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SUPPORT

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 84/11 on assistance to national liberation movements (NLMs) adopted in June 1984, the Governing Council requested the Administrator to (a) continue to assist efficiently and with the maximum flexibility possible within the context of the Programme's mandate, NLMs recognized in its area by the Organization of African Unity (OAU); (b) follow through with the initiatives aimed at further improving the design, implementation and monitoring of projects of assistance to NLMs, and to take the necessary measures aimed at ensuring timely delivery of inputs to approved projects; and (c) continue to report to the Governing Council on assistance to the NLMs recognized by OAU.

The present report of the Administrator is in response to the this decision and provides, in relevant detail, information on the action taken by the Administrator during 1984 in regard of UNDP assistance to NLMs with a view to ensure the implementation, timely delivery and effective monitoring of this assistance. The report also shows that while considerable improvements were made during 1984 in the quality, efficiency and volume of assistance to NLMs, the need continues to exist for exploring new modalities of implementing NLM projects with greater efficiency.

## I. NATURE OF UNDP ASSISTANCE

1. The assistance extended in 1984 to NLMs recognized by the Organization of African Unity concentrated on the same priority areas covered since the beginning of the current cycle in 1982. UNDP support was given to activities that tended to:

(a) Promote professional skills and manpower development through formal education and practical training with a view to preparing 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) Promote among the NLMs, a measure of self-reliance in their respective countries of asylum in such vital areas as agriculture and food production, public health services, and vocational trades aimed at both assisting the NLMs in their everyday tasks of developing their communities, and preparing them for eventual civic responsibility and gainful employment.

2. Assistance was extended during 1984 to the same three national liberation movements that had received it since the beginning of the Cycle. These are the South West Africa People's Organization (SWAPO) of Namibia, the African National Congress (ANC) of South Africa, and the Pan Africanist Congress (PAC) of South Africa.

## II. SIGNIFICANT FEATURES OF PROGRAMME IMPLEMENTATION

3. Paragraph 3 of Governing Council decision 84/11 requested the Administrator to "follow through with the initiatives aimed at further improving the design, implementation and monitoring of projects of assistance to the national liberation movements, and take the necessary steps aimed at ensuring timely delivery of inputs to approved projects". In keeping with this requirement a series of actions were taken in the course of 1984 in different aspects of the UNDP programme of assistance to national liberation movements. These are summarized in the paragraphs that follow.

4. Monitoring visits were effected by concerned headquarters staff, accompanied by the appropriate field office staff, to all NLM projects in Angola, the United Republic of Tanzania and Zambia with the purpose of determining the timeliness of delivery and the effectiveness of project inputs by the concerned executing agencies. On the basis of these visits detailed discussions were held with the national liberation movements on their respective projects and ways of resolving existing difficulties or problems in programme delivery were explored with them. Consultations were then entered into with the respective executing agencies on the various issues brought to light in the course of the monitoring visits, and proposals advanced for resolving outstanding issues and improving the quality and timeliness of programme delivery.

5. A diligent effort was also made to follow-up on the recommendations of the September 1983 mid-term evaluation mission. In one instance when, after a series of detailed correspondence from UNDP headquarters, it appeared that the responsible executing agency not only did not take appropriate action to implement the recommendations of the joint evaluation mission but also would not respond to correspondence requesting its views on specific issues or suggesting actions necessary to improve delivery, decisive actions had to be taken to modify executing arrangements for future assistance in that particular area.

6. The results of the programme monitoring and follow-up actions discussed in paragraphs 4 and 5 above are given in detail, with respect to specific projects, in section IV below.

### III. DEVELOPMENTS DURING 1984 AFFECTING UNDP ASSISTANCE TO NATIONAL LIBERATION MOVEMENTS

7. Two related developments took place in 1984 that significantly affected - and will continue to affect - the flow of UNDP assistance to the NLMs. The first was the signing on 16 March 1984 of the Nkomati Accord between the Governments of Mozambique and South Africa, and the second was the revelation that South Africa had signed an identical agreement the previous year with the Government of Swaziland.

8. Article Three of the Nkomati Accord deals with the restrictions which the two Governments have agreed to impose on organizations and individuals considered to be undesirable elements in the other State. To fully comprehend the import of the Accord as a whole, it is appropriate to recognize the fact that the ANC was established 73 years ago in 1912, to champion the cause of the indigenous black Africans to equality of rights within South African society. By virtue of the apartheid laws - condemned by the United Nations and the entire international community - the ANC has been deemed as operating against the interests of the apartheid régime and has as a result been outlawed in South Africa as a terrorist organization since 1961.

9. According to Article Three paragraph 1, of the Nkomati Accord, "The High Contracting Parties shall not allow their territories, territorial waters or air space to be used as a base, thoroughfare, or in any other way by another state, government, foreign military forces, organizations or individuals\* which plan or prepare to commit acts of violence, terrorism or aggression against the territorial integrity or political independence of the other or may threaten the security of its inhabitants". Paragraph 2 of Article Three goes on to state that "the High Contracting Parties, in order to prevent or eliminate the acts or preparation of acts mentioned in paragraph (1) of this article, undertake in particular to:

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\* Emphasis added.

"...forbid and prevent in their respective territories bases, training centres, places of shelter, accommodation and transit\* for elements who intend to carry out the acts contemplated in paragraph (1) of this article."

10. The overall result of the Nkomati Accord in general, and the above-cited provisions in particular, is that a large number of South African civilians who had sought asylum in both Mozambique and Swaziland under the aegis of ANC found themselves compelled to leave these countries, in which they could no longer be afforded shelter and accommodation. A massive relocation of South Africans in Mozambique and Swaziland - most of them followers of the ANC - was thus set in motion from the second quarter of 1984. Without exception, the tendency has been for ANC followers to move north to the United Republic of Tanzania, where the Government has allocated land to ANC with a view to enabling it to establish and develop long-term, self-sufficient settlements at Mazimbu (1978) and Dakawa (1981). The result has been inevitable overcrowding at these settlements of not only the living quarters but also such institutions and facilities as schools and health services which had been set up with far fewer users in mind. Additional assistance has thus become a greater priority for both ANC and the international donors assisting ANC than had been planned or envisaged prior to the Nkomati Accord.

#### IV. ASSISTANCE RENDERED TO NATIONAL LIBERATION MOVEMENTS DURING 1984

11. The year began with 13 ongoing projects that had been approved in 1982 and 1983. Four more projects were approved between February and July 1984, thus bringing to 17 the total number of approved projects in 1984. Three of the 17 were completed by the second half leaving 14 that were ongoing by the end of the year.

12. The largest proportion of these projects - 15 out of 17 - was financed from the Indicative Planning Figure (IPF) for NLMs leaving two which were financed from the Trust Fund for Assistance to Colonial Countries and Peoples (TFCP). The combined UNDP contribution to all 17 projects was \$2,930,133 for the year, with \$2,645,533 or 90 per cent from IPF and the remaining \$284,600 or 10 per cent from TFCP.

13. As was the case in the previous year, UNDP assistance was directed mainly to the education sector, with smaller contributions going to the health and agricultural production sectors and to activities of a basically support character. The educational projects - all executed by UNESCO - amounted to 11 with total UNDP inputs valued at \$2,061,746. There were two health projects executed by the World Health Organization (WHO) and to which the UNDP inputs amounted to \$504,511: \$264,136

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\* Emphasis added.

from IPF for one of the projects and \$240,375 from TFCP for the other. One agricultural project had the basic objective of promoting food production. It was executed by the Food and Agriculture Organization of the United Nations (FAO) and had a UNDP contribution for the year, of \$195,350 derived from IPF. The remaining three projects were of a strictly support function and had UNDP budget inputs of \$168,526: \$124,301 from IPF resources for two of them and \$44,225 from TFCP for the third. The UNDP Office of Projects Execution had executing responsibilities in regard of all three.

14. In terms of sectoral distribution of UNDP assistance to NLMs during 1984 the situation can be summarized as follows: education - \$2,061,746 (70.4 per cent); health - \$504,511 (17.2 per cent) agriculture - \$195,350 (6.7 per cent) and support - \$168,526 (5.7 per cent). The total to all sectors amounted to \$2,930,133.

A. Assistance given jointly to all National Liberation Movements

15. The year 1984 started with the same number of projects of assistance benefiting jointly more than one NLM as had been reported in the relevant report of the Administrator to the Governing Council at its thirty-first session (DP/1984/15), i.e. five. Two of the five projects were in the education sector and had the purpose, respectively, of enabling South African children sponsored by ANC and PAC to receive formal primary and secondary education (NLM/82/003), and of providing the services of an NLM Educational Projects Coordinator responsible for assisting NLMs in the placement of students in local schools, and providing advice on such matters relating to primary and secondary education as curriculum development, school administration, teacher training, etc. (NLM/82/006). In view of the fact that on the initiative of the NLMs themselves, a tendency had developed over the years for each NLM to create its own system and infrastructure of primary and secondary education tailored to its specific aspirations and needs, resulting in movement-specific assistance projects, and in keeping with the Administrator's continuing effort to better rationalize UNDP assistance to the NLMs with a view to ensuring prompt and efficient delivery - as well as monitoring - of this assistance, activities under these two projects serving all movements were brought to a close in June 1984 with the agreement of OAU and the NLMs themselves. While the priority of UNDP will henceforth be to assist each NLM develop its own network of primary and secondary schools - and encouraging results have already been achieved with SWAPO and ANC - limited assistance continues to be given separately to ANC and PAC to help them place students in public schools in countries of asylum.

16. Both projects were executed by UNESCO. Altogether 89 students were educated in the two-year duration of project NLM/82/003, 68 at the primary

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school level and 21 at the secondary level. Schooling took place predominantly in five asylum countries in eastern and southern Africa: namely, Mozambique, Swaziland, the United Republic of Tanzania, Zambia and Zimbabwe. The UNDP contribution over the two years was \$154,669, with \$57,580 accounting for expenditure in 1984 alone. For project NLM/82/006, Educational Projects Co-ordinator, the corresponding UNDP contribution was \$197,541 for the period July 1982 to June 1984, and \$67,683 for 1984 alone. Both were financed from the IPF for NLMs.

17. Of the remaining three projects, two had support functions essentially and one contributed to the training of NLM cadres in basic health care. The support projects provided for continuing monitoring, evaluation and formulation of assistance to NLMs in the case of the first (NLM/81/001), and for the representation of the three NLMs at sessions of the UNDP Governing Council by up to two delegates from each movement (NLM/82/001). Both are executed by the UNDP Office of Projects Execution and had UNDP inputs for 1984, of \$74,589 from the IPF in the case of NLM/81/001, and \$44,225 from TFCP in the case of NLM/82/001.

18. The last project under this category provided assistance to the training of NLM cadres in basic health-care techniques and skills (NLM/82/002). The project had been approved as a continuation of an earlier one, (NLM/76/001) completed in June 1982, and had the purpose of allowing 30 NLM cadres complete their respective courses. It was executed by WHO. Because of difficulties that have been experienced with the executing agency, particularly relating to such issues as timely and efficient delivery of project inputs, authorization for the disbursement of UNDP funds for project activities, inadequate monitoring and backstopping, and failure by the executing agency's regional office in Brazzaville both to comply with periodic reporting requirements on the project's progress and finances and to respond to correspondence on these and other issues, it was decided, after due consultations with NLMs, that UNDP assistance cannot continue to be given under these circumstances. Project activities were thus brought to a halt at the end of 1984, during which year the UNDP contribution was \$240,375 from TFCP.

19. Following on the recommendations of the 1983 joint mid-term evaluation mission, assistance in the training of NLM health personnel will be given under new arrangements whereby NLMs themselves will become more involved in monitoring the progress of their cadres. A new project has been formulated and negotiated with the NLMs and the Ministry of Health of the Government of the United Republic of Tanzania. Under the new arrangements, training will be given in accredited medical training institutions to as many as 50 NLM cadres for certification as qualified middle level medical personnel, an opportunity not originally afforded by the old project. As training will take place in established medical institutions and executing agency responsibilities will be essentially of an administrative nature, the new project will, at the request of NLMs themselves, be executed by the UNDP Office for Projects Execution.

## B. Assistance to the African National Congress

20. As stated earlier in this report, the signing of the Nkomati Accord in March 1984 between the governments of South Africa and Mozambique had the effect of denying shelter in both Mozambique and Swaziland, to all South Africans who had taken asylum in these countries under the aegis of the ANC. Almost without exception the relocation of ANC followers has been towards the United Republic of Tanzania which, because of the Government's generosity in granting them land and facilities to set up self-sufficient settlements, they consider home. The result has been that with the increase in numbers, the schools and health and related facilities must cater for more than had originally been envisaged, making the need for outside assistance even more pressing.

21. The year started with two projects which had been approved in 1982. Two more projects were approved in the second half of 1984. All four projects were in the education sector and reflect the decision taken by ANC to devote UNDP assistance to educational activities as a matter of priority. Under the project, "Assistance in Education Manpower Development" (ANC/82/001), 47 post-secondary students received their education at universities and professional institutions mostly in Bulgaria, Ethiopia and the United Republic of Tanzania. Seven completed their studies in the social sciences and architecture while eight others were admitted during the year, to pursue courses in animal husbandry, architecture and the social sciences. The project, "Assistance to the Solomon Mahlangu Freedom College (SOMAFCO)" in the United Republic of Tanzania (ANC/82/002) provided for the education of 336 pupils at the pre-primary and primary school levels, and 256 at the secondary school level for a total of 592 beneficiaries. The UNDP contribution was directed to the financing of the living allowances for 21 primary and secondary school teachers and 11 support personnel, all provided by ANC. Both projects were executed by UNESCO and had UNDP inputs for the year of \$318,430 for ANC/82/001 and \$537,185 for ANC/82/002. Financing was from the IPF for NLMs.

22. The two new projects, approved respectively in June and July 1984, had the purpose of meeting the unanticipated needs of the ANC in the field of education, arising from the effects of the Nkomati Accord. A new project of assistance to the primary and secondary education of children sponsored by ANC (ANC/84/001) had become necessary to take care of the education, at these levels, of those pupils who could not be accommodated into ANC's own Solomon Mahlangu Freedom College. A total of 90 primary and secondary school pupils received their education in national schools in Lesotho, the United Republic of Tanzania, Zambia and Zimbabwe, and 33 among these were allowed to complete their education in Mozambique. Arrangements are under way to incorporate into this project, another 50 primary and secondary school students originally attending non-ANC schools under project ANC/82/001 with a view to further rationalizing and facilitating greater efficiency in the monitoring of UNDP assistance to ANC.

23. The fourth ANC project was approved in June 1984 and provided for assistance in the establishment of an Education Orientation Centre at ANC's new settlement at Dakawa, the United Republic of Tanzania (ANC/84/003). Since the flow of ANC followers into the United Republic of Tanzania has become a continuous and steady one following the Nkomati Accord, the need became apparent for an educational facility that would temporarily "hold" incoming students at Dakawa until they could be admitted to either the Solomon Mahlangu Freedom College or in national schools in the United Republic of Tanzania and other neighbouring countries. Emphasis is placed on upgrading or remedial training in such key subjects as the English, biology, chemistry, physics and mathematics. UNDP assistance is directed at financing the living allowances of up to 9 tutors and 12 support personnel, as well as equipment purchases. For 1984, a total of 100 students were accommodated in makeshift classrooms and given instruction by 6 tutors. The number is on the increase.

24. Both of these projects are executed on behalf of UNDP by UNESCO. The UNDP contribution for 1984 was \$53,900 for ANC/84/001 and \$104,600 for ANC/84/003, all from the IPF for NLMs.

#### C. Assistance to the Pan-Africanist Congress

25. There were four projects of assistance to PAC in 1984, one of which had been ongoing since 1982 and three which were approved in the course of 1984. Two were educational, of which one provided respectively for the education at the post-secondary level, of 43 students in degree, diploma or professional certificate courses in education, social sciences, engineering, business management and commerce mostly at African institutions of higher learning (PAC/82/001). The other provided for the schooling in Lesotho, Mozambique, the United Republic of Tanzania and Zambia of 67 PAC-sponsored students at the primary and secondary levels (PAC/84/001). Both educational projects were executed by UNESCO and had UNDP inputs for the year of \$276,262 for PAC/82/001 and \$27,625 for PAC/84/001, both from the IPF for NLMs.

26. The third PAC project provided agricultural assistance for the production of food for the PAC community in the United Republic of Tanzania (PAC/82/004), while the fourth financed a topographical survey of a new settlement site made available to PAC by the Tanzanian Government (PAC/83/001). The agricultural project was executed by FAO and had UNDP inputs from the IPF for NLMs of \$195,350 in 1984. The project on the topographical survey (PAC/83/001) was executed by the Office for Projects Execution and had UNDP inputs for the year of \$47,712, also from the IPF for NLMs.

#### D. Assistance to the South-West African People's Organization

27. The pattern of assistance to SWAPO in 1984 did not change from the way it was the year before. There were four ongoing projects: three in education and one in health. The educational projects included two that have the objective



of strengthening SWAPO's Namibia Education Centres - its own primary and secondary schools systems - in its settlements in Kwanza Sul, Angola (SWP/82/001) and at Nyango in Western Zambia (SWP/82/002). In both instances UNDP assistance was directed at meeting the salaries of 5 Zambian mathematics and science teachers, 2 in Kwanza Sul and 3 at Nyango, and living allowances for 48 Namibian teachers, 27 in Kwanza Sul and 21 at Nyango. Assistance was also provided to meet the living allowances of support personnel at both Centres. UNESCO is the executing agency for these projects. The UNDP contribution for 1984 was \$182,956 for SWP/82/001 (Angola) and \$302,600 for SWP/82/002 (Zambia).

28. The third educational project is that of training for upgrading women's role in development (SWP/82/003), under which courses and seminars were organized for members of the SWAPO Women's Council in different areas of development work including teaching, co-operative development, nutrition, home economics, handicrafts, etc. Similar to the two projects described in paragraph 27, this one is also executed by UNESCO. The UNDP contribution for 1984 was \$132,925.

29. The fourth SWAPO project is concerned with the strengthening of basic health services, including training, in the SWAPO settlements in Kwanza Sul, Angola, and Nyango, Zambia (SWP/82/004). WHO has been the executing agency. As was the case with the joint project of training of health personnel (see paragraph 18 above), the implementation of this project has not been as satisfactory as could be expected. The executing agency has not been punctual in the remittance of allowances for the 3 Namibian doctors and 69 paramedical personnel working in settlements in the two countries, or in processing fellowships nomination forms for SWAPO candidates even after SWAPO had itself negotiated the admission of these students in medical training institutions in Zimbabwe. In addition, the executing agency has not submitted even one progress report on the implementation of the project. The project had originally been approved for a two-year period to the end of 1984 and consultations are already under way for assistance beyond that date to be provided under arrangements which will ensure timely and efficient implementation and observance of established procedures for the management of UNDP assistance. The UNDP contribution for 1984 was \$264,136.

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Annex

Table 1. Programme Resource Information

A. Indicative Planning Figure

	\$
Illustrative IPF for 1982-1986	8 250 000
Carry-over from previous IPF cycle	<u>7 401 000</u>
<u>Subtotal IPF resources at beginning of cycle</u>	<u>15 651 000</u>
Prior-years expenditures: 1982 and 1983	3 261 000
Expenditures in 1984	2 646 000
Programmed resources: 1985 and 1986	<u>3 389 000</u>
<u>Subtotal committed IPF resources</u>	<u>9 296 000</u>
 <u>Balance IPF resources available for programming</u>	 6 355 000

B. Trust Fund for Assistance to Colonial Countries and Peoples

Opening balance in 1984	890 736
Contributions received	-
Interest earnings to September 1984	<u>56 600</u>
<u>Subtotal TFCP resources available in 1984</u>	<u>947 336</u>
Expenditures in 1984	284 600
Programmed resources: 1985	<u>50 000</u>
<u>Subtotal committed TFCP resources</u>	<u>334 600</u>
 <u>Balance TFCP resources available for programming</u>	 612 736
 <u>Total resources available for programming</u>	 <u>6 967 736</u>

Table 2. Programme resource utilization

<u>Project Number and Title</u>	<u>1984</u> \$	<u>Other years</u> \$	<u>Total</u> \$
<b>A. <u>Indicative Planning Figure</u></b>			
<u>Joint Assistance to NLMs (NLM)</u>			
NLM/81/001 : Programming, Monitoring and Evaluation of Assistance to NLMs	74 589	283 522	358 111
NLM/82/003 : Primary and Secondary School Education	57 580	97 089	154 669
NLM/82/006 : Education Projects Coordinator	67 683	129 858	197 541
<u>Subtotal NLM</u>	<u>199 852</u>	<u>510 469</u>	<u>710 321</u>
<u>African National Congress</u>			
ANC/82/001 : Education and Manpower Development	318 430	539 170	857 600
ANC/82/002 : Solomon Mahlangu Freedom College	537 185	2 032 847	2 570 032
ANC/84/001 : Primary and Secondary Education	53 900	210 700	264 600
ANC/84/003 : Education Orientation Centre	104 600	481 200	585 800
<u>Subtotal ANC</u>	<u>1 014 115</u>	<u>3 263 917</u>	<u>4 278 032</u>
<u>Pan Africanist Congress</u>			
PAC/82/001 : Education and Manpower Development	276 262	607 109	883 371
PAC/82/004 : Food Production	195 350	60 200	255 550
PAC/83/001 : Topographical Survey	49 712	-	49 712
PAC/84/001 : Secondary and Primary Education	27 625	85 275	112 900
<u>Subtotal PAC</u>	<u>548 949</u>	<u>752 584</u>	<u>1 301 533</u>

Table 2 (continued)

South West Africa Peoples Organization

SWP/82/001 : Namibia Education Centre, Kwanza Sul, Angola	182 956	966 242	1 149 198
SWP/82/002 : Namibia Education Centre, Nyango, Zambia	302 600	546 500	849 100
SWP/82/003 : Women's Role in Development	132 925	282 897	415 822
SWP/82/004 : Strengthening of Health Services	<u>264 136</u>	<u>327 864</u>	<u>592 000</u>
<u>Subtotal SWAPO</u>	<u>882 617</u>	<u>2 123 503</u>	<u>3 006 120</u>
 <u>Total all IPF projects</u>	 2 645 533	 6 650 473	 9 296 006

B. Trust Fund for Assistance to Colonial Countries and Peoples

NLM/82/001 : Representation of NLMs at Sessions of the Governing Council	44 225	105 215	149 440
NLM/82/002 : Training of NLM Health Personnel	<u>240 375</u>	<u>455 396</u>	<u>695 771</u>
<u>Total all TFCP Projects</u>	<u>284 600</u>	<u>560 611</u>	<u>845 211</u>
 <u>Grand total all NLM projects</u>	 <u>2 930 133</u>	 <u>7 211 084</u>	 <u>10 412 217</u>

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