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SUPPORT

PROGRAMME IMPLEMENTATION

SPECIAL PROGRAMMES OF ASSISTANCE

Assistance to national liberation movements (NLMs)  
recognized in its area by the Organization of African Unity

Report of the Administrator

Summary

By its decision 81/12 <sup>1</sup>/ on assistance to national liberation movements (NLMs) adopted in June 1981, the Governing Council requested the Administrator to, among other things: (a) continue to assist efficiently and with the maximum of flexibility the NLMs recognized by the Organization of African Unity (OAU); (b) study the possibility of financing outside of the indicative planning figure (IPF) for NLMs the participation of several representatives of the organizations concerned in meetings convened by UNDP, including sessions of the Governing Council; and (c) continue to report to the Council on assistance to NLMs recognized by OAU.

The report of the Administrator (DP/1983/13) which was taken note of at the thirtieth session of the Governing Council in June 1983 provided details on the implementation of decision 81/12 up to the end of 1982. The present report informs the Council of the Administrator's continued efforts to the end of 1983 towards fulfillment of the provisions of decision 81/12. The report also covers information on the initiatives taken to ensure meaningful consolidation of assistance to NLMs, including better and more timely monitoring of the progress and results of UNDP assistance to these movements.

## I. NATURE OF UNDP ASSISTANCE

1. There was no shift in 1983 in the character and content of the assistance extended to the national liberation movements (NLMs) compared with that given in the preceding year. As in 1982, all UNDP-supported projects approved and implemented between January and December 1983 have related to development assistance directed towards:

(a) Promotion of skills and manpower development through formal education and practical training with a view to preparing the NLMs for eventual administrative, technical and managerial responsibilities in their respective countries when conditions are right for them to return there and lead a normal life as full-fledged citizens;

(b) Promotion of self-reliance in their present countries of asylum, particularly in such activities as agriculture and food production, public health and vocational trades aimed at both assisting the NLMs in their everyday tasks of developing their communities, and preparing them for future civic responsibility and gainful employment.

2. The same three NLMs that received UNDP assistance in 1982 continued to do so in 1983: the South West Africa People's Organization (SWAPO) of Namibia; the African National Congress (ANC) of South Africa; and the Pan Africanist Congress (PAC), also of South Africa.

## II. SIGNIFICANT FEATURES OF PROGRAMME IMPLEMENTATION

3. The processes initiated in 1982 towards improvements in project design, implementation and monitoring were continued throughout the course of 1983, in accordance with the recommendations of the interagency meeting held in Dar es Salaam in December 1981 as reported in DP/1983/13. Four new projects were negotiated with the concerned NLMs and executing agencies, and approved for financing under the indicative planning figure (IPF).

4. The most significant feature in the implementation and monitoring of UNDP assistance to the NLMs in 1983 was the convening, during September, of a joint mission for the evaluation at mid-term of all projects approved to date. Participants in this mission included an independent consultant appointed by the Administrator to lead the evaluation team, a UNDP headquarters staff member to co-ordinate the mission, two staff members appointed by United Nations Educational, Scientific and Cultural Organization, one by World Health Organization, and one representative of the OAU Liberation Committee. This core team of six visited each ongoing project of assistance to NLMs, located in the United Republic of Tanzania, Zambia and Angola, and was joined in each of these countries by ranking officials of the NLMs themselves in evaluating the projects' implementation and results to date.

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5. The mid-term evaluation mission of September 1983 also was to determine the extent to which the measures agreed at the December 1981 inter-agency meeting on NLMs were being translated into action, and the impact they were already having in improving the quality of delivery of assistance to the NLMs. This consisted of reviewing each individual project in detail with a view to establishing the progress and results to date relative to its stated objectives, inputs and envisaged outputs; assessing the requirements of each individual NLM for development assistance in different sectors, and the ability each NLM had for attracting assistance from sources other than UNDP.

6. In carrying out this mandate, the evaluation team was instructed to, among other things:

(a) Determine whether or not, and to what extent, the project had been able to benefit the beneficiaries specified in the project document, and provide explanations or reasons in those instances where the envisaged number of beneficiaries had been exceeded or not attained;

(b) Determine the extent to which the objectives of each project responded realistically to the actual needs and situation of the NLM concerned;

(c) Analyse all possible factors affecting project implementation and recommend short-term measures for overcoming such constraints;

(d) Make concrete recommendations as to the future orientation, implementation and progress of the project including, where appropriate, an updating of the objectives, activities and technical inputs with a view to preparing the NLM concerned for self-reliance.

All ten projects located in the United Republic of Tanzania, Zambia and Angola were covered by this detailed on-site evaluation.

7. On the implementation of individual projects the mid-term evaluation mission concluded that while, as stated in the report of the Administrator to the thirtieth session of the Governing Council (DP/1983/13, paragraph 5), there had been delays in the implementation of several of the new NLM projects, the objectives of all ten concerned projects continued in general to be valid in substance and in terms of envisaged numbers of beneficiaries. In those instances where implementation was already under way satisfactory progress was recorded relative to the activities stated in the relevant project documents. The exception to this was in the training of NLM health personnel, in which the executing agency had been slow in releasing project funds for running the training centre in the United Republic of Tanzania, including student maintenance and subsistence. This situation has since been rectified, however.

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8. The mid-term evaluation mission also examined the co-operation of UNDP with each individual NLM and made recommendations for improvement. Regarding the African National Congress (ANC), which draws its membership from people of all races in South Africa opposed to apartheid, the mission noted, for example, that there seemed to be basic understanding among its members in exile that the changes which ANC desires in the thinking of the Government to allow equal status to South Africans of all racial backgrounds would be long in coming. Consequently, the settlements and development activities which ANC has initiated in the United Republic of Tanzania and Zambia tend to be of a long-term character. In addition, ANC has been quite successful in attracting assistance from bilateral donors and national associations in Europe, assistance which has enabled the NLM to set up well-planned and managed settlements in the United Republic of Tanzania and Zambia with good education and medical facilities, food production units and other socio-economic infrastructure. The mission recommended that continued UNDP technical assistance to these endeavours would be instrumental in giving ANC a measure of self-reliance in meeting the social and economic requirements of its members in exile.

9. It is the view of the mid-term evaluation mission that the Pan Africanist Congress (PAC) does not seem to have as many well-established contacts with international donors of development assistance as have the other two NLMs, and that it is only now that PAC is endeavouring to set up a regular settlement in the United Republic of Tanzania on land assigned to it by the Government. The mission was apprised of, and was able to examine on site, some of the obstacles that must be resolved for PAC to be able to establish a viable settlement. The construction of a 14 to 16 kilometre access road to the site and the development of a water supply infrastructure are the two most important priorities. PAC has directly approached a number of potential donors in Europe and the mid-term evaluation mission has recommended in its report steps which would contribute to the furtherance of PAC's resource mobilization efforts. These include the need for PAC to start its own self-help activities for donors to be convinced that they are only supporting its efforts and responsibilities and not substituting for PAC. It is along these lines that the mission had also recommended that UNDP give favourable consideration to requests for assistance aimed at helping PAC in developing its settlement.

10. The SWAPO settlements in Angola and Zambia are home to an estimated 55,000 and 8,000 Namibians respectively. All UNDP projects of assistance to SWAPO are currently located in these settlements which SWAPO has established through both its own determined efforts and the generous assistance of such bilateral donors as Sweden, Denmark, and Norway, among others. The mid-term evaluation mission noted that the work accomplished through self-help in the construction and development of the SWAPO settlements under difficult conditions was highly commendable, and spoke favourably of SWAPO's foresight in seeking the assistance of such other United Nations agencies as the UNHCR, UNICEF and WFP in their specific areas of competence. The mission was favourably impressed by the active participation of the Swedish International

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Development Authority (SIDA) in erecting modern prefabricated school, hospital and related community facilities in the SWAPO settlement in Angola. It noted that for logistic reasons, signature by all concerned parties of project documents for UNDP assistance has taken longer in the case of SWAPO than is usually the case, with resultant delays in project implementation. Recommendations have been made of measures to resolve these constraints and improve upon project delivery. It is the view of the mission that as long as negotiations for Namibian independence do not show signs of producing tangible results and Namibians continue to seek asylum in Angola and Zambia, UNDP development assistance will continue to be necessary, particularly in such areas as education, health, community improvement and food production.

11. The mid-term evaluation mission also looked at the co-operation UNDP has with all NLMs as a whole. It noted that since 1982 UNDP has modified its approach from deciding for all NLMs which ones of their many submissions for assistance would be approved, to advising them instead of the kind of assistance they can expect from UNDP, informing them of the amount of IPF resources available per year over the duration of the programme cycle, and encouraging them to determine their own priorities for the assistance they can request UNDP to provide. It endorses the emphasis now placed on assistance projects with well-defined objectives, inputs, activities and planned outputs and observes that all this has the positive result of placing greater responsibility on the NLMs themselves in the processes of determining their own development priorities, identifying their immediate needs and planning for meeting them. By so doing, the NLMs are thus being prepared for responsibility and self-determination not only through the assistance they receive via the projects but also, and more importantly, in the actual making of decisions for resolving their problems.

12. The full report of the mid-term evaluation mission is available to members of the Governing Council as a separate, non-Council document.

### III. ASSISTANCE RENDERED TO NLMS DURING 1983

13. Up to the end of 1983, there was a total of 13 projects approved by the Administrator in support of the development activities of all three NLMs. Four of these had been approved in the course of 1983, eight were continuing from the previous year and one from 1981. Eleven were financed from the IPF for a total of \$5,447,709 over the period July 1982 - June 1984, and \$2,071,357 for the year 1983. The remaining two were financed from the Trust Fund for Assistance to Colonial Countries and Peoples, and had combined budgets of \$1,056,669 for the period July 1982 to June 1984 and \$373,889 for 1983 alone. Education continued to be the top sector of concentration of UNDP assistance with eight projects accounting for \$1,602,661, or nearly 66 per cent of the budget total of \$2,445,246 for the year. UNESCO was the executing agency for these projects. As in the previous year, health was again the second most important sector with two projects executed by WHO and

budgeted at \$588,666, or 24 per cent of the total. Food production ranked third in resource concentration, with one project budgeted at \$195,350, or nearly 8 per cent of the annual total, executed by FAO. Finally, two projects of technical and administrative support to the NLMs, dealing respectively with representation of NLMs at sessions of the Governing Council and evaluation of UNDP assistance to NLMs, both executed by the UNDP Office of Projects Execution (OPE), accounted for \$58,569, or 2 per cent of the year's total.

A. Assistance to the African National Congress (ANC)

14. There were two ongoing projects of assistance to ANC which had been approved in 1982. Both were education projects providing for Education Manpower Development (ANC/82/001) and Assistance to the Solomon Mahlangu Freedom College (ANC/82/002). Eight educational staff, 33 undergraduates in various professional and technical fields and 18 primary and secondary school students benefited under ANC/82/001 for a total of 59; while under ANC/82/002, 481 students - 142 at primary school, 266 in secondary school and 73 in adult education classes - were the beneficiaries. Living allowances were also paid under the project to 21 teachers and 11 support personnel, all at the Solomon Mahlangu Freedom College in the United Republic of Tanzania. UNESCO was the executing agency for the two projects which had a combined budget for the year of \$704,130.

B. Assistance to the Pan Africanist Congress (PAC)

15. The PAC received assistance during the year under two projects: one in education and one in food production. Under the education project (PAC/82/001) a total of 99 young South Africans received their education: 36 at undergraduate institutions in different countries and 63 at primary and secondary schools. The project of self-reliance in food production (PAC/82/004) was approved towards the end of the year to assist PAC in the establishment of a pilot food production unit at a new settlement site in Masuguri-Kitonga, the United Republic of Tanzania. The projects are executed by UNESCO and FAO respectively and had a total budget allocation for 1983 of \$476,625.

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

16. The year 1983 brought the number of projects of UNDP assistance to SWAPO to four. Of these projects, two have the objective of strengthening and developing the Namibia Education Centres: one each in Kwanza Sul, Angola, and Nyango, Zambia; one project assists in the promotion, through training, of women's role in development; and one in the provision of health services and training of health personnel. The projects of assistance to the Namibia Education Centres in Angola (SWP/82/001) and Zambia (SWP/82/002) provide for the education at these institutions, of 5,000 and 2,500 Namibians respectively at the primary, secondary school and adult literacy levels. The projects are responsible also for meeting the cost of five experts and

living allowances for a total of 48 Namibian teachers: 27 in Angola and 21 in Zambia. Both are executed by UNESCO and the combined UNDP budget allocation for 1983 was \$288,091.

17. The project of Training for Upgrading Women's Role in Development (SWP/82/003) seeks to provide training within the context of the SWAPO Women's Council, for leadership roles for women in different areas of development work, including teaching, journalism, handicrafts, co-operative development, etc. UNESCO is the executing agency and the budget for 1983 was \$124,925. Through the fourth project (SWP/82/004), SWAPO is receiving assistance in the strengthening of health services in the Angola and Zambia settlements. This includes training of 24 para-medical personnel and support of 3 Namibian doctors and 69 para-medical staff. WHO is the executing agency and the UNDP allocation for 1983 was \$243,000. Altogether, therefore, a total of \$701,305 was allocated for development assistance to SWAPO during 1983.

#### D. Assistance given jointly to all NLMs

18. In addition to the projects approved separately for each individual NLM, five other projects were under implementation during 1983 for the joint benefit of more than one NLM. Two of these are in the education sector and have the objectives of financing, until mid-1984, the education at primary and secondary school levels of 89 South African students (NLM/82/003) and the services of an Educational Projects Co-ordinator (NLM/82/006). Both are executed by UNESCO and the UNDP allocation for 1983 was \$204,240. Two other projects provide on-going technical and administrative support to NLMs through services in the programming, monitoring and evaluation of assistance to NLMs (NLM/81/001) and facilitating representation of these latter at sessions of the Governing Council (NLM/82/001). The UNDP Office of Projects Execution (OPE) is the executing agency for these essentially interdisciplinary projects and the UNDP allocation for the year in respect of both was \$58,569.

19. The fifth and last project in this category is that of health manpower development through which a total of 56 trainees from all three NLMs are receiving training at Morogoro in the United Republic of Tanzania, leading to qualification as medical assistants, dental and health auxiliaries, and MCH auxiliaries. It is executed by WHO and the allocation for 1983 was \$345,666 from the Trust Fund for Assistance to Colonial Countries and Peoples (TFCP). The total allocation for 1983 in respect of all five projects was thus \$608,475.

20. The total value of the assistance extended to NLMs during 1983, and financed under both the IPF and the Trust Fund for Assistance to Colonial Countries and Peoples (TFCP), was thus \$2,445,246. The two tables in the annex to this report provide the relevant financial data.

#### Notes

1/ Official Records of the Economic and Social Council, 1981, Supplement No. 11, (E/1981/61/Rev.1), annex I.

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Annex

Annex table 1. 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>	(6 750 000)
(iii) Carry-over from previous IPF cycle	7 401 000
Sub-total :	<u>15 651 000</u>
 (b) <u>Trust Fund for Assistance to Colonial Countries and Peoples (TFCP)</u>	
(i) Opening balance in 1982	1 297 227
(ii) Interest income in 1982	132 905
(iii) Paid contributions in 1983	3 846
(iv) Interest income in 1983	141 759
Sub-total :	<u>1 575 737</u>
 <u>Total resources available for programming (a+b)</u>	<u>17 226 737</u>

Resource utilization

(a) <u>Indicative planning figure (IPF)</u>	
(i) Expenditures in 1982	1 441 000
(ii) Expenditures in 1983	2 071 357
(iii) Approved commitments, 1984-1986	1 935 352
Sub-total commitments IPF	<u>5 447 709</u>
 (b) <u>Trust Fund for Assistance to Colonial Countries and Peoples (TFCP)</u>	
(i) Expenditure in 1982	267 532
(ii) Expenditures in 1983	373 889
(iii) Approved commitments 1984-1986	415 248
Sub-total commitments TFCP	<u>1 056 669</u>
 <u>Total of resources committed (a+b)</u>	<u>6 504 378</u>
 <u>Balance of resources available for programming:</u>	<u>10 722 359</u>

a/ Representing 45 per cent of illustrative planning figure which has not been taken into account for programming.

Annex table 2. Details of resource utilization

(A) Indicative planning figure

Project number and title

US dollars

(i) <u>African National Congress (ANC)</u>	1983	Other yrs	Total
ANC/82/001: Educational Manpower Development	281 440	393 904	675 344
ANC/82/002: Solmon Mahlangu Freedom College	422 690	683 154	1 105 844
<u>Sub-total ANC</u>	<u>704 130</u>	<u>1 077 058</u>	<u>1 781 188</u>
(ii) <u>Pan Africanist Congress (PAC)</u>			
PAC/82/001: Educational Assistance	281 275	381 235	662 510
PAC/82/004: Self-reliance in Food Production	195 350	60 200	255 550
<u>Sub-total PAC</u>	<u>476 625</u>	<u>441 435</u>	<u>918 060</u>
(iii) <u>South West Africa People's Organization (SWAPO)</u>			
SWP/82/001: Namibia Education Centre, Angola	148 980	266 420	415 400
SWP/82/002: Namibian Education Centre, Zambia	139 111	478 338	617 449
SWP/82/003: Women's Role in Development	124 925	113 300	238 225
SWP/82/004: Strengthening of Health Services	243 000	349 000	592 000
<u>Sub-total SWAPO</u>	<u>656 016</u>	<u>1 207 058</u>	<u>1 863 074</u>
(iv) <u>Joint Assistance to all NLMs (NLM)</u>			
NLM/81/001: Evaluation of Assistance to NLMs	30 346	91 700	122 046
NLM/82/003: Educational Assistance	89 240	476 560	565 800
NLM/82/006: Education Projects Coordinator	115 000	82 541	197 541
<u>Sub-total NLM</u>	<u>234 586</u>	<u>650 801</u>	<u>885 387</u>
<u>Total for all IPF projects</u>	<u>2 071 357</u>	<u>3 376 352</u>	<u>5 447 709</u>

(B) United Nations Fund for Colonial Territories and Peoples (FCTP)

NLM/82/001: Representation of NLMs	28 223	71 217	99 440
NLM/82/002: Health Manpower Development	345 666	611 563	957 229
<u>Total for all FCTP projects</u>	<u>373 889</u>	<u>682 780</u>	<u>1 056 669</u>

GRAND TOTAL ALL APPROVED ASSISTANCE:                      2 445 246    4 059 132                      6 504 378