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S U P P O R T

PROGRAMME IMPLEMENTATION

SPECIAL PROGRAMMES OF ASSISTANCE: ASSISTANCE TO NATIONAL LIBERATION MOVEMENTS RECOGNIZED IN ITS AREA BY THE ORGANIZATION OF AFRICAN UNITY

Report of the Administrator

Summary

By its decision 81/12 on assistance to national liberation movements (NLMs) adopted in June 1981, the Governing Council welcomed the intention of the Administrator to prepare, in co-operation with the United Nations Commissioner for Namibia, a comprehensive report on the development problems of an independent Namibia, taking into account the activities under the Nationhood Programme for Namibia. The Council also requested the Administrator: (a) to continue to assist efficiently and with the maximum of flexibility the NLMs recognized by the Organization of African Unity (OAU); (b) to study the possibility of financing outside of the indicative planning figure (IPF) for national liberation movements the participation of several representatives of the NLMs concerned in meetings convened by UNDP, including sessions of the Governing Council, as this would contribute to their familiarization with issues being discussed at those meetings; and (c) to continue to report to the Council on assistance to NLMs recognized by OAU.

The report of the Administrator (DP/1982/17) which was taken note of at the twenty-eighth session of the Governing Council in June 1982 provided details of the implementation of decision 81/12 up to the end of 1981, the cut-off date established for reporting purposes. The present report is aimed at informing the Council of the Administrator's continued efforts to the end of 1982 toward fulfillment of the provisions of decision 81/12. The report also covers information on the initiatives taken to ensuring meaningful consolidation of assistance to NLMs, including better and timely monitoring of the progress and results of UNDP assistance to these movements.

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I. NATURE OF UNDP ASSISTANCE

1. The character and content of the assistance given to NLMs during the period January-December 1982 has been very much in line with those discussed in DP/1982/17; namely, development assistance aimed at:

(a) Skills promotion and manpower development through education and training, with a view to preparing members of the NLMs concerned for eventual administrative, technical and managerial responsibilities in their respective countries;

(b) Promotion of self-reliance in countries of asylum, particularly in agriculture and food production, health care and in such vocational trades as carpentry, masonry, and vehicle and equipment repair;

2. As in the previous year, three NLMs received UNDP assistance during 1982: the South West Africa People's Organization (SWAPO) of Namibia; and the African National Congress (ANC) and the Pan Africanist Congress (PAC) of South Africa.

II. TRENDS IN PROGRAMME IMPLEMENTATION DURING 1982

3. One of the foremost priorities during 1982 centered on the implementation of the recommendations of the mission on the evaluation and programming of UNDP assistance to national liberation movements. Members of the Council will recall that in September and October of 1981 an evaluation mission undertook a programme of visits to the Headquarters of the agencies executing NLM projects, to UNDP field offices responsible for monitoring assistance to NLMs, and to the Headquarters or principal offices of the NLMs concerned. In a meeting convened in December 1981 to discuss the findings and recommendations of the mission with all concerned parties, and to chart the future orientation of UNDP assistance to NLMs, it was agreed to bring to a halt at the end of June 1982 all ongoing NLM projects and start new ones, or new phases of ongoing projects requiring continuation, by 1 July 1982.

4. This was done in order to reduce originally broad and general objectives and activities to more specific ones so that proper monitoring or assessment of projects would be ensured, while maintaining needed flexibility. The agreement to stop all ongoing activities in June 1982 and start new ones immediately thereafter in July 1982 was therefore meant to ensure that henceforth, assistance to NLMs would be based on project documents that were detailed and more specific in terms of project objectives, activities, inputs and desired outputs. It was agreed by all parties concerned - UNDP, the NLMs and the participating executing agencies - that this was the only way adequate monitoring of the progress and results of NLMs projects could be effected.

5. Implementation of the agreement meant that action toward formulation, assessment and approval of project documents would have to be taken as early as possible during 1982. Since the purpose of UNDP assistance is to promote responsible self-reliance among the NLMs aided, the NLMs were requested in January 1982 to determine their own priorities in consultation with the

specialized agencies and UNDP field offices concerned, in respect of the projects they wished UNDP to support. They were advised to submit new programme proposals by April 1982 at the latest, in order for approval action to be completed in time for implementation to commence in July 1982. Definitive proposals, however, were not received until the second half of the year. Furthermore, because some of the submissions received were lacking in detail, project documents had to be reformulated prior to approval. Invariably, this resulted in delays in effecting approval. Since most new projects approved to date in accordance with the parameters stated in paragraph 4 above are follow-ups to activities, particularly training, which needed to be continued beyond the June 1982 cut-off date, approval has had to be granted on a retroactive basis with July 1982 as the starting date of project operations. This has been necessary in order to avoid not only disruption of project operations but also considerable inconvenience on the part of the NLMs assisted.

6. Fresh attempts were made during the year to achieve improvements in the quality of project documents submitted for approval by UNDP as well as in the monitoring of the programme of assistance to NLMs as a whole. To this end, consultations took place towards the end of the year between UNDP headquarters staff and representatives of UNESCO in Paris, and of the NLMs concerned in Tanzania and Zambia. UNESCO was selected because, with nearly 70 per cent of the NLM programme budget for 1982 allocated to education projects, it has continued to be the agency executing the largest proportion of the UNDP programme of assistance to NLMs. In discussions with UNESCO, ideas were exchanged and agreement reached on qualitative improvements in project design and formulation, on project management, monitoring and reporting. A review was also made of actions pending on new assistance proposals awaiting approval.

7. Discussions with representatives of ANC and PAC in Tanzania, and of SWAPO in Zambia, centered primarily on new orientations and priorities of future UNDP assistance to these movements. The resource constraints facing UNDP were explained as was the inevitable decision, in particular, to reduce planned third-cycle programme levels to 55 percent of originally envisaged amounts. It is much to the credit of the leaderships of ANC, PAC and SWAPO that in spite of the unfortunate consequences this decision will have on their development activities, they accepted it with understanding and grace.

8. During 1982, the Administrator carried out a further review of UNDP's financing of projects of assistance to NLMs and issued revised guidelines to further define the acceptable parameters of this assistance, and to improve project document preparation, implementation and monitoring. All new projects and extensions, or revisions of existing projects, would be subject to these guidelines.

III. ASSISTANCE RENDERED IN 1982

9. Due to the agreement reached in December 1981 at the inter-agency meeting on NLMs in Dar-es-Salaam, Tanzania, to complete or close all on-going projects by June 1982, and as a result of difficulties experienced by the NLMs to submit

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proposals for new or continuing assistance to be approved in time for commencement in July 1982, the number of projects under implementation was relatively small. There was a total of 18 projects of which 12 were on-going and 6 were new projects or new phases of old projects. The total budget allocation for the year amounted to \$2,497,269 of which \$2,086,169 was from the IPF for national liberation movements and \$411,100 was allocated from the Trust Fund for Colonial Territories and Peoples.

10. As in the past, education continued to be the sector in which most assistance was given. Twelve of the 18 projects were in this sector, accounting for a resource allocation of \$1,708,739, or 68.4 per cent of the total. Health was the second most important sector by volume with two projects budgeted at \$575,884 or 23 per cent of the total. Human settlements planning and construction was third with two projects at \$100,581. There was a project each for the evaluation of UNDP assistance to NLMs and representation of NLMs at sessions of the Governing Council, both executed directly by UNDP. The 1982 budget for these projects was \$111,646.

A. Assistance to the African National Congress (ANC)

11. ANC received UNDP assistance to a total of five projects costed at \$586,551 for the year. All but one were educational projects that provided for: (a) higher training at universities and similar institutions overseas (ANC/77/001: 30 students); (b) strengthening of a comprehensive educational facility at Morogoro in Tanzania for primary and secondary school children (ANC/79/001 and ANC/82/002: 431 students); and (c) training and upgrading of educational manpower in curriculum development and planning, educational methods, educational administration and supervision, etc. (ANC/82/001 : 37 trainees).

12. The fifth UNDP-supported project was concerned with providing consultancy advice, as and when the need arose, in the area of housing, building and planning. Assistance was directed at the development of the ANC settlement at Mazimbu, near Morogoro (ANC/78/101).

13. The financial information in respect of each of these five projects is given in annex II to this report.

B. Assistance to the Pan Africanist Congress (PAC)

14. The assistance received by the PAC in the course of 1982 was exclusively in the field of education. A total of 37 students benefited under this assistance to pursue their studies at secondary school and university levels in different countries. Assistance was provided under project PAC/77/001, Educational Assistance to PAC, up to the end of June 1982, after which date activities were carried over under PAC/82/001. The total budget allocation for the two projects was \$249,060 for the year, financed totally from the IPF for national liberation movements.

15. Under a third PAC project, PAC/78/102, the sum of \$ 66,025 had been earmarked for expenditure on construction assistance during 1982. However, no activity has been registered in respect of this project located at the PAC site at Pongwe, Tanzania. The executing agency, United Nations Centre for Human Settlements (HABITAT), has consequently been asked to submit a final budget with a view to terminating the project. PAC has been informed that future UNDP assistance would be considered toward the setting up of a multi-purpose centre on a new site recently given to it by the Government of Tanzania at Masuguri - Kitonga. Such assistance will of necessity have to be formulated under new projects.

C. Assistance to the South West Africa People's Organization (SWAPO)

16. During 1982, SWAPO benefited from two projects financed by UNDP, both in the field of education. Both projects have had the objective of assisting SWAPO set up appropriate technical and physical infrastructures for the education of the movements' children in settlements in Angola and Zambia.

17. The project in Angola, SWP/77/001: Educational Assistance, provided for the salaries of 21 primary school teachers, 3 support personnel and fellowships for the upgrading of 4 teachers, all Namibians. A new project, SWP/82/002: Assistance to the Namibia Education Centre at Nyango, Zambia, was approved in the course of the year for the purpose of supporting and strengthening the education facility in Zambia. The education centre provides for 2,500 children at the primary and secondary school levels. The assistance given under the auspices of the project has the specific objective of financing the salaries of two teaching consultants, 21 Namibian teachers, some support personnel and educational equipment.

D. Assistance given jointly to all NLMs

18. Under this sub-heading fall all projects benefiting more than one NLM at the same time. With the reduction in the number of qualifying NLMs from more than ten in the early 1970s to only three today, the tendency has developed for each NLM to request assistance catering to its specific needs. UNDP encourages this as a means of building up the capacity for self-reliance among the movements concerned and has gradually reduced the number of joint projects in those sectors where this is possible. Indeed, most of the remaining projects in this category will be completed within the next year and a half.

19. There were eight projects serving more than one liberation movement during 1982 for a total budget of \$1,292,042. Four of these were in the field of education and commanded a resource allocation of \$604,512. They included a project providing for the education of 45 students at primary and secondary levels in Africa and at universities overseas (NLM/76/002 up to June 1982, continued as NLM/82/003 from July 1982); a project for the primary and secondary education in Swaziland of 120 South African students sponsored by ANC and PAC (NLM/78/004); and financing of an NLM Education Projects Co-ordinator located at the UNDP office in Dar-es-Salaam (NLM/82/006).

20. Activities in the field of health consisted of the training of 34 candidates from all three movements as medical assistants and dental, laboratory and health auxiliaries at the health training centre in Morogoro, Tanzania (NLM/76/001 up to June 1982, continued as NLM/82/002).

21. The seventh project was that of evaluation and monitoring of UNDP assistance to national liberation movements, approved in 1981 but maintained for subsequent evaluation and monitoring exercises (NLM/81/001). The eighth financed the participation of two representatives from each NLM at sessions of the Governing Council during 1982 (NLM/82/001). Both were executed by UNDP.

IV. ASSISTANCE TO NAMIBIA

22. On the subject of preparing a comprehensive report on development problems of an independent Namibia as suggested in decision 81/12, consultations were entered into during the past year with both the Commissioner for Namibia and the President of SWAPO. It was SWAPO's decision that such a report should be undertaken by the United Nations Institute for Namibia, possibly in co-operation with the Economic Commission for Africa. The initiative for the implementation of the study leading to the report would thus seem to be with the Institute and the Commissioner for Namibia, rather than with UNDP.

23. In the past, the report of the Administrator on assistance to national liberation movements has always contained information on assistance given to Namibia. This practice had its origin during the first UNDP development cycle when the source of financing for assistance to both NLMs and Namibia was the same: the UNDP Programme Reserve. In recent consultations with the United Nations Commissioner for Namibia, however, it was agreed that the United Nations regards Namibia as a territory for which it has the administrative responsibility through the United Nations Council for Namibia. Moreover, the allocation by the Governing Council of a separate indicative planning figure for Namibia since the end of the first development cycle is not only a recognition of this fact, but also places the territory in a different funding category from the NLMs. The Commissioner for Namibia has therefore requested, and the Administrator has agreed in principle, that Namibia should not be included as of this year, in the annual report of the Administrator on assistance to national liberation movements. The views of the Governing Council are solicited on this particular point.

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Annex I

PROGRAMME RESOURCE INFORMATION

Resource availability

(a) <u>Indicative planning figure (IPF)</u>	<u>US dollars</u>
(i) Illustrative IPF, 1982-1986	15,000,000
(ii) Less unprogrammed balance <u>a/</u>	(3,000,000)
(iii) Carry-over from previous IPF cycle	<u>7,401,000</u>
Total available	<u>19,401,000</u> =====
(b) <u>Fund for Colonial Territories and Peoples (FCT)</u>	
Balance available	1,197,437
Interest earnings during 1982	132,905
Expenditure during 1981	-
Total available	<u>1,330,342</u>
Grand total of funds available (a + b)	20,731,342 =====

Resource utilization

Commitments on IPF	4,103,149
Commitments on FCT	<u>458,000</u>
Sub-total committed funds	4,561,149
Balance uncommitted resources	16,170,193 =====

a/ Representing 20 percent of the illustrative IPF which has not been taken into account for programming.

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Annex II

DETAILS OF RESOURCE UTILIZATION

(a) Indicative planning figure (IPF)

<u>Project number and title</u>	<u>US dollars</u>		
	<u>1982</u>	<u>Other yrs</u>	<u>Total</u>
(i) <u>African National Congress (ANC)</u>			
ANC/77/001: Educational Assistance	149,707	-	149,707
ANC/78/101: Community Development	34,550	-	34,550
ANC/79/001: Comprehensive Educational Training	7,000	-	7,000
ANC/82/001: Educational Manpower Development	76,600	182,850	259,450
ANC/82/002: Educational Assistance	318,694	756,000	1,074,694
<u>Sub-total ANC</u>	<u>586,551</u>	<u>938,850</u>	<u>1,525,401</u>
(ii) <u>Pan Africanist Congress of Azania (PAC)</u>			
PAC/77/001: Educational Assistance	162,450	-	162,450
PAC/78/102: Construction Assistance	66,025	-	66,025
PAC/82/001: Educational Assistance	86,610	265,250	351,860
<u>Sub-total PAC</u>	<u>315,085</u>	<u>265,250</u>	<u>580,335</u>
(iii) <u>South West Africa People's Organization (SWAPO)</u>			
SWP/77/004: Educational Assistance	77,991	-	77,991
SWP/82/002: Nyango Education Centre	225,600	227,000	452,600
<u>Sub-total SWAPO</u>	<u>303,591</u>	<u>227,000</u>	<u>530,591</u>
(iv) <u>Joint assistance to all NLMs</u>			
NLM/76/001: Health Assistance	205,884	-	205,884
NLM/76/002: Educational Assistance	337,026	4,800	341,826
NLM/78/004: Educational Assistance	119,086	-	119,086
NLM/81/001: Evaluation of Assistance to NLMs	70,546	-	70,546
NLM/82/003: Educational Assistance	131,100	434,700	565,800
NLM/82/006: Education Projects Coordinator	17,300	146,380	163,680
<u>Sub-total NLM</u>	<u>880,942</u>	<u>585,880</u>	<u>1,466,822</u>
<u>TOTAL OF ALL IPF PROJECTS</u>	<u>2,086,169</u>	<u>2,016,980</u>	<u>4,103,149</u>

(b) United Nations Fund for Colonial Territories and Peoples (FCT)

NLM/82/001: Representation of NLMs	41,100	46,900	88,000
NLM/82/002: Health Assistance	370,000	-	370,000
<u>Sub-total</u>	<u>411,100</u>	<u>46,900</u>	<u>458,000</u>
<u>TOTAL ALL FCT PROJECTS</u>	<u>411,100</u>	<u>46,900</u>	<u>458,000</u>
<u>GRAND TOTAL IPF AND FCT</u>	<u>2,497,269</u>	<u>2,063,880</u>	<u>4,561,149</u>