

236.   However, several entities have conducted audits or evaluations of their initiatives in landlocked developing countries that are relevant to the priority areas of the Vienna Programme of Action. For instance, ESCAP, UNFPA and UNIDO noted that they regularly conducted evaluations of their capacity-building projects and/or country programmes in individual landlocked developing countries. Three other entities have also conducted (or plan to conduct) thematic evaluations in landlocked developing countries that are relevant to the priorities of the Vienna Programme of Action.

237.   These include:

- Strengthening the capacities of developing countries and transitioning economies to facilitate legitimate border crossings, regional cooperation and integration (ECA);

- Strengthening the capacities of landlocked developing countries under the Belt and Road Initiative to design and implement policies that promote transport connectivity to achieve the Sustainable Development Goals (UN-OHRLLS);

- Evaluating sustainable rural energy technologies in Ethiopia (UNDP).

238.   The United Nations Evaluation Group website[38] includes a range of country-level evaluations conducted by United Nations system entities in landlocked developing countries, some of which are related to the priorities of the Vienna Programme of Action.

4.   Challenges and remedial solutions in monitoring, evaluation and reporting

239.   United Nations system entities at the headquarters and country level highlighted a range of challenges vis-à-vis monitoring and evaluation of and reporting on support for landlocked developing countries on implementation of the Vienna Programme of Action. Key challenges highlighted at the headquarters level include:

- Lack of a unified mechanism/platform to measure the achievements of all United Nations agencies in the context of the Vienna Programme of Action;

- Lack of an entity-specific action plan to mainstream and implement the Vienna Programme of Action;

- Non-identification of landlocked developing countries and activities related to implementation of the Vienna Programme of Action as a separate category in the programme management systems of entities;

- Lack of dedicated financial and human resources to conduct substantive assessments of the impacts of interventions in the medium and long term;

- Lack of resources to translate monitoring reports from local to official United Nations languages;

- Inability to monitor and report on projects the effects and impacts of which become visible or quantifiable after the project has ended;

- Limited relevance of the Vienna Programme of Action to the work of certain entities, making monitoring and reporting seem an unnecessary burden.

240.   Key challenges highlighted at the country level include:

- No demand from the Governments of landlocked developing countries to incorporate indicators related to the Vienna Programme of Action into country programme documents and cooperation frameworks;

- Inadequate, unsuitable and low-quality data from the national statistical offices of landlocked developing countries on indicators related to the Vienna Programme of Action due to: limited staffing capacity and skills; lack of tools for data collection and measurement; lack of strong systems to monitor and update indicators on a regular basis; long gaps between data collection; and the lack of baseline data;

---

[38] See www.uneval.org/evaluation/reports.

- Frequent changes in or non-existence of focal points on the Vienna Programme of Action in the Governments of landlocked developing countries, which impedes effective coordination;

- Non-reporting and inconsistent reporting by landlocked developing countries on implementation of the Vienna Programme of Action due to limited capacity and resources (e.g. 10 landlocked developing countries did not prepare midterm reports on implementation of the Vienna Programme of Action).

241.   Corrective measures suggested by United Nations system entities to address challenges related to monitoring and reporting at the headquarters level include:

- Including a marker in the entity's reporting system to tag support activities related to the Vienna Programme of Action in order to facilitate a comprehensive view of relevant support at the corporate level;

- Establishing a dedicated position at UN-OHRLLS to support landlocked developing countries in national-level monitoring of and reporting on the Vienna Programme of Action;

- Creating an evaluation fund by drawing together project evaluation funds to cover project evaluation activities and assess longer term results and their impact.

242.   Corrective measures suggested by United Nations system entities to address challenges related to monitoring and reporting at the country level include:

- Including provisions for monitoring and reporting on the Vienna Programme of Action in country cooperation frameworks through support and guidance from UN-OHRLLS, the Development Coordination Office, regional commissions and resident coordinator offices in a light manner without creating additional reporting burdens;

- Supporting national statistical offices to develop statistical capacity to monitor and collect data and report on Sustainable Development Goal indicators that overlap with priorities of the Vienna Programme of Action, linking Sustainable Development Goal indicators and targets to the priorities of the Vienna Programme of Action, and integrating reporting on the Vienna Programme of Action into reporting on the Sustainable Development Goals to streamline reporting and reduce transaction costs;

- Supporting national statistical offices in landlocked developing countries to identify the priority areas of the Vienna Programme of Action not covered by the Sustainable Development Goals, developing indicators to inform policy in those priority areas, and ensuring complementarities and synergies and avoiding duplication with Sustainable Development Goal indicators;

- Utilizing a common platform to report on indicators for different global development agendas to allow for streamlined reporting and reduce transaction costs;

- Adapting UN-Info (United Nations system to monitor achievement of the Sustainable Development Goals) to the national context of a landlocked developing country;

- Increasing the awareness of Governments of landlocked developing countries of the benefits to be gained from reporting on indicators related to the priorities of the Vienna Programme of Action and the need to establish national government focal points on the Vienna Programme of Action.

5.   Perspectives of Governments of landlocked developing countries on monitoring, reporting and oversight

243.   Representatives of landlocked developing countries found the annual report of the Secretary-General on implementation of the Vienna Programme of Action to be generally adequate. However, it was noted that the report was largely a descriptive document on what had happened. It does not provide information on how the coherence of the United Nations system is fostered and lessons learned vis-à-vis the Vienna Programme of Action and the 2030 Agenda. It was also noted that the report lacked a results-oriented approach. It did not provide a comprehensive assessment of the key results achieved, nor a review of the use of resources at the organizational level.

244. Without such information, it is difficult to assess value or guide direction-setting and improvements. However, it is important to note that critical inquiry and in-depth explanations of how, why and in what context go beyond the mere demand to monitor performance. This requires an evaluation of the relevance, effectiveness, impact and changes or alternatives developed.

245. In addition, such an evaluation is greatly enhanced when there is a results-oriented framework. As noted by Member States, the reports of the Secretary-General lack a results-oriented approach. Managing for achieving results at output and outcome levels is a critical requirement of all United Nations system operations (see the JIU report on results-based management).[39]

246. The Inspector submits that the development of a results-oriented framework, including the principle of systems thinking, is critical in moving forward with the transparency and value of activities related to the Vienna Programme of Action in the United Nations system. To strengthen reporting and its effective use, representatives of landlocked developing countries suggested that the annual report of the Secretary-General be reframed to have a thematic focus each year. This is an important consideration in planning for evaluation and results reporting in a manageable manner. UN-OHRLLS noted that such reframing would require a specific request from Member States through a resolution.

247. In the present review, the Inspector provides information beyond the nature and level of implementation and offers a rich source of suggestions and solutions from key stakeholders to guide improvements over the next few years.

248. Given the major role played by regional commissions in implementing the Vienna Programme of Action, representatives of landlocked developing countries recommended that regional commissions coordinate work on a thematic approach and report to the Economic and Social Council on such activities. It was also suggested that both United Nations system entities and landlocked developing countries prepare their own annual reports on the Vienna Programme of Action to encourage ownership, and that landlocked developing countries, the United Nations system and development partners jointly develop a scorecard on implementation of the Vienna Programme of Action.

249. Another suggestion was the establishment of a technical monitoring committee at the national and regional levels to monitor and report on implementation of the Vienna Programme of Action. Such committees should be integrated within the regional coordination structure of the United Nations to avoid duplication of coordination structures. Landlocked developing countries also emphasized the need for support to strengthen their national statistical, reporting, monitoring and evaluation capacity. Lastly, it was suggested that formal reporting be complemented by informal discussions between United Nations system entities and landlocked developing countries two to three times a year, to share information, questions, guidance and good practices and take stock of the state of implementation of the Vienna Programme of Action.

250. The most notable impediment echoed throughout the interviews conducted by JIU is the inadequacy of national statistical capacity. Measures to address this deficit should be taken in line with the recommendations contained in the Secretary-General's reports and outcome documents of the midterm reviews of the Vienna Programme of Action, and relevant resolutions of the General Assembly on implementation of the Vienna Programme of Action.

251. Equally significant in this regard in developing measures are conclusions and recommendations of the JIU-led independent system-wide evaluation of the contribution of the United Nations development system to strengthen national capacities for statistical analysis and data collection to support the achievement of the Millennium Development Goals and other internationally agreed development goals.[40]

252. Given the aforementioned perspectives shared by United Nations system entities and Member States, the Inspector is of the view that significant scope exists to considerably strengthen monitoring of and reporting on the Vienna Programme of Action. The

---

[39] JIU/REP/2017/6.
[40] JIU/REP/2016/5.

implementation of the following three recommendations can serve to significantly enhance performance, results and organizational learning with regard to the responsibility of each United Nations system entity, both at the headquarters and country levels.

Recommendation 3

The executive heads of United Nations system organizations should develop, by the end of 2022, a clear results framework for support for landlocked developing countries, including linkages among the outcomes to be achieved, the main outputs strategy and core activities.

Recommendation 4

The Secretary-General should task the United Nations Sustainable Development Group, supported by the Development Coordination Office, to provide, by the end of 2022, guidance on a consistent basis to country teams in landlocked developing countries on factoring in the programme of action for landlocked developing countries in carrying out common country analyses and in developing cooperation frameworks.

Recommendation 5

The Secretary-General should task the system-wide evaluation office of the United Nations Sustainable Development Group to conduct, by the end of 2023, a system-wide evaluation of the contribution by the United Nations system to the development results of the Vienna Programme of Action and ensure that the findings feed into the preparation of the successor programme of action for landlocked developing countries.

---

253.   Most United Nations system entities have already defined outcomes and associated activities (see annex IV). Thus, there is a readiness to operate a results framework for both programme design and for monitoring and evaluating the contribution of United Nations system entities in achieving the development results of the Vienna Programme of Action.

254.   In the following chapter, the Inspector will assess the satisfaction of stakeholders with the role performed by UN-OHRLLS on its mandated role on the Vienna Programme of Action, the adequacy of its resourcing and measures that can be taken to enable it to support implementation of the Vienna Programme of Action more effectively.

VI. Performance and resourcing of the Office of the High Representative for the Least Developed Countries, Landlocked Developing Countries and Small Island Developing States on its mandated role in implementing the Vienna Programme of Action

255.   In this chapter, the Inspector presents the views of relevant stakeholders on how UN-OHRLLS has performed in relation to its mandated role. In addition, it outlines the views of stakeholders on what UN-OHRLLS needs to do in order to effectively deliver on its mandated role. In this context, the Inspector assesses the factors affecting the resourcing of the UN-OHRLLS subprogramme on landlocked developing countries.

256.   The Inspector's review complements the evaluation of UN-OHRLLS conducted by OIOS (assignment No. IED-19-009, February 2020), which goes beyond the landlocked developing countries and assesses the Office's effectiveness and efficiency in supporting its three country groups (least developed countries, landlocked developing countries and small island developing States) to achieve their respective programmes of action. For ease of access, a summary of the findings, conclusions and recommendations of the OIOS evaluation are provided in item 7 of the complementary paper. The findings of the present review are consistent in many ways with the OIOS findings.

A. Assessment of the performance of the Office of the High Representative on its mandated role on the Vienna Programme of Action

257.   In establishing UN-OHRLLS[41] and adopting the Vienna Programme of Action and subsequent resolutions on its implementation, the General Assembly provided UN-OHRLLS with four key mandates on the Vienna Programme of Action. These include: (a) mobilizing and coordinating international support and resources for effective implementation of the Vienna Programme of Action; (b) ensuring coordinated follow-up to and effective monitoring of and reporting on the Vienna Programme of Action by Member States and organizations; (c) advocating and raising awareness with respect to the landlocked developing countries; and (d) fostering coherence with follow-up to and implementation of the 2030 Agenda.

258.   The following is based on the assessment of the performance of UN-OHRLLS made by United Nations system entities at the headquarters and country levels, as well as by development partners and Member States. It provides information on levels of effectiveness, and highlights successes and challenges, as well as suggestions for future improvements by UN-OHRLLS.

1. Mobilize and coordinate international support and resources for implementation of the Vienna Programme of Action

259.   The overall level of satisfaction of United Nations system entities at the headquarters level was reported as adequate with regard to the role of UN-OHRLLS in coordinating international support. Most entities welcomed its support for IACG and the midterm review process of the Vienna Programme of Action. Positive views were, however, less forthcoming on resource mobilization, with the majority of respondents rating its performance as inadequate in this respect. At the country level, 68 per cent of survey respondents from country teams were unable to assess their satisfaction with the performance of UN-OHRLLS on this mandated area of work due to a lack of awareness of the Office, while 13 per cent were satisfied, compared with 19 per cent who were dissatisfied.

260.   In contrast to United Nations entities, development partners were more positive, highly commending the role of UN-OHRLLS in the following areas: running inclusive and open processes around the Vienna Programme of Action; facilitating the sharing of good practices through relevant forums; fostering increased participation by landlocked

---

[41]   General Assembly resolution 56/227.

developing countries in agreements and initiatives related to trade facilitation, transport and transit; and fostering increased donor coordination on issues such as transport corridors. Likewise, the representatives of landlocked developing countries appreciated the role of UN-OHRLLS in supporting the development of the road map for accelerated implementation of the Vienna Programme of Action.

261.   In its evaluation of UN-OHRLLS, OIOS similarly noted mixed stakeholder views on the Office's ability to mobilize resources, with 25 per cent rating such efforts negatively and 43 per cent having a neutral view. UN-OHRLLS, for its part, noted its success in arranging financing for the participation of representatives of landlocked developing countries in global meetings on the Vienna Programme of Action. It attributed the challenges in resource mobilization to its own lack of dedicated resources to carry out that task.

262.   In terms of areas for improvements, United Nations system entities noted that resources remained inadequate to attain significant and irreversible achievements in landlocked developing countries and highlighted the need for UN-OHRLLS to: improve collaboration with United Nations agencies and other development partners on resource mobilization strategies and technical assistance; explore joint project proposals and joint work programmes within the scope of its mandate; undertake interventions within the scope of its mandate in each region in partnership with regional commissions; increase donor interest at all levels; and engage more strongly in the United Nations Sustainable Development Group to improve efforts at the regional level.

263.   ESCAP proposed dedicating a certain percentage of funds in each regional commission to implement the Vienna Programme of Action, which would help UN-OHRLLS to play a more proactive role in creating synergies in implementation. UNCTAD called for better resource allocation by the General Assembly among United Nations Secretariat entities engaged in implementation of the Vienna Programme of Action, taking into consideration each entity's substantive engagement on the subject matter.

264.   Country teams highlighted the need for UN-OHRLLS to: make efforts to include the Vienna Programme of Action in the agenda and programming of donors and international financial institutions; mobilize the Development Coordination Office to generate system-wide commitments to implement the Vienna Programme of Action; develop an offer (briefing note) on the specific support UN-OHRLLS can provide to country teams on implementing the Vienna Programme of Action; develop specific strategy papers that country teams can use in their engagement with the Governments of landlocked developing countries; and establish regional focal points to guide engagement between country teams and the Governments of landlocked developing countries on the Vienna Programme of Action.

265.   Development partners highlighted the need for UN-OHRLLS to: sign a specific memorandum of understanding with the relevant regional organizations for explicit actions and a timeline dedicated to the Vienna Programme of Action; undertake structured engagement at a high level with officials of relevant agencies to increase buy-in; bring together the work done by experts from different agencies and issue joint reports that highlighted different perspectives on the same topic; serve as a facilitator in discussions on cross-border connectivity issues; create a Vienna Programme of Action toolkit of practical regulatory measures to guide the Governments of landlocked developing countries on appropriate policy choices; identify "invisible stakeholders" who can potentially contribute to implementation of the Vienna Programme of Action; and enhance cooperation to raise funds for research and publications. For its part, UN-OHRLLS noted that a needs assessment would need to be carried out to provide a detailed analysis of the resources required to perform the roles outlined above.

2.   **Ensure coordinated follow-up to and effective monitoring of and reporting on the Vienna Programme of Action**

266.   Mixed views were expressed by United Nations system entities at the headquarters level on the performance of UN-OHRLLS on monitoring, reporting and follow-up. One positive aspect noted was the ability of UN-OHRLLS to regularly coordinate and follow up with partners in preparing the Secretary-General's annual report on the Vienna Programme of Action. Representatives of landlocked developing countries also welcomed its role in

preparing the political declaration and ministerial declarations on the Vienna Programme of Action and conducting the midterm review.

267. In terms of areas for improvements, United Nations system entities highlighted the need for UN-OHRLLS to: ensure better representation of all agency inputs in its reporting; ensure better interpretation and use of data provided; ensure proper acknowledgment when utilizing the inputs of agencies; provide a platform for substantive departments and agencies during the presentation of the Secretary-General's report to the Second Committee on implementation of the Vienna Programme of Action; create regional surge capacity to better monitor and report on progress in implementing the Vienna Programme of Action; and utilize the platforms available to regional commissions to track Sustainable Development Goal indicators that can contribute to monitoring the Vienna Programme of Action.

268. At the country level, 69 per cent of survey respondents from country teams were unable to assess the performance of UN-OHRLLS on follow-up, monitoring and reporting, due to their lack of engagement with the Office. Of the remaining respondents, 15 per cent were satisfied and 16 per cent were dissatisfied. Country teams called for UN-OHRLLS to provide briefings to them and their programmatic staff on key elements of the Vienna Programme of Action to consider in carrying out common country analyses, in developing cooperation frameworks and in reporting on their implementation.

269. Representatives of landlocked developing countries highlighted the need for UN-OHRLLS to support national-level monitoring and reporting, including through coordination with national focal points in landlocked developing countries (as presently done for least developed countries and small island developing States).

3. Advocate on and raise awareness of issues related to landlocked developing countries

270. Satisfaction with the performance of UN-OHRLLS on advocacy and awareness-raising was mixed among United Nations system entities. On a positive note, they welcomed the efforts of UN-OHRLLS to organize briefings and outreach events in multiple locations on the special development challenges facing landlocked developing countries and the updates that it provided through its website, social media platforms and publications.

271. At the country level, only 63 per cent of survey respondents from country teams were able to assess the performance of UN-OHRLLS on this mandated area due to their lack of familiarity with the Office. Of the remaining respondents, 17 per cent were satisfied and 20 per cent were dissatisfied. In subsequent interviews, with the exception of one country team that had substantive engagement with UN-OHRLLS (Malawi), the rest were either unaware of its existence or had minimal or no engagement with it.

272. Among development partners, WTO appreciated how UN-OHRLLS had created an effective channel of communication between the work being done in Geneva and New York, which allowed it to provide regular briefings to representatives in New York on its work on implementation of the Vienna Programme of Action.

273. As regards areas for improvements, United Nations system entities noted the need for UN-OHRLLS to: exercise its convening power to bring together stakeholders, guide implementation, lead political discussions and generate bidirectional communication; raise awareness by developing training packages for staff at large on the challenges and structural vulnerabilities of landlocked developing countries; elevate the level of prioritization given to landlocked developing countries to that of small island developing States and least developed countries; and strengthen the global platform on landlocked developing countries.

274. UN-OHRLLS was also called upon to engage more proactively and support the work of ITTLLDC, which provides a platform for concerted action by landlocked developing countries in international forums and serves as a useful instrument for learning about the special needs of landlocked developing countries through its research and policy analysis.

275. Country teams highlighted the need for UN-OHRLLS to: clearly demonstrate to the Governments of landlocked developing countries what they stood to gain from integrating the Vienna Programme of Action into their national development plans; provide brief information packages on the Vienna Programme of Action to newly appointed resident coordinators in landlocked developing countries; provide virtual periodic briefings to

resident coordinators in landlocked developing countries on the status of implementation of the Vienna Programme of Action; and engage with regional coordination teams on issue-based coalitions pertinent to the Vienna Programme of Action.

276. Development partners called for increased outreach by UN-OHRLLS to explain the Vienna Programme of Action and the progress thereon to entities outside the United Nations system that were engaged in work on its priority areas. Representatives of landlocked developing countries noted the need for UN-OHRLLS to: keep landlocked developing country missions informed of developments related to the Vienna Programme of Action; assess which ambassadors are engaged in work on the Vienna Programme of Action and invite them to "champion" its cause and take part in relevant discussions; organize regional and interregional meetings for landlocked developing countries to discuss challenges; and establish proactive contacts at the mission and country levels. For its part, UN-OHRLLS noted that a needs assessment would need to be carried out to provide a detailed analysis of the resources required to perform the roles outlined above.

4. Foster coherence with follow-up to and implementation of the 2030 Agenda

277. Satisfaction with the performance of UN-OHRLLS was least evident on this mandated area, with not one clear accomplishment being highlighted by any United Nations system entity. At the country level, only 15 per cent of survey respondents from country teams were satisfied with the performance of UN-OHRLLS on fostering coherence with the 2030 Agenda, compared with 14 per cent who were dissatisfied and 71 per cent who were unable to assess due to a lack of familiarity with the Office.

278. In terms of areas for improvement, United Nations system entities highlighted the need for UN-OHRLLS to leverage inter-agency mechanisms for greater programmatic linkages and to make more explicit the relationship between the Vienna Programme of Action and the 2030 Agenda at the national, regional and global levels. UN-OHRLLS also needs to use its convening power to mobilize the group of landlocked developing countries in the General Assembly and the Group of 77, to collectively make the point loudly and clearly that landlocked developing countries will not be able to achieve the Sustainable Development Goals without addressing the priorities of the Vienna Programme of Action.

279. United Nations system entities also highlighted the need for UN-OHRLLS to align the reporting framework of the Vienna Programme of Action with Sustainable Development Goal targets and indicators on relevant priority areas, and to integrate reporting on the Vienna Programme of Action into the follow-up and review processes for reporting on the Sustainable Development Goals and cooperation frameworks. This would avoid the creation of parallel tracks and reduce the reporting burden on landlocked developing countries and country teams, and contribute to mainstreaming the Vienna Programme of Action in broader policy and monitoring frameworks at the country level.

B. Resourcing the Office of the High Representative to perform its mandated role on the Vienna Programme of Action

1. Present level of resourcing of the Office of the High Representative

280. In terms of financial resources (see table 5), the UN-OHRLLS subprogramme on landlocked developing countries has received an average annual allocation ranging from $750,000 to $1,250,000 since the adoption of the Vienna Programme of Action in 2014, including both regular and extrabudgetary resources. UN-OHRLLS noted that extrabudgetary resources experienced a significant increase when the subunit was close to a major review, such as a midterm or 10-year review, after which such funds declined.

281. In terms of human resources to perform its mandated role, the UN-OHRLLS subprogramme on landlocked developing countries has three full-time staff in the Professional category. It also has at its disposal a consultant for one or two months a year and short-term interns. Additionally, other UN-OHRLLS subunits collectively provide support amounting to four weeks of full-time support for one person. UN-OHRLLS considers itself

to be substantially underfunded to perform its role adequately and highlighted the need for both additional posts and non-post resources.

Table 5
Financial resources of the subprogramme on landlocked developing countries of the Office of the High Representative
(United States dollars)

Resources	2014–2015	2016–2017	2018–2019	2020	2021[c]
Total regular budget[a]	1 490 800	1 141 400	1 154 800	639 600	748 400
Total extrabudgetary[b]	1 055 300	355 756	927 833	232 408	280 000
Annual average (regular budget and extrabudgetary)	1 273 050	748 578	1 041 317	872 008	1 028 400

Source: questionnaire response from UN-OHRLLS.

[a] Approved appropriation.

[b] For 2014–2019, the amounts represent actual expenditure, while for 2020, the amount is an estimate.

[c] Requested/pledged.

282.   While most United Nations system entities noted that they lacked sufficient information to assess the adequacy of resourcing of UN-OHRLLS, a few considered it to be insufficiently resourced. One entity noted that UN-OHRLLS was increasingly seen to be using resources for substantive research and analysis, which laid outside its mandate. Consequently, it was suggested that the Office redeploy resources from its research and technical cooperation work to advocacy and coordination. UN-OHRLLS, for its part, noted that its research activities were expected to inform and feed into monitoring, follow-up, advocacy and coordination in support of implementation of the Vienna Programme of Action. United Nations system entities also noted that UN-OHRLLS lacked the resources to: participate in specific events related to landlocked developing countries; promote specific strategies and recommendations related to landlocked developing countries; service certain priorities of the Vienna Programme of Action (e.g. facilitation of transport and trade); and ensure adequate representation in workshops.

283.   Representatives of landlocked developing countries were particularly critical of the level of resourcing of UN-OHRLLS, noting that its current capacity was inadequate to serve three sets of countries in special situations (least developed countries, landlocked developing countries and small island developing States). Representatives and United Nations system entities highlighted the need for greater cultural and professional diversity in the composition of its staff.

2. **Resourcing needs of the Office of the High Representative to perform its mandated role on the Vienna Programme of Action and support provided**

284.   UN-OHRLLS was of the view that its subprogramme on landlocked developing countries needed four additional posts in the Professional category to adequately perform its mandated role on the Vienna Programme of Action. It also highlighted the need for non-post resources to: (a) organize additional expert group meetings; (b) fund staff travel to engage in regional, subregional and national processes to foster coherence between the Vienna Programme of Action and the 2030 Agenda; (c) fund the participation of representatives of and experts on landlocked developing countries at important meetings; (d) carry out annual consultations with national focal points on implementation of the Vienna Programme of Action; and (e) cover general operating expenses and support services for meetings. UN-OHRLLS noted that, while it had submitted requests for additional posts following the adoption of the Vienna Programme of Action, such requests had yet to be accommodated.

285.   Representatives of several landlocked developing countries expressed the view that UN-OHRLLS needed additional resources and had raised the issue through multiple platforms, including meetings of the Group of Landlocked Developing Countries (composed of representatives of the Permanent Missions of landlocked developing countries to the United Nations in New York), the African Group and the Group of 77 and China, as well as in General Assembly resolutions on implementation of the Vienna Programme of Action.

286. Several United Nations system entities and development partners also highlighted the need to further resource UN-OHRLLS to enhance its capacity to address the deficits related to its mandated areas of work on the Vienna Programme of Action, as highlighted in the preceding section. They highlighted the need for UN-OHRLLS to improve its resource mobilization capabilities, through better engagement of both traditional donors (e.g. Member States) and non-traditional donors (e.g. the private sector, South-South partners and philanthropists).

287. In this context, UN-OHRLLS noted that it had developed multiple project documents on resource mobilization over the years, including on accelerated implementation of the Vienna Programme of Action (2015–2016) and on the midterm review (2017–2018). One delegate of a landlocked developing country suggested that support from the Department of Economic and Social Affairs for the UN-OHRLLS subprogramme on landlocked developing countries, similar to what it was providing to the subprogrammes on least developed countries and small island developing States, could considerably enhance the Office's delivery capacity.

288. In terms of support that United Nations system entities and development partners provide or plan to provide to UN-OHRLLS to enable it to better deliver upon its mandate, all were in-kind contributions and took the form of: participating in, co-organizing or hosting meetings related to the Vienna Programme of Action, workshops and side events; providing inputs to the Secretary-General's reports on implementation of the Vienna Programme of Action; sharing analytical contributions, expertise and insights; undertaking collaborative technical assistance; conducting joint studies; issuing joint calls; and supporting its communication with the offices of entities at country level.

289. The evidence in the preceding section provides an extensive list of suggestions by United Nations system entities on what UN-OHRLLS needs to do to enhance its performance and value in carrying out its mandated objectives on the Vienna Programme of Action. This is in addition to what it is already doing. This no doubt further highlights the need for additional resources for effective performance. The Inspector notes with concern the vast gaps between the expectations of partners and stakeholders in terms of what they expect from UN-OHRLLS and what it can practically deliver through its subprogramme on landlocked developing countries given existing resources.

290. The question is how to address the suggestions for improvement in the context of ongoing work and limited resources and what would guide considerations for additional resources. In this context, the Inspector is of the view that, first and foremost, UN-OHRLLS should develop a clearly defined integrated results and budget framework, as has been done by several United Nations system entities. This would include results from the core work of UN-OHRLLS, as well as its partnership in carrying out this work with other agencies and partners.

291. It would include UN-OHRLLS considering all suggestions by stakeholders in this chapter to decide on who is best placed to carry them out and the type of collaboration and partnerships needed with other United Nations system entities and development partners. It would also include intersectionality in work with least developed countries and on achieving the Sustainable Development Goals. It will also include securing the necessary budgetary resources to achieve the defined results. This would provide a good basis for justifying the budget for UN-OHRLLS and this should be acted upon accordingly.

292. It is expected that implementation of the following recommendation, by developing a comprehensive and coherent integrated results framework, will provide the basis for effective consideration of both staffing and budgetary resources.

Recommendation 6

The Secretary-General should task UN-OHRLLS to develop, by the end of 2022, a well-defined integrated results framework, budget and programme plan for its subprogramme on landlocked developing countries, accompanied by information on the conditions for success, including partnerships for collective impact, a risk management plan and a monitoring and evaluation plan.

293.   In the next chapter, the Inspector will assess measures that can be taken to improve how United Nations system entities and representatives of the Governments of landlocked developing countries coordinate and cooperate with each other on support to implement the Vienna Programme of Action.

VII. Coordination and cooperation on the Vienna Programme of Action

294. Key to effectively delivering support to landlocked developing countries is the adequacy of coordination and cooperation between UN system entities and the Governments of landlocked developing countries on identifying the needs of such countries in relation to the Vienna Programme of Action and how they can best work together to address those needs. Equally important is the coordination among the Governments of landlocked developing countries on identifying and advocating for their needs in global forums, as well as the coordination among United Nations system entities to identify what resources and capacities exist within the United Nations system and how they can be best utilized given their comparative advantages to implement the Vienna Programme of Action.

295. In the present chapter, the Inspector assesses the means for intergovernmental dialogue on the Vienna Programme of Action, the existence of national government focal points and the means for inter-agency coordination and cooperation at the headquarters, regional and country levels. In all instances, the Inspector outlines the main challenges to coordination and cooperation through such means and the potential solutions and measures that can be taken to address them.

A. Platforms for intergovernmental coordination and cooperation on the Vienna Programme of Action

1. Platforms for intergovernmental dialogue on the Vienna Programme of Action

296. Representatives of landlocked developing countries and United Nations system entities highlighted a variety of platforms in which the Governments of such countries could engage with each other and with such entities on implementation of the programme of action for landlocked developing countries. At the global level, the preeminent platform is the United Nations Conference on Landlocked Developing Countries held every 10 years and the midterm review of the programme of action for landlocked developing countries conducted five years after its adoption.

297. The most senior-level annual global meeting on the Vienna Programme of Action is the annual meeting of the ministers for foreign affairs of landlocked developing countries, which is held on the margins of the opening of the session of the General Assembly. This is complemented by annual debates in the Second Committee of the General Assembly on the standing agenda item entitled "Follow-up to the second United Nations Conference on Landlocked Developing Countries".

298. These meetings are complemented by more periodic meetings of the Group of Landlocked Developing Countries, which meets at the level of Permanent Representatives to the United Nations in New York. In addition, there are two high-level sectoral meetings, the ministerial meeting on trade and the ministerial meeting on transport. Specific issues related to landlocked developing countries are also discussed in preparation for and in follow-up to other global meetings and negotiations.[42]

299. The above-mentioned meetings are either facilitated, supported or contributed to by UN-OHRLLS, which also convenes ambassadorial-level retreats to discuss issues of importance to landlocked developing countries and transit countries for enhanced implementation of the Vienna Programme of Action.

300. At the regional level, regional commissions and regional organizations (e.g. African Union Commission) organize platforms for landlocked developing countries and transit

---

[42] The Economic and Social Council forum on financing for development follow-up; the high-level political forum on sustainable development; the quadrennial comprehensive policy review of operational activities for development of the United Nations system; the intergovernmental conference on an international legally binding instrument under the United Nations Convention on the Law of the Sea on the conservation and sustainable use of marine biological diversity of areas beyond national jurisdiction; and the intergovernmental meetings organized by ITTLLDC.

countries during their sessions. Notably, ESCAP has a special body for least developed countries, landlocked developing countries and Pacific island developing States, which discusses pertinent policy issues concerning these groups of countries. Additionally, the Governing Council of the United Nations Special Programme for the Economies of Central Asia (SPECA), facilitated by ESCAP and ECE, deals exclusively with landlocked developing countries.

301.   Several United Nations system entities noted that the meetings of their own governing bodies provided landlocked developing countries with an opportunity to raise issues that were of concern to them, particularly through sectoral (i.e. issue-specific) sessions that were pertinent to the Vienna Programme of Action.[43] However, with the exception of ECA,[44] none has a specific agenda item or session dedicated exclusively to landlocked developing countries or the Vienna Programme of Action. Outside the United Nations system, intergovernmental platforms of the International Monetary Fund (IMF), the World Bank and WTO (e.g. aid for trade monitoring and review and the Committees on Trade Facilitation and Trade and Development) were highlighted as useful venues to discuss partner support to implement the Vienna Programme of Action.

2.   Furthering efficacy of intergovernmental dialogue on the Vienna Programme of Action

302.   Representatives of landlocked developing countries and United Nations system entities highlighted that those intergovernmental platforms had served to further consensus, awareness, common understanding, political support and the sharing of lessons learned and best practices on the Vienna Programme of Action. The outcomes of their deliberations are, in turn, manifested through resolutions, road maps, declarations, recommendations and reports.

303.   Representatives appreciated the support received from a number of United Nations system entities, particularly UN-OHRLLS, to further their engagement in intergovernmental platforms on the Vienna Programme of Action, which took the following five forms:

(a)   Substantive support: supporting landlocked developing countries to develop common positions; preparing analytical and policy papers; and providing sectoral training and advisory services (e.g. on trade negotiations);

(b)   Financial support: funding the travel costs of representatives of landlocked developing countries to participate in major meetings;

(c)   Technical support: providing a backstop during negotiations; drafting language for outcome documents and resolutions; developing virtual platforms to share documents; and preparing meeting summaries and reports;

(d)   Advocacy support: establishing networks, organizing side events and preparing communication materials (e.g. booklets) to raise awareness;

(e)   Logistical support: arranging meetings and interpretation services; and arranging webcasting and virtual participation services.

304.   At the country level, as indicated in the survey responses from resident coordinator offices (see figure 7), country teams in landlocked developing countries provided support to national government counterparts for engagement in intergovernmental platforms mostly on priorities 4 (regional integration) and 5 (structural economic transformation) and least on priority 2 (a) (transport infrastructure) of the Vienna Programme of Action. However, 59 per cent of such survey respondents indicated that their country teams found it challenging to provide such support, with only 9 per cent considering it not to be challenging.

---

[43] For instance, UNCTAD noted that the Trade and Development Board and other intergovernmental (subsidiary) bodies regularly reviewed its secretariat's activities to implement the Vienna Programme of Action.

[44] ECA has a statutory agenda item on the Vienna Programme of Action during the sessions of the Conference of African Ministers of Finance, Planning and Economic Development, during which a dedicated report on progress on its implementation is presented.
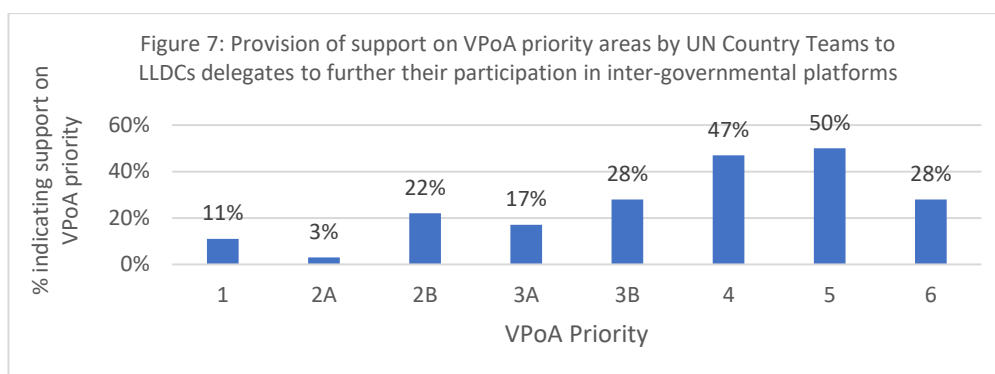
Figure 7: Provision of support on VPoA priority areas by UN Country Teams to LLDCs delegates to further their participation in inter-governmental platforms

% indicating support on VPoA priority

VPoA Priority	%
1	11%
2A	3%
2B	22%
3A	17%
3B	28%
4	47%
5	50%
6	28%

Source: survey responses from resident coordinator offices in landlocked developing countries.

305.   Despite the support received, representatives of landlocked developing countries and United Nations system entities highlighted 12 deficits in such intergovernmental platforms, in terms of structuration, participation, financing and United Nations system support, that adversely affected their effectiveness. These deficits areas are outlined in box 7.

Box 7: Deficits that adversely affect the effectiveness of intergovernmental platforms for coordination and cooperation on the Vienna Programme of Action

Structural deficits
- Absence of the Vienna Programme of Action or landlocked developing countries as a stand-alone agenda item in meetings and related decisions;
- Inability to produce country-specific guidance due to the global or regional nature of platforms.

Participation deficits

- Only partial participation of the representatives of all landlocked developing countries in meetings;
- Frequent changes in the representatives of landlocked developing countries participating in meetings, which disrupts continuity;
- Lack of informed representatives vis-à-vis planned activities geared towards landlocked developing countries and the Vienna Programme of Action;
- Political tensions between countries limiting dialogue on subregional initiatives;
- Inadequate participation of representatives of transit countries;
- Connectivity constraints and time zone differences hindering participation in virtual meetings.

Financial deficits

- Financial constraints on representatives and United Nations system staff as regards in-person participation in meetings.

United Nations system support deficits

- Ad hoc and non-strategic reports prepared by United Nations system entities for the consideration of intergovernmental bodies on matters related to the Vienna Programme of Action, with the activities detailed demonstrating a lack of specific planning and costing to systematically support the priorities of the Vienna Programme of Action;
- Inadequate collaboration and communication among United Nations system entities and with development partners active in the same areas in organizing and supporting meetings;

> • Slow and delayed responses by United Nations system entities to queries and requests from representatives.
>
> *Source*: questionnaire and/or interview responses from representatives of landlocked developing countries and questionnaire responses from JIU participating organizations.

306. While acknowledging that the Vienna Programme of Action needed to be owned, understood and implemented by each country in order for intergovernmental platforms to have any impact, the representatives of landlocked developing countries and United Nations system entities highlighted the need for the following 13 measures (outlined in box 8) to address the above-mentioned deficits and strengthen such platforms to produce more constructive outcomes.

Box 8: Measures to enhance the effectiveness of intergovernmental platforms for coordination and cooperation on the Vienna Programme of Action

Structural measures

• Develop subgroups within existing platforms that are dedicated exclusively to the needs of landlocked developing countries;

• Focus discussions on countries at risk of not meeting the targets of the Vienna Programme of Action and the Sustainable Development Goals;

• Mainstream the Vienna Programme of Action in already existing regional platforms on trade, transit and ICT;

• Restructure the annual ministerial meetings of landlocked developing countries to shift from the delivery of preprepared statements to action-oriented dialogue;

• Organize a ministerial meeting of landlocked developing countries on the margins of UNCTAD and WTO ministerial conferences in order to better engage relevant national authorities and other international organizations and agencies.

Participation measures

• Engage transit countries to regularly and actively participate in relevant platforms;

• Further interactions and coordination among the Group of Landlocked Developing Countries in New York and Geneva;

• Sustain the option for virtual participation in platforms even after the end of the pandemic.

Financial measures

• Ensure financing for the participation of all focal points on the Vienna Programme of Action from landlocked developing countries in relevant platforms.

United Nations system support measures

• Develop the capacity of the Group of Landlocked Developing Countries to engage in consultations and negotiations in WTO on trade facilitation, market access and e-commerce;

• Further the engagement of United Nations system entities in regional and subregional platforms;

• Prepare regional analytical reports on the Vienna Programme of Action through regional commissions;

• Improve communication from United Nations system entities to representatives in New York and Geneva on planned activities geared towards implementation of the Vienna Programme of Action by landlocked developing countries.

Source: questionnaire and/or interview responses from the representatives of landlocked developing countries and questionnaire responses from JIU participating organizations.

---

307. The Inspector is of the view that these 13 measures hold considerable merit and calls upon the Chair of the Group of Landlocked Developing Countries to consult with relevant stakeholders on ways and means to implement the measures pertinent to the Group and to the annual meetings of the ministers for foreign affairs of landlocked developing countries.

308. The Inspector acknowledges that multilateralism can only complement, but not serve as a substitute for, direct bilateral engagement between a landlocked developing country and its transit neighbour, particularly on politically sensitive matters. To further the complementary role of multilateralism, the Inspector calls upon the Group of Landlocked Developing Countries to identify champions among themselves who are willing to play a strong leadership role to push forward the programme of action for landlocked developing countries in global platforms. This has been done successfully in the past by Bangladesh for the Group of Least Developed Countries and by Mauritius for the Group of Small Island Developing States.

309. The Inspector additionally outlines the following recommendation, which, if implemented, can contribute to the enhanced effectiveness of intergovernmental platforms in better considering the challenges faced by landlocked developing countries in implementing the Vienna Programme of Action, as pertinent to the mandate of each entity.

Recommendation 7

The legislative organs and governing bodies of United Nations system organizations should issue directives, if they have not already done so, by the end of 2022, for their organizations to mainstream the priorities of the programme of action for landlocked developing countries that are pertinent to their mandated work and request that their organizations report periodically on its implementation.

B. Focal points on the Vienna Programme of Action in the national Governments of landlocked developing countries

310. Effective support for landlocked developing countries to implement the Vienna Programme of Action necessitates coordinated action and cooperation, not just from United Nations system entities and development partners, but also from the Governments of landlocked developing countries. Of the 32 landlocked developing countries, representatives noted that 20 landlocked developing countries had a formally designated national government focal point on the Vienna Programme of Action and 5[45] did not have such a focal point, while 7 countries did not respond to the request for information from JIU.

311. Where a focal point exists, the role is performed by a single ministry in 17 landlocked developing countries and by two ministries in Ethiopia, the Niger and Rwanda. With the exception of Bhutan, the focal point role is entrusted to one or more of the following four ministries in the other 19 landlocked developing countries with a focal point:[46] (a) foreign affairs (38 per cent); (b) commerce, investment, trade and industry (29 per cent); (c) economy, finance, planning and development (19 per cent); and (d) transport and communications (14 per cent).

312. Representatives of landlocked developing countries highlighted a number of accomplishments by their national government focal points in terms of effectively engaging partners in support to implement the Vienna Programme of Action. These include: carrying out comprehensive national reviews for the high-level midterm review of the Vienna

---

[45] No government focal points in Azerbaijan, Burundi, North Macedonia, Republic of Moldova or Tajikistan.

[46] Designated focal point ministries: (a) foreign affairs (Afghanistan, Armenia, Bolivia (Plurinational State of), Ethiopia, Lao People's Democratic Republic, Mongolia, Paraguay and South Sudan); (b) commerce, investment, trade and industry (Botswana, Burkina Faso, Eswatini, Nepal, Niger and Rwanda); (c) economy, finance, planning and development (Ethiopia, Kazakhstan, Malawi and Rwanda); (d) and transport and communications (Mali, Niger and Zambia). In Bhutan, the focal point role is performed by the Gross National Happiness Commission.

Programme of Action (multiple countries); developing an implementation matrix to guide relevant ministries on mainstreaming the Vienna Programme of Action in policies and work programmes (Botswana); translating the priorities of the Vienna Programme of Action into deliverable sectoral objectives (Bhutan); supporting the work of national trade and transit facilitation committees (Eswatini and Nepal); and developing programmatic interventions to further implementation of the Vienna Programme of Action by engaging the relevant sectors (Malawi).

313. In terms of the challenges faced by national focal points in furthering effective engagement with United Nations system entities on the Vienna Programme of Action, the representatives of landlocked developing countries highlighted the following:

- Lack of human and financial resource to attend events related to the Vienna Programme of Action and substantively comprehend the essence of the priorities of the Vienna Programme of Action;

- Lack of engagement with resident coordinators and country teams on the Vienna Programme of Action;

- Lack of a monitoring and evaluation framework with clearly assigned responsibilities for related ministries to implement activities to provide information on the results of Vienna Programme of Action indicators;

- Reporting delays and underreporting by relevant ministries on implementation of the Vienna Programme of Action;

- Similar services and tools developed by United Nations system entities and development partners, leading to a lack of clarity on which is better suited to the needs of landlocked developing countries.

314. The evidence from the review indicates that the existence of these focal points has not been adequately communicated to United Nations system counterparts at the global, regional or country levels. At the country level, 87 per cent of survey respondents from country teams in landlocked developing countries responded that either a focal point did not exist or that they were unaware of its existence. At the regional level, none of the regional commissions indicated having national government focal points on the Vienna Programme of Action. At the global level, even UN-OHRLLS noted that it did not have clearly designated national government focal points on the Vienna Programme of Action. Consequently, UN-OHRLLS coordinates with landlocked developing countries on matters related to the Vienna Programme of Action through their Permanent Missions to the United Nations in New York.

315. Representatives of the five landlocked developing countries who indicated that they do not have a focal point, all agreed on the need to establish one. Burundi noted that a focal point was needed to coordinate reflections upon and follow-up to national-level activities, given there are many ministries concerned with the Vienna Programme of Action. The Republic of Moldova noted that establishing a focal point was imperative to facilitating liaison with the resident coordinator and the country team.

316. In situations in which a focal point did not exist or the existence of one was unknown, 39 per cent of survey respondents from country teams and 60 per cent of survey respondents from resident coordinator offices in landlocked developing countries responded affirmatively that it would be beneficial to furthering collaboration on the Vienna Programme of Action if the national Government established a focal point on the subject matter. In landlocked developing countries in which both the national Government and country team has a focal point on the Vienna Programme of Action, the two can work together in an efficient manner.

317. The Inspector is of the view that the lack of knowledge about the existence of national government focal points on the Vienna Programme of Action might have contributed to both lost opportunities and delays in effective collaboration between United Nations system entities and national Governments. The fact that UN-OHRLLS has established such focal points for both small island developing States and least developed countries shows that it is practical and feasible to also do so for landlocked developing countries. Given that 17 out of 32 landlocked developing countries are also least developed countries, it is conceivable that the same focal point could be used for both. The implementation of the following

recommendation is subsequently expected to contribute to enhanced coordination and cooperation of United Nations system entities at the headquarters, regional and country levels with the national Governments of landlocked developing countries on the Vienna Programme of Action.

Recommendation 8

The Secretary-General should task UN-OHRLLS, in collaboration with the Development Coordination Office, to work with resident coordinator offices in landlocked developing countries and transit developing countries in order to invite national Governments to designate focal points on the programme of action for landlocked developing countries with clearly defined roles and responsibilities.

C. Overarching challenges in inter-agency coordination and cooperation on the Vienna Programme of Action

318.   United Nations system entities identified six key overarching challenges that impeded coherent inter-agency coordination and cooperation on support in implementing the Vienna Programme of Action at the global, regional and country levels. Those challenges include (but are not limited to):

- Contrasting internal governance and resourcing structures, operational plans and planning cycles among agencies at all levels (global, regional, subregional and national);

- Insufficient mainstreaming of the Vienna Programme of Action in the workplans of entities;

- Lack of dedicated, flexible and predictable financing and resources for landlocked developing countries;

- Lack of shared situational analysis, common vision, priorities and an integrated strategy at the country level, exacerbated by a perceived lack of importance accorded to the regional dimensions of issues;

- Utilization of disintegrated, ad hoc, expensive solutions over standardized instruments (recommendations on best practice, legal norms etc.);

- The immediacy of responding to the COVID-19 pandemic, leading to the reprioritization and reprogramming of resources away from longer term objectives, such as those of the Vienna Programme of Action.

319.   To address these challenges and further enhance coherent inter-agency coordination and cooperation on landlocked developing countries, the United Nations system entities highlighted five key measures to take at the system-wide level, namely:

- Utilize the United Nations Sustainable Development Group as an integrator on support for landlocked developing countries;

- Designate a lead agency for each priority of the Vienna Programme of Action to streamline activities and synergize United Nations system efforts, reducing the scope for duplication;

- Agree on common data sets (e.g. Vienna Programme of Action indicators agreed upon by IACG) for each priority to incorporate into all related projects (together with clearly articulated exceptions);

- Leverage the inclusion of cross-border elements within common country analyses and cooperation frameworks to enhance access to regional assets and knowledge management services and catalyse the planning, formulation and delivery of regional programmes;

• Leverage the resident coordinator's strengthened role and close working relationships with Governments and national stakeholders to anchor country-level cooperation among entities.

320. The Inspector is of the view that all five measures hold considerable merit and calls upon the relevant actors in the United Nations Sustainable Development Group to deliberate upon the necessary ways and means to implement these measures in a timely manner.

D. Coordination and cooperation on the Vienna Programme of Action at the headquarters level among United Nations system entities and with development partners

321. To address the overarching challenges to inter-agency coordination and cooperation on support for landlocked developing countries to implement the Vienna Programme of Action, the main formal platform at the global level is IACG. Other inter-agency platforms that are exclusively dedicated to some or all landlocked developing countries include the working groups of the United Nations Special Programme for the Economies of Central Asia (given that all seven of its beneficiary countries[47] are landlocked developing countries) and the interdepartmental team on response to the impact of COVID-19 on landlocked developing countries. UN-Oceans provides a platform for exchanging information on issues related to the United Nations Convention on the Law of the Sea, including benefits that landlocked developing countries can derive therefrom and identification of best practices. The focus of the present review is on IACG.

322. IACG has 55 members,[48] including United Nations system entities, international and regional financial and development institutions, and other international, regional and subregional organizations the work of which is relevant to implementation of the Vienna Programme of Action. For the present review, JIU incorporated the views of 41 of the 55 members of IACG, including 25 out of 32 United Nations system entities and 16 out of 23 development partners.

323. IACG countries meets twice a year – once in New York and once in Geneva. The meetings are organized, convened and chaired by UN-OHRLLS, with the Chair of the Group of Landlocked Developing Countries invited to open the session. In late 2020, UN-OHRLLS began publishing publicly online the summary reports of meetings of IACG,[49] which detail individual interventions and the way forward. Most United Nations system entities participate in IACG at the level of mid- to senior-level professionals, with some entities (FAO, ITU, the Office of Legal Affairs, WFP and WIPO) noting occasional participation at a higher level.

324. While IACG was established in 2004 following the adoption of the Almaty Programme of Action, its terms of reference were adopted as recently as November 2020, based upon consultations with all members, and in follow-up to a recommendation from an

---

[47] Afghanistan, Azerbaijan, Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan and Uzbekistan.

[48] ADB, AfDB, AIIB, CAF, CFC, the Department of Economic and Social Affairs, the Development Coordination Office, EBRD, ECA, ECE, ECLAC, ESCAP, the European Investment Bank, FAO, the Global Environment Facility, the Green Climate Fund, IADB, IAEA, ICAO, ICC, IMF, the International Development Law Organization, International Seabed Authority, IRENA, IRU, the Islamic Development Bank, ITC, ITTLLDC, ITU, OECD, the Office of Legal Affairs, the Office of the Secretary-General's Special Envoy on Financing the 2030 Agenda for Sustainable Development, the Office of the Special Adviser on Africa, the Office of the Special Adviser to the Secretary-General on Digital Cooperation, OSCE, regional commissions (New York office), the secretariat of the United Nations Convention to Combat Desertification in Those Countries Experiencing Serious Drought and/or Desertification, Particularly in Africa, the secretariat of the United Nations Framework Convention on Climate Change, the Technology Bank for the Least Developed Countries, UNCTAD, UNDP, UNEP, UNFPA, UNIDO, the United Nations Office for Disaster Risk Reduction, UN-OHRLLS, UNOPS, UNOSSC, UN-Women, UNWTO, WCO, WHO, WIPO, World Bank Group and WTO.

[49] See www.un.org/ohrlls/content/un-inter-agency-work-lldcs.

evaluation of UN-OHRLLS conducted by OIOS. The terms of reference outline six main functions[50] and five modalities of operation for IACG.

325.   The Inspector welcomes the adoption of the terms of reference and appreciates the clear delineation of its functions, which encompass the necessary elements needed to further coherent inter-agency support. However, given the recent adoption of the terms of reference, it remains to be seen how effectively IACG will be able to perform its functions. While IACG does not have a workplan of its own, UN-OHRLLS noted that the recent adoption of the road map for accelerated implementation of the Vienna Programme of Action in 2020 would allow for more systematic monitoring of and reporting on each agency's own individual commitments outlined in the road map.

326.   Several United Nations system entities and development partners noted that IACG provided a useful platform to exchange information and share experiences and views on progress in implementing the Vienna Programme of Action, which also helped to avoid duplication. It also provides an opportunity to showcase and highlight useful initiatives. They noted that the adoption of its terms of reference would allow for more focused interventions, and welcomed the increased number of participating entities, largely due to meetings shifting from an in-person to virtual format due to the COVID-19 pandemic.

327.   However, several entities lamented that IACG was largely a platform to deliver elaborate preprepared statements that constituted a listing of a member's accomplishments. Consequently, there was little room for substantive discussions on the impacts, challenges and limitations of each entity's interventions. Also lacking was focused and interactive brainstorming to identify areas for concerted efforts, collaboration and in-depth coordination. It was further noted that some organizations were represented at a very high level by individuals who lacked substantive technical knowledge. Several entities lamented that, when meetings were held in-person, financial limitations prevented them from travelling to participate in such meetings.

328.   To further strengthen IACG, United Nations system entities and development partners highlighted the need to take 10 key measures to enhance content, broaden participation and further synergies and follow-up, which are outlined in box 9.

Box 9: Measures to make the Inter-Agency Consultative Group for Landlocked Developing Countries more effective

Content – solutions oriented, thematic and efficient

• Design meetings to have interactive discussions to: (a) provide solutions to specific challenges; (b) substantively assess the work of agencies; and (c) focus on a specific theme;

• Create subclusters by priority of the Vienna Programme of Action and conduct thematic discussions with the Governments of landlocked developing countries to identify and develop concrete initiatives, projects and activities;

• Share information on agency activities only in writing (and not through verbal interventions).

---

[50] Summary of main functions: (a) provide forum to exchange information on work on landlocked developing countries, including critical issues, challenges, gaps, opportunities and best practices in implementation of the Vienna Programme of Action; (b) identify areas requiring enhanced coordination, complementarity and synergy to curb duplication of activities; (c) share planned activities and workplans and implement, monitor and update the road map for accelerated implementation of the Vienna Programme of Action; (d) strengthen cooperation and collaboration and replicate and scale up best practices through joint inter-agency projects, missions, training, capacity-building, studies, reports and advocacy activities, including on thematic areas and region-specific issues; (e) facilitate coordinated and inclusive preparation of relevant documents (e.g. Secretary-General's report on implementation of the Vienna Programme of Action) through comments and contributions from members; and (f) enhance outreach to inform Member States and other stakeholders on activities conducted by IACG members to implement the Vienna Programme of Action.

Participation, inclusion and information-sharing

• Conduct all future meetings in a hybrid format with both online and in-person participation;

• Open up meetings to allow for participation by all interested representatives of landlocked developing countries and invite resident coordinators in such countries to virtually attend meetings;

• Create an online networking platform for all members to share contacts, links and the reports discussed and presented during meetings.

Synergy and follow-up

• Synergize the efforts of IACG with those of relevant existing coordination mechanisms (e.g. the High-level Committee on Programmes, UN-Energy, the United Nations Sustainable Development Group, UN-Water and UN-Oceans);

• Evaluate inputs and reports received from all stakeholders after each meeting to propose synergies and joint activities;

• Systematically inform regional commissions about initiatives related to the Vienna Programme of Action that are planned by IACG members to integrate regional expertise during the conceptualization of projects;

• Share meeting reports through online platforms with agencies and the Governments of landlocked developing countries and disseminate them to country teams in such countries through the Development Coordination Office.

Source: questionnaire responses from JIU participating organizations and development partners.

---

329.   The Inspector is of the view that, as the only inter-agency platform dedicated to the Vienna Programme of Action, IACG has considerable scope to address the suggestions above and to enhance the substance of its deliberations, engage better with relevant partners and contribute to concrete outcomes towards implementation of the Vienna Programme of Action. In this context, the implementation of the following recommendation is expected to lead to enhanced coordination and cooperation among United Nations system entities, development partners and representatives of landlocked developing countries in implementing the Vienna Programme of Action.

Recommendation 9

The Secretary-General should task UN-OHRLLS, as the Chair of IACG, to review the modalities of the Group so as, by the end of 2022, to ensure for all meetings provisions, developed in collaboration with the Development Coordination Office, for the engagement of resident coordinators and invitations, when deemed appropriate, to landlocked developing countries and transit developing countries to participate in interactive discussions on thematic issues.

E.   Coordination and cooperation on the Vienna Programme of Action among regional commissions and country teams

1.   Regional commissions

330.   The level of coordination and cooperation among regional commissions on support for landlocked developing countries varies considerably. While ECLAC could not highlight any concrete engagement, ECA has engaged in an ad hoc manner by jointly implementing projects with ESCAP (e.g. capacity-building support for African landlocked developing countries on trade, trade facilitation and regional integration), co-organizing forums with ECE (e.g. public-private partnership forums on infrastructure development and maintenance, with a specific focus on fostering people-first public-private partnerships as set out in the ECE guidelines on such partnerships) and providing inputs to ECE workshops (e.g. quantifying transport costs for landlocked developing countries).

331.   Conversely, there has been long-standing formalized cooperation between ECE and ESCAP on support for landlocked developing countries, particularly through the jointly administered SPECA.[51] The two also cooperate at the divisional level on energy, trade facilitation and environment and development (e.g. sustainable agricultural mechanization).

332.   Such cooperation has led to a range of substantive outputs, which include joint project implementation (e.g. strengthening the connectivity of landlocked developing countries in order to link with transport and trade networks), joint surveys (e.g. on digital and sustainable trade facilitation for landlocked developing countries in Central Asia), joint dialogues (e.g. with policymakers from landlocked developing countries on challenges and progress on energy and ICT infrastructure) and joint development of terms of reference (e.g. to address common energy challenges in Central Asia).

333.   However, cooperation among regional commissions is challenged by the vast geographic distances separating landlocked developing countries and the heterogeneity of their trade and development needs. Consequently, as each regional commission often has to come up with tailor-made solutions for individual landlocked developing countries in its own region, this makes it difficult to coordinate with other regional commissions on the subject matter.

334.   In this context, regional commissions highlighted the need to take measures to ensure a coherent approach among themselves in supporting landlocked developing countries. They also called for the facilitation of cross-continental comparisons of experiences, challenges and policies implemented, given that landlocked developing countries in Asia and Africa share some common characteristics.

2.   Country teams

335.   Only 30 per cent of survey respondents from resident coordinator offices and 25 per cent from country teams assessed inter-agency cooperation on the Vienna Programme of Action to be effective at the country level.

336.   While there are no dedicated platforms for inter-agency coordination and cooperation on the Vienna Programme of Action at the country level in any landlocked developing country, 19 per cent of survey respondents from resident coordinator offices confirmed that means existed for country team members to share information, good practices and lessons learned in implementing the Vienna Programme of Action. This occurs through joint programmes, county team meetings, thematic working groups and issue-based coalitions.[52] For instance, for a joint programme by FAO, ILO and UNIDO in Ethiopia to develop edible oil value chains, each agency brought its own comparative advantage to address the whole value chain. FAO supported technical capacity development in production, UNIDO supported value addition in the middle stages and ILO supported workplace safety and marketing.

337.   Nevertheless, several challenges were highlighted by country team members that impeded effective inter-agency cooperation on the Vienna Programme of Action. Such challenges include: a territorial approach to work; a tendency to work in silos with an exclusive focus on each entity's own delivery; overlapping mandates and competition for funding, resulting in entities being reluctant to share plans and ideas due to fears of

---

[51] Four of the six key areas of SPECA correspond to the priorities of the Vienna Programme of Action, namely: (a) water, energy and environment; (b) sustainable transport, transit and connectivity; (c) trade; and (d) innovation and technology for sustainable development. SPECA also has working groups on water, energy and environment, transport, trade, statistics, innovation and technology for sustainable development, and gender and the Sustainable Development Goals.

[52] Country team members highlighted several instances of how they had successfully cooperated and coordinated to support implementation of the Vienna Programme of Action. These include: an inter-agency working group on transport connectivity and digital transformation in Tajikistan; joint work by ILO and the United Nations Capital Development Fund in Nepal to enhance innovative financing mechanisms; a joint programme by UNESCO, UNFPA and UNICEF in Mongolia to further ICT access in education; and a joint programme by six entities (FAO, the International Organization for Migration, UNFPA, UNHCR, UNODC and UN-Women) in the Niger to facilitate the reintegration of migrants.

usurpation; significant time investments needed to develop joint workplans that have a meaningful results framework; and a limited focus on country-level support by regional and subregional offices of United Nations system entities.

338.   United Nations entities without a physical presence highlighted multiple challenges in cooperating with country teams, namely: not being systematically included in the discussions and deliberations of country teams; lack of invitations and inadequate information on opportunities to engage in joint partnerships with resident agencies; lack of inclusion of entity contributions in country team reporting and common country analysis exercises; non-accreditation by the Governments of landlocked developing countries; and limited capacity to engage in-depth in any particular country.

339.   To address these deficits and further inter-agency coordination and cooperation on the Vienna Programme of Action at the country level, country teams and resident coordinator offices highlighted five key measures that needed to be taken (see box 10). The Inspector is of the view that these measures hold considerable merit and calls upon the Development Coordination Office and the resident coordinators in landlocked developing countries to deliberate upon the necessary ways and means to implement these measures in a timely manner.

Box 10: Measures to further inter-agency coordination and cooperation at country level

• Explicitly incorporate the Vienna Programme of Action into cooperation frameworks in landlocked developing countries, including its results groups, thematic groups and workplans;

• Share information on the priorities of the Vienna Programme of Action to inform the work of issue-based coalitions at the regional level;

• Integrate, where possible, the priorities of the Vienna Programme of Action into funding calls for projects developed through the Joint Sustainable Development Goals Fund, the United Nations trust fund for human security and the United Nations multi-partner trust fund;

• Increase awareness of country team members in landlocked developing countries of the technical expertise of United Nations entities without a physical presence, proactively engage them in planning processes and allow for their remote (virtual) participation in all relevant meetings;

• Utilize the expanded resident coordinator's office to build trust and advocate for joint actions among country team members on priorities of the Vienna Programme of Action and to ensure regularized communication with United Nations entities without a physical presence.

Source: interview responses from country teams and resident coordinator offices in landlocked developing countries.

---

340.   In the following chapter, the Inspector will focus in on the country level and assess the ways and means to improve support by country teams for the Governments of landlocked developing countries on the Vienna Programme of Action.

VIII. Support by country teams in landlocked developing countries on the Vienna Programme of Action

341. In the present chapter, the Inspector assesses the perspectives of national Governments of landlocked developing countries and the country team members engaged in supporting them on: the linkages between the Vienna Programme of Action and the national development needs of landlocked developing countries and the work of the country teams; areas in which support is most urgently needed by the Governments of landlocked developing countries; the means to better engage key actors in the work of country teams; the adequacy of cooperation between national Governments and country teams; the opportunities for enhanced support emanating from reform of the United Nations Sustainable Development Group; and the additional support that country teams need from their headquarters and regional offices to deliver better on the Vienna Programme of Action.

A. Linkages between the Vienna Programme of Action and the national development needs of landlocked developing countries

342. Based on interviews and written responses of representatives of 26 of the 32 landlocked developing countries, structural economic transformation (priority 5), energy and ICT infrastructure (priority 2 (a)), transport infrastructure (priority 2 (b)) and trade facilitation (priority 3 (b)) were highlighted as the most significant for national development needs by the majority of representatives. Table 6 demonstrates a high degree of consistency in priorities across the various regions. Nonetheless, the specific nature of the type of support needed varies across countries, reflecting national development needs and priorities.

Table 6
Priorities of the Vienna Programme of Action that are most significant to the development needs of landlocked developing countries

Priority	Burundi	Ethiopia	Malawi	Rwanda	South Sudan	Burkina Faso	Mali	Niger	Botswana	Eswatini	Lesotho	Zambia	Zimbabwe	Bolivia (Plurinational State of)	Paraguay	Afghanistan	Kazakhstan	Tajikistan	Bhutan	Lao People's Democratic	Mongolia	Nepal	Armenia	Azerbaijan	North Macedonia	Republic of Moldova	Total countries
1					X	X			X		X			X	X	X	X			X			X				10
2 (a)	X	X		X		X	X	X			X	X	X		X	X	X			X	X	X	X		X	X	18
2 (b)	X	X	X	X		X	X	X			X	X	X		X	X				X	X	X				X	16
3 (a)	X					X	X			X	X			X	X	X	X	X		X			X				12
3 (b)				X		X	X	X		X	X		X	X	X	X	X			X	X		X				14
4		X			X	X		X		X		X	X				X	X			X	X	X				12
5	X	X	X	X	X	X	X	X			X	X	X	X			X		X			X	X	X		X	18
6	X					X				X		X		X			X		X			X				X	9
Total	5	4	2	4	3	8	5	5	1	4	6	5	5	5	5	5	7	2	2	5	4	5	6	1	1	4	

Source: questionnaire and/or interview responses from the representatives of landlocked developing countries.

343. Box 11 below provides illustrative examples of the Vienna Programme of Action's overarching linkages with the development needs of the landlocked developing countries as a group.

Box 11: Examples of linkages between the priorities of the Vienna Programme of Action and the national development needs of landlocked developing countries

- **Priority 1.** Effective transit policy is critical: for Afghanistan and Armenia due to the transit and trade barriers with their neighbours; and for South Sudan whose economy is fully reliant on oil exports and needs reliable access to the sea to reach global markets;

- **Priority 2.** Transport infrastructure is critical: for Kazakhstan, Nepal and Zimbabwe given their specific vision to transform themselves from landlocked to land-linked countries; for Mali whose export diversification and access to international markets are handicapped by dilapidated infrastructure; and for the Lao People's Democratic Republic whose vulnerability to natural disasters, such as flooding, increases the need to ensure that transportation networks are developed and well maintained;

- **Priority 3.** International trade and trade facilitation are critical: for Lesotho to diversify exports by removing barriers to trade; for the Lao People's Democratic Republic to establish itself as a trade and communication link among countries in the region; for Burkina Faso to promote exports of local products through product certification and traceability policies and sound competition rules; and for Rwanda to address youth unemployment through the development and expansion of trade;

- **Priority 4.** Regional integration and cooperation are critical: for Armenia to develop itself as a bridge between Europe and Asia; for Burkina Faso, Eswatini, South Sudan and Zambia to access regional markets; and for Afghanistan and the Lao People's Democratic Republic to reduce transport costs to ports in neighbouring countries, which are higher than the costs of transporting from such ports to other continents;

- **Priority 5.** Structural economic transformation is critical: for Burundi and Mali to strengthen their production and marketing capacity to move past low value added exports; for Bhutan and Rwanda to build resilience to external shocks due to their dependence on undiversified exports; and for Kazakhstan and Zambia to stimulate job creation and increase foreign direct investment;

- **Priority 6.** Means of implementation is critical: for Bhutan to receive predictable support for its transition from least developed country to developing country status; for the Plurinational State of Bolivia and Burkina Faso, which struggle to mobilize resources for reforms and transformation; and for most landlocked developing countries whose national statistical capacities are inadequate to measure progress on implementing the Vienna Programme of Action.

Source: questionnaire and/or interview responses from representatives of landlocked developing countries.

B. Priority areas of the Vienna Programme of Action on which landlocked developing countries need urgent support from United Nations system entities and other development partners

344. With regard to the most urgent development needs of the landlocked developing countries for which support from the United Nations system and other development partners is needed, the representatives of the 26 landlocked developing countries highlighted a number of directives emanating from General Assembly resolutions on the Vienna Programme of Action and the midterm review and its political declaration that they considered should be addressed by the United Nations system on a priority basis between 2020 and 2024 (see box 12).

345. The most frequently cited directives include the following components of all six priorities: support for the development of transport corridors (priority 1); infrastructure and transport projects (priority 2 (a)); frameworks for ICT development (priority 2 (b)); trade policies and export strategies (priority 3); the leveraging of regional initiatives (priority 4); support for product diversification, value addition and industrialization (priority 5); the

strengthening of national statistical capacities, engagement of the private sector and enhancement of South-South and triangular cooperation (priority 6).

Box 12: Member States perspectives on priority areas of the Vienna Programme of Action that need urgent support

- **Priority 1:** facilitate the development of trade and transport corridors and border management (Azerbaijan, Bolivia (Plurinational State of), Botswana, Burkina Faso, Ethiopia, Mali, Mongolia, Nepal and Zimbabwe) and transit and customs cooperation (Armenia, Bolivia (Plurinational State of) and the Lao People's Democratic Republic), the reduction of before-the-border trade costs (Bolivia (Plurinational State of) and Burkina Faso) and the ratification and implementation of transit agreements (Botswana);

- **Priority 2 (a):** formulate and implement bankable infrastructure and transport development projects (Botswana, Burkina Faso, Burundi, Ethiopia, the Lao People's Democratic Republic, Lesotho, Mali, North Macedonia, the Republic of Moldova, Rwanda, Tajikistan and Zambia), close missing infrastructure links (Azerbaijan and Bhutan) and develop climate- and disaster-resilient transport infrastructure (Armenia and Burkina Faso);

- **Priority 2 (b):** develop policies, and legal and regulatory frameworks to support ICT development (Azerbaijan, Bhutan, Burkina Faso, Burundi, Nepal, Rwanda and Zambia), e-commerce readiness (Burkina Faso, Eswatini and Nepal) and infrastructure improvement for electricity generation, supply, transmission and distribution (Mali and Nepal);

- **Priority 3:** facilitate the development of trade policy and export strategies (Botswana, Burkina Faso, Lesotho, Rwanda and Tajikistan), the implementation of the Agreement on Trade Facilitation (Bolivia (Plurinational State of), Botswana, Burkina Faso and the Lao People's Democratic Republic), the improvement of market access for exports (Burkina Faso, Mali and South Sudan), a review of non-tariff measures (the Lao People's Democratic Republic) and improvement of governance and monitoring of trade facilitation (the Lao People's Democratic Republic);

- **Priority 4:** leverage regional initiatives (Burkina Faso, Lesotho, the Republic of Moldova, Tajikistan and Zimbabwe), integrate into regional and global value chains (Burkina Faso and Nepal) and further regional industrial development (Kazakhstan);

- **Priority 5:** support product diversification, value addition and industrialization (Bhutan, Botswana, Burkina Faso, Burundi, Eswatini, Kazakhstan, South Sudan, Zambia and Zimbabwe), climate change adaptation (Armenia, Bhutan, Botswana, Burkina Faso, Kazakhstan, Mongolia, South Sudan and Zambia), investment in research and development (Armenia and Burkina Faso), the development of special economic zones (Burundi and Zimbabwe), micro-, small and medium-sized enterprises (Burkina Faso and the Republic of Moldova), science, technology and innovation (Eswatini and Nepal), technology and research funds (the Republic of Moldova) and the reform of the tax regime and a reduction in the cost of doing business (Burkina Faso);

- **Priority 6:** strengthen national statistical capacities (Botswana, Burkina Faso, Eswatini, Kazakhstan, the Republic of Moldova and Zimbabwe) and further private sector engagement (Bolivia (Plurinational State of), Botswana, Burkina Faso, Burundi and Kazakhstan), South-South and triangular cooperation (Bhutan, Bolivia (Plurinational State of), Burkina Faso and Eswatini), aid for trade (Burkina Faso, Eswatini and Lesotho), foreign direct investment (Bolivia (Plurinational State of), Burkina Faso and Eswatini) and public-private partnerships (Eswatini and Zimbabwe) and assist landlocked developing countries graduate from the status of least developed country (Bhutan and the Lao People's Democratic Republic).

Source: questionnaire and/or interview responses from the representatives of landlocked developing countries.

---

346. These needs were reaffirmed by the United Nations system entities operating in the landlocked developing countries, with 80 to 90 per cent of survey respondents from resident coordinator offices and 57 to 64 per cent of survey respondents from country teams

considering all six priorities of the Vienna Programme of Action to be areas on which the national Government needed urgent support.

C. Relevance of the Vienna Programme of Action to the work of country teams in landlocked developing countries

347.   While in the previous section, the Inspector makes clear the linkages between the Vienna Programme of Action and the national development needs of landlocked developing countries, it is also important to assess whether these linkages are reflected in the work of the country teams in landlocked developing countries. Some 94 per cent of survey respondents from resident coordinator offices and 69 per cent of survey respondents from country teams considered the Vienna Programme of Action to be relevant to the national development needs of the landlocked developing country in which they operated.

348.   As table 7 illustrates, 82 per cent of survey respondents from resident coordinator offices also considered the Vienna Programme of Action to be relevant to the work of their country teams, while 73 per cent of survey respondents from country teams considered it to be relevant to the work of their own country office or programme. When assessed by individual priorities, 69 per cent or more of survey respondents from both surveys considered all of the priorities of the Vienna Programme of Action to be relevant to their work.

Table 7
Relevance of the Vienna Programme of Action to the work of United Nations system entities in landlocked developing countries
(Percentage)

Priority	Resident coordinator offices: for the overall work of the country team		Country team members: for country office/programme	
	Relevant	Not relevant	Relevant	Not relevant
Overall	82	10	73	15
1 (transit policy)	82	13	69	18
2 (a) (transport infrastructure)	72	23	72	18
2 (b) (energy and ICT infrastructure)	87	10	69	21
3 (a) (international trade)	85	10	70	19
3 (b) (trade facilitation)	85	13	69	20
4 (regional integration)	85	13	78	12
5 (structural economic transformation)	82	15	74	15
6 (means of implementation)	74	11	70	17

Source: survey responses from resident coordinator offices in landlocked developing countries.

349.   Despite acknowledging the relevance of all priorities in their work, this remains principally at the conceptual level as none of the interviewed country teams in landlocked developing countries (31 out of 32) have developed any actions plans or strategies to implement the Vienna Programme of Action at the national level. Additionally, few have reflected or incorporated all the priorities in their cooperation frameworks.
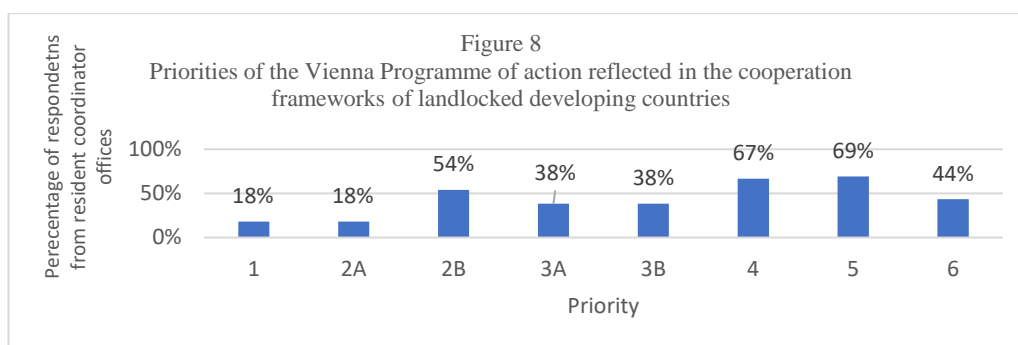
Figure 8
Priorities of the Vienna Programme of action reflected in the cooperation frameworks of landlocked developing countries

Source: survey responses from resident coordinator offices in landlocked developing countries.

350.   As can be seen from figure 8, only energy and ICT infrastructure (priority 2 (b)), regional integration and cooperation (priority 4) and structural economic transformation (priority 5) are mentioned by a majority of survey respondents from resident coordinator offices in landlocked developing countries as being reflected (directly or indirectly) in their cooperation frameworks.

351.   Based on interviews with country teams in landlocked developing countries, only five country teams[53] were of the view that the priorities of the Vienna Programme of Action were fully embedded in their cooperation frameworks, due to their immediate relevance to national development needs. Some 13 country teams[54] noted that some of the priorities were indirectly reflected in their cooperation frameworks within results frameworks, outcomes and outputs. Another seven country teams[55] noted inadequate, limited or no reflection of the priorities in their cooperation frameworks.

352.   Most country team members readily acknowledged that the Vienna Programme of Action was not explicitly considered, either in carrying out common country analyses or in developing cooperation frameworks. They attributed that to a lack of sufficient knowledge and awareness of the Vienna Programme of Action, as well as a lack of explicit directives from host country Governments to consider it in the development of cooperation frameworks. One notable exception was Paraguay, where the country team noted that it had received explicit requests from the Government to consider the Vienna Programme of Action in developing the cooperation framework.

353.   Several country team members and resident coordinators noted that the JIU review, through electronic surveys and interviews, represented the first serious instance of their attention being drawn to the importance of the Vienna Programme of Action. Members of 11 country teams[56] noted that they would now potentially consider the Vienna Programme of Action when carrying out common country analyses to develop new cooperation frameworks and update existing ones.

354.   To better address the Vienna Programme of Action in their work, country teams noted the need for support to:

• Better understand the content and implications of the Vienna Programme of Action;

• Conduct situational analysis of the implications of being a landlocked developing country;

• Identify appropriate entry points for the Vienna Programme of Action within the overall development needs of landlocked developing countries;

---

[53] Ethiopia, Kazakhstan, Kyrgyzstan, Malawi and Rwanda.
[54] Armenia, Bolivia (Plurinational State of), Botswana, Burkina Faso, Burundi, Central African Republic, Mali, Nepal, North Macedonia, Tajikistan, Turkmenistan, Zambia and Zimbabwe.
[55] Azerbaijan, Eswatini, Lao People's Democratic Republic, Lesotho, Mongolia, Republic of Moldova and South Sudan.
[56] Afghanistan, Bolivia (Plurinational State of), Botswana, Kazakhstan, Nepal, Niger, Republic of Moldova, Rwanda, Tajikistan, Zambia and Zimbabwe.

- Integrate and map the country cooperation framework to the Vienna Programme of Action;

- Embed global action plans in national development priorities;

- Focus on the regional aspects of the Vienna Programme of Action within programming cycles;

- Identify regional and global forums related to the Vienna Programme of Action to raise its profile and visibility;

- Utilize the United Nations reform process to increase joint products and advocacy on the Vienna Programme of Action.

D. Adequacy of cooperation between national Governments and country teams on the Vienna Programme of Action

355.   The majority of country teams and Governments of landlocked developing countries rated their cooperation on the implementation of global development agendas, including the Vienna Programme of Action, to be positive and constructive, highlighted by long-standing relations, regular formal and informal dialogue and a willingness to readily engage on identified needs. In this context, they identified 10 good practices that contributed to their mutually constructive relations. These are outlined in box 13.

Box 13: Good practices contributing to constructive cooperation between country teams and the Governments of landlocked developing countries

Government ownership, leadership and demand

- Government ownership and leadership of programmes facilitates bringing partners together;

- Genuine government demand for support from the country team propels its work forward.

Accessibility and receptiveness of the Government

- Ready and regular access by resident coordinators and agency heads to the highest levels of Government furthers buy-in and understanding of United Nations system work;

- Receptive Governments that view the United Nations system as a source of technical advice and assistance (rather than as donors) helps to tailor expectations and exploit the strengths of agencies.

Joint consultation

- Consultation by country teams with a broad range of government entities in developing cooperation frameworks helps to ensure their relevance and further buy-in;

- Joint chairing of national development coordination structures by resident coordinators and senior government officials helps to further mutual appreciation of challenges and roles.

Joint work

- Joint preparation of national midterm reports on the Vienna Programme of Action and national development strategies facilitates linking global development agendas to national development priorities;

- Joint conduct of scoping and needs assessment exercises prior to launching projects ensures participation and ownership by users and beneficiaries.

Cost and resource sharing

• Embedding United Nations system staff in line ministries facilitates mutual trust and cooperation;

• Cost sharing with Governments in implementing development plans and programmes furthers joint ownership and accountability.

Source: interview responses from country teams in landlocked developing countries and questionnaire and/or interview responses from the representatives of landlocked developing countries.

---

356. Despite the positives, only 22 per cent of survey respondents from resident coordinator offices in landlocked developing countries indicated that their country teams had supported national Governments in developing national or sectoral action plans, programmes and strategies to implement the Vienna Programme of Action. Of those that had engaged, 50 per cent considered the engagement of national Governments with country teams on the subject matter to be adequate.

357. Country teams highlighted 15 key challenges that limited their ability to cooperate constructively with the Governments of landlocked developing countries on the implementation of the Vienna Programme of Action. These challenges are related to a multitude of shortcomings (e.g. as regards behaviour, planning and organization, capacity, access and response) as outlined in box 14 below.

Box 14: Challenges to cooperation between country teams and Governments of landlocked developing countries

Crises

• Multidimensional crises (armed conflict, drought, natural disasters, terrorism etc.) limit the ability of Governments to focus on the medium- and long-term objectives of the Vienna Programme of Action.

Attitudes

• Hesitancy among Governments to get on board with global development agendas;

• Forum-shopping whereby Governments approach United Nations agencies separately on specific needs;

• Discomfort within Government to hold each other to account due to personal relationships;

• Sensitivity to certain United Nations system agendas (human rights and gender equality) exacerbated by lapses by the country team in proper communication of its work.

Planning and organization

• Absence of national development plans or programmes that explicitly factor in the Vienna Programme of Action;

• Non-implementation of plans by Governments resulting in subutilization of resources;

• Diffused and siloed approach to work by different government departments on the Vienna Programme of Action.

Capacity

• Limited competence in government ministries to manage aid, impeding effective spending;

• Limited soft skills in Governments transitioning from highly centralized structures;

• High turnover within Governments, leading to loss of institutional memory on the Vienna Programme of Action.

Access and response

• Lack of access to data and information due to closed and opaque national systems;

- Limited access to Governments due to hierarchical structures;

- Unwillingness of Governments to engage the United Nations system in discussions on key infrastructure issues;

- Slowness in government responses due to deeply rooted culture of consultation;

- Sidelining of sound technical advice from the United Nations system due to immediate political objectives.

Source: interview responses from country teams in landlocked developing countries.

358.   To improve collaboration and cooperation at the country level, representatives of landlocked developing countries and country teams highlighted the need for the Governments of landlocked developing countries to:

- Further national ownership of the Vienna Programme of Action and engage transit countries on dialogue related to it;

- Ensure that United Nations agencies have the latitude to work on key priority areas at the country level;

- Organize annual brainstorming of middle-ranking officials from line ministries with country teams to discuss emerging challenges related to the Vienna Programme of Action and gauge available United Nations system support;

- Ensure that skills are adequately transferred from donors and development partners to recipients.

359.   Additionally, country teams in landlocked developing countries are recommended to take the following action, among others, to improve country-level cooperation:

- Consult with Governments to see how the Vienna Programme of Action fits into the Sustainable Development Goals and national development priorities and help them to mainstream it;

- Improve communication on their work, complementarities and value added as country teams;

- Work in tandem with national budget offices to better understand how budgets relate to the Vienna Programme of Action and with finance ministries to mobilize resources for the Vienna Programme of Action;

- Serve as advisory (rather than lecturing) institutions to Governments;

- Focus on a few key initiatives in a big way rather than numerous micro-initiatives.

E.   Engaging key actors in the work of country teams in landlocked developing countries

360.   Based on data received from the resident coordinator offices in each of the 32 landlocked developing countries, there are 20 or more United Nations system entities and development partners participating in the country team in 27 of the 32 landlocked developing countries, while the remaining 5 country teams have 13 or more members. A full mapping of the constituent members of each country team in the 32 landlocked developing countries can be found in annex IX.

361.   While the numbers indicate a healthy United Nations system presence in most landlocked developing countries, the actual number of resident agencies in 31 landlocked developing countries (all except Ethiopia) is considerably lower, due to the large number of entities without a physical presence in country teams. As noted in chapter VII, the engagement of entities without a physical presence remains considerably limited, due to their limited ground presence with a few project personnel and to inadequacies in systematically engaging them in the work of country teams.

362.   Noteworthy is the absence or very limited presence of eight key entities in the country teams in the 32 landlocked developing countries, despite the critical role that they can and do play (see annexes IV and V) in supporting landlocked developing countries to meet some of their most pressing development needs related to the Vienna Programme of Action. As highlighted in table 8, while each provides support to more than half the landlocked developing countries, six are present in less than a quarter of the country teams in the landlocked developing countries.

	Department of Economic and Social Affairs	ITC	ITU	Technology Bank for the Least Developed Countries	UNCTAD	United Nations Office for South-South Cooperation (UNOSSC)	UN-OHRLLS	WIPO
Landlocked developing countries supported	21	31	23	17	25	17	32	18
Priorities supported	3	5	3	2	6	2	6	1
Presence in country teams	0	11	4	0	12	0	1	0

Table 8
Presence of key entities in country teams

Source: questionnaire responses from JIU participating organizations and data provided by resident coordinator offices from the 32 landlocked developing countries.

363.   The Inspector is of the view that involving and engaging these key entities in the work of country teams in landlocked developing countries will expand the space and scope for country teams to access much-needed expertise to address some of the urgent needs highlighted by the Governments of landlocked developing countries. It will also allow for entities already providing support to landlocked developing countries, but hitherto unrepresented in country teams, to garner greater visibility for their work and benefit from potential synergies through joint initiatives with country team members.

364.   In this context, the Inspector calls upon the executive heads of United Nations system organizations to ensure that their organizations are members of, and regular and active participants in, the country teams in the landlocked developing countries that they are providing support to.

F.   Opportunities for enhanced country-level support emanating from reform of the United Nations development system

365.   Reform of the United Nations development system, initiated in 2018 through General Assembly resolution 72/279, provides considerable scope for country teams to offer enhanced support for implementation of the Vienna Programme of Action. Foremost among the opportunities highlighted by United Nations system entities is the strengthening of the role of the resident coordinator.

366.   Reform has allowed for full-time resident coordinators and strengthened resident coordinator offices to draw together the entire range of United Nations system resources to address national needs. This includes better mobilization of country teams in integrated planning, better information-sharing, less duplication, more tailored responses to national needs and better pooling of resources for greater impact.

367.   For instance, creating a post for an economist in each office allows for an assessment of the opportunities to tie the Vienna Programme of Action to the cooperation framework. A strengthened office also provides the opportunity to bring together more United Nations

system actors and development partners to work on issues related to the Vienna Programme of Action and to use it to inform thinking on common country analysis.

368.   Reform has also led to an increase in the engagement of United Nations system entities without a physical presence in the work of country teams, as it provides a better entry point for them to offer their instruments, tools and standards to landlocked developing countries. Reform has also enabled a new generation of cross-border programming, through the incorporation of cross-border elements within common country analyses and cooperation frameworks. This holds considerable promise in supporting landlocked developing countries to address the complex transit challenges that necessitate the engagement of neighbouring countries.

369.   Regional commissions have welcomed the regional collaborative platforms emanating from the reforms as means to better design and implement country-specific activities to support implementation of the Vienna Programme of Action, enhance regional coordination among members of the United Nations Sustainable Development Group and increase cross-fertilization among regional commissions.

370.   The Inspector is of the view that the resident coordinators are well positioned through the reform process to make full use of their strengthened capacity and convening power to implement the country-level measures outlined in the present review, in order to better support implementation of the Vienna Programme of Action.

G.   Support needed by country team members from their headquarters and regional offices in implementing the Vienna Programme of Action

371.   As part of the reform process, country teams in landlocked developing countries commended the support received from the Development Coordination Office, in particular, setting up a support network for resident coordinator offices and creating hundreds of new posts for such offices. They also welcomed the Development Coordination Office's provision of expertise and technical guidance at all stages of the preparation of common country analyses and cooperation frameworks, as well as its support for the establishment of pooled local funds for sustainable development.

372.   In terms of additional support needed from United Nations system entities and offices at the regional level on implementation of the Vienna Programme of Action, country teams highlighted the need to better utilize regional platforms to provide technical support on matters related to the Vienna Programme of Action, including the creation of a dedicated regional platform to support landlocked developing countries to transition from landlocked to land-linked countries. They also called for better sharing of knowledge and expertise between regional offices and country offices on the priorities of the Vienna Programme of Action within their areas of competence. Regional commissions, in coordination with UN-OHRLLS, were called upon to share the outcomes of their discussions on existing opportunities to implement the Vienna Programme of Action.

373.   Country teams in landlocked developing countries also highlighted the need for better support from their counterparts at the headquarters level, in particular, by taking 10 key measures to facilitate country-level support to implement the Vienna Programme of Action. These measures are outlined in box 15.

Box 15: Support needed by country teams in landlocked developing countries from their headquarters

Planning and directives

• Ensure explicit references to the Vienna Programme of Action in the guidance emanating from the Deputy Secretary-General and the United Nations Sustainable Development Group for country teams;

• Ensure greater understanding and appreciation of the importance of the Vienna Programme of Action by regional offices;

• Create space for country teams to address the Vienna Programme of Action through its inclusion in planning cycles and tools.

Substantive and analytical support

• Compile laws and regulations related to the Vienna Programme of Action so that country teams can identify gaps in national laws and address them accordingly with the Governments of landlocked developing countries;

• Strengthen vertical collaboration through support for country teams to ensure adequate reflection on the Vienna Programme of Action in the conduct of common country analysis;

• Provide advice and guidance on set-ups and procedures for implementation of the Vienna Programme of Action.

Communication and information-sharing

• Ensure that headquarters units dealing with the priorities of the Vienna Programme of Action inform country offices of any relevant programming undertaken in relation to the Vienna Programme of Action;

• Create an online repository to enable the exchange of lessons learned between country teams on how to address issues related to the financing of global action plans such as the Vienna Programme of Action.

Resource mobilization and partnerships

• Identify opportunities for South-South cooperation on implementation of the Vienna Programme of Action, as well as champions to provide seed funding for initiatives related to the Vienna Programme of Action;

• Create a small funding mechanism available to country teams dealing with landlocked developing country issues, managed through the United Nations multi-partner trust fund.

Source: interview responses from country teams in landlocked developing countries.

374.   The Inspector is of the view that all the aforementioned measures and proposals hold considerable merit and calls upon the relevant actors in the United Nations Sustainable Development Group to deliberate upon ways and means to implement these measures in a timely manner.

375.   Given the strong emphasis throughout the Vienna Programme of Action on the role that development partners beyond the United Nations system can and must play in order to achieve success in its implementation, in chapter IX the Inspector focuses on ways and means for the United Nations system to better engage such partners on the priorities of the Vienna Programme of Action on which they have a comparative advantage, in order to complement and reinforce the efforts of the United Nations system.

IX. Furthering the engagement of external development partners on implementation of the Vienna Programme of Action

376. Throughout the Vienna Programme of Action, numerous General Assembly resolutions, the midterm reviews and the political declaration adopted as follow-up, there are repeated calls and emphasis placed upon the fact that landlocked developing countries require support, both from United Nations system entities and a range of other development partners, in order to have a conceivable chance of success in its implementation.

377. These development partners include: international organizations (e.g. the World Bank, WTO, the World Customs Organization and the Common Fund for Commodities (CFC)), regional development banks, regional economic integration organizations, regional and subregional organizations, the private sector (e.g. transport business associations and ICT companies) and donors. The Vienna Programme of Action necessitates their engagement through implementation arrangements that include technical cooperation and financing support, public-private partnerships, foreign direct investment, regional aid for trade, South-South cooperation and North-South cooperation, among others.

378. It was in this context that JIU reached out to 37 development partners outside the United Nations system, of which 25 provided responses, either in writing or through interviews (see chap. I). All these entities were identified in the reports of the Secretary-General on implementation of the Vienna Programme of Action as having been engaged in supporting one or more of the priority areas of the Vienna Programme of Action.

379. In this chapter, the Inspector identifies the key development partners on the Vienna Programme of Action and their areas of expertise thereon. It also provides a mutual assessment by United Nations system entities and development partners of each other's areas of strengths on the Vienna Programme of Action, the challenges faced in collaborating and cooperating with each other and the measures that need to be taken to attain more effective engagement.

A. Key development partners and areas of expertise on the Vienna Programme of Action

380. United Nations system entities identified 33[57] international, regional and subregional organizations and national entities (development agencies and other State institutions) in 16 countries[58] with which they collaborated on the priorities of the Vienna Programme of Action. Additionally, while not specifically identifying the name of the partner institution, several United Nations system entities noted that they also collaborated with academic institutions, community-based action groups, employers and worker associations, international financial institutions, multilateral development banks, NGOs and the private sector.

381. At the country level, as indicated in the survey responses from resident coordinator offices in landlocked developing countries (see figure 9), country teams' cooperation with development partners was most frequent on priorities 4 (regional integration and cooperation)

---

[57] ADB, AfDB, the African Forest Forum, the African Union Commission, the African Union Development Agency, the ASEAN Centre for Energy, the Asian Disaster Preparedness Centre, the Caribbean Community, CFC, the Clean Cooking Alliance, ECO, the Economic Community of West African States, the European Union, the International Federation of Freight Forwarders Associations, the Global Alliance for Trade Facilitation, the Global Environment Facility, the Global Green Growth Institute, ICC, the International Energy Agency, IMF, IRU, the Islamic Development Bank, the International Union for Conservation of Nature and Natural Resources, the International Renewable Energy Agency, ITTLDC, the Nippon Foundation, OECD, OSCE, South Asia Centre for Policy Studies, South Asian Association for Regional Cooperation, WCO, World Bank Group and WTO.

[58] Austria, China, Finland, Germany, Italy, Kazakhstan, Lao People's Democratic Republic, Japan, Netherlands, Norway, Republic of Korea, Russian Federation, Rwanda, Sweden, Switzerland and Thailand.

and 5 (structural economic transformation), and least frequent on priorities 1 (transit policy) and 2 (a) (transport infrastructure).
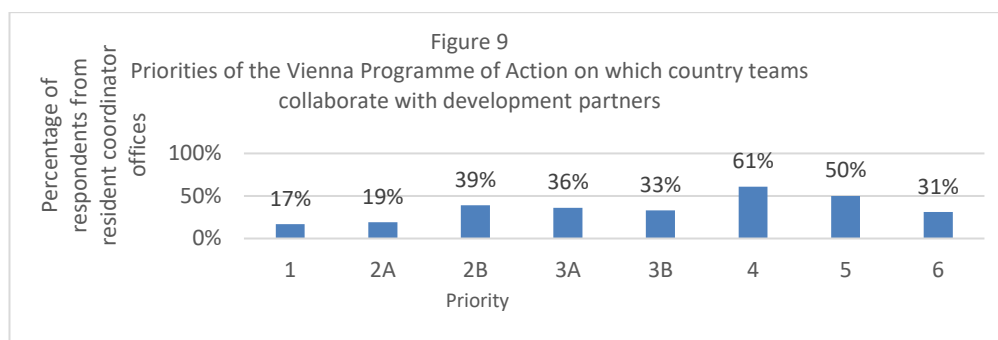
Figure 9
Priorities of the Vienna Programme of Action on which country teams collaborate with development partners

Priority	1	2A	2B	3A	3B	4	5	6
Percentage	17%	19%	39%	36%	33%	61%	50%	31%

Source: survey responses from resident coordinator offices in landlocked developing countries.

382. In terms of areas of expertise, the 25 development partners that provided responses to JIU identified the priorities of the Vienna Programme of Action in table 9 as the ones that they considered themselves well placed to provide effective support on given their mandates. Trade facilitation (15 entities) and transit policy (13 entities) were identified as areas of expertise by a majority of the 25 entities, while structural economic transformation (5 entities) and means of implementation (3 entities) were identified as areas of strength by only 5 entities or less.

383. For a detailed justification of why the development partners identified the priorities in table 9 as areas of expertise, see items 4 and 5 of the complementary paper on initiatives related to the Vienna Programme of Action successfully supported by such development partners and the measures taken by them to address General Assembly directives on the Vienna Programme of Action.

Table 9
Priorities of the Vienna Programme of Action identified by development partners as areas of expertise

Entity	Priority							
	1	2 (a)	2 (b)	3 (a)	3 (b)	4	5	6
ADB			X			X	X	
AfDB	X	X	X	X	X	X		
African Union Commission	X	X	X					
AIIB		X	X					
ASEAN secretariat	X							
Black Sea Economic Cooperation Organization	X		X					
CAF						X		
CFC							X	
EBRD				X	X			
ECO	X		X		X	X		
IADB								
ICC						X		
ICTD	X	X		X	X	X		X
IMF				X	X	X		
International Coordinating Council on Trans-Eurasian Transportation				X		X		
IRU	X					X		
ITTLLDC	X	X	X	X	X	X	X	X
NCTTCA	X	X			X	X		
OECD						X	X	
OSCE	X					X		
SADC		X	X	X	X			

Table 9
Priorities of the Vienna Programme of Action identified by development partners as areas of expertise

Sustainable Energy for All (SE4ALL)			X				
TRACECA	X	X	X		X		
WCO	X			X	X		
WTO	X			X	X		X

Source: questionnaire responses from and interviews with development partners.

384. Several United Nations system entities highlighted ITTLLDC as a key entity for better engagement in the future, given its exclusive focus on landlocked developing countries and its ability to undertake analytical work on all priority areas of the Vienna Programme of Action. While noting that the in-house research capacity of ITTLLDC is limited, its strength lies in its ability to serve as an intermediary to mobilize its extensive research network to prepare analysis on key challenges related to the Vienna Programme of Action.

B. Mutual assessment by United Nations system entities and development partners of each other's areas of strengths in relation to the Vienna Programme of Action

385. United Nations system entities, as well as representatives of landlocked developing countries, highlighted a number of reasons why development partners were particularly well placed to complement United Nations system efforts to implement the Vienna Programme of Action. These include:

- Priority 1 (transit policy): expertise in transit transport corridor management, including policy dialogue and implementation efforts on logistics and regional integration (e.g. ICTD, IRU and WCO);

- Priority 2 (infrastructure development and maintenance): ability to mobilize resources to finance capital-intensive hard and soft infrastructure projects in transport, energy and ICT sectors through loans and investments to complement policy and technical assistance from the United Nations system (e.g. international financial institutions and multilateral development banks);

- Priority 3 (international trade and trade facilitation): expertise in dealing with the rules of trade between nations and the means to develop the tools of trade (e.g. WTO);

- Priority 4 (regional integration and cooperation): ability to serve as trusted, neutral intermediary to address sensitive cross-border challenges and further regional integration (e.g. regional and subregional organizations);

- Priority 5 (structural economic transformation): ability to serve as a key driver for employment generation and provide innovative financing for cutting-edge solutions to development challenges (e.g. the private sector);

- Priority 6 (means of implementation): ability to mobilize financial, technical, and technological resources to fill gaps in public sector spending (e.g. international financial institutions, multilateral development banks and the private sector) and perform an oversight function from a beneficiary's perspective (e.g. community-based organizations).
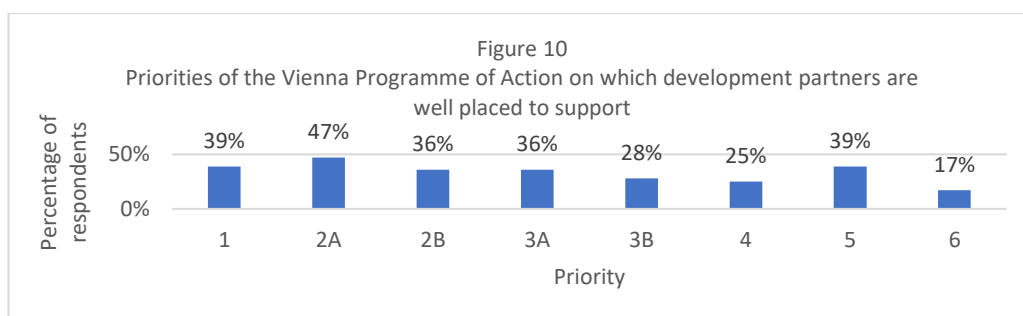
Figure 10
Priorities of the Vienna Programme of Action on which development partners are well placed to support

Source: survey responses from resident coordinator offices in landlocked developing countries.

386. At the country level, 47 per cent of survey respondents from resident coordinator offices in landlocked developing countries identified transport infrastructure as the area development partners were better placed to support (relative to United Nations system entities), while 36 to 39 per cent also identified transit policy, energy and ICT infrastructure, international trade and structural economic transformation (see figure 10).

387. For their part, development partners highlighted the following reasons to explain why United Nations system entities were well placed to serve as partners in collaboration on implementation of the Vienna Programme of Action:

- Better placed to provide support that requires intergovernmental coordination, due to their experience in establishing inter-jurisdictional policy dialogue and international standards and guidelines in areas such as transit, international trade and trade facilitation;

- Better placed though resident coordinator offices to assist landlocked developing countries to improve regulatory and investment conditions and enable investment;

- Better placed to promote information-sharing across regions.

C.   Challenges to coordination and cooperation and means for improvement

388. Despite the clear recognition of each other's comparative advantages and areas of expertise on the Vienna Programme of Action, United Nations system entities at the country level highlighted 11 key challenges that impeded their effective coordination and cooperation with development partners on support for the Vienna Programme of Action. These challenges are outlined in box 16.

Box 16: Challenges faced by country teams in cooperating with development partners on the Vienna Programme of Action

Unstructured and inadequate engagement

- Cooperation not linked to the Vienna Programme of Action and no forum for coordinated action on the subject matter;

- Non-existence of aid and/or development coordination policies for certain landlocked developing countries;

- Key development partners with capacity to support implementation of the Vienna Programme of Action are not involved in drafting cooperation frameworks in certain landlocked developing countries;

- Engagement of country teams by multilateral development banks in certain landlocked developing countries is limited to initiatives related to the Vienna Programme of Action being announced rather than actively consulted upon.

Limited or diminishing pool of development partners

• Departure of certain development partners from landlocked developing countries following graduation from least developed country status, despite the priorities of the Vienna Programme of Action not being well addressed;

• Limited pool of development partners operating in landlocked developing countries with small populations;

• Lack of professional NGOs in smaller landlocked developing countries and lack of genuine civil society organizations in landlocked developing countries with highly centralized political structures to serve as partners.

Divergences in priorities and principles and political considerations

• Not all multilateral development banks place preconditions on ensuring equity and inclusion, particularly on gender and human rights, when approving financing, which makes United Nations system entities hesitant to engage with some banks on certain sensitive issues;

• Divergent views among traditional western donors and certain subregional organizations and transit countries on the relevance of addressing certain priorities of the Vienna Programme of Action;

• Disagreements on integrated financing frameworks and debt relief among country teams and international financial institutions in certain landlocked developing countries;

• Absence of lending portfolios by international financial institutions in certain landlocked developing countries due to political dimensions, strained relations and debts.

Source: interview responses from country teams in landlocked developing countries.

389. For their part, while development partners were generally keen to expand their engagement with United Nations system entities on matters related to the Vienna Programme of Action, they also highlighted eight key challenges that impeded effective collaboration and cooperation. These are detailed in box 17.

Box 17: Challenges faced by development partners in cooperating with United Nations system entities on the Vienna Programme of Action

Inadequate and uncoordinated engagement and overreach

• Collaboration largely limited to formal meetings, statements and reporting, rather than genuine dialogue, with few initiatives that are jointly designed, implemented and monitored;

• Siloed approach to work, leading to development partners being approached separately by different United Nations system entities for conversations on the same topic;

• Overreach by the United Nations system to influence issues on which decisions are made elsewhere, resulting in the creation of parallel processes.

Divergences in approaches and financial reporting structures

• Contrasting focus, with multilateral development banks and international financial institutions focusing on the present and practical, while United Nations system entities deal more with aspirational components;

• Broad global view and approach of United Nations system entities not always aligned with the specific country or regional focus of regional and subregional organizations;

• Lack of synchronization between the financial reporting requirements of United Nations system entities and regional and subregional organizations.

> **Reporting and information sharing challenges**
>
> • High turnover rate in country teams in landlocked developing countries resulting in knowledge loss;
>
> • Lack of a centralized system to access data and information on initiatives related to the Vienna Programme of Action undertaken by country teams in landlocked developing countries.
>
> *Source*: questionnaire responses from and interviews with development partners.

390.   As indicated in the challenges identified, both United Nations system entities and development partners consider limitations on their modalities for engagement and divergences in their approaches to be key challenges. To address the challenges, United Nations system entities, development partners and representatives of landlocked developing countries highlighted the need to take 15 measures in the following five areas detailed in box 18.

Box 18: Measures to improve coordination and cooperation between United Nations system entities and development partners on the Vienna Programme of Action

Acknowledge and utilize respective areas of strength

United Nations system entities should:

• Engage development partners that enjoy a higher level of political dialogue with Governments to address issues related to value chains and transboundary matters;

• Engage with regional economic communities to assist with strengthening national and regional ownership of the programme for landlocked developing countries and promote exchanges between nations as well as local ownership of processes and actions;

• Engage the private sector as partners, rather than as financial donors, to further implementation of the Vienna Programme of Action at the country level.

Development partners should:

• Apply a multilateral and normative perspective when assessing how to engage with the United Nations system on programmatic issues.

Formalize means of cooperation

United Nations system entities should:

• Develop memorandums of agreement for collaboration with development partners with expertise on matters related to the Vienna Programme of Action;

• Expand the membership of IACG to include all relevant development partners with expertise on the priority areas of the Vienna Programme of Action.

Development partners should:

• Engage with the Development Coordination Office globally and resident coordinators at the country level to assess the means of deepening partnerships with country teams in landlocked developing countries and provide capacity support to resident coordinators and country teams to better leverage opportunities for direct engagement at the country level.

Further communication and information sharing

United Nations system entities should:

• Capture the anticipated or pledged contributions of development partners on the Vienna Programme of Action through ad hoc global and national-level road maps;

• Further regularized exchanges with development partners through solutions-oriented platforms, such as global forums, donors' round tables, online platforms and knowledge networks.

Further joint, studies, workshops, technical assistance and funding

United Nations system entities and development partners should:

• Base their cooperation on the potential for significant operational-level complementarity, based on additional financing, knowledge, expertise and institutional resources;

• Conduct joint feasibility studies on potential projects related to the Vienna Programme of Action to invoke donor interest;

• Hold joint technical workshops on common areas of expertise and develop joint knowledge products;

• Promote joint funding for technical assistance programmes and activities.

Further advocacy

United Nations system entities should:

• Intensify advocacy efforts to convince multilateral development banks and international financial institutions to allocate specific funding to landlocked developing countries, since many do not recognize landlocked developing countries in their disbursements;

• Promote awareness of the accomplishments related to the Vienna Programme of Action attained through existing public-private partnerships to incentivize the use of such collaborative mechanisms.

Source: questionnaire responses from or interviews with development partners, country teams in landlocked developing countries and representatives of landlocked developing countries.

---

391.   The Inspector is of the view that all 15 aforementioned measures hold considerable merit and calls upon the relevant actors in the United Nations Sustainable Development Group to deliberate upon ways and means to engage with pertinent development partners to implement these measures in a timely manner.

Annex I

Methodology of the review

A. Desk review

1.   A desk review was done of mandates, resolutions, reviews, reports and publications pertaining to the Vienna Programme of Action and its implementation.[1] Information from the desk review was used to develop a detailed background paper on design and plan for data collection, analysis and budgeting.

B. Corporate and follow-up questionnaires to JIU participating organizations

2.   A corporate questionnaire requesting organization-level information was administered to all 28 JIU participating organizations, four regional commissions (ECA, ECE, ECLAC and ESCAP) and UN-OHRLLS. The questionnaires sought both factual information and opinions on key issues of the Vienna Programme of Action addressed at the organizational level.

3.   In all instances, responses were received from the established JIU focal points in each entity, who collated their responses from the offices that they considered best suited to provide an overarching view of their entity's work on the Vienna Programme of Action. The data and information received can thus be considered as representative of the entities' work on the Vienna Programme of Action.

4.   Seventeen JIU participating organizations [2] and the United Nations Secretariat provided detailed substantive responses to the corporate questionnaire. From the Secretariat, responses were received from four regional commissions,[3] the Development Coordination Office, six offices within the Department of Economic and Social Affairs,[4] UN-OHRLLS, the Office of Legal Affairs/Division for Ocean Affairs and the Law of the Sea, the Office of the Special Adviser on Africa and the Technology Bank for the Least Developed Countries.

5.   In order to seek clarity or further elaboration on responses to the corporate questionnaire with responding JIU participating organizations, individually tailored follow-up questionnaires were administered and interviews were conducted. Follow-up

---

[1] Key documents for desk review included: (a) the first United Nations Conference on Landlocked Developing Countries and its outcome document (Almaty Programme of Action); (b) the second United Nations Conference on Landlocked Developing Countries and its outcome document (Vienna Programme of Action); (c) the Livingstone Call for Action for the Accelerated Implementation of the Vienna Programme of Action for Landlocked Developing Countries; (d) reports of the Secretary-General on implementation of the Vienna Programme of Action (2015–2020); (e) General Assembly resolutions on follow-up to the second United Nations Conference on Landlocked Developing Countries (2015–2020); (f) regional-level midterm reviews and reports on implementation of the Vienna Programme of Action; (g) Political Declaration of the High-level Midterm Review on the Implementation of the Vienna Programme of Action for Landlocked Developing Countries for the Decade 2014–2024; (h) road map for accelerated implementation of the Vienna Programme of Action in the remaining five years; (i) relevant oversight reports from JIU and OIOS; (j) relevant UN-OHRLLS publications and documentation on landlocked developing countries; and (k) relevant resolutions, publications and documentation from other United Nations system entities on landlocked developing countries.

[2] FAO, ICAO, ITC, ITU, UNAIDS, UNCTAD, UNDP (including UNOSSC), UNEP, UNESCO, UNFPA, UNIDO, UNOPS, UNWTO, WFP, WHO, WIPO and WMO.

[3] ECA, ECE, ECLAC and ESCAP.

[4] The Division for Sustainable Development Goals, the Economic Analysis and Policy Division, the Financing for Sustainable Development Office, the Statistics Division, UNFF secretariat and the United Nations Centre for Regional Development.

questionnaires were subsequently sent to 29 responding entities, with responses received, either in writing or orally (through virtual interviews) from all but 1 entity.

6.   Seven JIU participating organizations[5] did not participate in the review while three others[6] provided (very) limited substantive responses to the corporate questionnaire. Several of them noted that, while they provided support to many landlocked developing countries, it was in areas not directly related to the Vienna Programme of Action. For a few others, while support provided to landlocked developing countries does address certain aspects of the Vienna Programme of Action, this was done without any deliberate or conscious consideration of the Vienna Programme of Action. Other reasons provided include: organizations not considering landlocked developing countries as a distinct grouping in their work (e.g. ILO); organizations considering the Vienna Programme of Action to have limited, albeit growing, direct relevance to their mandated work (e.g. UNICEF); or the absence of any landlocked developing countries in the countries in which the organizations operate in accordance with their mandates (e.g. the United Nations Relief and Works Agency for Palestine Refugees in the Near East (UNRWA)).

C.   Corporate questionnaires to development partners outside the United Nations system

7.   A questionnaire was administered to 37 development partners outside the United Nations system – identified by UN-OHRLLS and in the reports of the Secretary-General as having been engaged on the Vienna Programme of Action. The questionnaire assessed the challenges, good practices and lessons learned vis-à-vis their engagement with United Nations system entities and national government counterparts in landlocked developing countries in supporting implementation of the Vienna Programme of Action.

8.   Twenty-five development partners responded to the questionnaire, either in writing or orally through virtual interviews. Those included four global intergovernmental organizations,[7] nine regional and subregional organizations,[8] eight international financial institutions,[9] two bodies representing private sector entities,[10] one international NGO[11] and one global initiative.[12] Responses from those organizations came from the focal points identified by UN-OHRLLS as having been engaged with them on the Vienna Programme of Action. They can thus broadly be considered as representative of the entities' work on the subject matter.

D.   Survey of resident coordinator offices and country teams in all 32 landlocked developing countries

9.   Two separate online surveys were administered to (a) all the resident coordinators and the team leaders of the resident coordinator offices in all 32 landlocked developing countries; and (b) all other country team members in the 32 landlocked developing countries (i.e. to the individual representing an agency's country office or programme as a member of the country team). The surveys assessed their views on working directly or indirectly with the Governments of landlocked developing countries to support implementation of the Vienna Programme of Action. The list of country teams' members was obtained from the resident coordinator offices in landlocked developing countries.

---

[5] IAEA, the International Maritime Organization, UN-Habitat, UNHCR, UNRWA UN-Women and UPU.

[6] ILO, UNICEF and UNODC.

[7] ITTLLDC, OECD, WCO and WTO.

[8] The African Union Commission, ASEAN, the Black Sea Economic Cooperation Organization, ECO, the International Coordinating Council on Trans-Eurasian Transportation, NCTTCA, OSCE, SADC and TRACECA.

[9] ADB, AfDB, AIIB, CAF, CFC, EBRD, IADB and IMF.

[10] ICC/Global Alliance for Trade Facilitation and ICTD.

[11] IRU.

[12] SE4ALL.

10.   For the online survey administered to the resident coordinators and the team leaders in all 32 landlocked developing countries, for a total of 64 recipients, 42 responded, giving an overall response rate of 66 per cent.[13] Although the sample size would be adequate if it had been drawn randomly, the sample used here is not the result of an aleatory selection, but of the actual responses received.

11.   All recipients in Europe and Latin America responded to the survey, while the majority of recipients in Asia (58 per cent) and Africa (53 per cent) also responded. Response rates were highest for survey recipients in upper-middle-income landlocked developing countries (78 per cent), relative to recipients in lower-middle-income landlocked developing countries (68 per cent) and low-income landlocked developing countries (57 per cent).

12.   For the survey administered to all country team members [14] in all landlocked developing countries, the overall response rate was 36 per cent, with 246 out of 680 members in the 32 country teams responding to the survey.[15] Although the sample size would be adequate if it had been drawn randomly, the sample used here is not the result of an aleatory selection, but of the actual responses received.

13.   Country team members representing 42 distinct entities responded to the survey, including 37 United Nations system entities and 5 development partners.[16] No single entity comprised more than 10 per cent of all respondents to the survey. The total number of respondents from a single entity ranged between 10 and 22 individual respondents in the case of 13 entities[17] and between 1 and 8 individual respondents from the 29 other entities.[18] Responses were received from country team members in all 32 landlocked developing countries, albeit with considerable variations, ranging from 14 respondents from Paraguay to 2 respondents from Turkmenistan.[19]

14.   Some 78 per cent of all responding country team members came from a resident agency, while the rest (22 per cent) came from entities without a physical presence. Approximately 90 per cent of respondents were from landlocked developing countries in Africa (46 per cent) and Europe and Asia (45 per cent), while the rest (9 per cent) were from Latin America. Some 43 per cent of respondents were from low-income landlocked developing countries, 36 per cent from lower-middle-income landlocked developing countries and 21 per cent from upper-middle-income landlocked developing countries.

---

[13] Given the sample and population size and a confidence level of 95 per cent, the margin of error is 9 per cent.

[14] Resident coordinators were not included in the survey for country team members, as a separate dedicated survey was administered to them, taking into consideration their overarching coordination role vis-à-vis the United Nations system entities operating in their countries of assignment.

[15] Given the sample and population size and a confidence level of 95 per cent, the margin of error is 5 per cent.

[16] In some landlocked developing countries, developments partners are also members of the country team.

[17] Namely, 22 (UNICEF), 20 (FAO), 16 (UNFPA), 14 (International Organization for Migration), 13 (UNESCO and WHO), 12 (UNODC and UNHCR), 10 (ILO, UNAIDS, UNIDO, UN-Women and WFP).

[18] Namely, 8 (World Bank Group), 7 (the Department of Safety and Security and UNDP), 5 (UNEP and UN-Habitat), 4 (the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights and UNOPS), 3 (EBRD and the Mine Action Service), 2 (IAEA, IFC, ITC, ITU and UNCTAD) and 1 (ADB, the Department of Global Communications, ECE, ESCAP, IFAD, IMF, the United Nations Commission on International Trade Law, the United Nations Institute for Training and Research, the United Nations Interregional Crime and Justice Research Institute, the United Nations Office for Disaster Risk Reduction, the United Nations Regional Centre for Preventive Diplomacy for Central Asia, UNV, WMO and other.)

[19] Namely, 14 responses from Paraguay; 12 responses from Kyrgyzstan, the Lao People's Democratic Republic and Malawi; 11 responses from Eswatini; 10 responses from Bolivia (Plurinational State of), Ethiopia, Mali, Mongolia, Rwanda and Zimbabwe; 9 responses from Afghanistan, Armenia, Kazakhstan and Nepal; 8 responses from Azerbaijan and Tajikistan; 7 responses from the Central African Republic, North Macedonia, South Sudan and Uzbekistan; 6 responses from Burkina Faso; 5 responses from Bhutan, Burundi and Chad; 4 responses from Lesotho, the Niger, Uganda and Zambia; 3 responses from Botswana and the Republic of Moldova; and 2 responses from Turkmenistan.

E. Interviews with country teams in landlocked developing countries

15.   Following the survey, interviews were requested with resident coordinators and country teams members in all 32 landlocked developing countries on the following: the relevance of the Vienna Programme of Action to the work of the country team; how they leverage the comparative value added of the United Nations system; the key actors engaged in its implementation; opportunities and challenges faced, including the impact of the COVID-19 pandemic; cooperation with national Governments; internal capacity; monitoring and reporting; inter-agency coordination; the role of UN-OHRLLS; and engagement with development partners. The interviews sought to better understand the responses provided through the online surveys on the particular challenges and opportunities at the country level in supporting Governments in the implementation of the Vienna Programme of Action.

16.   Country teams in all but one landlocked developing country responded positively to the request for an interview with the resident coordinator and the country team members. Invitations were conveyed through resident coordinator offices to all country team members, providing an opportunity for any interested country team members to participate in the interviews. Virtual interviews were conducted with resident coordinators and country team members in 29 landlocked developing countries, with two other country teams providing written responses to the interview guide.

F. Interviews with the representatives of landlocked developing countries in New York and Geneva

17.   Interviews were conducted with the Governments of landlocked developing countries through their Permanent Missions in New York or Geneva on: the linkages between the Vienna Programme of Action and national development and urgent needs; the coherence of the Vienna Programme of Action with other development agendas; platforms for deliberation on the Vienna Programme of Action; accomplishments and overlaps in support from United Nations system entities, UN-OHRLLS and development partners on the Vienna Programme of Action; and means for monitoring and reporting on implementation of the Vienna Programme of Action.

18.   A number of representatives of the Permanent Missions of all 32 landlocked developing countries recognized as directly associated with the Vienna Programme of Action were identified with the assistance of UN-OHRLLS (for representatives in New York) and UNCTAD (for representatives in Geneva) for interview. These representatives from the Permanent Missions of 81 per cent of landlocked developing countries (26 out of 32)[20] responded positively and provided responses to interview questions either orally (through virtual interviews) or in writing or through both means. Given that the responses came from representatives engaged in representing their national positions in intergovernmental forums on the Vienna Programme of Action, as well as from ministries primarily engaged at the national level on its implementation, the views expressed can broadly be considered as representative of a country's position on the subject matter.

---

[20]   Responses to interview questions were received from the Governments of all landlocked developing countries except the Central African Republic, Chad, Kyrgyzstan, Turkmenistan, Uganda and Uzbekistan.

Annex II

Areas of support for the Vienna Programme of Action by United Nations system entities: expected outputs and outcomes

Entity	Key support areas: outputs and outcomes
Department of Economic and Social Affairs	Output: supporting environmentally sustainable transport projects.
	Outcome: (a) strengthening national statistical and geospatial information systems; and (b) accessing sustainable forest management funding.
Development Coordination Office	Output and outcome: (a) facilitating inter-agency processes to develop guidance to help resident coordinators to support landlocked developing countries; and (b) advocating for country teams to include actions to catalyse increased public and private financing of the Sustainable Development Goals.
ECA	Output: supporting all priority areas of the Vienna Programme of Action (see annex IV for details).
ECE	Output: supporting all priority areas of the Vienna Programme of Action (except priority 6) (see annex IV for details).
ECLAC	Output: (a) conducting multilateral dialogue; (b) formulating public policy; (c) sharing knowledge and networking; and (d) promoting interregional cooperation.
	Output and outcome: serving as a regional forum and facilitator to build consensus.
ESCAP	Output: (a) supporting priorities of the Vienna Programme of Action that require regional, subregional and transborder cooperation; and (b) that fall within the domain of particular divisions (transport; energy; ICT; disaster risk reduction; trade, investment and innovation; macroeconomic policy and financing for development; environment and development).
Office of Legal Affairs	Output: capacity-building on oceans and the law of the sea, including on the implementation of part X of the United Nations Convention on the Law of the Sea.
Office of the Special Adviser on Africa	Output and outcome: enhancing coherence among United Nations system entities on priorities of the Vienna Programme of Action that overlap with global and regional development frameworks, through policy analysis, monitoring and advocacy.
FAO	Output: (a) sharing innovative technologies, scientific knowledge and technical know-how and best practices; (b) formulating appropriate market and trade-development-related policies; (c) mainstreaming agri-food and agroforestry systems development into national development strategies; (d) mobilizing public, private and climate finance investment in value-chain development; (e) addressing the challenges of climate change, land degradation, desertification, deforestation, floods, including glacial lake outburst floods, and droughts; and (f) strengthening food and nutritional security
	Output and outcome: (a) enhancing negotiation skills for bringing in responsible investment; (b) pursuing diverse multi-stakeholder partnerships for capacity-building, quality enhancement, sustainability, sectoral development, new market access, resilience-building and agritourism; and (c) developing data, platforms and analytical tools for improved investments and more effective participation in the multilateral trading system.
	Outcome: (a) improving agricultural and agroforestry productive capacities and creating agri-food economic diversification; (b) increasing value addition of agricultural output; (c) building institutional and human capacities to attract foreign direct investment in agricultural and food sectors; (d) building resilience to respond to external shocks and address agricultural supply-side constraints; and (e) promoting poverty reduction strategies.

Entity	Key support areas: outputs and outcomes
ICAO	Output: enhancing standard-setting, oversight and technical cooperation/assistance on air transport and connectivity.
	Outcome: (a) facilitating border clearance formalities while achieving and maintaining high-quality security; (b) liberalizing international air transport; and (c) establishing infrastructure management programmes to enhance and promote sustainable development of aviation infrastructure.
ILO	Output and outcome: (a) providing capacity-building support to strengthen national statistical systems to enhance the ability to capture and generate data and carry out statistical analysis; and (b) facilitating foreign direct investment for decent work.
	Outcome: (a) increasing value addition in manufacturing and agricultural sectors; (b) increasing economic and export diversification; (c) encouraging the inflow of foreign direct investment in high value-added sectors; and (d) providing capacity-building support to enhance the ability to capture and generate data and carry out statistical analysis.
ITC	Output and outcome: (a) enhancing international trade and trade facilitation, including technical assistance on building productive capacity, reducing commodity dependence, strengthening trade, integrating women and youth into value chains and growing green trade; and (b) strengthening platforms for South-South and intra-regional business and networks of business support organizations.
	Outcome: (a) enhancing regional integration and cooperation, including supporting micro-, small and medium-sized enterprises to take advantage of new trade routes; and (b) addressing policy, regulatory and non-tariff barriers to foster regional and South-South trade.
ITU	Output: (a) Supporting ICT development through capacity-building, tools, guidelines, policy and regulatory frameworks, measurements and statistics.
Technology Bank for the Least Developed Countries	Output: supporting the enhancement of science, technology and innovation capacity and policy development in the least developed countries.
UNAIDS	Output and outcome: facilitating collaboration on equitable pricing of essential commodities in landlocked developing countries through global and regional economic forums, business coalition consortiums and the leveraging of government ministries.
UNCTAD	Output and outcome: providing technical and policy support through intergovernmental consensus-building, research and analysis and technical cooperation.
UNDP	Supporting all priorities of the Vienna Programme of Action, with particular emphasis on energy and capacity development through the work of the finance sector hub (established in 2019), which has significantly stepped up its capacity and support to partner countries on Sustainable Development Goal financing with programmes involving the mobilization and effective use of public and private finance. For instance, working with several partners such as the Department of Economic and Social Affairs and the European Union, UNDP is facilitating the formulation of integrated national financing frameworks in several landlocked developing countries.
UNEP	Outcome: (a) furthering environmentally sustainable investment; (b) assisting with the transition to a green economy, (c) increasing access to renewable energy solutions; (d) enhancing the transfer of environmentally sound technology; and (e) building resilience to (environmental) shocks.
UNESCO	Output: (a) raising awareness and providing platforms for discussion on climate change; (b) strengthening capacity in hazard and risk assessment and early warning systems; and (c) promoting regional integration and cooperation on transboundary biosphere reserves.
	Output and outcome: strengthening capacity to develop and monitor inclusive policy and knowledge systems on science, technology and innovation.
	Outcome: (a) promoting Internet universality and broadband affordability; (b) stimulating the use of renewable energy sources and energy efficient technologies.
	Output and outcome: investing in young persons to harness the demographic dividend.

Entity	Key support areas: outputs and outcomes
UNFPA	Outcome: (a) ensuring gender equality and addressing gender-based violence; (b) improving access to sexual and reproductive health services; and (c) strengthening national statistical systems.
UNIDO	Outcome: (a) expanding/diversifying manufacturing value added; (b) improving access to decent jobs; and (c) enhancing domestic entrepreneurial and technological capabilities for competitiveness.
UN-OHRLLS	Output: (a) carrying out substantive and analytical work to support evidence-based advocacy and intergovernmental processes; (b) coordinating and mobilizing the United Nations system and international support on the Vienna Programme of Action; and (c) following up and reporting on implementation of the Vienna Programme of Action.
UNOPS	Outcome: supporting the priorities of the Vienna Programme of Action that benefit from quality infrastructure.
UNWTO	Output and outcome: supporting the tourism sector to further structural economic transformation and enhance international trade.
WFP	Output: promoting South-South and triangular cooperation.
	Output and outcome: facilitating access to markets by stallholders (e-commerce, trade facilitation and technical assistance on transit transport).
	Outcome: (a) investing in rural infrastructure development (increasing road quality); and (b) increasing value addition in agricultural sectors.
WHO	Output: mobilizing resources for development assistance for health.
	Outcome: (a) developing digital health solutions; and (b) furthering regional cooperation and integration initiatives on health.
WIPO	Output and outcome: (a) providing technical assistance and services (through the least developed countries division, as well as other divisions and sectors depending on the needs of the beneficiary countries) on intellectual property, innovation and technological capacity-building; and (b) providing a resource base for accessing scientific and technological information to further structural economic transformation.
WMO	Supporting priorities 1, 2, 4, 5 and 6 of the Vienna Programme of Action (see annex IV for details).

Source: corporate and follow-up questionnaire responses from JIU participating organizations.

Annex III

Linkages between the priorities of the Vienna Programme of Action and the mandates of United Nations system entities and their inclusion (explicit or implicit) in strategic frameworks and work programmes

Entity	Priorities of the Vienna Programme of Action								Overlaps (M with S or W)
	1	2 (a)	2 (b)	3 (a)	3 (b)	4	5	6	
UN-OHRLLS	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	8
Office of the Special Adviser on Africa	M, S	M, S	M, S	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	8
ECA	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	8
ECLAC	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	8
ESCAP	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	8
UNCTAD	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	8
ECE	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W		7
ITC	M, S, W		M, S	M, S, W	M, S, W	M, S, W	M, S, W	M, S	7
UNDP			M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	6
UNIDO			M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	M, S, W	6
ICAO	M, S, W	M, S, W			M, S, W	M, S, W			4
UNESCO			M, S, W			M, S, W	M, S, W		3
UNFPA						M, S	M, S, W	M, S, W	3
UNOPS		M, S	M, S			M	M	M, S	3
UNWTO				M, S, W	M, S, W		M, S, W		3
WFP		M, S, W					M, S, W	M, S, W	3
Department of Economic and Social Affairs	W	M, S, W		M		S	M	M, S, W	2
Development Coordination Office							M, W	M, W	2
ITU	W		M, S, W			M, S, W			2
Office of Legal Affairs	M, W					M, W			2
UNAIDS					M, S	M, S, W		M	2
UNEP			M, S, W	M			M, S, W		2
WHO						M	M, W	M, W	2
FAO				M	M		M, S, W		1
Technology Bank for the Least Developed Countries							M, S, W		1
WIPO							M, S, W		1
ILO							M	M	0
UNICEF							S, W		0

Entity	Priorities of the Vienna Programme of Action								Overlaps (M with S or W)
	1	**2 (a)**	**2 (b)**	**3 (a)**	**3 (b)**	**4**	**5**	**6**	
UNODC					M	M	M		0
WMO	M	M	M			M	M	M	0
Total entities (mandate)	**11**	**12**	**15**	**14**	**15**	**19**	**25**	**18**	
Total entities (strategic framework)	**9**	**10**	**14**	**11**	**13**	**15**	**19**	**13**	
Total entities (work programme)	**11**	**9**	**11**	**11**	**12**	**15**	**21**	**13**	

Source: corporate and follow-up questionnaire responses from JIU participating organizations.

M: mandate

S: strategic framework

W: work programme

Annex IV

How the mandates, strategies and objectives of the United Nations system entities link to the priorities of the Vienna Programme of Action

	Entity mandates linked to multiple priorities of the Vienna Programme of Action
Development Coordination Office	The Development Coordination Office's mandate (as the secretariat of the United Nations Sustainable Development Group) is linked to the Vienna Programme of Action through its substantive support for resident coordinators and country teams in landlocked developing countries on the guidance of the United Nations Sustainable Development Group related to economic transformation and means of implementation.
ECA	The mandate of ECA (to promote the socioeconomic development of Africa) links to the Vienna Programme of Action through its support for 16 African landlocked developing countries in successfully implementing the Agreement Establishing the African Continental Free Trade Area, Agenda 2063 and the 2030 Agenda for Sustainable Development.
ECE	The mandate of ECE (to promote greater economic integration and cooperation among its member States) enables it to support seven landlocked developing countries through: (a) standard-setting, normative and regulatory work on transit (e.g. the Customs Convention on the International Transport of Goods under Cover of TIR Carnets and the International Convention on the Harmonization of Frontier Controls of Goods); (b) transport infrastructure (e.g. the Joint Project on Developing Euro-Asian Transport Linkages); (c) energy (e.g. the United Nations Framework Classification for Resources); (d) trade and trade facilitation (e.g. the United Nations Centre for Trade Facilitation and Electronic Business); (e) regional integration and cooperation (e.g. SPECA); and (f) structural economic transformation (e.g. the Innovation for Sustainable Development Review). It also facilitates the adoption and implementation of 64 conventions and multilateral agreements on transport and the environment and 590 standards and recommendations on trade facilitation, e-business, agricultural quality standards, statistics, sustainable energy and public-private partnerships.
ECLAC	The mandate of ECLAC (to promote the economic, social and environmentally sustainable development of Latin America and the Caribbean) enables it to support two landlocked developing countries through: applied research and comparative analysis of development processes; normative capacity development and technical cooperation; and advisory support for regional development efforts.
ESCAP	The governing body of ESCAP (the Commission) has adopted three dedicated resolutions (71/3, 73/2 and 75/1) on the mainstreaming and implementation of the Vienna Programme of Action for the 12 landlocked developing countries in the Asia-Pacific region, as well as 16 resolutions that deal with specific priorities of the Vienna Programme of Action, including: the Asian Highway Network (60/4); the Trans-Asian Railway Network (62/4 and 71/7); transport development and connectivity (63/9, 66/4, 68/4, 70/8, 72/5 and 73/4); infrastructure development (69/6); dry ports (69/7 and 74/2); cross-border paperless trade (72/4); space applications (75/6); the Asia-Pacific Information Superhighway (73/6); and regional cooperation on the 2030 Agenda (74/10).
ITC	The mandate of ITC (to provide trade-related technical assistance to support the internationalization of micro-, small and medium-sized enterprises) enables it to support landlocked developing countries by: providing trade and market intelligence; building a conducive business environment; strengthening trade and investment support institutions; furthering connectivity to international value chains; promoting/mainstreaming inclusive and green trade; and supporting regional economic integration and South-South links.
Office of the Special Adviser on Africa	The Office of the Special Adviser on Africa's mandate (in line with General Assembly resolution 57/7) enables it to support 16 African landlocked developing countries through policy analysis, advocacy and the promotion of coherence in United Nations system support for Africa.

UNCTAD	UNCTAD is mandated by the Nairobi Maafikiano (TD/519/Add.2) adopted at its fourteenth session (2016) to: (a) address the special trade, investment and development needs of landlocked developing countries to implement the Vienna Programme of Action; (b) give particular attention to landlocked developing countries to make transport more efficient and reduce transport costs while increasing resilience, enhancing trade and port efficiency and improving transit, trade facilitation and transport connectivity; (c) strengthen cooperation between landlocked developing countries and transit countries by facilitating harmonization of policies in regional and transit infrastructure development and streamlining of customs and border-crossing procedures; (d) assist landlocked developing countries in addressing challenges and opportunities related to the use of the Internet and e-commerce to develop international trade capacities; (e) address the needs of landlocked developing countries in implementing policies and strategies to foster productive capacities and structural economic transformation; and (f) provide landlocked developing countries with an operational methodology for, and policy guidelines on, mainstreaming productive capacities in national development policies and strategies.
UNEP	UNEP has a mandate from its Environment Assembly to support landlocked developing countries on: green economic transformation, green investment, resource efficiency, including energy efficiency (resolutions 2/8, 2/13, 4/1 and 4/18); sustainable infrastructure (resolution 4/5); and diffusion and uptake of environmentally sound technologies (resolution 3/5).
UNESCO	The mandate of UNESCO on information and communication enables it to support landlocked developing countries in building knowledge societies through ICT by enabling universal access to the Internet and supporting renewable energy. Its mandate in natural sciences enables it to support landlocked developing countries to: (a) harness science, technology, and innovation for sustainable management of natural resources, disaster risk reduction and climate change action; and (b) promote transboundary biosphere reserves that contribute to regional integration and cooperation, based on shared and agreed management of common natural resources.
UNIDO	UNIDO has a mandate from its General Conference (through the Lima Declaration and Plan of Action on Industrial Development and Cooperation (1975) and the Lima Declaration: towards inclusive and sustainable industrial development (2013)) to support landlocked developing countries through: (a) technical and financial assistance for the exploitation of natural resources; (b) establishment and financing of industrial estates; (c) creation of integrated production units; (d) implementation of appropriate agrarian policy; (e) development of crafts and cottage industries; (f) systematic studies of industrialization potential; (g) establishment of infrastructure allowing the harnessing and utilization of water resources; (h) preferential treatment for industrial products and processed commodities; (i) development of adequate means of transport and communications; (j) increasing import and export capabilities of least developed countries and offsetting the disadvantages of the adverse geographic situation of landlocked developing countries, particularly with regard to their additional transportation and transit costs; and (k) development of bilateral and multilateral channels to accelerate industrialization.
UNODC	Through its mandate on integrated border management, UNODC can support landlocked developing countries in trade facilitation and regional cooperation, while through its mandate on alternative development, UNODC can support landlocked developing countries in structural economic transformation.
UN-OHRLLS	The mandate of UN-OHRLLS (in accordance with General Assembly resolutions 56/227 and 69/137) tasks the Office with the responsibility to advocate for, support, mobilize, coordinate and report on implementation of the Vienna Programme of Action.
UNOPS	The mandate of UNOPS (to expand the implementation capacity of partners) enables it to support landlocked developing countries through: (a) promotion of a holistic and evidence-based approach to quality infrastructure; (b) impact investment and innovation in affordable housing, renewable energy and health infrastructure; (c) sustainable procurement from local micro-, small and medium-sized enterprises and businesses owned by women and young persons; and (d) efficient management support services for partners on public policy/regulatory framework development, reform, strategy and institution-building.

WMO	The mandate of WMO (to provide a framework for international cooperation for the development of meteorology, climatology and operational hydrology) enables it to support landlocked developing countries by: (a) enacting policies to adapt transport systems to climate change impacts; (b) incorporating hydrometeorological data in the design of transport infrastructure; (c) improving ICT to enable improved exchanges of hydrometeorological data; (d) furthering regional integration and cooperation through multiple forums (e.g. regional climate forums); and (e) furthering structural economic transformation through climate-smart agriculture and the Climate Risk and Early Warning Systems initiative.
Mandates linked to priority 1	
ICAO	ICAO has a mandate from its Assembly (through resolution A40-21 on aviation's contribution towards the 2030 Agenda and resolution A39-23 on the No Country Left Behind initiative) to support landlocked developing countries to access the socioeconomic benefits of air transport by: (a) effectively implementing 12,000 international standards and recommended practices; and (b) addressing significant safety and security concerns.
Office of Legal Affairs (Division for Ocean Affairs and the Law of the Sea)	The Division for Ocean Affairs and the Law of the Sea has a mandate to provide capacity-building assistance to developing countries in the field of ocean affairs and the law of the sea, notably regarding part X of the United Nations Convention on the Law of the Sea, which includes provisions providing important rights of access for landlocked States to and from the sea, and of freedom of transit through the territory of transit States.
Mandates linked to priority 2 (a)	
Department of Economic and Social Affairs/Division for Sustainable Development Goals	The Department of Economic and Social Affairs/Division for Sustainable Development Goals (as the secretariat of the Sustainable Development Goals at the global level) has a mandate to formulate global transport policies as a cross-cutting topic for implementation of the 2030 Agenda.
Mandates linked to priority 2 (b)	
ITU	ITU has a mandate (in accordance with resolution 16 (World Telecommunication Development Conference 2017) and resolution 30 (Plenipotentiary Conference 2018)) to carry out special actions and measures to improve telecommunication and ICT services in landlocked developing countries.
Mandates linked to priority 5	
FAO	The mandate of FAO (raising levels of nutrition; improving the efficiency of the production and distribution of all food and agricultural products; bettering the condition of rural populations; and thus expanding the world economy and ending hunger) enables it to support landlocked developing countries through the provision of policy advice, analysis and technical assistance in agriculture, livestock, forestry, fisheries, markets and trade, sustainable natural resources management and food security to support resilient livelihoods and enhance food security.
ILO	The mandate of ILO enables it to provide policy support and technical assistance to landlocked developing countries to achieve decent work, productive employment and sustainable enterprises.
Technology Bank for the Least Developed Countries	The Technology Bank's mandate allows it to support least developed countries (including 17 landlocked developing countries) to build their science, technology and innovation capacity to promote structural economic transformation.
UNAIDS	The mandate of UNAIDS (to provide accessible health and social services for all) enables it to support landlocked developing countries in affordable access to health technologies, selection of cost-effective, prioritized health products and development of efficient procurement/ distribution systems.

UNWTO	The mission of UNWTO (to promote tourism as a driver of economic growth) enables it to support landlocked developing countries in the implementation of the Global Code of Ethics for Tourism and to maximize tourism's socioeconomic contribution, while minimizing its possible negative impacts.
WHO	The overarching mandate of WHO on health enables it to support landlocked developing countries by: (a) providing sustainable financing and financial protection; (b) improving access to essential medicines and health products; (c) improving monitoring, data and information; (d) addressing social determinants; and (e) promoting intersectoral approaches for health.
WIPO	The mission of WIPO (to promote a balanced and effective international intellectual property system) enables it to support landlocked developing countries through: (a) development of national innovation systems; (b) capacity-building for the effective use of intellectual property systems for development and economic growth; (c) access and use of technical, scientific and patent information for technological capacity-building; (d) capacity-building for the transfer of appropriate technologies for development; and (e) the establishment and functioning of technology transfer offices.
Mandates linked to priority 6	
Department of Economic and Social Affairs/ Statistics Division	The Statistical Commission's mandate (General Assembly 71/313) enables the Statistics Division to support landlocked developing countries by strengthening their capacity to produce and use data, national statistics and geospatial information, to inform policy and decision-making for the 2030 Agenda and review progress at national and international levels.
Entity strategic frameworks and objectives linked to priorities of the Vienna Programme of Action	
UNDP	The strategic plan of UNDP (2014–2017 and 2018–2021) enables it to: (a) work on the priorities of the Vienna Programme of Action related to international trade, regional integration, structural transformation and trade facilitation as levers to support poverty reduction and build resilience; (b) help countries transition to sustainable energy systems, including by facilitating access to renewable and off-grid energy solutions; and (c) expand its engagement with the private sector and articulate an offer on financing for development, in partnership with the United Nations system and other stakeholders.
UNFPA	UNFPA's corporate strategy enables it to support landlocked developing countries to: enhance investments in young people to harness the demographic dividend; strengthen data and statistics systems to utilise population data for planning, monitoring and evaluation of development interventions; strengthen health systems; and share experiences and lessons learnt through South-South and Triangular Cooperation.
WFP	The current strategic plan of WFP (2017–2021), which includes five strategic objectives (to end hunger, improve nutrition, achieve food security, support implementation of the Sustainable Development Goals and partner for results thereon), enables the organization to support landlocked developing countries by: (a) developing and/or enhancing rural infrastructure (e.g. local contracting to improve roads/last mile delivery); (b) procuring from local smallholder farmers and supporting them in e-commerce, market access and developing cooperatives; (c) developing transport corridors and trade linkages; (d) furthering the resilience of rural infrastructure (e.g. creation of water reservoirs and water pumps, and land rehabilitation); and (e) assisting Governments to strengthen their supply/value chains, early warning systems and disaster risk reduction/climate change policies.

Source: corporate and follow-up questionnaire responses from JIU participating organizations.

Annex V

Summative table of programmes, projects and activities undertaken or planned by United Nations system entities to support implementation of the Vienna Programme of Action (2014–2024)

(A) Entity	(B) Activities related to the Vienna Programme of Action (total)	(C) Vienna Programme of Action priorities supported	(D) Landlocked developing countries supported	(E) Primary intervention types	(F) Sustainable Development Goals supported by activities	(G) Other development agendas supported	(H) Types of collaborating entities
Department of Economic and Social Affairs	10	2 (a), 2 (b), 5, 6	21 (Afghanistan, Bhutan, Bolivia (Plurinational State of), Botswana, Burkina Faso, Burundi, the Central African Republic, Ethiopia, Kazakhstan, Kyrgyzstan, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Mongolia, Nepal, Paraguay, Tajikistan, Uganda, Zambia, Zimbabwe) and others	2 (2, 9)	All 17	2 (1, 4)	2, 3, 4, 5
ECA	25	All	16 (Botswana, Burkina Faso, Burundi, Chad, the Central African Republic, Eswatini, Ethiopia, Lesotho, Malawi, Mali, the Niger, Rwanda, Uganda, Zambia, Zimbabwe)	4 (2, 8, 9 ,10)	9 (1, 3, 4, 6, 7, 8, 9, 11, 17)	1 (1)	1, 2, 3
ECE	25	All	11 (Afghanistan, Armenia, Azerbaijan, Kazakhstan, Kyrgyzstan, North Macedonia, Paraguay, the Republic of Moldova, Tajikistan, Turkmenistan, Uzbekistan) and others	6 (2, 3, 4, 5, 6, 9)	5 (2, 7, 9, 12, 17)	1 (1)	2
ECLAC	2	2 (a)	2 (Bolivia (Plurinational State of), Paraguay)	2 (2, 9)	1 (9)	Unspecified	2, 3
ESCAP	74	All	12 (Afghanistan, Armenia, Azerbaijan, Bhutan, Kazakhstan, Kyrgyzstan, the Lao People's Democratic Republic, Mongolia, Nepal, Tajikistan, Turkmenistan, Uzbekistan) and others	9 (1, 2, 3, 4, 5, 6, 9, 10, 11)	16 (1, 2, 3, 4, 5, 6, 7, 8, 9, 10, 11, 12, 13, 15, 16, 17)	4 (1, 2, 4, 5)	1, 2, 3, 5
FAO	29	3 (a), 3 (b), 4, 5	20 (Armenia, Azerbaijan, Burkina Faso, Burundi, Eswatini, Ethiopia, Kyrgyzstan, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Nepal, Paraguay, the Republic of Moldova, Rwanda, Tajikistan, Uganda, Uzbekistan, Zambia, Zimbabwe) and others[a]	9 (1, 2, 3, 4, 5, 6, 9, 10, 11)	12 (1, 2, 3, 5, 8, 9, 10, 12, 13, 14, 15, 17)	4 (1, 2, 5, 6)	1, 2, 3, 4, 5
ITC	53	1, 2 (b), 3 (a), 3 (b), 4, 5	31 (Afghanistan, Armenia, Azerbaijan, Bhutan, Burkina Faso, Burundi, Bolivia (Plurinational State of), the Central African Republic, Chad, Eswatini, Ethiopia, Kazakhstan,	4 (1, 6, 7, 10)	10 (1, 2, 4, 5, 8, 9, 10, 12, 16, 17)	1 (2)	1, 2, 3, 4

(A) Entity	(B) Activities related to the Vienna Programme of Action (total)	(C) Vienna Programme of Action priorities supported	(D) Landlocked developing countries supported	(E) Primary intervention types	(F) Sustainable Development Goals supported by activities	(G) Other development agendas supported	(H) Types of collaborating entities
			Kyrgyzstan, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Mongolia, Nepal, the Niger, North Macedonia, Paraguay, the Republic of Moldova, Rwanda, South Sudan, Tajikistan, Turkmenistan, Uganda, Uzbekistan, Zambia, Zimbabwe)				
ITU	44	2 (b), 4, 5	23 (Afghanistan, Bhutan, Bolivia (Plurinational State of), Botswana, Burkina Faso, Eswatini, Kazakhstan, Kyrgyzstan, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Nepal, the Niger, North Macedonia, Paraguay, the Republic of Moldova, Rwanda, South Sudan, Uganda, Uzbekistan, Zambia, Zimbabwe)	4 (2, 5, 10, 11)	7 (3, 4, 6, 8, 9, 11, 16)	Unspecified	1, 2, 3, 5
Office of Legal Affairs	16	1, 3 (a), 4	All 32	6 (2, 3, 5, 8, 10, 11)	9 (1, 4, 5, 8, 9, 10, 12, 14, 16)	2 (1, 2)	1, 2, 3, 4
Office of the Special Adviser on Africa	35	2 (a), 2 (b), 4, 5, 6	16 (Botswana, Burkina Faso, Burundi, the Central African Republic, Chad, Eswatini, Ethiopia, Lesotho, Malawi, Mali, the Niger, Rwanda, South Sudan, Uganda, Zambia, Zimbabwe)	2 (1, 8)	2 (9, 17) and others	Unspecified	2, 3, 5
Technology Bank for the Least Developed Countries	7	2 (b), 5	17 (Afghanistan, Bhutan, Burkina Faso, Burundi, the Central African Republic, Chad, Ethiopia, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Nepal, the Niger, Rwanda, South Sudan, Uganda, Zambia)	4 (2, 5, 6, 9)	3 (9, 10, 17)	1 (2)	2, 5
UNAIDS	1	3 (b)	Unspecified	1 (1)	1 (3)	1 (5)	2
UNCTAD	99	All	25 (Afghanistan, Armenia, Bhutan, Bolivia (Plurinational State of), Botswana, Burkina Faso, Burundi, the Central African Republic, Eswatini, Ethiopia, Kazakhstan, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Nepal, the Niger, Paraguay, the Republic of Moldova, Rwanda, Turkmenistan, Uganda, Uzbekistan, Zambia, Zimbabwe) and others	Unspecified	14 (1, 2, 3, 4, 5, 8, 9, 10, 12, 13 ,14, 15, 16, 17)	Unspecified	Unspecified
UNDP	14 559	All	All 32	Unspecified	All 17	Unspecified	Unspecified
UNEP	4	2 (b), 3 (a), 5	9 (Afghanistan, Burkina Faso, the Central African Republic, Chad, Ethiopia, Lesotho, the Niger, South Sudan, Uganda)	4 (2, 6, 9, 10)	9 (6, 7, 8, 9, 10, 11, 12, 13, 17)	2 (1, 4)	1, 2, 5

(A) Entity	(B) Activities related to the Vienna Programme of Action (total)	(C) Vienna Programme of Action priorities supported	(D) Landlocked developing countries supported	(E) Primary intervention types	(F) Sustainable Development Goals supported by activities	(G) Other development agendas supported	(H) Types of collaborating entities
UNESCO	25	2 (b), 4, 5, 6	20 (Afghanistan, Bolivia (Plurinational State of), Burkina Faso, the Central African Republic, Chad, Kazakhstan, Kyrgyzstan, Lesotho, Malawi, Mali, the Niger, Paraguay, Rwanda, South Sudan, Tajikistan, Turkmenistan, Uganda, Uzbekistan, Zambia, Zimbabwe)	9 (1, 2, 3, 4, 6, 7, 9, 10, 11)	11 (1, 4, 5, 6, 7, 9, 11, 13, 15, 16, 17)	4 (1, 3, 4, 5)	2, 3
UNFPA	33[b]	4, 5, 6	All 32	5 (1, 2, 9, 10, 11)	6 (3, 4, 5, 8, 10, 11)	5 (1, 2, 3, 4, 5)	2
UNIDO	424	2 (b), 3 (a), 3 (b), 4, 5, 6	All 32	All 11	14 (1, 2, 3, 4, 5, 7, 8, 9, 10, 11, 12, 13, 16, 17)	3 (1, 2, 4)	1, 2, 3, 4, 5
UNODC	6	3 (b), 4, 5	7 (Afghanistan, Bolivia (Plurinational State of), Kazakhstan, Kyrgyzstan, Tajikistan, Turkmenistan, Uzbekistan)	5 (2, 3, 4, 10, 11)	5 (2, 8, 12, 15, 16)	Unspecified	3
UN-OHRLLS	84	All	All 32	5 (1, 2, 8, 9, 11)	All 17	2 (1, 4)	1, 2, 3
UNOPS	71	2 (a), 2 (b), 3 (a), 3 (b)	7 (Afghanistan, Burundi, the Central African Republic, Ethiopia, Mali, South Sudan, Uganda) and others	1 (12)	4 (7, 8, 9, 17)	Unspecified	Unspecified
UNOSSC	11	5, 6	17 (Bhutan, Bolivia (Plurinational State of), Burkina Faso, Chad, Eswatini, Ethiopia, Kazakhstan, Kyrgyzstan, Malawi, Mali, Nepal, Paraguay, the Republic of Moldova, Rwanda, Uganda, Zambia, Zimbabwe)	3 (2, 5, 9)	5 (1, 2, 5, 8, 9)	Unspecified	2
UNWTO	18	5, 6	14 (Azerbaijan, Botswana, Ethiopia, Kyrgyzstan, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Mongolia, Nepal, Tajikistan, Uzbekistan, Zambia, Zimbabwe)	Unspecified	Unspecified	Unspecified	Unspecified
WFP	13	2 (a), 2 (b), 6	23 (Afghanistan, Armenia, Bhutan, Bolivia (Plurinational State of), Burkina Faso, Burundi, the Central African Republic, Chad, Eswatini, Ethiopia, Kyrgyzstan, the Lao People's Democratic Republic, Lesotho, Malawi, Mali, Nepal, the Niger, Rwanda, South Sudan, Tajikistan, Uganda, Zambia, Zimbabwe)	5 (2, 4, 5, 7, 10)	2 (2, 17)	1 (5)	Unspecified

(A) Entity	(B) Activities related to the Vienna Programme of Action (total)	(C) Vienna Programme of Action priorities supported	(D) Landlocked developing countries supported	(E) Primary intervention types	(F) Sustainable Development Goals supported by activities	(G) Other development agendas supported	(H) Types of collaborating entities
WIPO	6	5	18 (Armenia, Azerbaijan, Bhutan, Bolivia (Plurinational State of), Botswana, Burkina Faso, Burundi, Ethiopia, Kyrgyzstan, the Lao People's Democratic Republic, Lesotho, Mongolia, Nepal, the Niger, Rwanda, Tajikistan, Uganda, Zambia) and others	2 (2, 10)	1 (9)	1 (2)	1, 2, 3
WMO	12	4, 5	12 (Afghanistan, Burkina Faso, Burundi, Chad, Ethiopia, Malawi, Mali, the Niger, Rwanda, Uganda, Zambia, Zimbabwe)	Unspecified	8 (2, 3, 6, 8, 11, 13, 14, 17)	Unspecified	2, 3, 4, 5

Source: corporate and follow-up questionnaire responses from JIU participating organizations.

[a] For certain initiatives, it was noted that any landlocked developing country could potentially benefit from them.

[b] All activities listed by UNFPA were country programmes.

C: 1 (fundamental transit policy issues); 2 (a) (transport infrastructure); 2 (b) (energy and ICT infrastructure); 3 (a) (international trade); 3 (b) (trade facilitation); 4 (regional integration and cooperation); 5 (structural economic transformation); and 6 (means of implementation).

E: 1 (advocacy); 2 (capacity-building); 3 (governance); 4 (guidelines and methodologies); 5 (innovation and development); 6 (institutional networking); 7 (investment); 8 (outreach); 9 (research and data management); 10 (technical assistance); 11 (training); and 12 (delivery of project).

F: 1 (no poverty); 2 (zero hunger); 3 (health and well-being); 4 (quality education); 5 (gender equality); 6 (clean water and sanitation); 7 (affordable and clean energy); 8 (decent work and economic growth); 9 (industry, innovation, infrastructure); 10 (reduced inequalities); 11 (sustainable cities and communities); 12 (reasonable consumption and production); 13 (climate action); 14 (life below water); 15 (life on land); 16 (peace, justice and strong institutions); and 17 (partnership for the goals).

G: 1 (Addis Ababa Action Agenda); 2 (Istanbul Programme of Action); 3 (New Urban Agenda); 4 (Paris Agreement); 5 (Sendai Framework for Disaster Risk Reduction); 6 (Malabo Declaration on Accelerated Agricultural Growth and Transformation for Shared Prosperity and Improved Livelihoods).

H: 1 (government entities in landlocked developing countries (e.g. line ministries)); 2 (other United Nations system entities); 3 (non-United Nations international organizations (global, regional, subregional and international financial institutions)); 4 (aid agencies of donor countries); and 5 (others (NGOs, private sector, academia and training institutes)).

Annex VI

What entities should do and avoid doing in order to achieve successful outcomes in implementing the Vienna Programme of Action

What entities should do to achieve successful outcomes in implementing the Vienna Programme of Action
A. Holistic, transformative, demand-driven and targeted approaches
• Work closely with donors/Governments to raise awareness of the importance of a holistic (all of government and society) approach;
• Appreciate ongoing in-country United Nations system programmes and allow for systematic solutions with a horizon of planning and action greater than the duration of a specific programme of action;
• Conduct need assessments through engagement with local stakeholders and provide support based on identified needs;
• Apply a demand-driven approach to work;
• Focus on transformational development results through concrete actions for systemic changes;
• Align national priorities and sustainability components with projects;
• Acknowledge existing institutional and regulatory failures and obstacles when designing policies;
• Tailor existing regulatory and policy frameworks to country needs in implementing projects and programmes;
• Choose issues deliberately and follow up on them vis-à-vis required resources for meaningful results;
• Prioritize an equitable approach to service delivery;
• Design and implement programmes to maximize the cross-sectoral impact in a cost-effective and efficient manner;
• Be targeted when initially developing projects and then build on initial successes (as opposed to broad, ambitious reform projects).
B. Evidence-based decision-making
• Bridge knowledge and resource gaps by building partnerships and networks with specialized United Nations system entities and development partners, expert groups, universities, think tanks and research institutions;
• Use technical assistance and feasibility studies to contribute to evidence-based decision-making;
• Undertake capacity-building training of policy practitioners, experts and statisticians to further evidence-based policymaking;
• Contribute to the gathering of sector-specific data through projects that help the Governments of landlocked developing countries to address inconsistencies and the lack of information;
• Employ up-to-date techniques and ensure that international standards related to asset sustainability and resilience are adapted to a landlocked developing country's specific context and apply them consistently;
• Conduct targeted demonstration projects to show proof of utility and attract buy-in for project expansion and replication;
• Conduct experiential learning through country visits and studies;
• Perform cost and spending analyses of essential commodities.
C. Local engagement, ownership and empowerment
• Leverage the convening power of national authorities to bring together relevant actors operating in landlocked developing countries;
• Engage local authorities at the highest level and ensure senior-level buy-in from in-country stakeholders from the inception stage;
• Build partnerships with local Governments and respect their ownership throughout a project's life cycle;

- Build capacities of local stakeholders to plan, prioritize and manage projects to ensure that current investments contribute to long-term development and the impact of sustainable projects.

D. Coordination and collaboration with multiple stakeholders

- Ensure continuous and structured sectoral dialogue with Member States and regional and subregional entities through mechanisms and platforms to identify areas of intervention and avoid duplication;

- Work in close collaboration with relevant stakeholders to promote the sharing of best practices, capacity-building and technical assistance to ensure the sustainability of project outputs;

- Utilize the reformed United Nations Sustainable Development Group and the enhanced resident coordinator system to expand cooperation with actors on the ground and increase country engagement;

- Adopt a coordinated approach, especially during crises and global pandemics, to better meet the needs of vulnerable populations;

- Further South-South and triangular cooperation that can benefit landlocked developing countries in implementing the Vienna Programme of Action.

E. Resource mobilization and engagement with the private sector

- Mobilize sufficient financial and human resources for implementation through co-financing, particularly with beneficiary landlocked developing countries;

- Advocate to attract investments and mobilize resources to meet the dedicated and long-term needs of landlocked developing countries;

- Build trust between the public and private sectors through projects that bring both sides together;

- Ensure that the priorities of Government and the private sector are aligned in the process of scoping initiatives;

- Ensure public-private collaboration in reforms that require a mind shift (e.g. digitalization of customs procedures);

- Incorporate private sector perspectives in project design and implementation to ensure the sustainability of the impacts of projects;

- Collaborate and partner with the private sector to create market linkages, synergies, jobs and economic opportunities, while building local capacity and expertise that strengthen institutions;

- Use a public-private partnership framework to mobilize private sector expertise in financing projects and technologies and in providing capacity-building and advisory services to small and medium-sized enterprises;

- Help companies to select projects that are economically and environmentally viable;

- Connect investors with entrepreneurs and project developers.

F. Engagement with transit countries and regional partners

- Develop inter-ministerial working groups within each country to further cross-border connectivity;

- Initiate discussions among landlocked developing countries and transit countries on common issues and challenges (e.g. infrastructure investment and strengthening development and productive transformation in the region through value chains that deepen regional markets and promote better integration into the global economy);

- Use subregional platforms to improve coordination and move towards regionally coordinated policies;

- Help landlocked developing countries and neighbouring countries to first address issues in the technical sphere before moving to the diplomatic arena;

- Utilize the negotiating power of regional blocks to secure concessions for landlocked developing countries that would otherwise not have been attainable had the landlocked developing country engaged in bilateral negotiations with a larger transit neighbour.

G. Monitoring and reporting

- Establish action plans with time frames and required resources;

- Establish and use monitoring systems and appropriate indicators when implementing projects and programmes in landlocked developing countries;

- Undertake joint monitoring and evaluation of activities and projects implemented in beneficiary countries;

- Use broad timelines for activities in designing the implementation workplans that account for unforeseen delays due to long delivery times and high local costs associated with landlocked developing countries;

- Conduct a post-implementation audit and follow-up for sustainability of outcomes.

What entities should avoid doing in order to achieve successful outcomes in implementing the Vienna Programme of Action
A. Capture and exclusion limiting national ownership
Do not: • Exclude member States or key players from participating or fail to share information;   • Follow egoistic national or institutional agendas;   • Plan projects and activities without an initial country-specific needs assessment;   • Work in isolation or unilaterally deliver projects and activities without local partnerships;   • Fail to promote the inclusion of stakeholders and build their capacity as it will worsen already inefficient maintenance of operations of infrastructure systems.
B. Absence of a systems approach in managing for achieving results
Do not: • Use a silo approach nor focus on just one sector of Government when supporting landlocked developing countries;   • Implement small fragmented activities and fail to adopt a holistic approach to infrastructure development as it will compromise investments and lead to missed opportunities;   • Compete for traditional funding in development areas in which room exists for coordinated responses.
C. Poor management and leadership
Do not: • Implement a top-down approach for projects/activities and micromanage;   • Delay project activities or change projects midway through;   • Fail to account for infrastructure resilience during the planning, implementation and management of infrastructure systems as it will lead to major social and economic losses;   • Rely solely on local public-agency counterparts as they may be understaffed and overburdened.

Source: corporate and follow-up questionnaire responses from JIU participating organizations.

Annex VII

Gaps and overlaps/complementarities in support for the priorities of the Vienna Programme of Action

Priority	A. Gaps in support for the priorities of the Vienna Programme of Action, potential solutions and entities best placed to provide support to address gaps
1 Gaps	• Limited data for monitoring specific objectives of the Vienna Programme of Action on transit; • Gaps in financial and technical capacity support for landlocked developing countries to implement legal and institutional frameworks for transit, transport facilitation and ocean affairs and the law of the sea; • Gaps in collaborative support to implement the TIR Convention; • Gaps in advocacy for harmonized implementation of community rules on regional integration.
1 Solutions	• Accelerate accession to and implementation of the TIR/eTIR system in landlocked developing countries; • Better define the roles and responsibilities of implementing partners to the TIR Convention; • Further broader government participation in working parties on transit and transport; • Further collaboration between United Nations system entities and international financial institutions and development banks to facilitate financing to build capacity and infrastructure complementing United Nations technical assistance and policy advice.
Actioning entities: ITU, the Office of Legal Affairs, regional commissions, UNCTAD and UNIDO.	
2 (a) Gaps	• No entity with mandate and coordinating role on multiple modes of transport, leading to fragmented support; • Gaps in data for monitoring road networks and improvements; • Gaps in technical assistance to support landlocked developing countries to develop bankable transport infrastructure projects; • Gaps in road infrastructure support (e.g. many roads are unpaved and poorly maintained); • Gaps in support to enhance government capacity to upgrade, manage and operate infrastructure systems.
2 (a) Solutions	• Create a transport focused entity; • Open the infrastructure agreements of entities (e.g. ECE) for accession to landlocked developing countries outside the relevant region; • Target resources and projects for landlocked developing countries with the collaboration of multilateral development banks; • Promote the delivery of quality infrastructure, taking into account the ability of the Government of a landlocked developing country to plan, deliver and manage (e.g. operate, maintain and decommission) transport infrastructure systems; • Provide soft technical assistance to help plan, design and reflect upon financing options for hard transport and connectivity infrastructure, including at the regional level; • Collaborate with regional and subregional organizations and landlocked developing countries and transit countries to obtain the necessary data and support them in developing bankable infrastructure projects.
Actioning entities: the Department of Economic and Social Affairs, ICAO, multilateral development banks (AfDB, World Bank Group etc.), regional commissions, UNCTAD, UNOPS and WTO.	
2 (b) Gaps	• Gaps among United Nations system entities in capacity-building activities to support landlocked developing countries in effective utilization of energy assets; • Gaps in support for landlocked developing countries to scale up renewable energy projects; • Gaps in financing for infrastructure development in the energy sector; • Gaps in concerted efforts to address the high cost of ICT in landlocked developing countries; • Lack of political will and agreement from governing bodies on energy infrastructure and ICT issues.
2 (b) Solutions	• Place greater emphasis on renewable energy that is freely available to landlocked developing countries; • Further common understanding of the performance and utilization of existing energy assets to: (a) prevent issues related to leakage rates, grid unreliability and connection costs; and (b) enable informed decisions over infrastructure development to ensure that investments are effectively allocated to yield higher returns;

	• Support upstream planning to identify critical infrastructure that is at risk of hazards and offer recommendations; • Promote harmonized approaches to infrastructure development, taking into account the performance of existing and future infrastructure systems to maximize returns over infrastructure investments; • Utilize UN-Energy as a platform to bring together the United Nations system to share knowledge and promote capacity-building activities on the priority on energy in the Vienna Programme of Action; • Further agreements from governing bodies to allocate more resources for work on energy and ICT; • Assess best practices and develop appropriate relevant normative instruments for landlocked developing countries.
Actioning entities: the Department of Global Communications, FAO, ILO, ITU, regional commissions, UNDP, UNEP, UNICEF, UNIDO, the United Nations Office for Disaster Risk Reduction and UNOPS	
3 Gaps	• Gaps in addressing leanings towards protectionist policies by States in lieu of fulfilling regional trade agreements; • Corporate, institutional and national vested interests hinder the utilization of standards and best practice recommendations developed by entities (e.g. ECE) in the areas of trade facilitation and electronic data sharing; • Gaps in resources to support development, dissemination and use of normative instruments; • Gaps in assistance on trade facilitation.
3 Solutions	• Application of relevant ECE standards and best practice recommendations by United Nations, regional and international organizations and greater cooperation with actors to utilize them; • Build synergies on implementing joint projects in support of trade facilitation, sustainable trade development, analysis and recommendations to prevent non-tariff barriers from becoming barriers to trade.
Actioning entities: the Department of Economic and Social Affairs, FAO, ITC, the Office of Legal Affairs, regional commissions, resident coordinators, UNCTAD, UNDP, UNEP, the United Nations Commission on International Trade Law, UN-OHRLLS and WTO.	
4 Solutions	• Build synergies on policy issues in support of subregional cooperation and integration; • Support mechanisms for sustainable management of cross-border natural resources; • Support mechanisms for subregional cooperation on food security and food trade, including labour migration.
Actioning entities: the Office of Legal Affairs, regional commissions, resident coordinators, UNDP and the United Nations Regional Centre for Preventive Diplomacy for Central Asia.	
5 Gaps	• Gaps in support for landlocked developing countries to develop the business environment and attract domestic and foreign direct investment; • Gaps in funding for capacity-building activities to: create awareness of the role of science, technology and innovation in the national development policies of landlocked developing countries; create capacity among landlocked developing country policymakers to design policies on science, technology and innovation; generate funding for innovative entrepreneurship development; and develop and implement integrated governance frameworks on oceans and the law of the sea; • Gaps in the promotion of innovation and technology adaptation to assist landlocked developing countries in structural economic transformation; • Gaps in coordination between United Nations system entities and development partners in the delivery of COVID-19 relief efforts.
5 Solutions	• Build capacity among policymakers in landlocked developing countries through dedicated workshops and knowledge products; • Further closer collaboration with landlocked developing countries to support them on value addition and value chain issues; • Develop new partnerships, joint initiatives and coordinated activities to foster science, technology and innovation.
Actioning entities: CFC, FAO, ITC, the Office of Legal Affairs, regional commissions, UNCTAD, UNIDO, UN-OHRLLS and WIPO.	
6 Gaps	• Gaps in development financing and capacity-building in data on development, gender equality and youth investment; • Gaps in United Nations system engagement in continent-wide initiatives in Africa pertinent to the Vienna Programme of Action; • Lack of implementation models for political decisions adopted at the highest levels of United Nations system entities; • Gaps in awareness, political will and financial means to implement the Vienna Programme of Action;

	• Gaps in sharing identified priorities and workplans on the Vienna Programme of Action with development partners; • Gaps in coordination between United Nations system entities and development partners in delivering COVID-19 relief efforts.
6 Solutions	• Streamline and improve statistical programmes of the United Nations system to provide harmonized, reliable statistical information on global development agendas, to minimize the reporting burden, to support national ownership and to improve coordination of capacity-building through improved: functional coordination, regional and national coordination, coordination in thematic areas and coordination with other professional networks; • Further collection, analysis and management of data (geospatial and statistical) to identify key issues and solutions and provide capacity-building to use geospatial and statistical data; • Undertake greater advocacy efforts for increased means of implementation; • Utilize executive heads to elevate the issue of landlocked developing countries to mobilize resources for implementation of the Vienna Programme of Action; • Explore innovative financing mechanisms to address identified needs, including the use of public-private partnerships and investment alternatives (e.g. social impact investments); • Further asset management and upstream planning to ensure gearing of means of implementation towards obtaining optimal investment returns; • Increase awareness in transit countries of their role and involvement in implementing the Vienna Programme of Action.
Actioning entities: the Department of Economic and Social Affairs, FAO, regional commissions, UNOPS, World Bank Group and WTO.

Priority	B. Entities indicating complementary/overlapping mandates
All	(a) ECA (UNCTAD); (b) UNAIDS (WTO); (c) and ITTLLDC (UN-OHRLLS).
1	(a) ECLAC (UNCTAD); (b) UNAIDS (UNCTAD and WTO) (also priorities 3 (b) and 5); (c) ICTD (ECE and ESCAP); (d) IRU (ECE); (e) TRACECA (ECE, ESCAP and UN-OHRLLS) (also priorities 2 (a), 3 (b) and 4); (f) NCTTCA (ECA and UN-OHRLLS); and (g) WTO (UNCTAD) (also priorities 3 (a) and (b)).
2 (a)	(a) ECE (ESCAP); (b) ADB (UNOPS); and (c) NCTTCA (UNCTAD) (also priority 3 (b)).
2 (b)	(a) ECLAC (ITU); (b) UNIDO (UNEP); (c) ADB (UNOPS); and (d) TRACECA (ESCAP and UN-OHRLLS).
3 (a)	(a) ECE (ITC, regional commissions, UNCTAD, UN-OHRLLS, WCO and WTO); (b) UNDP (FAO, ITC, UNCTAD and UNIDO) (also priority 3 (b)); and (c) UNIDO (ITC, UNCTAD and the World Bank Group).
3 (b)	(a) ECE (ADB, ECO, the European Union, TRACECA and the World Bank Group); and (b) ICC (ITC).
4	(a) ECE (the United Nations Regional Centre for Preventive Diplomacy for Central Asia); (b) ADB (ESCAP); and (c) NCTTCA (ECA and UNDP).
5	(a) ECA (UNIDO); (b) UNESCO (UNDP); (c) UNIDO (FAO, ILO, the International Fund for Agricultural Development (IFAD), UNDP and WFP); (d) WHO (the secretariat of the United Nations Framework Convention on Climate Change, the United Nations Office for Disaster Risk Reduction and UNOSSC); (e) ADB (UNDP); and (f) ICC (UNCTAD).
6	(a) The Department of Economic and Social Affairs (FAO and the International Tropical Timber Organization); and (b) UNDP (UNCTAD and the United Nations Capital Development Fund).

Source: corporate and follow-up questionnaire responses from JIU participating organizations and development partners.

Note: entities indicating overlaps appear outside parentheses, while entities identified as having overlapping mandates appear inside parentheses.

Annex VIII

Key units in each entity providing support to landlocked developing countries and their roles and responsibilities

Entity	Unit and role
CFC	**Unit:** Impact Strategy Office. **Role:** report to IACG on the impact of the portfolios of CFC in landlocked developing countries.
Department of Economic and Social Affairs	**Unit:** Division for Sustainable Development Goals and United Nations Centre for Regional Development. **Role:** promote sustainable transport globally, including support for environmental protection through sustainable transport development in landlocked developing countries in Asia; and promote knowledge-sharing, capacity-building and inter-agency coordination to facilitate coherent support on energy.
Development Coordination Office	**Unit:** Sustainable Development Goals Financing Section, Policy and Programming Branch. **Role:** support the United Nations Sustainable Development Group, the resident coordinator system and country teams on economic transformation and financing issues related to the Sustainable Development Goals.
ECA	**Unit:** Regional Integration Section. **Role:** coordinate and collate ECA-wide technical support for African landlocked developing countries.
ECE	**Unit:** Economic Cooperation and Trade Division. **Role:** (a) provide advisory and capacity-building services for trade facilitation; (b) promote cooperation and integration vis-à-vis SPECA; and (c) carry out, upon request, national innovation for sustainable development reviews of ECE member States, including landlocked developing countries (Armenia, 2014, follow-up review planned 2022), Kazakhstan (2012), Kyrgyzstan (2019), Moldova (ongoing), Tajikistan (2015) and Uzbekistan (ongoing)).
ECLAC	**Unit:** Infrastructure Services Unit (Division of International Trade and Integration). **Role:** (a) provide technical support to landlocked developing countries; and (b) follow up on activities and high-level meetings related to the Vienna Programme of Action.
ESCAP	**Unit:** Section on Countries in Special Situations and the Subregional Office for North and Central Asia. **Role:** (a) coordinate the work of relevant ESCAP divisions on the Vienna Programme of Action; (b) prepare annual ESCAP flagship report on least developed countries, landlocked developing countries and small island developing States; and (c) facilitate capacity-building, support for intergovernmental processes, progress reviews and coordination of activities in relation to implementation of the programmes of action.
FAO	**Unit:** Office for Small Island Developing States, Least Developed Countries and Landlocked Developing Countries. **Role:** provide support on coordination, liaison, advocacy and resource mobilization.
ICAO	**Unit:** Strategic Planning, Coordination and Partnerships Office and Partnerships and Resource Mobilization Section. **Role:** coordinate reporting and the work of the bureaus and regional offices of ICAO on landlocked developing countries.
ICTD	**Unit:** Board of Directors and Executive Secretary. **Role:** coordinate the activities of regional international organizations aimed at implementing the Vienna Programme of Action.
ITC	**Unit:** Division of Country Programmes; Division of Enterprises and Institutions; Division of Market Development; and Office of the Executive Director (Communications and Events Team). **Role:** (a) identify and assess the needs of landlocked developing countries, design projects to address needs, engage with donors and stakeholders in the resident coordinator system; (b) develop and manage products, tools and services related to trade facilitation, enterprise development and market information; and (c) facilitate discussions on trade and business development and matchmake opportunities for landlocked developing countries through the World Export Development Forum to connect public and private sector stakeholders to form new partnerships.
ITU	**Unit:** Partnerships for Digital Development Department.

Entity	Unit and role
	Role: mainstream support for landlocked developing countries across the Telecommunication Development Bureau through projects, partnerships etc.
Office of Legal Affairs	**Unit:** Division for Ocean Affairs and the Law of the Sea. **Role:** (a) promote better understanding of ocean affairs and the law of the sea, as reflected in the United Nations Convention on the Law of the Sea; (b) ensure appropriate responses to the requests of States, particularly developing States, for advice and assistance in implementing the Convention, including through needs-based capacity-building programmes.
Office of the Special Adviser on Africa	**Unit:** Office of the Special Adviser on Africa. **Role:** provide policy analysis and advocacy support to African landlocked developing countries and regional and subregional institutions to promote implementation of the 2030 Agenda and Agenda 2063.
TRACECA	**Unit:** Permanent Secretariat. **Role:** (a) carry out activities for the harmonization of transport legislation; (b) develop policies and proposals for the development of the transport sector; (c) develop and prepare drafts of regional agreements on transport; and (d) develop proposals for technical assistance projects for landlocked developing countries.
UNCTAD	**Unit:** Landlocked Developing Countries Section (Division for Africa, Least Developed Countries and Special Programmes). **Role:** (a) coordinate and report on the activities of UNCTAD in support of landlocked developing countries; (b) conduct substantive research, analysis and technical cooperation activities in support of landlocked developing countries on investment facilitation; and (c) serve as an interface for interactions with the Group of Landlocked Developing Countries.
UNDP	**Unit:** Strategic Policy Engagement Unit (Bureau for Policy and Programme Support). **Role:** provide integrated programme guidance, support and works to forge coherence around the work of UNDP on cross-cutting issues, to ensure that policy development remains relevant to the challenges faced on the ground.
UNEP	**Unit:** Policy Coordination Unit (Policy and Programme Division). **Role:** coordinate policies between internal processes and inter-agency strategies and programmes, including the Vienna Programme of Action and support provided to landlocked developing countries.
UNFPA	**Unit:** an intergovernmental desk and four regional desks at headquarters; regional and country offices: and programme officers, programme specialists and associates. **Role:** personnel at headquarters focus on policy development based on data, quality assurance, inter-agency and intergovernmental advocacy. Personnel in regional and country offices focus on programme implementation and advocacy.
UNIDO	**Unit:** Regional Coordination Division for Africa (Department of Regional and Field Coordination, Directorate of Programmes, Partnerships and Field Coordination). **Role:** (a) determine regional strategies and programmatic priorities for the services of UNIDO, ensuring that UNIDO responds to the specific needs of countries, including landlocked developing countries; (b) serve as principal conduit for communications with networks of UNIDO field offices; (c) serve as the reference point for a comprehensive overview of the cooperation activities of UNIDO in country and its interactions with member States; (d) coordinate country and regional strategies and programmes; (e) monitor country programme portfolio and project implementation at country level; and (f) formulate, implement, update and disseminate the strategy of UNIDO on countries in special situations.
UN-OHRLLS	**Unit:** subprogramme 2 on landlocked developing countries. **Role:** mobilize and coordinate international support and resources for the effective implementation of the Vienna Programme of Action, enhance its monitoring and follow-up, raise awareness and advocate with respect to the special needs of landlocked developing countries.
UNOPS	**Unit:** New York Liaison Office. **Role:** (a) collect and consolidate input from different UNOPS offices on work in landlocked developing countries; (b) participate in IACG; and (c) liaise with landlocked developing countries in New York, providing information about UNOPS projects in landlocked developing countries and its service lines.
UNWTO	**Unit:** Technical Cooperation and Silk Road Department; Institutional Relations and Partnerships Department; and Statistics Department. **Role (respectively):** develop and implement support actions for member States; strategically promote and support member States through international (and United Nations) processes and engagement; and develop tourism statistics.
WCO	**Unit**: Procedures and Facilitation Sub-Directorate.

Entity	Unit and role
	Role: (a) develop and maintain WCO instruments and tools on customs procedures and trade facilitation; (b) provide capacity-building support to landlocked developing countries and transit developing countries; and (c) uphold cooperation with international organizations that support implementation of the Vienna Programme of Action.
WFP	**Unit:** Programme Humanitarian and Development Division (PRO); Supply Chain Division (SCO); Strategic Partnerships Division (STR); and Corporate Planning and Performance Division (CPPD). **Role:** (Programme Humanitarian and Development Division) strengthen country capacity, support for smallholder farmers, cash-based transfers, market access, climate/disaster risk reduction, resilience and livelihoods and sustainable and inclusive food systems; (Supply Chain Division) coordinate transport linkages and corridors, procurement and assistance delivery; and (Strategic Partnerships Division) foster partnerships with international financial institutions and identify non-traditional funding streams.
WHO	**Unit:** Department of Country Strategy and Support (headquarters) and country support units (six regional offices). **Role:** (a) ensure clear strategic direction to strengthen the substantive work of WHO at the country level through a participatory, multisectoral and multi-stakeholder approach; and (b) anchor health within the global development agenda to support countries in achieving the Sustainable Development Goals.
WIPO	**Unit:** Division for Least Development Countries. **Role:** (a) act as the focal point for collaboration with landlocked developing countries and United Nations entities on implementation of the Vienna Programme of Action; (b) represent WIPO in IACG meetings; (c) prepare, update and collect data on cooperation with landlocked developing countries; and (d) provide expertise, technical assistance and capacity-building to landlocked developing countries (e.g. using implementing partners to further economic growth and development; supporting the transfer of appropriate technologies for development; and accessing technical, scientific and patent information for technological capacity-building).
WTO	**Unit:** Development Division. **Role:** (a) liaise with UN-OHRLLS on all issues related to implementation of the Vienna Programme of Action; (b) coordinate the provision of inputs to different reports on implementation of the Vienna Programme of Action; (c) represent WTO at meetings of IACG; and (d) serve as the resource person on delivering information and training regarding the priorities of the Vienna Programme of Action that are relevant to the mandate of WTO.

Source: corporate and follow-up questionnaire responses from JIU participating organizations and development partners.

Annex IX

Mapping the presence of country team members in the 32 landlocked developing countries

	Resident coordinators	Regional commissions	United Nations Office for Disaster Risk Reduction	Department of Safety and Security	Office for the Coordination of Humanitarian Affairs	OHCHR	ITC	UNAIDS	United Nations Capital Development Fund	UNCTAD	UNDP	UNEP	UNFPA	UN-Habitat	UNHCR	UNICEF	UNODC	UNOPS	UNV	UN-Women	WFP	FAO	IAEA	ILO	UNESCO	UNIDO	WHO	EBRD	IFAD	IFC	IMF	IOM	World Bank
Total number of landlocked developing countries with entity presence	32	15	7	13	15	24	11	29	11	12	32	22	32	15	29	32	24	19	8	27	23	32	11	30	30	32	32	7	21	10	18	32	31
Afghanistan	x			x	x	x		x		x	x	x	x	x	x	x	x			x	x	x	x	x	x	x	x		x			x	x
Armenia	x	x	x	x	x	x		x		x	x		x	x	x		x			x	x	x		x		x	x	x			x	x	x	x
Azerbaijan	x	x				x					x	x	x		x	x	x	x		x	x	x		x	x	x	x			x	x	x	x
Bhutan	x	x			x		x	x	x	x	x		x		x	x		x		x	x	x		x	x	x	x		x	x		x	x
Bolivia (Plurinational State of)	x			x	x	x				x	x	x	x	x	x	x		x	x	x	x	x		x	x	x	x		x		x	x	x
Botswana	x					x				x	x	x	x		x	x		x			x	x	x	x	x	x	x		x			x	x
Burkina Faso	x				x	x		x		x	x	x	x	x	x	x	x			x	x	x		x	x	x⁶	x		x		x	x	x
Burundi	x				x	x	x	x	x	x	x	x	x		x	x		x		x	x	x		x	x	x	x		x			x	x
Central African Republic	x			x	x	x				x	x		x		x	x	x	x		x	x	x		x	x	x	x					x	x
Chad	x			x	x	x				x	x		x		x	x	x	x		x	x	x		x	x	x	x				x	x	x
Eswatini	x					x				x	x		x	x	x	x		x		x	x	x		x	x	x	x					x	
Ethiopia	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x		x		x	x	x		x	x	x	x		x		x	x	x
Kazakhstan	x	x	x	x			x	x		x	x	x	x	x	x	x	x		x		x	x		x	x	x	x	x				x	x
Kyrgyzstan	x	x	x	x	x	x		x		x	x	x	x		x	x	x			x	x	x		x	x	x	x		x	x	x	x	x
Lao People's Democratic Republic	x				x	x	x	x		x	x	x	x		x	x	x	x		x	x	x	x	x	x	x	x		x	x	x	x	x
Lesotho	x					x		x		x	x	x			x	x		x		x	x	x		x		x	x		x	x		x	x
Malawi	x			x	x	x		x	x	x	x	x	x	x	x	x		x		x	x	x		x	x	x	x		x		x	x	x
Mali	x	x			x	x				x	x		x		x	x	x			x	x	x		x	x	x	x		x		x	x	x
Mongolia	x							x			x		x	x	x	x				x		x	x	x	x	x	x	x		x	x	x	x
Nepal	x			x		x	x	x	x	x	x	x	x	x	x	x	x		x	x	x	x	x	x	x	x	x		x		x	x	x
Niger	x	x			x			x	x	x	x	x	x	x	x	x	x			x	x	x		x	x	x	x		x			x	x
North Macedonia	x	x	x			x					x	x	x			x				x		x		x	x	x	x	x				x	x
Paraguay	x					x		x			x	x	x	x	x	x				x	x	x		x	x	x	x		x			x	x
Republic of Moldova	x	x		x		x		x		x	x	x	x	x	x	x	x			x	x	x		x	x	x	x		x		x	x	x
Rwanda	x	x					x	x	x	x	x	x	x	x	x			x		x	x	x		x	x	x	x		x	x	x	x	x

Legend: Green: resident entity — Red: entity without a physical presence — Grey: residency unknown

	Resident coordinators	Regional commissions	United Nations Office for Disaster Risk Reduction	Department of Safety and Security	Office for the Coordination of Humanitarian Affairs	OHCHR	ITC	UNAIDS	United Nations Capital Development Fund	UNCTAD	UNDP	UNEP	UNFPA	UN-Habitat	UNHCR	UNICEF	UNODC	UNOPS	UNV	UN-Women	WFP	FAO	IAEA	ILO	UNESCO	UNIDO	WHO	EBRD	IFAD	IFC	IMF	IOM	World Bank
Green: resident entity / **Red: entity without a physical presence** / **Grey: residency unknown** / Total number of landlocked developing countries with entity presence	32	15	7	13	15	24	11	29	11	12	32	22	32	15	29	32	24	19	8	27	23	32	11	30	30	32	32	7	21	10	18	32	31
South Sudan	x				x	x		x			x	x	x		x	x	x	x		x	x	x		x	x	x	x		x			x	x
Tajikistan	x				x	x		x			x		x		x	x	x			x	x	x		x	x	x	x	x	x			x	x
Turkmenistan	x			x		x	x				x	x	x		x	x	x			x				x	x	x						x	x
Uganda	x	x	x			x	x	x	x	x	x	x	x	x	x	x	x	x		x	x	x	x	x	x	x	x		x			x	x
Uzbekistan	x	x	x	x		x	x	x		x	x	x	x	x	x	x	x			x		x	x	x	x	x	x			x		x	x
Zambia	x	x						x	x	x	x		x		x	x	x	x		x		x		x	x	x	x		x	x		x	x
Zimbabwe	x						x	x			x		x		x	x		x		x	x	x		x	x	x	x					x	x

Source: information received from the resident coordinator offices in the 32 landlocked developing countries and updated based on corrections received from United Nations system entities.

Note: other country team members not listed in the table that have a presence in five landlocked developing countries or less:

(a) Presence in five landlocked developing countries: the Department of Global Communications and the United Nations information centre (Armenia (U), Azerbaijan (WPP), Bolivia (Plurinational State of) (R), Nepal (U) and Paraguay (R)); and OSCE (Kazakhstan (U), Kyrgyzstan (U), North Macedonia (U), Tajikistan (U) and Uzbekistan (U));

(b) Presence in four landlocked developing countries: ITU (Ethiopia (R), Kazakhstan (WPP), Paraguay (WPP) and Zimbabwe (WPP)); Mine Action Service (Afghanistan (R), Central African Republic (R), Mali (WPP) and South Sudan (R)); and the United Nations Regional Centre for Preventive Diplomacy for Central Asia (Kazakhstan (WPP), Kyrgyzstan (WPP), Tajikistan (WPP) and Uzbekistan (R));

(c) Presence in three landlocked developing countries: ADB (Kazakhstan (U), Nepal (R) and Uzbekistan (R));

(d) Presence in two landlocked developing countries: CAF (Bolivia (Plurinational State of) (U) and Paraguay (U)); Department of Political and Peacebuilding Affairs (Armenia (WPP) and Botswana (R)); IADB (Bolivia (Plurinational State of) (U) and Paraguay (U)); United Nations Commission on International Trade Law (Lao People's Democratic Republic (WPP) and Nepal (U)); and WMO (Ethiopia (R) and Paraguay (R));

(e) Presence in one landlocked developing country: AfDB (South Sudan (U)); African Capacity-Building Foundation (Zimbabwe (U)); ICC (Armenia (U)); secretariat of the United Nations Framework Convention on Climate Change (Uganda (U)); United Nations Assistance Mission in Afghanistan (Afghanistan (R)); United Nations Institute for Training and Research (Afghanistan (U)); United Nations Interregional Crime and Justice Research Institute (Uzbekistan (U)); United Nations Multidimensional Integrated Stabilization Mission in Mali (Mali (R)); United Nations Regional Centre for Peace and Disarmament in Asia and the Pacific (Nepal (U)); UN-OHRLLS (Bhutan (WPP)); UNWTO (Uzbekistan (U)); and UPU (Zimbabwe).

R: resident entity.

WPP: without a physical presence.

U: residency status unknown.

Annex X

Additional soft recommendations for the effective implementation of the programme of action for landlocked developing countries

1. To address the identified challenges, exploit existing opportunities and strengthen coherence and comparative value, in the present annex the Inspector recaps soft recommendations – in addition to those stated in executive summary – in 14 key areas, which are presented below for the consideration and timely action of the identified entities.

A. Further holistic, transformative, demand-driven and targeted approaches

2. United Nations system entities should: (a) work closely with donors and Governments to raise awareness of the importance of a holistic (all of government and society) approach to implementation of the Vienna Programme of Action; (b) conduct need assessments through engagement with local stakeholders and provide support based on identified needs; (c) apply a demand-driven approach to work; (d) tailor existing regulatory and policy frameworks to country needs in implementing projects and programmes; (e) design and implement programmes to maximize the cross-sectoral impact in a cost-effective and efficient manner; and (f) be targeted when initially developing projects and then build on initial successes.

B. Further evidence-based decision-making on the Vienna Programme of Action

3. United Nations system entities should: (a) foster evidence-based decision-making through feasibility studies, surveys, cost estimations, indicators, benchmarks and improved data quality; (b) conduct targeted demonstration projects to show proof of utility and attract buy-in for project expansion and replication; (c) undertake capacity-building training of policy practitioners, experts and statisticians to further evidence-based policymaking.

C. Further local engagement, ownership and empowerment

4. United Nations system entities should: (a) leverage the convening power of national authorities to bring together relevant actors operating in landlocked developing countries; (b) engage local authorities at the highest level and ensure senior-level buy-in from in-country stakeholders from the inception stage; (c) build partnerships with local Governments and respect their ownership throughout a project's life cycle; (d) build capacities of local stakeholders to plan, prioritize and manage projects to ensure that current investments contribute to long-term development and the impact of sustainable projects.

D. Utilize comparative advantages

5. The Governments of landlocked developing countries should: (a) develop country platforms to bring together development agencies, multilateral development banks and private sector entities, to identify and exploit comparative advantages; and (b) develop coherent national development programmes that bring partners into complementing rather than competing roles.

6. United Nations system entities should: (a) conduct a stakeholder analysis to identify potential synergies with related initiatives of other entities and their own niche in which they can provide value added; (b) further joint planning, programming and delivery to facilitate

integrated approaches; (c) exchange action plans and data and reconcile activities implemented; (d) designate a lead agency for each priority of the Vienna Programme of Action to streamline activities and synergize United Nations system efforts, reducing the scope for duplication; and (e) use their convening power to bring together all key players on hard infrastructure development to develop an integrated strategy for landlocked developing countries, which also factors in cross-cutting values such as climate change, environment, human rights and equity.

7.   UN-OHRLLS should bring together the work done by experts from different agencies on the priorities of the Vienna Programme of Action and issue joint reports to highlight different perspectives on the same topic.

E.   Mobilize resources for the Vienna Programme of Action

8.   The Governments of landlocked developing countries should make concerted efforts to create space for the private sector and empower them and incentivize public-private partnerships.

9.   United Nations system entities should: (a) utilize a public-private partnership framework to mobilize private sector expertise in financing projects and technologies and in providing capacity-building and advisory services to small and medium-sized enterprises; (b) explore alternative financing solutions, such as co-financing and debt financing, with the Governments of landlocked developing countries; (c) identify opportunities for South-South Cooperation on implementation of the Vienna Programme of Action; (d) identify champions to provide seed funding for initiatives related to the Vienna Programme of Action; (e) create a small funding mechanism for country teams dealing with landlocked developing country issues, managed through the United Nations multi-partner trust fund; and (f) develop a long-term funding strategy with commitments from various stakeholders.

10.   United Nations system entities should further engage development partners to: (a) capture their anticipated or pledged contributions on the Vienna Programme of Action; (b) conduct joint feasibility studies on potential projects related to the Vienna Programme of Action to invoke donor interest; (c) promote joint funding for technical assistance programmes and activities; and (d) promote awareness of the accomplishments related to the Vienna Programme of Action attained through public-private partnerships to incentivize the use of such collaborative mechanisms.

11.   Country teams in landlocked developing countries should: (a) engage with national budget offices to better understand how the national budget relates to the Vienna Programme of Action; (b) engage with finance ministries to mobilize resources for the Vienna Programme of Action; and (c) integrate the priorities of the Vienna Programme of Action into funding calls for projects to be financed through the Joint Sustainable Development Goals Fund, the United Nations trust fund human security and the United Nations multi-partner trust fund.

12.   UN-OHRLLS should: (a) make efforts to integrate the Vienna Programme of Action into the programming and agenda of donors and international financial institutions; and (b) identify "invisible stakeholders" who can potentially contribute to implementation of the Vienna Programme of Action.

F.   Improve inter-governmental dialogue on the Vienna Programme of Action

13.   Representatives of landlocked developing countries should: (a) focus on action-oriented dialogue in annual ministerial meetings; (b) organize specific meetings on landlocked developing countries on the margins of UNCTAD and WTO ministerial conferences; (c) further coordination between landlocked developing country groups in New York and Geneva; (d) allow for virtual participation in all meetings; and (e) ensure financing for the participation of national focal points on the Vienna Programme of Action in relevant platforms.

G. Strengthen organizational focal points on landlocked developing countries and establish points of contact

14.   United Nations system entities should ensure that organizational focal points on landlocked developing countries perform the following roles: (a) have a broad overview of matters related to landlocked developing countries; (b) act as a hub to consolidate and share experience and expertise on the development and delivery of technical assistance on the priority areas of the Vienna Programme of Action; (c) facilitate the coordination and disaggregation of specific interventions on landlocked developing countries and the Vienna Programme of Action from broader interventions; (d) support the alignment of programmatic work with management priorities to improve operational support and coordination on priority areas of the Vienna Programme of Action; (e) support the governance of the efforts of entities in landlocked developing countries in line with global action plans; (f) increase the visibility of the work of entities in landlocked developing countries in different forums through the sharing of knowledge produced by entities; and (g) further consistent follow-up on United Nations system-wide discussions, decisions and related actions.

H. Strengthen the work of the Inter-Agency Consultative Group for Landlocked Developing Countries

15.   Members of IACG should: (a) share information on agency activities only in writing during meetings; and (b) synergize the efforts of IACG with relevant coordination mechanisms (e.g. High-level Committee on Programmes, United Nations Sustainable Development Group, UN-Energy, UN-Oceans and UN-Water).

I. Improve dissemination of information

16.   United Nations system entities should: (a) ensure that headquarters units dealing with priorities of the Vienna Programme of Action communicate to the representatives of landlocked developing countries and to the entities' own regional and country offices, information of any relevant programming undertaken or planned in relation to the Vienna Programme of Action; and (b) create an online repository to enable the exchange of lessons learned between country teams on how to address issues related to financing global action plans such as the Vienna Programme of Action.

J. Improve outreach and advocacy

17.   United Nations system entities should intensify advocacy efforts to convince multilateral development banks and international financial institutions to offer specific funding for landlocked developing countries, since many do not recognize landlocked developing countries in their disbursements.

18.   UN-OHRLLS should increase outreach to: (a) the Governments of landlocked developing countries to demonstrate to them what they stand to gain from integrating the Vienna Programme of Action into their national development plans; (b) development partners to explain progress made on the Vienna Programme of Action and how they can contribute; and (c) transit developing countries through policy analysis and dialogue to convince them of the costs of non-cooperation and demonstrate what they can gain through engagement on the priorities of the Vienna Programme of Action.

K. Improve monitoring of and reporting on the Vienna Programme of Action

19.   The Governments of landlocked developing countries, the United Nations system and pertinent development partners should jointly develop a scorecard on implementation of the Vienna Programme of Action.

20.   The Secretary-General should: (a) establish a technical monitoring committee at the national and regional levels (integrated within the regional coordination structure of the United Nations) to monitor and report on implementation of the Vienna Programme of Action; and (b) reframe the annual report on implementation of the Vienna Programme of Action to have a thematic focus each year.

21.   United Nations system entities should: (a) increase the awareness of the Governments of landlocked developing countries on the benefits of reporting on indicators related to the Vienna Programme of Action; (b) agree on common data sets for each priority of the Vienna Programme of Action to incorporate into all related projects (along with clearly articulated exceptions); (c) utilize a common platform to report on indicators for different global development agendas; and (d) adapt UN-Info to the national context of landlocked developing countries.

22.   UN-OHRLLS should better represent all agency inputs in reporting on implementation of the Vienna Programme of Action, better interpret and use the data provided and properly acknowledge the inputs used from agencies.

L.   Improve regional and subregional cooperation on the Vienna Programme of Action

23.   Representatives of landlocked developing countries should mainstream the Vienna Programme of Action in existing regional and subregional platforms on trade, transit and ICT.

24.   United Nations system entities should engage in and better utilize regional and subregional intergovernmental platforms to provide technical support on matters related to the Vienna Programme of Action.

25.   The Development Coordination Office should share information to inform the work of issue-based coalitions at the regional level.

26.   UN-OHRLLS should: (a) designate regional focal points to guide engagement between country teams and the Governments of landlocked developing countries on the Vienna Programme of Action; (b) engage with regional coordination teams on issue-based coalitions pertinent to the Vienna Programme of Action; (c) sign memorandums of understanding with relevant regional and subregional organizations for explicit actions on the Vienna Programme of Action; and (d) systematically inform regional commissions on initiatives related to the Vienna Programme of Action planned by the members of IACG to integrate regional expertise during the conceptualization of projects.

M.   Further cooperation on implementation of the Vienna Programme of Action with the Governments of landlocked developing countries

27.   Country teams in landlocked developing countries should serve as advisory institutions to the Governments and focus on a few key initiatives in a big way rather than numerous micro-initiatives.

N. Improve capacities of national statistical offices in landlocked developing countries

28.   United Nations system entities should support national statistical offices in landlocked developing countries to: (a) develop statistical capacity to monitor and collect data and report on Sustainable Development Goal indicators which overlap with the priorities of the Vienna Programme of Action; (b) link indicators and targets in national Sustainable Development Goals to the priorities of the Vienna Programme of Action; (c) integrate reporting on the Vienna Programme of Action into reporting on the Sustainable Development Goals; and (d) identify the priorities of the Vienna Programme of Action not covered by the Sustainable Development Goals, develop indicators to inform policy in those priority areas, and ensure complementarities and synergies and avoid duplication with Sustainable Development Goal indicators.

Annex XI

Overview of actions to be taken by participating organizations on the recommendations of the Joint Inspection Unit

		Intended impact	United Nations and its funds and programmes																Specialized agencies and IAEA												
			CEB	United Nations	UNAIDS	UNCTAD	ITC	UNDP	UNEP	UNFPA	UN-Habitat	UNHCR	UNICEF	UNODC	UNOPS	UNRWA	UN-Women	WFP	FAO	IAEA	ICAO	ILO	IMO	ITU	UNESCO	UNIDO	UNWTO	UPU	WHO	WIPO	WMO
Report	For action		☐	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☒	☐	☐	☒	☒	☐	☒	☒	☒	☒	☒	☒	☒	☐	☒	☒	☒
	For information		☒	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☐	☒	☒	☐	☐	☒	☐	☐	☐	☐	☐	☐	☐	☒	☐	☐	☐
Recommendation 1		c		E	E	E	E	E	E	E	E	E	E	E	E			E	E		E	E	E	E	E	E	E		E	E	E
Recommendation 2		f		E																												
Recommendation 3		a, e		E	E	E	E	E	E	E	E	E	E	E	E			E	E		E	E	E	E	E	E	E		E	E	E
Recommendation 4		d		E																												
Recommendation 5		a–h		E																												
Recommendation 6		f, h		E																												
Recommendation 7		e, f		L	L			L	L	L	L		L	L	L			L	L		L	L	L	L	L	L	L		L	L	L
Recommendation 8		c		E																												
Recommendation 9		c, d		E																												

Legend:

L: Recommendation for decision by legislative organ

E: Recommendation for action by executive head

☐: Recommendation does not require action by this organization

Intended impact:

a: enhanced transparency and accountability **b:** dissemination of good/best practices **c:** enhanced coordination and cooperation **d:** strengthened coherence and harmonization **e:** enhanced control and compliance **f:** enhanced effectiveness **g:** significant financial savings **h:** enhanced efficiency **i:** other.