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**PROGRAMME PLANNING**

**COUNTRY AND INTER-COUNTRY PROGRAMMES AND PROJECTS**

Implementation of selected country programmes in the Africa region, 1983

Report of the Administrator

Summary

This report is submitted in accordance with Governing Council decisions 80/7 and 81/15, which invited the Administrator to prepare, for the Council's information, an annual progress report on programme implementation, presenting information on a selective basis.

The report discusses the nature of the review process in the Africa region. Note is taken inter alia of the effects of the critical situation in much of Africa and the consequences of UNDP's resource constraint, as they affected both the review process as well as the content and adjustment of the programmes under implementation. Following an overall evaluation of the content and trends of UNDP-assisted activities in Africa, including references to follow-up of the Substantial New Programme of Action for the 1980s for the Least Developed Countries (SNPA), important aspects of implementation of the country and inter-country programmes are selectively reported on.

## I. BACKGROUND

1. At its twenty-seventh session in June 1980, the Governing Council adopted decision 80/7, which in operative paragraph 4 invites the Administrator to "inform the Council regularly of the progress made in the implementation of the revised country programming policies and procedures for the third programming cycle, 1982-1986, including the introduction of periodic reviews of individual country programmes, the results of which would be reported to the Council on a selective basis".

2. In response to this decision, the Administrator submitted a report (DP/518) to the Council at its twenty-eighth session in which he proposed that each regional bureau would prepare, for the Council's information, an "annual progress report on country programme implementation in the region, highlighting significant developments in selected individual programmes which will enable the Council to form an overall picture of progress and trends". The Council subsequently endorsed this proposal in decision 81/15, adopted at its twenty-eighth session.

3. At the special meeting in May 1982, an oral report was made to the Governing Council with respect to the progress of the whole programme for the Africa region; the emphasis focused principally on the 17 country programmes being submitted to the Council for its approval at that meeting. In 1983, at the thirtieth session, both a written and an oral report were presented to the Council which provided considerable detail about country programme implementation in the region.

4. The present report includes, on a selective basis, information about the 43 country programmes and the regional programme under implementation in Africa. These programmes involve total programmable resources of \$997 million for 1982-1986 (at the level of 55 per cent of the illustrative IPF), and approximately 1460 ongoing projects as of December 1983. (As of January 1984, responsibilities within UNDP for the country programme of Somalia were transferred from the Africa Bureau to the Regional Bureau for Arab States). It should also be noted that the programmes for Namibia and for national liberation movements are within the responsibility of the Regional Bureau for Africa and are the subjects of two separate reports to the Council, DP/1984/14 (plus addendum 1) and DP/1984/15, respectively.

5. At its thirty-first session, the Governing Council will have received submission of programmes for the third cycle from all countries of the Africa region. The process of programming UNDP's resources within the framework of country programmes will be completed by the submission of the last two programmes: namely, for Benin and Swaziland, presented in DP/CP/BEN/3 and DP/CP/SWA/3 respectively.

### A. Annual reviews

6. During 1983, the timing, nature, scope and form of the outcome of the programme reviews of UNDP-financed technical co-operation in the Africa region were adapted to the particular circumstances and needs of each country in the region. In addition, the review process and substance were significantly affected by the following four factors:

(a) Inadequate time to implement and assess the country programmes, most of which were approved by the Governing Council since its special session in May 1982;

(b) Changes in the development plans and priorities of countries;

(c) The increasing severity of drought as reflected by FAO/WFP designation of 21 countries in the Africa region as most seriously affected;

(d) The reduction of the illustrative IPF to the 55 per cent level.

7. With respect to (a) above, 20 of the 43 country programmes for the third cycle began implementation in 1983. Another 16 country programmes, as well as the regional programme, were approved by the Council and became operational in 1982. Only four programmes were approved by the Council prior to 1982 (the Congo, Kenya, Mauritius and Rwanda) and of those which were approved at the June 1981 session, three became operational in 1982.

8. Unless national priorities had shifted in a way affecting technical co-operation, the relatively recent approval of the majority of programmes resulted in the decision by most Governments in the region, in consultation with the resident representative, to plan comprehensive programme reviews in 1984 or 1985. Other forms of annual review were preferred, as discussed below.

9. The second factor to be taken into consideration was whether there was a change in a country's development plans, policies and priorities. The adjustment of development which occurred in several countries was sufficiently important to necessitate the review in some depth of the relevance of the respective country programmes, as well as a more customary evaluation of the effectiveness of the projects and distribution of UNDP's inputs to the total programme. Some of the countries included in this category are Ghana, Mauritius and Zimbabwe.

10. In several other cases, the change or prospective review of a country's priorities for United Nations system development assistance may have been a major reason which led UNDP and officials of the concerned countries to delay

in-depth country programme reviews. Included among this group of countries are Guinea, Madagascar, Nigeria, and the Upper Volta.

11. In both categories, a priority concern of UNDP's co-operation in the Africa region is its sensitivity to the circumstances and priorities of recipient countries, and therefore, systematic efforts are made to tailor continuous programming and the review process to meet evolving needs and the preferred modalities of governments.

12. A third factor affecting the substance and form of annual programme reviews was the existence of special external circumstances which, in effect, necessitated priority attention. During 1983, the emergency drought situation struck more than 20 countries in Sub-Saharan Africa stretching from Cape Verde across Central Africa to Ethiopia and south to Mozambique, Swaziland, Zimbabwe, Lesotho and Botswana. This critical condition proved to be a factor which made it necessary to undertake ad hoc reviews and continuous programming designed to enhance crop and livestock production, the supply of water and the rehabilitation and overall development of the agriculture sector. In many of the most affected countries, reviews of UNDP's programme of technical co-operation focused urgent additional attention on strengthening drought-related projects both materially and substantively. Moreover, because emergency assistance was provided through resources other than UNDP's IPF, resident representatives in Africa were involved in special reviews of United Nations system support in conjunction with UNDRO, WFP, FAO and other organizations of the system.

13. In many countries, at the request of Governments and in agreement with other donors, resident representatives exercised a key role in the co-ordination of emergency assistance, which also had a bearing on the process and substance of adjustments to UNDP-assisted country programmes (such as in Mozambique, Benin, Mali and Uganda). In both UNDP field offices and headquarters, the Regional Bureau for Africa has worked in close collaboration with the Secretary-General and the Director General for Development and International Economic Co-operation in connection with the special initiative for Africa launched in recent months. Field offices helped prepare for and support the missions that were undertaken in the Africa region by the Secretary-General and other officials, as well as in the provision of information subsequently. There has also been close follow-up with and backstopping of the Secretary-General's special representative.

14. Probably the most dominating factor affecting programme reviews in most countries, which drew the special attention of government officials, UNDP and the executing agencies, was the resource situation of UNDP itself. As reported to the Council last year at its thirtieth session, starting in the

latter part of 1982 the process began to adjust and reduce country programmes from 80 per cent to the level of 55 per cent of illustrative IPFs. The process continued, as foreseen, in many countries in the Africa region during 1983.

15. As a consequence of the resource constraints imposed on the regional as well as all country programmes, many reviews concentrated on analyses of relative cost-effectiveness of ongoing and pipeline projects. A series of consultations was arranged in many countries in order to optimize resource management. Government officials and UNDP, often in close collaboration with local agency representatives, as appropriate, reviewed resource allocations between sectors, within key sectors as well as budget commitments to individual projects. Many resident representatives have reported that the continuous programming process has been strengthened during the past year. (Illustrative examples are cited in the latter part of this paper).

16. A related effect of reduced programme resources was that comprehensive annual reviews which had been foreseen were deferred in some countries. This was due to two facts: first, government officials and resident representatives judged that adequate consultations and reviews had occurred within the framework of the series of communications in which Governments and UNDP focused on realigning project budgets in the framework of supporting the most effective, highest priority development actions. Second, with lowered authorized budget levels (ABLS), available resources had become fully and satisfactorily programmed, or reserve resources and funds which had been flexibly earmarked to a sectoral development objective in the country programme were no longer available to programme. Hence, reviews in these countries focused on monitoring and evaluations at the project level. Examples of countries in which illustrative IPF resources available for 1982-1986 became more than 90 per cent committed to approved projects are Burundi, Congo, the Gambia, Guinea-Bissau, Mozambique, Rwanda and Zambia.

17. In summation, intensive annual reviews of the programme were conducted in a few countries. More typically, the country and intercountry programmes in the Africa region were subjected in 1983 to a multiplicity of steps of a continuous programming and review process, focusing on resource management, sectoral and special requirements and a series of projects and sectoral reviews and/or evaluations which cumulatively were aimed at ensuring effective programme and resource management.

#### B. Selection of countries

18. In section II of this report, individual programmes have been selected for comment in order to further illustrate a sampling of the different types

of reviews, the factors influencing the review process and its outcome, and countries where significant adaptations to the programme which was previously approved by the Governing Council have been made during the past year.

C. General trends in country programme implementation

1. Programme financial situation: commitments and delivery

19. In financial terms, implementation of the UNDP-financed programme in Africa made solid advances during 1983. At the beginning of the year, slightly more than half the available illustrative IPF resources had been committed to approved projects, in part due to projects approved in the second cycle, 1976-1981, and still operational in 1982. By year's end, more than 70 per cent of these resources (based on ABLs at the level of 55 per cent of the illustrative IPF), totalling \$708 million, had been committed to priority projects in the approved country and intercountry programmes for Africa. The trend of the build-up of aggregate project commitments was within the Bureau's target range. Although there were significant variations among countries in their level of commitment of resources to approved projects, the average was quite acceptable. In fact, late in 1983 and early in 1984, the momentum of project commitments continued to increase at a slightly more rapid rate than in early 1983. For the one-third of country programmes which were relatively slower with respect to commitment of UNDP resources, special efforts were taken by the Regional Bureau, in consultation with United Nations agencies, to rectify the situation.

20. Although the aggregated level of project commitments and the delivery of approved programmes was within an acceptable range, commitments were nevertheless lower than had been originally anticipated. Moreover, programme delivery was slightly lower in 1983 than in 1982. There were two primary explanations for this situation.

21. The first reason could be found in the large number of country programmes, 20 in all, submitted to the Governing Council for approval in 1983. This timing naturally led some Governments and resident representatives to adopt a strategy to wait for approval of the respective country programme before committing a portion of the unobligated UNDP funds. In addition, there is a normal period to finalize an adequate project design and to obtain the approval of all three parties.

22. The second and more significant factor which affected the rate of implementation of country programmes in the Africa region during 1983 was the reduction of ABLs from 80 per cent to 55 per cent of illustrative IPFs. As indicated above, this cutback which took effect in 1983 made it necessary for all country and intercountry programmes to review the relative priorities of

both ongoing and planned projects in order not only to remain within the limits of the new ABLs but also to ensure a coherent and effective programme. This decision to lower ABLs induced a sense of uncertainty and disappointment, especially because efforts had just been or were being completed to programme a higher level of resources. Hardest hit were those countries which already had reached a high level of commitments for the whole programming cycle, 1982-1986. In addition, virtually every programme had already earmarked in some detail more than 55 percent of its UNDP resources, even though pipeline projects in the country programme had not yet been approved. Consequently, the re-examination of priorities necessitated by reduced ABLs broke the programming momentum and delayed the commitment of additional resources to UNDP-assisted projects in virtually all countries of the region, as well as in the regional programme.

23. The result was that against a total 1983 ABL of \$249 million, resident representatives estimated that delivery by the end of 1983 would amount to approximately 82 percent in 1982. On the basis of the previous year's experience, this percentage will be even lower when actual delivery figures for 1983 are reported from executing agencies.

24. One element which again helped facilitate the implementation of priority projects in the country programmes of African LDCs and provide some programming flexibility was that IPF resources were supplemented by a total allocation of \$6.9 million from the Special Measure Fund for LDCs (SMF/LDC). In addition, during 1982-1983, UNDP earmarked \$2.4 million from the same Fund in favour of the 24 African LDCs, \$100,000 to each country, for follow-up activities within the framework of the SNPA which was adopted by the General Assembly in resolution 36/194 of 17 December 1981. UNCDF approved a total of \$24 million for new projects in the Africa region during 1983, and UNSO expenditures totalled approximately \$12 million for projects in the region. Many of these resources were programmed in a way which complements the activities financed from the illustrative IPF. In fact, a large proportion of UNCDF-financed projects again received essential technical support from IPF-financed projects, for example, in Benin, Mali, Chad and the United Republic of Tanzania.

25. Governments in the African region have shown, during 1983, greater interest in providing both programme and project cost-sharing, particularly in a way to offset the reduced ABL. Botswana and the Congo represent good examples of this tendency. Whereas in both 1981 and 1982 the cost-sharing expenditures stood at about the level of \$9.5 million a year, 1983 has shown a commitment level of \$16.8, a sum which represents more than 8 percent of UNDP budget for the Africa region. Present indications are that this level will be surpassed in 1984.

26. Finally, a total of \$774,000 was allotted in 1983 from Special Programme Resources for activities ranging from assistance to alleviate the effects of natural disasters in Africa to provision of emergency water supply (notably in Mozambique).

27. As a consequence of General Assembly resolution 38/201 by which the United Nations Emergency Operation Trust Fund (UNEOTF) was liquidated, additional resources were transferred to UNDP in December 1983. Taking into account the priorities designated by the General Assembly, the largest part of these funds are being made available by UNDP to help meet the urgent needs of 34 countries in the Africa region. Intensive programming jointly involving Governments and UNDP, in close consultation with FAO and other appropriate agencies, commenced immediately at the end of 1983 and continued into 1984. Excellent progress has been made in programming so that as of the present, about two thirds of the \$27 million earmarked as potentially available to the Africa region has been committed for remedial and rehabilitative activities, primarily in the food and agriculture sectors, and other projects are being formulated for prompt implementation.

## 2. Programme substance and composition

28. Taken as a whole, government priorities for UNDP-financed technical co-operation in the Africa region normally do not shift much from year to year. Nevertheless, due to the critical situation in such a large area of Africa during 1982 and 1983, increased emphasis in many African countries has been placed on meeting basic human needs. The resulting decisions can be observed in shifts in the sectoral distribution of programme budget commitments during 1983. It is expected that the overall impact will be observed more clearly over the next couple of years because of the normal lead-time required to translate programme shifts into approved development projects and then into disbursements.

29. It was evident that agriculture continued as the sector receiving the largest percentage of UNDP's regular resources, approximately 28 per cent. Project commitments to agriculture support services, crops, livestock and fisheries totalled 18 per cent of such resources. Development of land and water resources accounted for an additional 7 per cent and forestry represented about 3 per cent of budgeted UNDP resources as of December 1983. Commitment to these sectors totalled approximately \$66 million during 1983. It is already evident from expenditures in 1983, as well as from commitments made in 1983 to 1984 and 1985 budgets, that the largest increases occurred for agricultural development, especially for crops and support services. Projects for forestry development, associated with desertification as well as meeting energy requirements, also increased during the year.



30. Other principal sectoral emphases of the Africa programme in 1983 were development strategies, policies, planning and strengthening of public administration, 14 per cent (a significant increase); industrial development, 9 per cent; and transportation and communications, 12 per cent.

31. It is worth noting that the budgetary commitments of UNDP resources allocated to three other sectors, while rather modest in absolute terms, grew very rapidly in 1983. UNDP assistance to development finance doubled in 1983 from 1982. Assistance to meteorology increased nearly 25 percent. Assistance to projects affecting the advancement of women more than tripled from the level of activity in 1981.

32. With respect to the distribution of components of UNDP expenditures for the total programme in the Africa region, minor shifts can be identified for 1983 compared with the immediately preceeding years:

<u>Project component</u>	<u>Percentage of Expenditures</u>	
	<u>1980-1982 average</u>	<u>1983</u>
Personnel	57.5	61.3
Subcontracts	8.1	7.1
Training	9.03	11.0
Equipment	19.4	14.7
Miscellaneous	5.6	5.6

33. On the basis of budgetary commitments as of March 1984, certain distinct trends can be observed about the composition of the programme for 1984-1986. The same relative tendencies in the composition of the programme build-up are noted for country and intercountry projects in the Africa region.

<u>Project component</u>	<u>Percentage of Expenditures</u>			
	<u>1980-1983 average</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
Personnel	58.4	65.0	61.0	57.9
Subcontracts	7.8	7.3	8.6	7.3
Training	9.5	12.0	13.1	14.9
Equipment	18.2	10.3	11.2	11.9
Miscellaneous	5.6	5.1	5.9	7.7

34. However, the distribution shown in paragraphs 32 and 33 above are subject to considerable shifts as programme implementation progresses. Personnel, subcontracts and training inputs usually require greater lead-time to deliver

than equipment and are therefore often budgeted further in advance. Experience has also shown that their delivery has a higher tendency to be delayed and they are more likely to be rephased than is the acquisition of equipment, which in some cases is accelerated if resources become available at year-end.

35. Of course the sectoral and component aggregations cited above cannot reflect the differences of individual countries, which in some cases varied considerably from the average.

36. An assessment of project implementation in the Africa region continued to demonstrate the growing interest of Governments to employ the modalities endorsed by the Governing Council in its decision on New Dimensions<sup>1/</sup>. This trend was reflected as well in many of the third-cycle country programmes which were approved by the Council in 1982 and 1983.

37. Thus, as of December 1983, 58 ongoing projects in the Africa region were government-executed, compared with 32 as of a year earlier and 17 as of December 1981. The Government of Mauritius, for example, is now executing eight projects, nearly a third of its programme. During 1983, six projects were approved for government execution in Ethiopia. Similarly, more projects were designed with national project managers and modest progress was registered in the use of locally available expertise. One particularly innovative concept was arranged at the request of the Governments of Angola and Mozambique to mobilize within the framework of UNDP-assisted projects the expertise of non-nationals, recruited locally at significant overall cost savings.

38. The Regional Bureau for Africa remains the largest user of United Nations volunteers; slightly more than 50 per cent of volunteers are assigned to Sub-Saharan Africa. The use of UNVs continued its general upward trend in the Africa region; a total of 420 volunteers were serving in the Africa region as of December 1983, an increase of 5 per cent over the prior year.

39. The programme of TCDC involving African countries continued in 1983. Although many projects had a TCDC activity or component, of particular note were the special arrangements linking several Latin American institutions with African institutions and individual trainees.

40. Another very important trend of the programme in Africa is that UNDP has been requested by the governments of more than 20 African LDCs to function as lead agency in support of their round-table conferences of donors. Both financial and non-financial assistance has been provided from the preparatory to the follow-up phase. During 1983, three major donors conferences were

organized with the assistance of the Regional Bureau for Africa, and five round-table conferences have been scheduled to take place in the first half of 1984. Assisting Governments in the process of planning for and mobilizing resources for development from other donors has had a positive effect on the role and content of UNDP assistance, as well as on the co-ordination of UNDP-supported activities with those of other aid partners. (This subject is discussed in greater detail in the relevant report of the Administrator contained in DP/1984/10 and will be reviewed under provisional agenda item 4 (b).)

41. It should also be reported that the reduction of UNDP resources available for programming has clearly induced within African Governments not simply a sense of uncertainty and disappointment (see paragraphs 14-16 above) but also a renewed commitment to achieve more for less. In the course of continuous programming in 1983, many difficult decisions have been necessitated, yet the net effect has been to link project inputs which could be made available more closely with the immediate project objectives sought by Governments. In close consultation with executing agencies when appropriate, projects have been "tightened up" to a greater extent. In addition, an existing tool which has been used increasingly and to very good effect was joint substantive evaluation of projects. Examples of all these measures are cited in the latter part of this paper. Of course, with reduced resources, another effect has been that many very high priority new projects have been deferred, and important ongoing activities in most programmes have had to be scaled down or stretched out for execution at a slower rate over a longer period of time.

## II. IMPLEMENTATION OF SELECTED PROGRAMMES

### A. Intercountry programme for the Africa region

42. The regional programme for Africa (1982-1986), approved by the Governing Council in May 1982, was prepared after extensive in-depth consultations undertaken by the Regional Bureau with African intergovernmental organizations, in particular with the Organization of African Unity (OAU), the Governments of the region and the specialized agencies of the United Nations system, notably the United Nations Economic Commission for Africa (ECA). It is based on those priority needs of the region which can be most effectively addressed by intercountry co-operation for development, through collective self-reliance and rapid economic growth, as defined in the Lagos Plan of Action.

43. Since the regional programme for Africa for 1977-1981 had borrowed \$20.7 million from the third programming cycle, the 1982-1986 regional programme was based on the assumption that \$206.02 million would be available for the

period. The Council was informed that \$192.6 million had already been programmed, with \$132.6 million of this amount to be used for ongoing projects. During 1982, intergovernmental organizations, Governments and specialized agencies were informed of the authorized maximum budget levels for projects and programmes which had been retained. Implementation of ongoing and of some new projects proceeded as anticipated. The reduction of ABLs to 55 per cent of the illustrative IPF reduced the amount of funds available for programming to \$135.17 million, leaving \$3.4 million for new projects. During the past year, extensive consultations continued with OAU, ECA and other executing agencies on a number of selected ongoing projects, before a decision was taken on the financing of new activities. Financing of ongoing activities was not reduced without the agreement of the executing agencies and the intergovernmental organizations or Governments concerned.

44. It was necessary, nonetheless, to postpone in their totality or at least to curtail the majority of new activities anticipated in the 1981-1986 regional programme for Africa. The majority of projects continuing from 1977-1981 in the 1982-1986 regional programme, however, are oriented towards meeting the priority needs of the region. At the end of 1983, 91 percent of authorized regional programme funds was committed to approved projects for the Africa region. The degree of commitments for the Africa region was much higher than for any other region.

45. The following areas are among those affected by the reduction of UNDP resources: food security schemes, the Industrial Decade, the African Energy Commission, the African Economic Community, the African Remote Sensing Programme, the programme for the improvement and multiplication of trypanosomiasis-tolerant livestock in West Africa, the reasearch programmes of the Centre of Insect Physiology and Ecology, the regional centres for the disabled(Tunis and Harare), the Inter-African Centre for the Development of Training for Professionals, supply and demand surveys in African Countries south of the Sahara, the marine science and technology porgramme in Africa, the African Regional Organization for Standardizaton and the centres for wildlife management in Garoua, Cameroon and in Mweka, United Republic of Tanzania. The regional Bureau for Africa has already initiated consultations with donors on cost-sharing of UNDP trust-fund arrangements for projects in some of these areas.

46. Nevertheless the regional programme for Africa was able to provide assistance to the World Maritime Academy and to continue its financial participation in the UNSO-UNDP/UNEP Joint Venture. It was also able to provide some funds for the initial studies that should lead to the creation of the African Energy Commission and the African Economic Community under the auspices of the OAU. It is clear, however, that susbtantial additional

financing will be required. Furthermore, funds for the regional programme for Africa have been supplemented by a trust-fund contribution received from the Government of Norway for the Angola Petroleum Institute which has become an institution sponsored by the Southern African Development Co-ordination Conference (SADCC). It has received a cost-sharing contribution for a project with the East African Development Bank and is in an advanced stage of negotiating cost-sharing contributions for the supply and demand surveys and the International Drinking Water Supply and Sanitation Decade projects.

47. During 1984 a review of the regional programme will be carried out and the conclusion of this review will be presented to the Governing Council at its thirty-second session in 1985.

#### B. Implementation of selected country programmes

48. Many of the most important issues and characteristics of the UNDP-assisted programme in Africa, pointed out in the first part of this paper, can be better illustrated by examining specific countries' experiences, achievements and difficulties encountered in implementing their country programmes. The following discussion is intentionally selective, as requested by the Governing Council.

##### 1. Changes of priorities; adjustments of programmes

49. In Mauritania, technical co-operation between UNDP and the Government had already focused priority of drought-related projects. Nevertheless, the reduced ABL and the increasing severity of the consequences of renewed drought and desertification pressures necessitated considerable adjustments of the programme. The combination of these circumstances affected more than half of the countries in the Africa region in 1983; Mauritania's results are illustrative. An in-depth country programme review conducted in the first half of 1983, and supplemented throughout the year by continuous programming, compelled UNDP and the Government officials either to drop or reduce in size new projects foreseen in the approved country programme, or to scale down ongoing projects. Drought-related projects were left largely intact and thus became even more predominant in the programme at the expense of other sectors in which the Government has wanted to initiate activities.

50. With the General Assembly's decision to liquidate the United Nations Emergency Operation Trust Fund (see paragraph 27 above), UNDP collaborated promptly at the end of 1983 with the Government of Mauritania to programme other drought-related activities which would have a direct effect on this priority sector. Activities financed from this fund cover critical immediate needs that would alleviate the current serious problems in the fields of food

production (seeds, horticultural and plant protection supplies) and animal production (feedstock). Additional support provided through UNSO in 1983 strengthened this trend to address drought-related problems.

51. A major country programme review was organized in the Congo in September 1983 to supplement what has proved to be a useful process, in terms of continuous support to key priority programme activities achieved through programming consultations between UNDP and the Government. The reduction in available IPF resources from UNDP necessitated an in-depth review, and also was a main reason for modifying the programme originally approved by the Council. As in Mauritania, government officials in the Congo wanted to preserve as much assistance to the agriculture sector as possible; as a result, implementation in that sector is proceeding largely as foreseen. Resources allocated to education, economic planning and management, considered important in the programme, have had to be reduced.

52. The Government of the Congo's position provides an excellent illustration of a country which has taken steps to offset some reductions of the IPF resources by increases in programme and project cost sharing. Some \$3 million of cost sharing has been pooled together with UNDP resources, greatly facilitating programme adjustments required to avoid adverse cutbacks in some projects. Continued payments toward this collaborative financing scheme will permit the 1982-1986 programme to achieve more of its goals in all priority sectors than were foreseen when the 55 per cent ABL ceilings were initiated.

53. Although not representing a country with a fundamental shift in priorities, continuous review of the UNDP-supported programme in Sierra Leone has enabled the Government and UNDP to accommodate a priority which had not been foreseen in the country programme, approved as recently as February 1983. Through efficient management of funds, UNDP was able to finance, from IPF resources and without delaying or curtailing the implementation of other key projects, a request to provide urgent assistance to improve facilities of Sierra Leone's main international airport.

54. The Government of Rwanda is also maintaining its overall priorities, as reflected in the approved country programme. Thus, after programming consultations during 1983, including the reduction of pipeline projects to accommodate the lower ABL, the agriculture sector retains its priority. However, shifts on a sub-sectoral and project level have occurred in order to adapt to the Government's evolving priority requirements. Efforts to produce insecticide locally are receiving greater attention, and fisheries activities are being phased back at present. In addition, the review of the programme has led to decisions to increase assistance to small-scale industrial promotion and to the use of more United Nations volunteers in projects, in

part as a cost-saving measure. Moreover, the response of other donors to the round-table conference, held in Kigali in December 1982, has affected the manner in which projects in the pipeline or ongoing have been designed and implemented, with the object of improving co-ordination and effectiveness.

55. In Lesotho, UNDP and the government authorities conducted one of the most intensive and extensive reviews of the country programme which had been approved by the Governing Council for the period 1982-1986. This review proceeded through four distinct phases extending from late 1982 until mid-1983, and was brought to the Council's attention at its thirtieth session. The nature of this extensive review grew in part out of a general concern by the Resident Representative to improve programme effectiveness. Ultimately, it evolved to encompass a detailed assessment of programme relevance and priorities, of effectiveness, of the prospective functions and roles of Government and UNDP in collaboration with its executing partners, of aid co-ordination, modalities and measures to implement technical co-operation, and of the review and evaluation processes. Agency personnel were closely involved and discussions were conducted with other donors.

56. This far-reaching programme review in Lesotho has had the added benefit of helping both UNDP and the Government of Lesotho to prepare for the round-table conference of donors scheduled for May 1984.

57. Due to the reduction of the ABL in late 1982, the thrust of the review of the Lesotho programme was enlarged in order to reach decisions about adjusting, as effectively as possible, ongoing and new projects to the revised level of available UNDP resources. The review did not lead to a fundamental shift in sectoral priorities, although some projects are being allowed to terminate earlier than planned and others are being advanced for sooner implementation in several different sectors (especially in agriculture and education development). Project activities supported by UNDP are now being designed to be more coherent around key constraints, such as agricultural production, employment/training/small-scale industries, and development planning. In addition, close linkage has been established between IPF-funded projects and those financed by UNCDF, the United Nations Special Fund for Land-locked Developing Countries, as well as with projects financed by the World Bank, bilateral donors and several NGOs.

58. UNDP-supported projects in Lesotho are also in the process of being adjusted to include more national project co-ordinators and additional United Nations volunteers, and much more selective use of United Nations operational experts.

59. Angola constitutes another type of situation whereby the Government and UNDP have adjusted the programme to meet both special circumstances and

revised priorities. Even before the country programme was approved in 1982 by the Governing Council, its content, formulated in the prior year, required adjustment because of a rapidly evolving situation at the country level. Internal instability has not only seriously impeded recruitment of approved project expertise, but it has also limited the geographic areas in the country where projects could be successfully implemented. Moreover, institution-building projects in all sectors have been negatively affected by local conditions, including the availability of counterparts. In some cases, monitoring and evaluation activities have revealed that project design of approved projects was not sufficiently attentive to these realities.

60. As a consequences of the above, not only is implementation of the programme in Angola lower than planned, but adjustments have been made by the Government, UNDP and the agencies in order to plan for more feasible projects and to render assistance more consistent with available local resources. In consideration of the existing human infrastructure and back-up capabilities, agriculture and rural development, in spite of the priority needs, have been temporarily scaled back, and assistance to the industrial sector has been substantially increased. In addition, when national counterparts or trainees are available, training activities have been among the most successful parts of the programme; plans exist to increase UNDP's support during the balance of the country programme to the development of the nation's human resources.

## 2. Programme implementation and reviews

61. In addition to the general trends and special issues discussed in the first part of this paper, and cases of changed priorities of country programmes as described in the preceeding section, several selected examples illustrate other developments in programme implementation in the Africa region. Highlighted are countries which have not shifted their programme priorities but which represent important examples of the review process or whose programme implementation has been influenced by special circumstances.

62. Mali is an excellent example of such a country. The Government's priorities have not significantly changed since the formulation of the country programme during late 1981 and 1982, and approved by the Governing Council in February 1983.

63. Although Government priorities in Mali have registered only subtle changes in emphasis, the UNDP programme no longer reflects as fully these priorities due to the cutback in available UNDP resources to the level of 55 per cent of the illustrative IPF. Given that the approval and implementation rate for ongoing and new projects was well advanced, and that it was judged necessary, in general, to retain the integrity and priority emphases of the



ongoing programme, adjustments and cutbacks to the programme occurred especially in projects still to be approved; moreover, there was a concerted effort by UNDP and the Government to evaluate and tighten up ongoing projects. Specifically, the following is worth special note:

(a) The worsening drought situation in Mali has resulted in more resources being devoted to ongoing activities which strengthen the provision of water resources. In particular, emergency relief and assistance have been provided in the framework of the large Ground-Water Development Project (MLI/82/005), for which previous UNDP assistance has been very effective. The critical situation in Mali also led to strengthening support for the recently redefined national food strategy. In addition, though not foreseen in the approved country programme, UNDP agreed to the Government's request to implement studies crucial to a population resettlement scheme in the Manantali dam area. This assistance is linked to the prospective large scale support of a bilateral donor (USAID);

(b) One of the largest cutbacks in the country programme was made in the earmarking of nearly \$7 million for the programming of innovative integrated rural development projects. Two other priority projects, which had also been scheduled for implementation later in the country programme period, were deferred for approval later in the cycle, if they can be accommodated at all. (It might also be possible that third-party cost sharing or another funding source can be identified.) These projects are both in the health sector: Renforcement de la Direction de l'hygiène publique et de l'assainissement (MLI/84/003) and Renforcement de l'Institut national de Recherche en Santé publique (MLI/83/004);

(c) The upgrading of programme quality and project design, coupled with financial constraints, led to other important decisions taken in the course of programme reviews involving government officials and UNDP, in consultation with executing agencies. An in-depth overall evaluation of support to the very important livestock subsector led to the decision to integrate one new project (Assistance à la zone pilote d'élevage de Dilly - MLI/84/001) with an ongoing project (Assistance technique au projet de développement de l'élevage au Sahel occidental - MLI/79/002) and the non-implementation of a third project planned in the country programme (Assistance à la zone pilote d'élevage de Kayes-Sud - MLI/84/002) due to the less favourable cost-benefit ratio of livestock development in such a heavily tsetse-infested area and the projected burden of maintaining project activities after technical co-operation would have been phased out;

(d) After closer examination of the viability and the pre-conditions of success for rice seed multiplication, the second phase of this project (MLI/83/002) has been indefinitely deferred. Another project (Opération Puits - MLI/82/018) has also been carefully reassessed and deferred for the present.

64. Although a comprehensive substantive review of the programme in Mali was not scheduled in 1983, frequent project and sectoral reviews and continuous programming were supplemented by a heavy programme of project evaluations. This effort is continuing into 1984. Sixteen large projects were subjected to in-depth evaluations in 1983, and five other projects were scheduled to be given similar special close scrutiny before the substantive programme review is organized in 1984.

65. The programme in Mali is representative of several other trends cited in section I.C above. Integration of women in development is represented in programmed activities in several projects, notably those addressing the reduction of losses after harvest (MLI/83/003) and rangeland management (MLI/79/002). Three projects are at present government executed; three others are executed largely by national project personnel; and two projects have experimented with the use of Malian nationals as project co-ordinators. During programme reviews, senior government officials have expressed interest in reverting increasingly to these modalities, although it is recognized that they place a significantly greater burden on both Government and the UNDP field office. Five UNDP-financed projects in the field of public administration and general economic management are closely linked to World Bank and IMF assistance to Mali. Finally, in December 1982, the Government of Mali hosted a donors' round-table conference, for which UNDP served as lead agency and provided special support. During 1983, UNDP continued to assist in the follow-up to the round-table meeting through its resident representative and several related projects. The dialogue with donors, reinforced at the round-table meeting, continued during two follow-up meetings in Bamako in June and December 1983. The Government has estimated that some 60 per cent of resources requested at the donors' meeting were pledged or promised. UNDP, for its part, is also involved in mobilizing funds through third-party cost sharing (for instance, with the Arab Gulf Fund in the area of construction of strategically placed water wells in the Salt Route) and co-ordinating its IPF-financed technical assistance with other resources (including bilateral project funds provided by Saudi Arabia and by UNCDF).

66. A recent evaluation of two projects in Mali, one included in the ongoing country programme (Fonds d'assistance aux initiatives de base MLI/80/012), the other added recently to the country programme (Audiothèques rurales - MLI/80/010) has concluded that their activities have had very positive

results. The first one supports rural community development programmes with the active participation and support by the local population; the evaluation recommended some adjustments but considers that the activities should continue and be replicated elsewhere. The second successful project facilitates information exchanges directly to the rural population in a number of villages through the production and distribution of radio cassettes on development technology (e.g., care of infants, soil conservation, agricultural practices, etc.); traditional stories, history, and songs; traditional know-how (e.g., medicine); and civil obligation of modern society (e.g., purpose of taxation, protection of wildlife, etc.). The participation of the villages in the process and in the preparation of the materials is one of the positive and innovative aspects of the project. In view of the very encouraging results of the first year of operation, the evaluation report recommends the expansion of the activities of this low-cost project to other areas.

67. The programme in Zimbabwe illustrates other important aspects of programme implementation and the review process. One key consideration is that the Government of Zimbabwe's Transitional Development Plan covers the period 1982-1984, yet the approved country programme of UNDP assistance was proposed to cover the years 1982-1986. Another key factor affecting programme implementation is the circumstances associated with a recently independent country and its ability to plan for and to absorb effectively technical co-operation. Under these circumstances, continuous programming between UNDP and government officials has played a vital role. Progress has been made in implementing some of the initial priorities of the programme, which included human resources development, institution building and operational assistance. Completed projects or those near completion have provided useful assistance and achieved most of their objectives: completed projects include assistance to low-income housing, physical planning and community development. Support for a national manpower survey, assistance to improve public administration and a rural development project also exhibited achievement of objectives during the early stage of the programme.

68. Nonetheless, because the overall rate of commitment of UNDP resources was slower than foreseen, and because the Government of Zimbabwe is actively reassessing its own needs as its Transitional Development Plan approaches its scheduled termination date, an intensive review of the country programme was convened in May 1983 with senior officials of the UNDP's counterpart ministry. Among its important conclusions were decisions to proceed more assertively to adapt the programme to the Government's evolving priority needs; to accelerate the currently lagging commitment of UNDP project funds in 1984 and for the period 1985-1986; to enhance ongoing monitoring and evaluation activities; and to improve the disappointing counterpart situation. Close consultations are continuing and commitment levels are improving. One interesting addition to the programme is a project to help the

Government co-ordinate external assistance. Moreover, the Resident Representative has played a personal role with Government to assemble major donors' and UN agencies' representatives present in Zimbabwe with a view to increasing the co-ordination and effectiveness of aid.

69. Continuous programming also played an important role in Nigeria. Early in 1983, decisions were reached by the Government and UNDP, in consultation with United Nations agencies, to proceed to implement six new projects which had not been internally cleared within the Government of Nigeria in time for inclusion in the approved country programme. Education and training were designated a much more significant place in the programme by the Government, and efforts have accelerated to implement these projects in conjunction with UNESCO. Agriculture continued as a high priority in the programme. On the other hand, in order to maintain the programme at authorized levels of the illustrative IPF, and to reflect reduced expectations of government contributions to cost sharing, several projects were scaled back and two projects have been deleted from the programme. Among the successfully completed projects are two in the priority agriculture sector: Assistance to the National Grain Production Company (NIR/76/017) and Establishment of the Horticultural Institute (NIR/72/007).

70. During the past year, Guinea constituted a special case which reflects how the UNDP-assisted programme can be adapted to circumstances. During 1983, implementation of new projects or new phases of ongoing projects, scheduled in the approved country programme, did not occur at the rate originally foreseen, pending clarification of several fundamental policy decisions by the Government and the affirmation of project priorities. This action was coupled with an approach by UNDP, in concert with executing agencies, to strengthen the viability and effectiveness of a core of essential ongoing projects. This latter aspect of programme implementation was manifested by in-depth evaluations of eight major ongoing projects, which resulted in many very significant recommendations and actions designed to improve project quality and the impact of project resources.

71. Two major projects were completed in Guinea in the past year. The first project successfully prepared water development plans for three large natural regions, and a summary master plan for the whole country. The second completed project provided a technical study and plans for a proposed aluminium foundry. Both these projects have a strong pre-investment orientation and strengthen the basis for realizing priority investments in the near future.

72. The UNDP-assisted programme in the United Republic of Tanzania is proceeding at a good rate and results are satisfactory. The residual effect of the reduction of the programmable illustrative IPF resources was judged to

be still working its way through all levels of programme activities, and caused considerable complications for government authorities to redefine priorities, project objectives and activities that should be retained in the adjusted programme. Thus far, no significant changes in overall priorities have occurred in the country programme. However, several aspects of programme implementation merit highlighting. Continuous programming activities throughout the year have been devoted to an intensive review of ongoing and new project proposals. These discussions culminated in the United Republic of Tanzania with two major programme review meetings, held at the request of the Government. It was agreed that quarterly review meetings should be held between senior UNDP and Government representatives in a more structured framework to ensure adequate ongoing review of programme priorities and relevancy, and the better co-ordination of UNDP's assistance. Mini-sectoral reviews are also to be undertaken periodically. Another important conclusion, pertaining to the relative priority of pipeline projects, was that Government's provision of required inputs, mostly in-kind, must be given increasing significance in determining which projects should be approved for technical co-operation.

73. The United Republic of Tanzania is representative of other African countries whose programmes (a) whenever required and possible within the framework of available resources, have established a close linkage between IPF-funded projects and UNCDF inputs; and (b) have taken into account during programme consultations with governments, the identification of needs and the preparation of project proposals for the forthcoming second International Conference on Assistance to Refugees in Africa (ICARA II).

74. Overall, encapsulating the experiences of programme implementation of countries in the African region, the effects of reduced ABLs continued as a predominant factor affecting implementation of approved country programmes. In addition, there were ample illustrations of adapting individual programmes of UNDP-assistance to meet evolving needs and circumstances. There was also fresh evidence that the continuous programming process, augmented by periodic formal comprehensive reviews and monitoring and evaluation of individual projects were increasingly well-utilized to enhance the relevance, quality and impact of the UNDP-assisted programmes of technical co-operation in Africa.

#### Notes

1/ See Official Records of the Economic and Social Council, Fifty-ninth session, Supplement No. 2A (E/5703/Rev. 1), para. 54.

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