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FIELD VISIT OF THE EXECUTIVE BOARD

Report of the field visit to Kenya and Zimbabwe

(15 - 27 August 1994)

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I. INTRODUCTION

In accordance with UNDP Governing Council decision 91/2 a team of representatives of member countries of the UNDP/UNFPA Executive Board (Austria, Bangladesh, Bulgaria, Congo, India, Peru, Slovakia, Sudan, Switzerland, Trinidad & Tobago), accompanied by a senior official from UNDP headquarters, undertook a field visit to Kenya from 15 to 20 of August 1994, and to Zimbabwe from 21 to 26 August 1994. The list of participants of the field visit is annexed to this report.

The two countries selected for this field visit, Kenya and Zimbabwe provided the team the opportunities (a) to examine the impact of UNDP/UNFPA's support to the development efforts of the two countries in different sectors of social and economic activity at a time when they were implementing structural adjustment reforms; (b) to note the relationship and co-ordination between UNDP and other UN agencies and financial institutions, and other bilateral donors at the country level; and (c) to be briefed on the regional dimensions of UNDP and UNFPA activities in the area.

In the preparation for the field visit and in order to secure the objectives of its mandate, the team met three times in New York with the representatives of the Secretariat and requested additional information and appropriate changes in the proposed programme. The promptness and effectiveness of the Secretariat in New York, Nairobi and Harare in this regard is to be acknowledged.

The pre-departure preparation proved to be very helpful during the field visit. One should stress also the comprehensive briefing materials and the assistance provided by the resident representatives and country directors and their staff.
VISIT TO KENYA: 15-20 AUGUST 1994.

I. NATIONAL AND SUB-REGIONAL CONTEXTS OF UNDP AND UNFPA ACTIVITY

a) Kenya's development challenge

Kenya achieved independence in 1963. In the following 30 years, there have been three distinct phases of change: in the 1960's and 1970's, there was rapid economic growth and similarly rapid population growth and hence only modest increases of per capita resources; in the following decade, economic growth slowed down, while the population still continued to grow at a rate of over 3.5% per annum. From the early eighties to the early nineties, the country's performance declined in almost all sectors. Private investment ceased to be attracted to Kenya, and the country became more and more dependent on external aid to cover important requirements. Yet, there was still high population growth, although fertility eventually began to fall from the mid-80's.

A major structural adjustment programme was eventually negotiated with the international financing institutions and the main donors. The country has since gone through a difficult period of economic as well as political (introduction of multiparty system) transition, while large parts of its territory were affected by several years of drought and influxes of refugees from neighbouring countries. While significant results have been achieved with regard to economic reforms, the government remains confronted with several acute problems in non-economic fields. A number of initiatives and measures have been taken. For some of them, the Government has requested the support of UNDP.

In addition to its short-term Structural Adjustment Programme, the Government last year launched a three-year development plan (94-96) with the following three overall goals:

1. secure increased economic growth with greater self-reliance;
2. improve the health and living conditions of the majority of the Kenyans; and
3. ensure key economic and sectoral policies support for sustainable development.

With regard to the last, the plan refers explicitly to the UNDP concept of Sustainable Human Development and stresses the need of a development which is people-centred and which, besides economic growth, secures social equity and protection of the environment.
During its stay in Kenya, the Mission had excellent opportunities to discuss government strategies and their implementation from ministerial (including the Vice-President, Minister of Planning, Minister of Finance) down to the district and local levels in Western Kenya. The Mission took careful note of the openness and frankness with which pressing economic as well as non-economic issues were addressed by most of the authorities and other persons contacted.

b) The sub-regional Context.

Kenya has for many years had the most dynamic growth role in the sub-region and has been a most important transit and trading partner to many neighbouring countries. Yet, in recent years, many of Kenya's neighbours have found themselves in much worse economic as well as socio-political problems than Kenya itself. The team was briefed on the situation of humanitarian programme delivery to Rwanda, Somalia and Southern Sudan.

II. MAIN PRIORITIES AND OBJECTIVES OF THE UNDP AND UNFPA COUNTRY PROGRAMMES

Both the country programmes have been developed and formulated in close cooperation with the Kenyan authorities concerned. They try to focus and concentrate on a limited number of crucial issues, for which the two institutions are obviously better suited than other development agencies. This is particularly true with regard to politically sensitive areas. While UNFPA is actively involved in policy advice, advocacy, information and education activities, as well as in assisting the Government in improving the accessibility of family planning services, UNDP's support is mainly being requested in the area of capacity building for improved governance and management of the economic reform process as well as more recently in the even more delicate field of assisting in trying to resolve ethnic clashes. Furthermore, an important part of the programme deals with employment creation through small enterprise development.

In all these areas of intervention, UNDP is together with the Kenyan authorities concerning itself with developing a programme approach, with the aim of integrating all external contributions in a government-led programme as quickly as possible. UNDP and the Government of Kenya are presently elaborating the programme support documents for several areas of intervention. The Mission believes that the experience gained in Kenya with the programme approach could interest other countries trying to apply the same approach.

III. GENERAL ISSUES

a) Population

Although Kenya is said to be in demographic transition pointing to a slower population growth, with fertility falling from 8 to 5.4 in
less than ten years, the population of Kenya has increased to approximately 25 million in 1994, a three-fold increase in the last thirty years. The present population growth rate is still high (around 3% p.a.), mainly due to continuing high fertility (5.4) and improved maternal and child health resulting in low infant and child mortality. The UNFPA focus on reducing the population growth rate and reducing fertility remains valid as it coincides with the Government's own priorities. UNFPA assists the National Council for Population and Development (NCPD), its counterpart collaborating agency in the Government, in development of policies and strategies at the national and district levels and with project integration among the concerned ministries, NGO's and bilateral donors. In the area of basic data collection in the field of population, there have been difficulties in obtaining census information until recently, in 1989. The NCPD coordinates this aspect.

Within the framework of the National Family Planning Programme, projects KEN/92/P06 for improving the quality of family planning services and KEN/93/P03 for training for distribution of non-prescriptive family planning commodities were briefly assessed by the Executive Board members during the field visit. Given the crucial cross-sectoral importance of controlling population and its threat to overall development if left unchecked, efforts of UNDP/UNFPA to achieve sustainability are supported by the Government which also addresses the need to focus on increasing awareness and responsibility among the men, and on reaching the youth through the informal channels of Family Life Education.

b) Poverty and Job Creation

The efforts by the Government in the area of population control have to be viewed against the backdrop of the twin emerging development challenges of unemployment and poverty. With an estimated labour force of 14.0 million in the year 2000 for an estimated 4.1% and 3.8% increase in the urban and rural employment rate respectively, the expected unemployment figure by the end of the century is around 4.7 million. A low economic growth rate and limited availability of arable land have combined to result in urban migration resulting inevitably in the growth of slums. Absolute poverty levels in 1991 reached 12.6 million, and household food security, particularly in arid and semi-arid regions remained precarious. A severe drought situation, effects of the Structural Adjustment Programme, civil strife and refugee spillovers from neighbouring countries have additionally worsened the short-term scenario.

The 7th National Development Plan (1994-96) has understandably adopted sustainable development as the principal theme with sub-theme focus on high growth rate and unemployment, capacity building in both human resources and institutions; equity in income distribution, improvement in environment and use of resources, increased domestic savings and inflow of external resources. Completion of the SAP reform process is a commitment.
Diversification and increase of the export base and export promotion, expanding small holder agricultural production and micro and small enterprises are some of the suggested strategies of the Government for addressing the poverty-unemployment squeeze which will however require sustained efforts over a long period of time.

The amount of UNDP assistance of US$ 41.849 million in the 6th Country Programme, even with the additional cost sharing element of US$ 39.014m, is not expected to assist substantially in addressing the twin problems of poverty and unemployment. Some strategic choices by UNDP in the utilisation of scarce resources may be called for. An additional problem has been created by the diversion of development funds for emergencies. According to the Government, the challenge here lies in operationalizing the relief-to-development continuum. The expected end of the drought condition could have a propelling effect on developmental activity.

The team visited several projects, such as Export Processing Zones, ROSAFRIC (growing of standard carnations for export) under APDF, rehabilitation projects for employing disabled persons, Chanderama women's group dairy farming, environment and conservation projects and projects relating to development of small scale fish farming. The team was briefed on horticulture crop production and development, small enterprise development (SED) and Jua Kali Women's Textile Project. It appears that EPZ, horticulture development, women entrepreneurship and medium scale industries should invite greater focus for the UNDP.

c) National Capacity Building

Presentations received on this subject stressed the need for greater assistance from UNDP on promotion of good governance and accountability and improvements in the current accounting system and other mechanisms of control. There is a stress on pluralism including participation by NGO's in a continuing bid for transparency. Management, training, equipment, a computerised budget system, electoral issues, statistics, national accounting, tax administration, census and legal and civil services reform have all been identified by the government as areas for UNDP assistance. The government of Kenya is acutely aware of the problem in availability of trained human resources as there is the persistent problem of trained personnel in the Government moving on to the private sector which offers better terms. However, quite apart from this drain into the private sector, the private sector itself seems to face a shortage in management and marketing expertise.

There is also a perceived need for the development of capacity building for emergency situations. Capacity building in the area of governance is seen by the Government to be crucial for the sustainability of development. The level of national execution, while improving, still appears to be low. The importance of increasing use of available national human resources and participation by more local personnel at professional levels is being recognised by the Government. While national capacity exists
or could be utilised by the government and UNDP in certain areas already, there is still a perceived need for technical cooperation in specific areas through experts, training and consultations. Projects under Technical Cooperation among Developing Countries (TCDC) did not appear to be very many, and an understanding of the institution of the focal point was not evident. UNDP may need to address this issue in a more systematic manner.

d) **Support Costs Arrangements**

The new Support Costs Arrangements have been utilized to some extent in the execution of the Country Programme. Technical Support Services 1 (TSS-1) were requested in an attempt to provide upstream support for eleven projects in 1992/93 and thirteen in 1993/94. From these requests, three were approved for 1992/93 and four for 1993/94. At the project level, the TSS-2 mechanism was utilized on two occasions.

All projects approved since the beginning of 1992 have taken into account the use of Administrative and Operational Services (AOS) which UNDP has paid for to assist projects.

This demonstrates an understanding of the new regime and the recognition of the benefits to be derived from its application. Some consideration must be given to the low levels of approval for technical support.

In respect of UNFPA, the Country Programme includes the use of Technical Support Services in the implementation of all projects. However, given the availability of expertise at the national level, TSS from the sub-regional team was utilized only in two projects.

**IV. SPECIFIC ISSUES**

a) **Private Sector in Development**

b) **Women in Development**

Although Government briefings included stress on the importance of the empowerment of women, the latter as a specific target of focussed action does not appear to be a priority. There are gaps in gender balance at the higher political and administrative levels. In rural Kenya, however, as observed during the field visit, the crucial role of women in the development process is apparent. There appear to be plans within the Government to involve women to a greater extent in agricultural, dairy and small-scale business activities. This presently seems to also include initiatives on health care of women and efforts for greater accessibility to credit. Specific programmes on HIV/AIDS address the specific problem faced by women as a result of the epidemic. Outside the Government, women appear to be active as NGO's and in the private sector.
UNDP, along with its partners in development, has ongoing training programmes on gender issues. Most projects funded by UNDP have a gender component, and some of the projects specifically target women as the ultimate beneficiaries, as in the case of the Kenya Women Financial Trust, an affiliate of Women World Banking. Other UNDP projects include Micro-Enterprises for Rural Women in Arid and Semi-Arid Areas of Kenya, and the Jua Kali Women's Textile Project.

At the request of the Kenya Commercial Bank, Ltd., the United Nations Development Fund for Women (UNIFEM) in July 1992 commissioned a consultant for studies on credit access for women. The study is complete and the modalities of implementation are being worked out. UNIFEM has introduced the African Women in Crisis Umbrella Programme (AFWIC) in Kenya to specifically address the issue of protection and empowerment of women displaced by crisis from their home communities. Other UN agencies, such as UNICEF also have programmes targeting women. UNDP participates in bi-monthly donor meetings and in preparations for the Regional Conference to be held in Dakar in November 1994 as well as in the preparations for the World Conference on Women in 1995. As part of these preparations, UNDP is planning a seminar in late September 1994 on "Women and Sustainable Development".

c) Health

The improvement of health and living conditions of Kenyans represents one of the three priorities of the Seventh National Development Plan (1994-96). In spite of some progress in this field with coordinated efforts by UNDP, UNFPA, WHO and UNICEF, the introduction of cost-sharing in the field of health care as an adjustment under the Structural Adjustment Programme witnessed an adverse trend in this sector. The main focus of UNDP/UNFPA assistance is in the field of HIV/AIDS (dealt with separately). Other activities aim at improving maternal and child health (antenatal care, immunization, nutrition) and strengthening of the national and district-level capacity in management and planning for reproductive health services. Currently, 68% of family planning services are provided through government service delivery points.

These programmes were examined by members of the mission during visits to the health centres as well as during discussions with people in the field. Specific projects included one which addressed the reproductive behavior of adolescents. The project was entitled "Integration of Family Life, Education, HIV/AIDS and Peer Counselling into the National Programme of the Kenya Scouts Association".

d) HIV/AIDS

This is no longer regarded merely as a health problem but is considered a national threat affecting all aspects of development. HIV/AIDS pandemic issues are specifically addressed in the 7th National Development Plan (1994-96). In addition to a national AIDS
control programme to deal with this issue over a three-year period, an Inter Ministerial Committee on HIV/AIDS has recently been established to coordinate action in this area, which is integrated into Information/Education/Communication activities as well.

UNDP, in line with the Government's thinking, is addressing the problem as a socio-economic development issue and has identified areas of research to assess the socio-economic impact of the epidemic in various regions of the country. UNDP has also hosted a workshop and a conference to sensitize the top echelons of bureaucracy to the devastating consequences of the epidemic and the need for timely action.

UNFPA supports many sectoral perspectives in the areas of reproductive health, adolescent behaviour, HIV/AIDS, basic data collection, integrated programme action and NGO/donor coordination. HIV-related components are included in MCH/FP-related projects. Inter-agency meetings adopt a programme approach to the issue, cutting across all sectors. There are currently two donor sub-groups on HIV/AIDS in which UNFPA participates. Sectional perspectives are also being supported. UNDP and UNFPA are awaiting the formalization of the near-final and detailed Government programme to set out the details of specific projects.
VISIT TO ZIMBABWE: 21-27 AUGUST 1994

I. NATIONAL AND SUBREGIONAL CONTEXTS IN WHICH UNDP AND UNFPA ARE WORKING IN ZIMBABWE

With its well-developed manufacturing sector, prosperous commercial farming, varied mineral resources and relatively dense and well-maintained infrastructure, the Zimbabwean economy is considerably more diversified than those of all its neighbours except South Africa. Zimbabwe is a land-locked country covering a total of nearly 400,000 square kilometres of which only 20 per cent only is arable. Agriculture remains the main engine of the economy, employing about 40 per cent of the national labour force and contributing about 20 per cent to the country's GNP. Industry, Mining and Construction produce between 35 and 40 per cent of the GNP, distribution and tourism about 10 per cent, the Public Administration about 7 per cent and all other services between 15 and 20 per cent. Although the overall per capita GNP level is still relatively low, (it actually declined rather dramatically from $650 in 1990 to $490 in 1993), the country possesses important assets and potential for considerable future development. Yet, Zimbabwe is facing a number of major challenges, like the persisting rather unequal distribution of wealth (a colonial heritage), the continuously increasing population and growing unemployment problem, as well as the rapidly spreading HIV/AIDS pandemic.

While some notable progress was achieved during the 1980s with regard to improving the living conditions of the poorer segments of the population, overall real GNP growth during that period only just matched the level of the population growth rate. Investment was barely adequate to maintain the capital stock and/or to raise total productivity. The economy could therefore in no way absorb the growing number of labour-market entrants. While the economy remained heavily regulated, the country experienced at the same time relatively high levels of inflation and growing budget deficits coupled with increasing external debts.

In 1991, the Government started to embark on a programme of economic reform aimed at "stimulating investment and removing impediments to the realization of its growth potential". The major programme elements are: fiscal deficit reduction and monetary reform; trade liberalization; domestic deregulations; sector specific policy initiatives and measures to alleviate the impact of the reform on vulnerable groups.

Yet, ESAP had barely been put in place when Zimbabwe was hit by the worst drought since records have been kept. Today, the country is going through a difficult process of recovery and further structural adjustment.
Despite all these difficulties, Zimbabwe has continued to play an extremely important role - in economic as well as political respects - for the whole subregion. It hosts a large number of subregional institutions as well as subregional offices and representations of many international organizations and companies. In addition, the country has been hosting (and envisages to continue to do so) numerous subregional and international conferences, seminars and workshops.

Although the UNDP office in Harare is a country office, it also embraces subregional issues. The planned subregional (administrative) support centre for Southern Africa will also be located in Harare. UNFPA has a country office in Harare as well as a country support team (CST) for the subregion.

II. MAIN PRIORITIES AND OBJECTIVES OF THE TWO COUNTRY PROGRAMMES

The two country programmes have been developed in close cooperation with the Zimbabwean authorities concerned, and concentrate to a large extent on important priority areas in which UNDP and UNFPA today have apparent comparative advantages over other external development agencies.

A. UNDP programme

Zimbabwe's current UNDP country programme for (1993 - 1996) focuses on support to:

a) Improving the overall economic policy framework and management of the economy;

b) Employment generation; and

c) Long environmental sustainability and natural resources development.

With an IPF of only $18.3 million, special attention is given to capacity-building in strategically crucial areas such as economic management, civil service reform and aid coordination as well as to strengthening the capacities of institutions operating at district and grass-roots levels.

B. UNFPA programme

The UNFPA programme, which is also implemented in close cooperation with the Government as well as with the Zimbabwe National Family Planning Council, focuses on capacity-building in areas such as policy formulation; information, education and communication; training; as well as on the provision and distribution of family planning commodities through community-based distributors.
III. GENERAL ISSUES

A. Population

The 1992 population census reported a total population of 10.4 million, out of which 47% are under age 15. With a population growth rate of 3.13% per annum, the population is likely to double within twenty-two years, thus requiring a corresponding increase in the level of social services and facilities as well as unemployment opportunities.

The population increase can be attributed to the combination of a high, albeit declining, level of fertility and relatively low mortality.

The Government of Zimbabwe is in the process of defining its population policy, and issues such as population planning, improvement in living conditions and poverty alleviation are among the key objectives of the Second National Development Plan (1991-1996). As the nationally mandated organization, the Zimbabwe National Family Planning Council provides under its programme the family planning training of medical personnel.

The UNFPA second country programme has been extended to December 1995 to coincide with the planning period of the National Development Plan and the National Family Planning Programme (1991-1996).

The current UNFPA programme consists of 11 projects implemented in close cooperation with the Zimbabwe National Family Planning Council and the respective government departments concerned.

The Programme focuses on:

a) Formulation of population policy;

b) Enhancement of Zimbabwe's potential to carry out population census and to evaluate and disseminate data;

c) Support to the Government efforts to expand the provision of family planning services country wide through the training of health care providers;

d) Reinforcing the IEC Unit of the Zimbabwe National Family Planning Council and setting up a national multi-sectoral population education committee;

e) Post graduate training in population studies;

f) Channelling family life education through the National Scouting Movement; and
g) Provision and distribution of family planning commodities through community-based distributors.

The Mission noticed that UNFPA activities in the country are highly appreciated at central government as well as at provincial, district and local levels. Besides discussions with different government representatives in Harare and a visit of the Zimbabwe Regional Drug Control Laboratory, where condom testing and analysis of oral and injectable contraceptives are being performed, the mission was briefed about family planning promotion activities, while visiting rural health services in Masvingo Province.

B) Poverty and job creation

"The Zimbabwean Government presently faces the difficult challenge of having, on the one side, to restructure the country's economy (including redimensioning the public sector) and, on the other side, to create (or help to create) job opportunities for a rapidly growing number of school leavers". The third country programme of UNDP addresses these issues at macro as well as at micro level in focusing on (a) economic management; (b) employment generation; and (c) long-term environmental sustainability and natural resources development. At the macro level, UNDP is assisting the Government to build capacity in a number of areas, such as the Civil Service Reform, social dimensions of adjustment (Social Development Fund), poverty alleviation (Action plan) and coordination of external aid. At the meso and micro level, the focus is on promoting medium and small-size enterprises as well as other income-generating activities at the grass-roots level; the mission took a particular interest in the activities of Empretec (promotion of small and medium-sized businesses) and Africa 2000 (grass-roots activities), both supported by UNDP. The mission was extensively briefed on the Government's structural adjustment efforts (and difficulties it thereby encounters, e.g., brain drain to South Africa, consequences of budget cuts and cost recovery on the access of the poorer segments of the population to social services, etc.). (See also under IV A. Private sector development).

C) National capacity-building

The third country programme of Zimbabwe addresses crucial and selected aspects of the economic transformation programme that includes improving Government efficiency, assistance to the implementation of the Economic Reform Programme and the Parastatals Reform Programme. Under its Economic Reform Programme, the Government is implementing reforms in the public sector with a view to improving management performance and investment in human resources. It is also undertaking efforts to streamline and to reform the Civil Service in order to enhance its efficiency and to assure competitive compensation, motivation and better remuneration. Under the Economic Reform Programme, technical
assistance is provided for the enhancement of relevant capacity-building activities to strengthen the Government's capacity to implement its Economic Reform Programme, especially in the areas of coordination and monitoring, fiscal policy, trade liberalization, domestic deregulation, investment promotion, assessing and addressing the social impact of the Programme and the reform of monetary policy of the financial sector. Non-completed project activities will mainly address components of the Reform Programme, such as public deficit reduction strategies like rationalization of the Civil Service, public expenditure review, etc.

The Government's Public Enterprises Reform is intended to increase the operational efficiency of Parastatal institutions. The success of the ERP will mainly depend on the management of fiscal policies and, particularly, on how well it is implemented.

Presentations stressed the necessity for capacity-building in the field of statistics and in the accumulation, organization and analysis of information related to HIV/AIDS. There is also a perceived need to promote good governance and to provide assistance to enhance the Government's coordinating capacity, within Public Administration, as well as vis-a-vis the donor community. It was also noted that the Government's capacity to disburse funds will have to be improved. It was pointed out that national capacity-building is hindered by the inconsistency of the Civil Service and by the excessive mobility within its respective sectors. The brain drain of well trained professionals towards better jobs in the private sector as well as to neighbouring South Africa impedes the creation of much needed corporate experience and the institutionalization of corporate knowledge in the Civil Service.

D. Agency support costs

Some reservations were expressed concerning the effective use of agency support costs because of the involved administrative procedures. It was also felt that much staff time was utilized on modest amounts under the Technical Support Services modality.

Technical Support Services at the programme level (TSS-1) were utilized on two occasions only, while there were no requests for TSS-2. This low use of TSS services was not seen as a disadvantage in the case of Zimbabwe. National execution had risen to over 60 %, but national implementation had remained low. As was pointed out to the team, this was due partly to the fact that the expertise for many projects was not available at the national level.

The UNFPA subregional team for technical support services, located in Harare, mounted a significant number of field visits to various countries of the region. These visits, which were generally very brief, were facilitated by the subregional office.

It was noted that in the establishment of the subregional team for technical support services, UNFPA did not succeed in reflecting a gender balance at the professional level. Given the limited
number of experts, the subregional team did not succeed in providing ad hoc support in all cases. However, it was felt that the new approach allowed experts to focus on the technical aspects of programmes while developing a greater familiarity with individual countries over time. The multidisciplinary approach also provides the opportunity for greater excellence in a more cost-effective manner.

IV. SPECIFIC ISSUES

A. Private sector in development

Zimbabwe's economic reform programme is also aimed at promoting productive investment and creating new employment to achieve dynamic, sustainable growth and more equitable income distribution.

The private sector of the Zimbabwe economy plays a crucial role in agricultural and industrial development and presently contributes 60% to the country's GDP. The Government further encourages the private sector in terms of finance and low interest rate as well as tax exemption.

UNDP provides technical support for the private sector in the area of small and medium scale enterprises. One of the UNDP supported projects visited by the team was the Empretec Programme in Zimbabwe (ZIM/91/010), which aims at identification and training of prospective entrepreneurs; at generating bankable, innovative project proposals in Government priority sectors and promising export activities; at assisting selected project promoters to turn their investment proposals into successful ventures; at accelerating technology transfer through productive, stable and equitable linkages with TNC; at cross-border joint ventures between participants in Southern African countries.

The private sector in Zimbabwe, which seems to play a significant role in the economic reform process and in the creation of new employment opportunities is now being challenged with greater international competition, particularly after the recent development in South Africa.

B. Women in development

The Government of Zimbabwe has highlighted to the mission the ongoing efforts to improve the status of women. Legal changes have taken place to ensure equitable property legislation, and determined efforts have raised the female literacy rate from 75% in 1970 to 82% in 1990. The unemployment rate for women continues to be much higher compared to that of men. The efforts of the Government to introduce Civil Service reforms include as a priority increasing the number of women in the Civil Service from the present 5% to 15% in the future. There is a broad realization, however, that these efforts are still markedly insufficient.
Government efforts in this field include a role for the UNDP and other United Nations agencies. UNDP has assisted the National Development Planning Agency with the formulation of the relevant sections of the Second Five Year National Development Plan included in the Economic Reform Programme (ERP). Under Aid Coordination and Management, UNDP has undertaken projects on gender and economic reform to identify factors constraining (and facilitating) the full participation of women in economic life.

UNDP assists small and medium-scale business women with training and entrepreneurship development under the EMPRETEC programme (ZIM/91/010) launched in July 1992 by the Senior Minister of Finance. The mission was taken to witness the successful ventures of two such entrepreneurs.

The activities of UNIFEM concentrate on the areas of food security and training women to improve household food availability levels. Other areas of focus include assisting with credit access, creation and financing of small enterprises, advocacy and training for women and children in the refugee programme. Recently, UNIFEM organized a special programme for women in development through workshops and seminars. There are also special efforts to gender-sensitize policy-makers.

The UNFPA Country Support Team for Southern Africa in Harare comprehensively addresses gender, population and development issues. The team's efforts are supported by UNDP which provides support services.

Under its special strategy in Africa (introduced in 1987), the UNFPA has made Zimbabwe one of the success stories in national family planning programmes. NGOs and special women's group have been fully utilized. Awareness creation workshops and improvement of the statistical database on women have been a priority focus. UNDP and UNFPA have cooperated with Government in ensuring participation in all preparatory activities related to the ICPD and the Fourth World Conference on Women, and other relevant activities, both in the international and the regional context.

The Domestic Development Service Programme (DDS), a grass-roots development programme of the United Nations Volunteers, collaborates with the Zimbabwe Women's Bureau to coordinate activities for women, especially in increasing self-reliance through income-generating activities. Focus is on food security and income generation. A visit by the team to the Gwava village in Masvingo district provided an opportunity to meet women in the community and also the two DDS field workers with the Zimbabwe Women's Bureau in Masvingo.

Women actively participate as NGOs in the over 50 Africa 2000 projects approved for Zimbabwe by the National Selection Committee.
C. Health

Population and health issues are linked very closely and represent crucial challenge for the Government of Zimbabwe to service sustained development of the country in the future. The high ratio of HIV/AIDS infected people and further uncontrolled dissemination of this disease represents a great menace for the population of the country.

Along with significant activities performed under the Zimbabwe National Family Planning Programme in the health sector (e.g., assistance in contraceptive supply, awareness if the impact of family planning on family health, women's health status, etc), the focus of the Government's health policy is on the most vulnerable population groups, i.e., women and children. During discussions at the Ministry of Health it was pointed out to the mission that maternal and child health has been improved, that universal childhood immunization had been achieved by 1991 and that the Children's Supplementary Feeding Programme had been implemented. National and Child Health programmes aim at addressing the causes of mortality. The mission had the opportunity to learn about the ongoing activities and programmes aimed at improving child health and at maintaining the progress already achieved through the implementation of the National Programme of Action for Children.

Another serious issue raised by Government officials was that Zimbabwe is presently experiencing a drain of professional and skilled medical personnel to neighbouring countries, especially Botswana and South Africa.

D. HIV/AIDS

In the absence of government statistics it is estimated that 15% of the total population of Zimbabwe and 30-50% of the population in the reproductive age group are affected by HIV/AIDS.

A National Programme, co-sponsored by the Ministry of Health and Childcare, the Ministry of Education and by UNICEF addresses the issue of HIV/AIDS. WHO chairs a thematic group on HIV/AIDS, composed of UNDP and interested United Nations agencies. UNFPA supports relevant activities of the Zimbabwe National Family Planning Council, such as the quality testing of condoms by the Zimbabwe Regional Drug Control Laboratory, a project which the Team visited.

With the Government providing condoms free of charge and villages and communities charged with their distribution, general acceptance of condoms as a protection against HIV/AIDS seems to be improving. Legal provisions prohibit the distribution of contraceptives and of condoms to minors of under 16 years.
E. TCDC

Regarding technical cooperation among developing countries (TCDC) the Government continues to express interest and UNDP provides support and collaboration in various sectors with e.g., Argentina, China, Egypt, Nigeria, Peru, Tanzania and Turkey.

Zimbabwe hosted a successful TCDC programming exercise for the mining industry in early 1994 with the participation of around twenty countries from Africa, Asia and South America.

An area for enhanced TCDC is smallholder irrigation development. In this context, the mission visited the Hamavaire Irrigation Scheme (ZIM/91/004), covering a total of 92 hectares on which, due to a lack of precipitation, crop production in the past has been successful only once every four to five years. After its completion in 1992, the successful project has been generating great interest in the region of Southern Africa, especially in Botswana, Lesotho, Mozambique, Namibia, South Africa, Swaziland and Zambia. The recently inaugurated University of Science and Technology will address the issue of TCDC.

V. EXTERNAL AID COORDINATION AND THE ROLE OF THE UNITED NATIONS RESIDENT COORDINATOR

A. External aid-coordination arrangements

At the macro level, the Government of Zimbabwe has opted for the Consultative Group mechanism and meets the donor community once a year in Paris. The meetings are co-chaired by the World Bank and normally focus on the "overall picture" of the country. Key items on the agenda are: the structural adjustment programme and its implementation; sectoral strategies and programmes; external finance - needs and donors' response. UNDP (through its ResRep/ResCo) normally represents the whole United Nations family in these meetings and addresses (more specifically) technical cooperation and capacity-building issues.

At the country level, UNDP (through its ResRep/ResCo) has initiated a monthly donors' meeting, which is normally attended by bilaterals as well as by multilateral aid representatives in the country. These meetings serve to discuss general issues of common interest (main purpose: exchange of information). Besides these "plenary meetings", UNDP has promoted a number of "thematic groups" in order to deal with certain issues in much more detail. Such groups exist for AIDS, health, education, women in development, structural adjustment, food security, infrastructure and small enterprise development. Most groups try to associate their Zimbabwean partners (Government officials concerned, NGO representatives) in their work.

Although UNDP would have liked to see the Government playing a much more active role in aid coordination, the latter has so far apparently been reluctant to take over a more prominent part in
this respect. A new project has been specifically designed to increase the coordination capacity of the relevant government departments.

B. Role of the United Nations Resident Coordinator

Having seen them at work (with Government officials at all levels, business people as well as small farmers) and talked to their staff and discussed their role with other United Nations agencies and donor representatives, the mission is fully convinced that UNDP can, with people like Thelma Awori in Zimbabwe and David Whaley in Kenya, make a very significant difference. The job has very many facets and requires particular professional and human qualities. There is no doubt that UNDP's reputation (and probably also that of the whole United Nations system) depends to a large extent on the performance of its ResReps/ResCos. The selection of candidates for these jobs is therefore to be regarded as of crucial importance. The mission draws similar conclusions with regards to the position of UNFPA country directors.

VI. PROGRAMME IMPLEMENTATION ISSUES

A. Overall context

The mission was told that the elaboration of a country strategy note had been launched some time ago. While the participation of other agencies seems to have been very good, the Government has so far been less (insufficiently) involved. The latter's endorsement of the existing CSN draft is presently being awaited.

It has also been decided to carry out a NatCAP (National technical cooperation needs assessment and programme) exercise. UNDP would, however, like to see the Government taking the lead on this operation right from the beginning.

B. Specific issues

National execution

The process has so far been relatively slow. Yet, a number of agency-executed projects will soon be ending or be phased out.

Agency support costs and agency involvement

The UNDP Team in Zimbabwe considers the new arrangements as rather complicated and looks forward to the outcome of the upcoming evaluation of the system. Specialized agencies have not been happy either with the new arrangements and hope that new ways of involving them (with their knowledge and experience) in the project or programme cycle of UNDP-financed activities will be found.
Programme approach

The UNDP Office in Zimbabwe has so far only relatively limited experience with the new approach, as most of the IPF resources are (still) committed to ongoing projects started under the previous programme.

Mid-term review

A mid-term review of the ongoing programme will be conducted in the first half of 1995. The mission suggests that the MTR-report be brought to the attention of the Executive Board.

Regional dimension

In addition to its country programme activities and the resident representative's role as resident coordinator, UNDP in Zimbabwe is involved in a number of regional and subregional activities (through regional projects, like the Africa Capacity Building Initiative and the African Project Development Facility, and the hosting of numerous subregional seminars and workshops). The mission also found the role played by the (regional) country support team of UNFPA very important and worth study by other United Nations agencies.
CONCLUDING COMMENTS

The mission proved once again that the field visits are extremely useful for familiarizing the participants with the impact of the implementation of the decisions of the UNDP Governing Council and Executive Board.

It witnessed the increasing importance being given to the coordination role of UNDP in the practical realization of the assistance programmes of different organizations represented in the field. It took note of the efforts of cooperation between UNDP and the Bretton Woods institutions in the two countries.

The regional demands on the UNDP office, in Kenya in the face of its resource constraints were brought to the attention of the team.

The organization of the field visit was judged to be very good. The size of the team and the duration of such field visits in future may be reviewed for better results.

The mission confirmed the usefulness of meeting not only government officials and United Nations agency personnel but also the representatives of private business, of all social sectors and of NGOs.

The team found that timely preparation of the report is advisable.

The team commends the Secretariat for the excellent support, which proved crucial for the success of the mission.
LIST OF PARTICIPANTS

FIELD VISIT TO KENYA AND ZIMBABWE

15-27 August 1994

BANGLADESH
Mr. Mahbub Kabir
Minister
Permanent Mission of the Republic of Bangladesh to the UN

BULGARIA
H.E. Mr. Slavi Zh. Pashovski
Ambassador Extraordinary & Plenipotentiary
Permanent Representative to the UN
Permanent Mission of the Republic of Bulgaria to the UN

CONGO
Mr. Désiré Nkounkou
First Secretary
Permanent Mission to the Republic of Congo to the UN

INDIA
Mrs. Mitra Vasisht
Minister
Permanent Mission of India to the UN

PERU
Mr. Italo Acha
Third Secretary
Permanent Mission of Peru to the UN

SLOVAKIA
Mr. Dusan Bella
Director of Multilateral Cooperation
Ministry of Foreign Affairs
c/o Mr. Miroslav Sedlak
Permanent Mission of the Slovak Republic to the UN

SUDAN
Mr. Ahmed Yousif Mohamed
First Secretary
Permanent Mission of the Republic of the Sudan to the UN

SWITZERLAND
Mr. François Rohner
Head of Multilateral Affairs of Swiss Development Corporation
c/o Mr. Dino Beti
Counsellor
Permanent Observer Mission of Switzerland to the UN

TRINIDAD & TOBAGO
Mr. Evans King
First Secretary
Permanent Mission of the Republic of Trinidad & Tobago to the UN
AUSTRIA

Mr. Thomas Stelzer
Minister Counsellor
Permanent Mission of Austria to the UN

The team was accompanied by Mr. S. Shahid Hussain, Special Adviser, Division of External Relations and Executive Board Secretariat, UNDP, New York.
Thank you Mr. President.

Let me first comment on the revised work plan of 3 October which you all have in front of you:

The Second Committee starts its general debate Friday morning. We will therefore take up item 7: "Matters relating to the programming cycles" this afternoon where we can use some hours to the consideration of this item. It will be continued on Friday afternoon and, if needed and if conference facilities are available, on Friday evening. OPS has been moved to Monday, allowing time for delegates to study the ACABQ report on OPS, available since yesterday, and a Conference Room Paper containing the proposed financial regulations for UNOPS which we will make available to you today in this room. Agency support costs will be considered Friday morning.

During the informal briefing two weeks ago, we distributed an advance copy of a report on UNSO, which now is available as official document DP/1994/58 under item 10: Other Matters. An early consideration of this brief report will be most helpful for progress with the urgent actions foreseen for Africa. We have indications that members are willing to consider this report despite its late submission to Conference Services. If this is the case, it will be discussed Monday under item 10.

As you can see in the Journal today, document DP/1994/56 containing Status of Management Services Agreements is among the reports to be considered this morning. As I mentioned during the briefing, this document is not on the list in L.5 by an error.
Having mentioned additions to the agenda, I will now mention some documents which the Board will not have to consider at this session.

Document DP/1994/54 on UNFPA audit reports will not be taken up before the first regular session 1995, following the discussion in the Fifth Committee of the Board of Auditor’s report on UNFPA. A similar report concerning UNDP will also be presented to the January meeting.

During the informal consultation, I made a correction to the annotations to item 10 in L.5: The report entitled "Report on United Nations regular and extrabudgetary technical cooperation expenditures" is only for information this year. It will be considered in 1995 since the item is biennialized and only considered in odd years.

Under item 1 on organizational matters, which will be continued later during this session, we will present proposals for subjects to be considered at the four sessions scheduled for 1995. The Board has already decided that the first regular session will take place 10-13 January and the Board will take final decision on the dates for the other sessions in 1995. As part of the consideration of subjects for the 1995 sessions, the Board may also wish to consider follow-up to the substantive session of ECOSOC.

(We may under the continued discussion of item 1 give you a brief status report on the question of conference facilities at headquarters, in the light of the UNICEF Executive Board’s discussion of this subject the three previous days.)

A Conference Room Paper 10 on the decentralization initiative is available in the document booth upon request together with a selection of draft country strategy notes. This material is for information only and not related to items on the agenda for this session.

Reports of mid-term reviews of the National Long-term Perspective Studies and the African Capacity-Building Foundation will be made available to you for information later this year when the last mission has been completed.
Mr. President,

Before concluding I would like to add the following on the implementation of decision 94/24 on documentation, adopted in Geneva last June. In accordance with this decision, the only country programme submitted for the October session was submitted to the UN Office of Conference Services nine weeks before the start of the session and all other UNDP and UNFPA documents seven weeks before, with only the following four exceptions:

1. The report of the team of external independent evaluators on agency support costs
2. The report on UNSO
3. The ACABQ report on revised budget estimates
4. The ACABQ report on OPS

This is in itself a major improvement. However, due to other pressing demands on the resources of the UN Office for Conference Services, the Members of this Board have not benefited from this unprecedented timely submission of documents.

Two weeks ago, only a few of the documents submitted to this session had been released in languages. During the informal consultations, upon request, we therefore agreed to resume the automatic distribution of advance "yellow" copies.

Let me add that all the documents at the list of documents for consideration on this session are now available in all languages.

Thank you Mr. President.