



**Governing Council
of the
United Nations
Development Programme**

Distr.
GENERAL

DP/1985/23
10 May 1985

ORIGINAL: ENGLISH

Thirty-second session
June 1985, New York
Item 5(b) of the provisional agenda

SUPPORT

PROGRAMME PLANNING

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Implementation of selected country programmes in the Africa Region

Report of the Administrator

Summary

This report is submitted to the Governing Council in accordance with its decision 81/15 which endorsed the Administrator's proposal to prepare for the Council annual progress reports on the implementation of the various country programmes, highlighting significant developments in selected programmes.

The report recalls the Council's decision 84/18 and discusses the several other documents submitted to this session of the Council which deal with many aspects of UNDP assistance to Africa. Particular themes of programme orientation are discussed, including adjustment to the emergency situations and improved programme relevance, quality and co-ordination.

Selected country-specific examples of these themes are provided in the latter section of the paper. The examples reveal the extent to which programme reviews, implementation and continuous programming and other management efforts at the field level and headquarters have contributed to real and potential future improvements. During the past year 35 country programmes in the African region had significant annual or mid-term reviews.

The African programme is also assessed in aggregate terms. From a financial viewpoint, of the more than \$1.25 billion total available during the third programming cycle, including sizeable trust funds and cost sharing, more than \$1 billion is now committed.

CONTENTS

<u>Chapter</u>	<u>Paragraphs</u>	<u>Page</u>
I. INTRODUCTION	1-6	3
A. The scope of the Administrator's reports to the Council on the Africa region.....	4-5	3
B. Scope of this paper.....	6	5
II. OVERVIEW OF UNDP-ASSISTED PROGRAMMES IN THE AFRICA REGION	7-52	5
A. Programme management efforts.....	8-12	6
B. Four dominant programme themes.....	13-20	7
C. Process to improve UNDP-assisted programmes: reviews, monitoring and evaluation.....	21-25	9
D. Programme financial situation.....	26-40	11
E. Programme content, modalities and trends.....	41-52	15
III. IMPLEMENTATION OF SELECTED PROGRAMMES	53-93	18
A. Inter-country programme for the Africa region..	53-61	18
B. Implementation of national programmes.....	62-93	20

I. INTRODUCTION

1. This report is submitted to the Governing Council in response to its decision 81/15 which endorsed the Administrator's proposal 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.

2. The scope and nature of a progress report on UNDP's activities in the Africa region differs from that of other regions. The year 1984 has proven to be particularly eventful and challenging for the countries in the African region, as well as for UNDP and for its multilateral and bilateral aid partners.

3. The Governing Council had already given special attention to Sub-Saharan Africa during 1984, when it adopted decision 84/18 on the economic and social crisis in Africa. The Council called upon African governments, UNDP, the United Nations system and all other parties in the international aid community, inter alia, to work through every avenue in a co-ordinated manner to deal more effectively with the critical situation in Africa. The perception of African Governments about their urgent requirements was echoed during the opening of the Development Assistance Committee's meeting on Sub-Saharan Africa 14-15 March 1985, when it was stated that these challenges in the Africa region were now and for the foreseeable future would be the most important test of development assistance for donors and recipients.

A. The scope of the Administrator's reports to the council on the Africa region

4. Because the African situation is complex and special in many respects, because of the Council's decision 84/18, and because the response of UNDP to these demanding circumstances is so varied, the role of UNDP is discussed not only in this paper to the Council. Other documents are also submitted to the Governing Council in which special emphasis is given to Sub-Saharan Africa. They should be read and evaluated as a whole along with this paper in order to better understand the intensive and extensive ways in which UNDP policy, programmes, management, and processes have increasingly focused, during the past year, on the problem of the African region.

5. In this regard, it is important to draw the Council's attention particularly to the following:

(a) The Introduction to the Annual Report of the Administrator for 1984 (DP/1985/5), which cites "actions for Africa" as one of its paramount themes.

The report notes, inter alia, the Secretary General's decision of December 1984 to establish the United Nations Office for Emergency Operations in Africa, and his appointment of the Administrator of UNDP to serve in his personal capacity as Director;

(b) The Main Programme Record of the Annual Report (DP/1985/5/Add. 1) which (in paras. 36-47) summarizes many adjustments to the programmes in Africa made during the past year, and lists a wide range of measures taken by UNDP, the Regional Bureau for Africa and the resident representatives;

(c) The policy review document (DP/1985/4) on Co-ordination of external technical co-operation at the country level and examination of steps taken by the UNDP to strengthen co-ordination in practice, in which many ongoing aid co-ordination practices and innovative initiatives are described. Many have been given priority in Africa. In addition, references are made to the widespread application of the round-table process, especially in Sub-Saharan Africa, as an increasingly important mechanism to promote more effective consultations on aid policies, programmes and requirements, as well as a significant means to mobilize and co-ordinate development resources;

(d) The report on the implementation of the Substantial New Programme of Action for the 1980s for the Least Developed Countries (LDCs) (DP/1985/11) addresses, inter alia, the in-depth evaluation of the round-table experience in the Africa region, conducted during 1984 by the Regional Bureau for Africa, and finalized after consultation with, and support from, recipient African governments, donor organizations, including the World Bank, the Economic Commission for Africa (ECA) and other organizations of the United Nations system. The report also discusses the conclusions and improvements to the round-table consultative arrangement which have been adopted by UNDP and which since January 1985 are being actively introduced as rapidly as is feasible in nearly twenty countries in the African region;

(e) Other reports to the Council, which convey additional important facets of the focused approach by UNDP to Africa and which are not elaborated in this document, but which are an integral part of the response at the country level. This information can be found in the report on the Emergency Operation Trust Fund (DP/1985/15), in the annual reports of the Administrator on the United Nations Volunteers (DP/1985/44) and the United Nations Capital Development Fund (DP/1985/45) and in the report on the implementation in the Sudano-Sahelian region of the Plan of Action to Combat Desertification (DP/1985/50);

(f) Finally, in response to paragraphs 10 of the Council's decision 84/18, the report on strengthening the field office capacity in the Africa region (DP/1985/16) describes the functional evolution and the growing

responsibilities and the increasing opportunities that are a result of significant involvement in the various processes of rehabilitation and development assistance, and in the administration of the UNDP-financed programme in Sub-Saharan Africa.

B. Scope of this paper

6. Cognizant of the complementary documentation, this report has two major thrusts. The first is to provide an overview of the programme in Africa and a brief analysis of trends in the light of the critical situation, famine and drought confronting so much of the region. Particular attention is given to management efforts and initiatives to improve programme relevance, quality and the effectiveness of implementation. Also discussed are implementation with respect to finances and content, and with regard to overall changes and improvement that resulted from a very extensive process of programme review during the past year. The second section of the paper focuses on how the content of selected individual UNDP-assisted programmes in Africa were oriented, implemented and improved during the past year.

II. OVERVIEW OF THE UNDP-ASSISTED PROGRAMMES IN THE AFRICA REGION

7. As of December 1984 the UNDP-assisted programme in Africa was characterized by the following:

(a) There were 45 approved programmes of assistance covering 42 countries, including 23 LDCs and 3 "as if" LDCs, the regional programme, and the special programmes for Namibia and the national liberation movements (NLM);

(b) A total of 18 LDCs had opted to organize the round-table process, and two non-LDCs had received support from UNDP as lead agency for their formal aid co-ordination arrangements;

(c) More than \$1.25 billion of programmable resources were available through UNDP from all sources for the third programming cycle;

(d) Approximately \$1.05 billion were committed to approved projects for the period 1982-1986;

(e) A total of 1,655 projects were being financed from the indicative planning figure resources (IPF), and resources of the Special Measures Fund for the Least Developed Countries (SMF/LDC), Special Industrial Services (SIS), and Special Programme Resources (SPR), with budgets for 1984 and/or subsequent years; of these, 788 projects received UNDP inputs of \$400,000 or more;

/...

(f) Eight of the programmes in Sub-Saharan Africa had less than 20 approved projects financed by UNDP core resources; 23 programmes had between 21 and 40 projects; 12 had between 41 and 75 approved projects, and two - the programme for Ethiopia and the regional programme - had more than 75 projects with resources budgeted in 1984 and beyond;

(g) The 41 field offices in the Africa region had 160 authorized professional staff posts, backstopped by 23 professional staff posts at headquarters in New York.

A. Programme management efforts

8. During 1984, concerted programme management efforts were launched or reinforced throughout the region to improve the quality and effectiveness of UNDP programmes of assistance. The intensity of this effort was magnified from October to December when the Assistant Administrator and Regional Director of the Regional Bureau for Africa convened four cluster meetings of resident representatives. The reaction of participants was highly favourable to the practical discussions about programme, financial and administrative management subjects. The outcome of these consultations was captured in part in a four-pronged initiative, whose follow-up at the country level continues to be reinforced.

9. Efforts are being undertaken to reorient ongoing programmes and the pipeline to enhance relevance and impact. For some countries, the needs and priorities of 1984-1986 were not fully discernable in 1981-1982 when almost all the programmes for the Africa region were formulated. Emphasis has now been placed on moving toward achieving clearer programme relevance to the present critical situation in most of Africa and the emergency confronting some 20 countries. Although a large percentage of resources was either committed to ongoing projects or was earmarked, as of 1984, substantial new project commitments, revisions and more fundamental programme orientations have occurred in many countries. Where technical co-operation is not focusing adequately on highest priority sectors with some degree of relatively short to medium term impact, greater attention has been given. To achieve greater relevance, key governmental management capability in areas such as planning and aid co-ordination has been the focus of significant programming initiatives. Concentrated efforts have also been given to rehabilitation, maintenance and strengthening of productive sectors and the provision for basic human needs. Measures to facilitate the effective use of emergency relief, the absorption of capital transfers and the implementation of policy reforms and structural adjustments have also received increasing attention.

10. Measures are being taken to ensure effective bridging and planning for future programmes of technical co-operation, particularly in light of the

forthcoming fourth programming cycle. Emphasis is being given to the adequacy of assessments of technical co-operation needs on a national and sectoral level and to the identification of priorities for assistance by donors. Aligning technical co-operation to the priorities emerging from round-table activities, consultative groups, and other national and sectoral consultative arrangements is being underscored. In addition, the improved integration of UNDP resources and better co-ordination with other development assistance is being sought. Because this programme management thrust affects implementation of the future programme, this important and far-reaching subject will be mentioned to the Council in the verbal presentation on the Africa region at the Council's thirty-second session.

11. The lessons of the round-table experience in Africa reflect the emerging consensus that adequate dialogue should occur between donors and recipients about policies, programme priorities and aid requirements in order to facilitate aid co-ordination. UNDP and the resident co-ordinator can play an important facilitative role in this process in all countries; they are consequently being supported in their efforts to fulfill this important process function. If so requested, UNDP is able to assist recipient African Governments with round-table preparations and implementation, as well as with the follow-up that is increasingly characterized by country-level sectoral consultations. The management initiatives being undertaken throughout UNDP and particularly in the Africa region are described in greater detail in DP/1985/11.

12. Efforts are being undertaken to improve measures to mobilize co-financing to focus on the highest priorities. Once recipient Governments have identified their most important requirements for development assistance, UNDP inputs, to the extent that they are relevant, can assist to serve as seed capital and thus catalyze other external assistance. Given the rate of growth of co-financing through UNDP in Sub-Saharan Africa and the interest of many donors to find a framework for co-ordinated technical assistance to priority programme needs, this matter has partly influenced the rate of implementation and programming orientations during the past year.

B. Four dominant programme themes

13. Four major interwoven themes dominated the implementation of UNDP-assisted activities in Sub-Saharan Africa during 1984 and helped to orient the substance of the programme management efforts and activities described above.

1. The critical situation

14. The critical economic and social crisis, with widespread drought and famine, has tragically struck millions of people in a few countries and

/...

threatened millions more throughout the region. In confronting a worsening emergency situation, the international community and African Governments have recognized the linkage between rehabilitation and development. Both short-term exigencies and longer-term objectives have exerted enormous pressures and heightened the responsibilities of UNDP and resident co-ordinators at the field level with respect to both what actions they needed to take and the procedures and modalities they were required to follow in order to achieve timely and highly relevant results. Therefore, in the most seriously affected countries, and in many others confronting drought and worsening economic conditions, the energies and attention of government officials and donor managers, including resident co-ordinators, were reoriented. A considerable effort was devoted to support the Secretary-General's initiative in Africa, even before he had established the United Nations Office for Emergency Operations in Africa in December 1984. Local emergency co-ordination activities were augmented and important reports and missions demanded significant efforts. From the perspective of actual programme substance, emphasis was placed on the assessment of needs, programming, aid co-ordination, resource mobilization and other measures linked to saving lives, securing water, growing food and other immediate needs of the population.

2. Improving effectiveness of aid; co-ordination and adjusted policies and programmes

15. Recipient African Governments and the international community pushed during 1984 toward a clear consensus that financial and human resources available for rehabilitation and development in all countries should be used more effectively. As elaborated in the policy paper submitted to the Council (DP/1985/4), recognition of this need for effectiveness strengthened the resolve of all partners to establish or reinforce aid co-ordination arrangements in Africa. Another consequence during the past year was that an increasing number of African Governments had already decided, or were taking concrete steps, to introduce new programmes, reforms and adjustments. These national responses are in tune with the positions of ECA and the Organization of African Unity (OAU) calling for both internal action and foreign assistance. In addition, they are a reflection of arguments advanced by the donor community, for example, in the World Bank's report of September 1984 entitled "Toward Sustained Development in Sub-Saharan Africa: A Joint Programme of Action."

16. Implementation of measures to enhance effectiveness through strengthened co-ordination and through new economic policies, orientations and adjustments imposed important substantive and managerial challenges for UNDP activities at the country level.

3. Improving the impact and quality of UNDP-financed programmes

17. UNDP-financed programmes of assistance for Sub-Saharan Africa were all operational in 1984. Forty country programmes, the regional programme, and the special programme for Namibia and the National Liberation Movements (NLMs) had been approved by the Governing Council prior to 1984. The last two programmes, for Benin and Swaziland, were presented to the Council at its thirty-first session in 1984 and approved.

18. Effective implementation of these 45 programmes in Sub-Saharan Africa required detailed programming, which aligned ongoing and new projects to achieve greatest relevancy. UNDP continued, with its partners, systematic monitoring, analyses, evaluation, and programme reviews on a country, sectoral and project basis.

4. Strengthening public sector management

19. As a complementary goal, particular attention was given in the region to strengthening public sector capacity to plan for and manage development, aid co-ordination arrangements, as well as to exercise greater self-reliance in UNDP-assisted programmes of activity. This special theme was manifested through reaffirmation of a traditional priority of UNDP-financed technical co-operation programmes in planning and public sector management in central and sectoral ministries. Moreover, the special emphasis in 1984 on assessing ways to improve support to Governments' aid co-ordination arrangements, including round-table activities, brought new vigour and sometimes innovative projects to fruition which strengthened government capabilities in key sectors. This is an important trend emerging in Sub-Saharan Africa.

20. These four themes and the programme management efforts are illustrated in Chapter III of this paper, wherein selected examples are briefly discussed.

C. Process to improving UNDP-assisted programmes: reviews, monitoring and evaluation

21. Country-level UNDP personnel, backstopped by headquarters, systematically undertook a series of reviews, evaluations and programming exercises in Sub-Saharan Africa during 1984 in order to better answer the acute challenges of making UNDP-financed activity more relevant and of greater effectiveness. Such activities at the country level were not uniform, in recognition of the particular circumstances and needs of each country.

1. Twenty-one major programme reviews

22. Twenty-one programmes in Sub-Saharan Africa were reviewed comprehensively and in depth. This included the programme for NLMs, as discussed in document

DP/1985/17. In no other prior year have there been so many in-depth reviews of ongoing UNDP programmes in the African region. If there had not been so many substantial reviews of the country programmes late in 1983 in conjunction with the reduction of authorized budget levels of 55 per cent of the illustrative IPFs, there probably would have been at least five more comprehensive reviews of country programmes. Most of these programme reviews during 1984 were major mid-term assessments of country programmes. These involved senior government officials usually from the ministries of planning as well as the most relevant sectoral ministries. Agency representatives, many times from outside the country, were present. In a few instances, review consultations were organized with the involvement of other donors who had significant involvement in the development of a key sector. Visits to sites of key projects took place as part of the exercise in several countries, such as Benin and Burkina Faso. Several countries including Burkina Faso and Nigeria, chose to conduct an integrated series of review meetings, sector by sector, scheduled over several weeks or even months. Nigeria was one such example. The results of these country programme reviews most often endorsed the overall priorities of UNDP-financed technical co-operation. In several cases, significant opportunities for improvement were identified and reorientations were introduced, most often to reflect the drought and emergency situation, new government policies and development orientations, or consequences of aid co-ordination consultations such as round-table and Consultative Group meetings (see Chapter III below). The realignment and improvement was particularly significant in countries including Botswana, Burkina Faso, Ghana, Guinea Bissau, Malawi, Mozambique, Senegal, Togo and Uganda.

2. Fourteen multi-sectoral country reviews

23. While not as comprehensive in their scope, significant reviews were conducted for 14 other country programmes of UNDP-financed assistance. These reviews were often part of an in-depth annual review of the country programmes. In several countries, including Angola, Ethiopia, Guinea and Mali, important improvements in programme orientation were achieved due to the critical situation, internal reforms and the other factors that contributed to programme adjustments following major mid-term reviews of the country programme.

3. Nine country review processes to monitor and improve relevance and effectiveness

24. Although they did not undergo comprehensive reviews, these remaining programmes, as well as the other 35 in the former two categories, were the object of tripartite reviews, major project evaluations and terminal and technical reports. In addition, all countries experienced one and usually several programme financial management consultations between the resident

representatives and senior government officials. In many cases these resulted in important decisions about the management of programme resources. Among the types of conclusions were the (a) phasing out of projects; (b) realignment of resource allocations within a sector; (c) change in the modalities of project support; and (d) amendment of the projects' immediate objectives, work plans and inputs in order to be more effective, better co-ordinated or to take into account the particularly urgent needs arising from the emergency famine and drought.

25. In this latter regard, several countries including, in particular, Ethiopia, Mauritania, Niger, Mali and Senegal had scheduled more comprehensive review processes during 1984, but deferred them until 1985 owing to their preoccupation with the emergency situation. Nonetheless, it is important to underscore that in many of these countries which adapted and often simplified the review process in 1984, the Governments and UNDP agreed upon very important retargeting and reallocating of resources, as illustrated in Chapter III of this paper.

D. Programme financial situation

1. Available resources and commitments

26. The implementation of UNDP-assisted programmes in Africa is assessed first from a financial perspective. The total of funds available as of 1984 for UNDP-assisted programming in the Africa region amounted to approximately \$1.25 billion. Sub-Saharan Africa benefitted not only from core UNDP resources but also from several important associated and trust funds, as well as significant cost sharing. This additionality has provided significant opportunities to concentrate much needed resources on special priorities, and has permitted flexibility to support urgent new priorities. The volume of these extra funds, and their respective conditions and procedures, have also made programming and administration of resources in UNDP-assisted projects in Africa, probably more than elsewhere in the world, more complex and demanding for recipients and UNDP.

27. Illustrative IPF resources. The vast majority of resources available for 1982-1986, or \$975 million, were available from the IPF, adjusted to authorized budget levels at 55 per cent of the illustrative IPF. A modest amount of borrowing from the fourth cycle, authorized in accord with Governing Council guidance late in 1984, brought the total illustrative IPF resources to \$1,013,000.

28. Other UNDP core resources. To supplement illustrative IPF resources, allocations were available for African programmes from three other core funds. These helped facilitate implementation of other priority projects in

the specific group of countries which qualified for these funds. Approximately \$38 million have now been allocated from SMF/LDC during 1982-1986. Resources from SPR during 1984 amounted to more than \$6 million, including increased allocations to the region of approximately \$2.7 million. In addition, the Administrator decided in early 1985 to allocate an extraordinary \$500,000 to each of the ten countries most affected by the drought and emergency to help them meet critical operational needs for emergency rehabilitation. SIS accounted for more than \$3 million of available funds.

29. United Nations Emergency Operation Trust Fund (UNEOTF). This trust fund, discussed in document DP/1985/5 in greater detail, enabled seriously affected Sub-Saharan countries to benefit by a special allocation totalling \$30 million as from December 1983. Virtually all of the \$25 million available before the end of 1984 was programmed during 1984. Resources were entirely committed during early 1985, except for an additional allocation of \$1.75 million made in early 1985 for Ethiopia, Burkina Faso, Mauritania and Niger; a final supplementary allocation of \$3 million to several of the most seriously affected countries in Africa is mostly committed now. So far, 90 projects have been approved, mainly in the fields of food production, livestock preservation, water supply and urgently required logistic support.

30. UNCDF. During 1984, UNCDF approved projects totalling approximately \$28 million in Sub-Saharan African, excluding projects financed from UNEOTF. This sum constituted more than 80 per cent of such UNCDF project approvals during this period. Further details are discussed in DP/1985/45.

31. United Nations Sudano-Sahelian Office. UNSO helped to mobilize a total of \$25.9 million to assist Africa countries during the past year. Resident representatives and the UNDP field office in Africa were directly involved in both UNSO and UNCDF programming and monitoring.

32. Special funds. Several other funds provided supplementary resources to the region during 1984. For the purpose of strengthening the round-table process in LDCs, the Government of the Netherlands established a special trust fund which during 1984 and early 1985 had an increasingly facilitative effect on the efforts of African countries to improve their aid co-ordination arrangements. More than \$1.5 million has been approved to assist about half of the LDCs in Sub-Saharan Africa, and several other countries are in the process of formulating projects to prepare for and to follow-up round-table conferences. This fund is discussed in DP/1985/1. The Administrator also established the UNDP Fund for Assistance to Refugees in Africa which had received initial contributions exceeding \$5 million. As noted in Chapter III, a contribution of \$27 million from the Government of Italy was made to the

UNDP Trust Fund to Combat Poverty and Hunger in Africa, established in November 1984. In addition, the United Nations Special Fund for Land-locked Developing Countries provided almost \$1 million to African countries during the third IPF cycle, all of which has been programmed.

33. Cost sharing. The participation of African Governments in UNDP-assisted technical co-operation programmes continued to rise during 1984. In addition to the significant inputs in kind, programme and project cost-sharing activities financed by the recipient Government's financial resources have increased in the last three years. The number of Governments participating in such arrangements grew from 14 in 1982 to 21 in 1984, supplemented by major government contributions to regional project activities. In financial terms, the costs apportioned to cost sharing, which were \$9.4 million in 1982 and \$8.8 million in 1983, rose rapidly to about \$17 million in 1984. The most significant government cost sharing was implemented in the Congo, Gabon, Nigeria, the United Republic of Tanzania, Botswana, the Ivory Coast and Swaziland.

34. Third-party cost sharing to benefit African countries has also almost doubled from the prior year, and now provides almost \$6 million of resources. The trend suggests this will continue, especially for the countries most affected by the critical situation. It is also noteworthy that intercountry projects in Africa have attracted more than half the third-party cost sharing made available during 1984.

2. Rate of commitments to projects

35. Approximately 85 per cent of the total of the previously-delineated available resources for 1982-1986 were committed to approved projects by the end of 1984. Illustrative IPF resources for the third programming cycle were more than 81 per cent committed to projects by December 1984, making an increase of 15 per cent from a year earlier, and the momentum of the budget build up was accelerating. By the time this report was being written, nearly 85 per cent of illustrative IPF resources, adjusted to the 55 per cent level, had been committed. This build-up was due in part to management actions by UNDP at the country level and at Headquarters to assist Governments to accelerate programming.

36. Nonetheless, the rate of commitment of UNDP resources varies considerably among countries. For example, the regional programme had overcommitted its \$137 million IPF at the level of 55 per cent of authorized budget levels by \$300,000 at the end of 1984; authorization was given to borrow modestly from the fourth cycle to assure continuity and responsiveness to urgent needs that could be met through intercountry project activities. Six country programmes were more than 90 per cent committed to approved budgets by the latter part of 1984 and many others were nearing this level of commitment.

/...

37. Another large group of countries had earmarked, but not committed to approved projects, very substantial sums to sectoral programmes and projects which represented a very large proportion of the balance of resources made available through UNDP. Approval of projects identified in the pipeline is advancing at an acceptable rate; it is therefore hoped that resources available for the third IPF cycle in most Sub-Saharan African countries will be very nearly utilized by the end of 1986.

38. Sub-Saharan Africa, however, is also characterized by a number of countries whose commitment levels are lagging below target. This is due to programming constraints such as the preoccupation with emergency relief, to security problems in large areas of the country at some point during the present programming cycle, or the introduction by some Governments of new economic policies and orientations which temporarily retarded commitments. On the other hand, some countries which had been seriously under-committed in December 1983 have demonstrated a very significant improvement during the past year. In this latter regard, 10 programmes should be cited: Botswana, the Comoros, Ethiopia, Guinea, the Ivory Coast, Lesotho, Mali, Namibia, Sao Tome and Principe and Togo.

3. Rate of implementation of the programme

39. Total expenditure in 1984 against UNDP core funds available to Africa was \$171 million. This represented an implementation rate of 75 per cent of adjusted authorized budget levels plus cost sharing. With the addition of the trust funds, total expenditure for 1984 attained \$177 million. This amount is over \$1 million more than in 1983. When the associated funds under the Administrator's responsibility are added, the total is more than \$200 million.

40. Factors affecting the low rate of delivery, discussed in other reports to the Council, including the Administrator's report (DP/1985/5), are valid in Sub-Saharan Africa as well. These include the dollar exchange rate, lower inflation and higher costing estimates previously made in project budgets. In addition, as noted with respect to the build-up of budgetary commitments, the implementation of approved projects in the African region has also been slackened owing to the emergency situation, security problems in several countries and other circumstances which both slow absorptive capacity and render recruitment of foreign expertise more difficult. Efforts have been intensified to raise the rate of programme delivery in the Africa region, and further measures are planned for 1985, including more adjustment of project modalities and working more systematically with executing agencies in regard to countries encountering the greatest difficulties.

E. Programme content, modalities and trends

1. Sectoral orientation and trends

41. On the whole, government priorities for technical co-operation shift slowly, although new plans and policies adopted by a few countries each year provide the incentive and necessity to realign UNDP-financed technical co-operation. In 1983, some measurable aggregate sectoral shifts were reported to the Council. Due to the worsening critical situation, as well as the intensified recognition of immediate needs linking the emergency with rehabilitation and development assistance, the tendencies of 1983 were reinforced during 1984.

42. Based on provisional figures for all expenditures data, agriculture accounted for some \$41 million of expenditures and continued as the sector receiving the largest percentage of UNDP resources. It was also the only sector which clearly grew, from 21 per cent of expenditures in 1983 to almost 25 per cent in 1984. Growth was in all aspects of food production. Crops, livestock, fisheries and development support services grew very significantly. Forestry also registered gains, in spite of the subsector's relatively long-term impact. When land and water development projects are added, another \$10 million of expenditure can be accounted for, most of which is linked to agriculture, even though there was a slight decline in budgets for this subsector during 1984 as compared with 1983. Considering that most of the \$6 million spent on UNEOTF-financed projects during 1984 was also in agriculture and water sectors, the amount and percentage for these sectors were higher. Meteorology continued its strong relative increases in the Africa region, growing from 4 per cent of expenditures in 1982 to 4.7 per cent in 1983 and 5.7 per cent in 1984. Cost sharing in this sector continues to account for a significant proportion of budgets, due particularly to a large-scale cofinancing arrangement in the Niger River Basin with the Organization of Petroleum Exporting Countries (OPEC) Fund.

43. The growth in these important sectors was offset by three other sectors, whose percentage of expenditures slipped. The transportation and communication sector and the industrial development sector decline continued for the second year, even though they both constitute important priorities receiving just under 10 per cent of programme expenditures from UNDP core funds. Education, with over 7 per cent of the programme, declined fractionally after an increase in 1983. The decline in transportation and communication was more attributable to lowered project budget levels, perhaps as a result of the longer-term gestation and impact of physical infrastructure projects. On the other hand, the other two major sectors, industry and education, received increased budgetary resources, but delivery rates were below average for 1984.

/...

44. After agriculture, development planning continued as the second most important sector in the African programme, receiving increased budget resources. This is consistent with the strong programme management emphasis placed on this sector, and also reflects greater assistance to help Governments prepare, implement and follow-up round-table activities. Natural resources, including land and water development, continued to account for 13 per cent of expenditures. Assistance to the field of science and technology continued to show significant growth, up from 4 per cent of expenditures in 1982 to 6 per cent in 1984.

45. Among other significant trends, assistance budgeted for humanitarian aid, refugees, and disaster relief, though small, jumped in 1984. Budgets for development finance and monetary problems, also small, increased significantly. A third relatively small programme, projects affecting the advancement of women, continued its upward trend evidenced since 1981.

2. Components of assistance and trends in budget structure

46. Budgetary commitments during 1984, compared with those during 1983, exhibited small increases for training and equipment and a measurable decrease in personnel as a percentage of all components. Preliminary figures of expenditure, however suggest that the percentage distribution of the budget was virtually identical in 1983 and 1984, with only marginal shifts in the direction reflected by budgets: personnel provisionally accounted for about 63 per cent, equipment for 13 per cent, training for slightly over 9 per cent, subcontracts for 8 per cent and miscellaneous for 7 per cent. Training plans have traditionally slipped as intentions for external training revert to internal on-the-job training when candidates are not released or identified when scheduled in a project document. With the emergency affecting so much of Africa, this slippage might have been exacerbated in 1984, coupled with an increase in short-term training. Equipment purchases also seemed to be deferred in higher proportions than usual in 1984.

47. The assessment of longer-term trends suggests other conclusions about the preferences and policy decisions of African Governments and their partners in the United Nations system. Of course, these analyses are aggregates; significant variations exist among country programmes. As shown in the table below, there has been some shifting, most clearly in the trend toward more training. Equipment, which increased markedly during the second cycle, continues its downward trend as a percentage of components. Grouping personnel and subcontracts together, the trend is once again increasing marginally.

Programme Budget Structure by Component
 (As percentage of total budget based on expenditure data
 for 1972-1983 and planned expenditure for 1984-1986))

	<u>1972-1976</u>	<u>1977-1981</u>	<u>1982-1986</u>
Personnel (including subcontracts)	76.2	67.6	68.0
Training	7.3	9.4	11.9
Equipment	12.7	18.2	14.1
Miscellaneous	3.8	4.8	6.0
Total	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

4. Modalities of programme content

48. Several implementation modalities are continuing to be pursued, especially since the Governing Council adopted its decision on new dimensions in technical co-operation.^{1/} These constitute measures to achieve cost-efficiency, to more effectively utilize locally or regionally available expertise and to facilitate the exercise of self-reliance.

49. Government execution. The tendency accelerated in Africa to specify larger roles for the recipient Government in UNDP-assisted technical co-operation projects. Even in several countries which faced acute economic difficulties during 1984, government officials, in consultation with UNDP resident representatives, increasingly chose this approach. One reflection of this tendency is that more national expertise was utilized in the management and technical operations of projects, often supplemented by UNDP-financed services and advisers provided by agencies. However, probably the clearest measure of this trend is the execution by Governments of UNDP-assisted projects in Sub-Saharan Africa. Such ongoing projects amounted to 17 in 1981, 32 in 1982, 58 in 1983 and 120 in 1984.

50. Twenty-six of the 42 countries in the region now have government-executed projects. More than \$30 million of UNDP resources have been committed during the 1982-1986 cycle to government execution. Several countries offer noteworthy examples. Ethiopia has 19 projects executed by the Government; \$3 million was budgeted for such projects from UNDP resources in 1984, up from less than \$600,000 the year before. Mauritius has given priority to utilizing

its own executing capabilities: 11 projects, whose budgets totalled nearly \$500,000 dollars in 1984, were government-executed. Mali with seven projects and Mozambique with six projects, both greatly increased their use of this mode of execution. Cape Verde and Botswana had six and five government-executed projects respectively.

51. The regional programme in Africa also exhibited similar growth in utilizing indigenous capabilities: 13 projects, whose UNDP-supported budgets totalled \$3.4 million for 1984, were directly executed by regional or subregional institutions or organizations. They also received financial support from their respective African members, and often from third parties as well.

52. United Nations Volunteers programme. As in the past, African Governments continued to request more United Nations volunteers than any other region: 433 were in post as of 31 December 1984, a slight increase compared with 1983. A remarkable 40 countries in Sub-Saharan Africa employ United Nations volunteers in UNDP-financed projects. The largest users are the Central African Republic (45), the United Republic of Tanzania (27), the Niger (22), Uganda (21) and Lesotho (20). It is also interesting to point out that 196 volunteers serving throughout the world were recruited from the African region, with potential benefits for both the recipient and the country of origin, as well as for the individual volunteer. The United Nations Volunteers Emergency Assistance to Drought-affected Countries in Sub-Saharan Africa was created as a result of Governing Council decision 84/19. The project was rapidly becoming operational by year end in most of the 27 countries selected to receive this special effort. This project and other aspects of the United Nations Volunteer programme are discussed in greater depth in documents DP/1985/44 and DP/1985/44/Add. 1.

III. IMPLEMENTATION OF SELECTED PROGRAMMES

A. Intercountry programme for the Africa region

53. Heavily committed programme. In the documentation submitted to the thirty-first session of the Governing Council, particular attention was drawn to the financial situation of the regional programme after the reduction of authorized budget levels in late 1983 to 55 per cent of the illustrative IPF, resulting in a decrease in the amount of funds available for programming to \$137.2 million. At that time, funds were fully committed with the exception of only \$3.4 million available for new projects or expansion of the most effective ongoing intercountry activities.

54. After consultation with all parties concerned during 1983 and into 1984, it was necessary to postpone in their totality or at least to curtail the

/...

majority of additional new activities planned for the 1982-1986 regional programme for Africa. Nonetheless, most of the projects continuing from 1977-1981 into the 1982-1986 regional programme had been carefully oriented by the affected countries, regional organizations and UNDP towards meeting the priority needs of the region. Thus, after modest adjustment to enhance relevance and effectiveness during the past year, by the end of 1984, 99 per cent of available regional programme funds were committed for approved projects in the Africa region, a degree of commitment which was considerably higher than for any other region.

55. Enhancing responsiveness. As a consequence of the pressing needs in Africa and widespread support for intercountry projects, the Regional Bureau for Africa intensified its consultations with other donors with respect to the co-financing of UNDP trust-fund arrangements for projects in some of these areas. As a result, intercountry programme activities were increased, thanks in the past to the Norwegian contribution to the UNDP Trust Fund for the Angolan Petroleum Training Centre (\$4.36 million), third-party cost sharing (\$7.49 million), in addition to SMF/LDC funds (\$3.54 million), Special Programme Resources (\$4.65 million) and the United Nations Special Fund for Land-locked Developing Countries (\$200,000). Hence, the total amount of funds available for programming for 1982-1986 was increased to \$158 million for the period ending December 1984.

56. Moreover, the intercountry programme for Africa arranged to borrow from the fourth programming cycle, 1987-1991, some \$15 million for the period 1985-1986. This amount was required in order to maintain the momentum of the UNDP-financed share of the ongoing programme, to start preparatory activities for the elaboration of the next intercountry programme, and to serve as a more effective catalyst for other donors as well as the recipients.

57. Selected initiatives. The intercountry programme is diverse, intended to meet many priorities in such areas as food production, water supply, transportation, planning, and strengthening of many important African institutions. In addition, despite financial constraints the regional programme for Africa was able to provide assistance to such global projects as the World Maritime Academy, and to continue its financial participation in the UNSO-UNDP/United Nations Environment Programme (UNEP) Joint Venture. It was able to provide some funds for initial studies aimed at establishing the foundations for the creation of the African Energy Commission and the African Economic Community under the auspices of OAU. In addition, the African intercountry programme has assisted the Preferential Trade Area for Eastern and Southern African States, reinforced activities under the International Drinking Water Supply and Sanitation Decade, as well as initiated preparatory assistance for a UNDP/World Bank training programme in Africa.

58. A number of other important initiatives are in the pipeline related to UNDP/World Bank co-operation which will require additional financing during

this cycle. These include the UNDP/World Bank/Economic Development Institute (EDI) training programme for senior African civil servants, additional country-level support for the International Drinking Water Supply and Sanitation Decade activities, and the creation of a private sector project, Development and Management Facility.

59. Review and improved quality. During 1984, a mid-term review exercise was initiated to assess the intercountry programme. A large number of tripartite reviews and evaluations were carried out, and others, often complex in their implementation, are in progress. These include the assessment of UNDP co-operation with respect to river basin development; the implementation and maintenance of the Pan-African Telecommunication Network; the region-wide programmes to promote the integration of women in development; the expanded programme on immunization; and subregional economic groupings.

60. Significant progress has been made toward assembling individual project and programme evaluations and completing a comprehensive mid-term review. The findings and recommendations of these assessments are providing valuable guidance for improving project effectiveness in the short term as well as assisting in the preparation of the next intercountry programme.

61. Transition to the programme for 1987-1991. The next intercountry programme will be subject to extensive and varied in-depth consultation to be undertaken by UNDP in the second half of 1985 with African intergovernmental organizations in particular OAU and ECA, the Governments of the region and specialized agencies of the United Nations system. Both the experience of the current cycle as well as recent developments in Africa, particularly the African economic crisis, will constitute important elements in this process. Renewed emphasis is also being placed on enhancing the linkage of intercountry activities in Sub-Saharan Africa with interregional and global projects on the one hand, and national programmes assisted by UNDP on the other hand.

B. Implementation of national programmes

62. The following five sections constitute selected examples of programme implementation during the past year in Sub-Saharan Africa. They represent five different types of circumstances that contributed to or necessitated changes in the approved country programmes, or in the orientation or manner in which the programmes were implemented. In each case, improvements have been realized or are expected to be realized now and in future years: inter alia, more effective utilization of development resources, improvements in relevance, impact and quality; and more effective co-ordination with other sources of development assistance. Some also illustrate special ways that key government capabilities have been strengthened. These selected examples do not treat any country in great depth, mainly due to the limitations of space.

Also, categorization is somewhat arbitrary, taking into account that the activities in many countries, including most of those not mentioned, could be described in different ways. The Council is therefore invited to judge these illustrations as succinct indications of the ongoing endeavors by officials of the African Governments, UNDP and its partners in the United Nations system to implement the highest quality programme.

1. Significant adjustments in the UNDP-assisted programme in countries seriously affected by the emergency, drought and famine

63. Ethiopia. Throughout most of 1984, the Resident Representative played a major role in co-ordinating United Nations system emergency aid and logistics, helping to assess and communicate the most urgent needs and, at the request of the donor community in Ethiopia, serving as their spokesman with the Government of Ethiopia. In efforts to best utilize UNDP resources, a comprehensive programme review was conducted in 1983 with officials of the Central Planning Supreme Council, which helped to reorient and focus available resources, as well as to release some UNDP funds which had been committed to low-performing projects. Arising from that review and continuous programming throughout 1984, significantly larger shares of the programme were devoted to increase food production and to strengthen the basis for agricultural rehabilitation. Some projects were reduced, others accelerated or substantially increased, including in land use planning, soil and water conservation, accelerated applied research in dryland farming, small scale irrigation and irrigation feasibility studies. Feeder roads, food storage, and urgently needed health and sanitation schemes were also given added emphasis. (Because of the worsening of the emergency situation in Ethiopia and the increasing workload, the Secretary-General decided that responsibility for co-ordinating emergency operations should be entrusted to an Assistant Secretary-General whom he has appointed for this purpose.)

64. Supplementary resources for Ethiopia made available through UNDP were quickly programmed in these priority activities. Resources from the now liquidated United Nations Emergency Operation Trust Fund (UNEOTF) provided one supplement. Another, even more significant development, was the initiative by the Government of Italy, which agreed with UNDP and the Ethiopian Government in mid-December 1984 to provide 50 million lire (about \$25 million) for the rehabilitation and medium-term drought programme in Ethiopia. Agreement has already been reached on an initial \$5 million irrigation, transport and agricultural package the implementation of which is designed to have a significant impact on 300,000 inhabitants of Wollo and Hararghe, two of the provinces most seriously affected by the drought.

65. Mozambique. As a consequence of severe drought exacerbated by a rare and devastating cyclone, the resident co-ordinator provided leadership for a major

United Nations system initiative beginning in January 1984, which helped the Government of Mozambique to launch a two-year programme for relief, rehabilitation and development. A mission led by the Office of the United Nations Disaster Relief Co-ordinator (UNDRO) was followed by sectoral consultations involving not only government officials, but also United Nations agency representatives and project personnel, and progressively officials of non-governmental organizations (NGOs) and the representatives of other key donors who were providing assistance. The two-year programme was adopted by the Government in mid-March 1984. Follow-up consultations continued among representatives of a United Nations inter-agency working group. The UNDP field office has served as a focal point for the publication of a periodic bulletin that not only has helped to communicate the Government's updated emergency and rehabilitation needs among the international community but also has helped to mobilize additional assistance to the highest priority sectors. Within this framework, and with the results of several in-depth evaluations and reviews of ongoing projects, the UNDP-financed programme was also provided with stronger justifications to emphasize projects with a short to medium term impact related to planning, food production, water supply development and the rehabilitation of certain viable industries.

66. Mali. The Government's priorities during 1984 became even more centred on the emergency needs arising out of the severe drought situation. As a consequence, the overwhelming effects of the drought had a significant effect on the implementation of the country programme. The work programme of many projects was re-oriented and, inevitably, as in the other severely affected countries, the amount of quality time that the UNDP field office staff was able to devote to the normal monitoring activities of programme and projects was severely affected by the need for the UNDP office to fulfil its role as one of the lead agencies assisting the Government in the co-ordination of efforts to relieve the drought, to furnish emergency reports, to work with visiting missions, etc. Even though the commitment level of the Mali authorized budget level did not allow much leeway for emergency programming, within the limits available the following projects were approved: from IPF funds, Appui aux activités d'aide d'urgence dans le cadre de la sécheresse, (MLI/84/028); and from LDC funds, Opération d'urgence dans le Gourma (MLI/83/005). Some other projects were reoriented to cope with the emergency such as Underground Water Project (MLI/82/005), which has carried out a programme of emergency well-drilling. As an additionality to UNDP resources, but a direct reflection of the priorities determined by the Government of Mali in consultation with UNDP, the Arab Gulf Fund for United Nations Development Organizations agreed in 1984 to provide \$1 million of third-party cost sharing for phase II of the project Development d'oasis dans la zone Tombouctou/Taoudenit. Mali also received an allocation from UNEOTF which has been channelled into four projects in irrigation and plant protection. The follow-up meeting to the round-table meeting scheduled for December 1985 will

focus on the Government's food strategy and concomitant subsectors such as water. The policy discussions at that time should also provide policy guidelines for the main thrust of the UNDP country programme for the fourth programming cycle as well as the programmes of other donors in the top priority sectors.

67. Chad. The country programme in Chad was discussed in documentation submitted to the Governing Council at its last two sessions (DP/1983/61 and DP/1984/22). One noteworthy feature of the programme's continuing emphasis during 1984 on short-term projects with immediate maintenance and rehabilitation goals was the construction of a vital bridge connecting Chad with Cameroon's road access to the sea. As drought-affected water levels threatened to cut even the river boat lifeline into Chad across the Chari River from Cameroon, UNDP made extraordinary efforts by assisting the Government to foresee and plan for possible needs, to conduct technical feasibility studies and to use funds from the UNEOTF for construction. In January 1985, UNDP, the World Food Programme (WFP), and members of the donor community constructed a temporary earthen causeway across the dry riverbed of the Logone River near the site of the future bridge. The causeway has enabled emergency food shipments to Chad to continue until completion of the bridge. UNDP headquarters and the resident co-ordinator simultaneously joined in an initiative to help the Government mobilize the additional resources required. Donors expressing interest in financing the upgrading of the access roads to the bridge are completing their assessments and a favorable response is foreseen. The bridge is expected to be completed by the end of July 1985. In addition to the bridge across the Logone River, UNDP for the last three years has been financing through IPF resources an unusual emergency support project under which a fleet of 30 trucks is assisting the Government, WFP and the donor community in the transport of emergency food assistance and supplies. This project executed by UNDP through its Officer of Projects Execution includes maintenance, repair and spare-parts facilities, and is located near the complex of emergency food storage warehouses on the outskirts of N'Djamena.

68. Burkina Faso. Implementation of the UNDP-assisted programme was significantly affected during 1984 by both the drought and by the new Government's plans to deal more directly with immediate and short to medium-term needs. Greater priority was given to water supply, food production and livestock, and better utilization of natural resources. Although the fundamental themes and priority sectors of UNDP-financed technical co-operation were affirmed, an in-depth review of UNDP assistance was conducted during October-November 1984, with the benefit of field trips and close involvement of all relevant parts of the United Nations system. As a result of these measures, nearly one third of the ongoing and pipeline technical co-operation projects were respectively to be phased out or not implemented. Of the remaining priority projects which were to receive a

greater concentration of available resources, concerted efforts were conducted from year-end 1984 until the present in order to solve problems, and to reorient, revise or reinforce inputs and activities to achieve the objective of utilizing available resources more effectively.

69. Kenya. A three-day review of the country programme and nine in-depth project evaluations were conducted during 1984. The priority already given to rural development was reaffirmed with about one half of the UNDP-assisted programme directed to development of agriculture. Due to drought which seriously affected the north of the country especially, extra efforts and available UNDP resources including those made available through the UNEOTF were channelled to projects having impact on crops, livestock and related agricultural development priorities.

2. Significant adjustments of UNDP-supported activities implemented in relation to new Government programmes

70. Guinea. As reported to the Governing Council at its thirty-first session (DP/1984/22), the rate of programming and delivery of UNDP-financed technical co-operation in 1983 and early 1984 was low, pending future elaboration of government priorities and the strengthening of institutional arrangements for the effective utilization of development assistance. Following April 1984, the new Government of Guinea began a series of major reforms. In response to a request from the Government, an economic reconnaissance mission was undertaken in August 1984 on behalf of the United Nations Secretary-General by the UNDP Assistant Administrator and Regional Director for Africa. Following these preliminary assessments and policy consultations with senior government officials, UNDP and the World Bank jointly conducted a mission in October 1984 which assisted the Government to identify and programme the technical assistance, equipment and logistical support related to the implementation of the reform programmes announced by the Government. This resulted in a cohesive, multi-sectoral programme of technical co-operation, a large part of which was approved by UNDP, and which serves as a basis for co-ordinated assistance from other donors. The package also included formulation of a UNDP-financed project to assist the Government to prepare a three-year interim rehabilitation programme (1985-1987). This significant exercise has now been completed. Moreover, UNDP-financed assistance will strengthen the Government's aid co-ordination mechanisms in anticipation of the mobilization of additional resources following, inter alia, negotiations with International Monetary Fund (IMF) and the World Bank, and the likely convening of a subsequent consultative group meeting.

71. Ghana. The Government of Ghana launched in 1984 a three-year emergency economic recovery programme for 1984-1986 aimed at reversing a serious long-term economic decline. This programme was to a significant degree

encouraged and supported by IMF and the World Bank. A consultative group meeting in November 1983 was instrumental in helping to orient and mobilize further support; at a follow-up meeting in December 1984, the Government's adherence to its adjustment and stabilization programme, coupled with modest economic recovery, helped to generate further support. Under these circumstances, UNDP has greatly accelerated commitments in the past year to projects which assist and support the Government in carrying out its plans. Emphasis has been put on strengthening central and sectoral planning capabilities and improving public sector management. Additionally, in line with government reforms and priorities, rehabilitation of production in the rural sector is receiving a programmatic approach, in co-ordination with other donors' inputs.

72. Senegal. The Government of Senegal, like that of several other countries, has adopted an adjustment programme to reverse mounting economic and structural difficulties, exacerbated by drought. In particular, new agricultural policies have been introduced. After consultations with government officials and other major donors, UNDP support is increasingly being concentrated in a limited number of projects in priority sectors. Moreover, complementary resources from UNCDF, UNSO, SMF/LDC and third-party cost sharing are also being concentrated to align with these priorities. Special attention, more than initially specified in the country programme, is being devoted to planning, follow-up of the structural adjustment programme, aid co-ordination, food self-sufficiency, water resources development and energy (in close co-operation with the World Bank).

73. Uganda. Since approval of the UNDP-assisted country programme for Uganda, the Government launched a revised recovery programme in October 1983. A major review of the UNDP-assisted country programme occurred in November 1983, and during February to June 1984, UNDP and government officials, in conjunction with agency representatives, as appropriate, reviewed sectors and projects. These efforts and follow-up monitoring and programme administration have had three types of results. First, ongoing projects have been reoriented with regard to immediate development objectives, work plans and inputs. Second, many new projects have been advanced for approval from the pipeline due to their inclusion in the country programme or because they were identified following reconsideration of priorities in the Government's October 1983 programme. Third, the rate of implementation of the UNDP-assisted programme has been well below average. Consequently, adjustments have been made to the traditional project modalities of long-term resident experts: for example, use of United Nations volunteers has accelerated, and a TOKTEN (transfer of knowledge through expatriate nationals) project was initiated in 1984.

3. Significant adjustments of UNDP-supported programmes as a consequence of other special circumstances

74. Angola. Confronted with a combination of critical economic, security and climatic factors, the UNDP-assisted programme has been characterized in the past by ad hoc projects geared to producing results in the short term. While the framework of the country programme has served as useful guidance, flexibility has been necessary to achieve effective utilization of available resources. During 1984, a concerted effort was made to plan, approve and implement technical co-operation projects. These projects were aimed at increasing the country's agricultural and industrial production. There is also a renewed focus on promoting the rehabilitation of the southern part of the country which the year before had experienced the closure of UNDP-assisted rural development projects due to security problems. It remains to be seen whether this latter priority can be fully implemented.

75. Burundi, Guinea Bissau and the Gambia. Implementation of all three of these country programmes was characterized during 1984 (and in recent months) by improvements arising from the national and sectoral economic analyses conducted for round-table meetings. All three UNDP-financed programmes have put an emphasis on further sectoral analyses, greater focusing of UNDP resources on the priority sectors determined or reaffirmed by the round-table process, and on strengthening the Government's capacity to plan for and manage the key sectors. Closer collaboration has been achieved with other multilateral institutions and bilateral donors; additional joint sectoral assessments of technical and financial needs are planned. One interesting arrangement is that a donor consultation was arranged in early 1985 for Guinea-Bissau with the help of the World Bank in order to focus on non-project support; subsequent round-table activities have resumed as part of cohesive follow through. In pursuit of sectoral analyses and well-targeted donor co-ordination, Burundi and Guinea Bissau have programmed particularly good use of the resources of the Trust Fund for the Special Netherlands Contribution for the Least Developed Countries to supplement core UNDP resources.

76. Togo. Although not constituting a significant shift in the application of UNDP resources, several noteworthy steps were taken during the past years in Togo to better utilize and enhance the impact of UNDP funds. UNDP-assisted technical co-operation was flexibly augmented to strengthen the analyses and planning which preceded the January 1985 donor consultations, to be followed in mid-1985 by the round-table meeting. These UNDP resources were supplemented not only by World Bank technical assistance, but also by the inputs of several other donors. For example, the elements of a water master plan were also financed by France and the Federal Republic of Germany in a sectoral programme co-ordinated by UNDP. In all, more than \$600,000 of technical assistance was mobilized in the past year by the Government with an

/...

input of less than \$500,000 serving as a catalyst. The programme in Togo was highlighted by two other activities demonstrating co-ordination and well-targeted programming. First, a large-scale project to develop the north of Togo, ongoing for some 17 years at considerable expense, successfully completed a major phase of activity. The multi-sectoral emphasis of the UNDP-supported technical co-operation programme served as a magnet for investments as well as other donor contributions, including UNICEF's. Second, a programme planning mission was recently conducted under UNDP leadership, involving WFP, the Department of Technical Co-operation for Development (DTCD), the International Labour Organization (ILO), the United Nations Centre for Human Settlements (HABITAT), and the Food and Agriculture Organization of the United Nations (FAO). The results are relevant in orienting UNDP-financed assistance in the future; they will also be used in guiding other donors' co-ordinated inputs following further consultations, including those scheduled later this year in the framework of the round-table process.

4. Other significant programme reviews and adjustment to enhance effectiveness of UNDP-assisted technical co-operation

77. Three countries in Sub-Saharan Africa are among those most noteworthy for having taken significant steps during the past year to improve the utility and effectiveness of their UNDP-assisted programmes.

78. Malawi. UNDP and officials of the Government of Malawi conducted a major review of the programme in October 1984. Among the conclusions reached was the decision to proceed in focusing some \$10 million of UNDP resources to priority sectors: particularly agriculture, but also transportation, human resources development and strengthening management in a few key areas of the public sector. Part of the funds is coming from tightened management of ongoing projects and part is available from uncommitted sectoral earmarkings in the country programme. Formulation of projects is proceeding. One trend that is receiving increasing support is to utilize national institutions more for UNDP-financed training.

79. Madagascar: Eight major in-depth project evaluations took place during the past year which assessed achievements and relevance in the light of sectoral priorities and needs. A more programmatic approach was promoted. As one consequence, formulation and approval of significant additional projects occurred in 1984, focusing 80 per cent of total UNDP resources on agriculture, industry, transportation and communications.

80. Zambia. Consistent with the assessment of priority needs and government requests, implementation of UNDP-assisted activities in Zambia concentrates the programme so that only four executing agencies are involved: FAO, the United Nations Industrial Development Organization (UNIDO), DTCD, and the

International Civil Aviation Organization (ICAO). Additionally, the Government now executes two modest-sized projects as an innovation. Sectoral reviews and several important project evaluations were conducted during the past year. One noteworthy project is the support given to control livestock diseases. This endemic problem is regarded as a potentially major impediment to food production and meat export. Recent activity has been highly successful and has enabled the UNDP input to play a catalytic role in attracting other investment to livestock development.

5. Programmes with important catalytic activity

81. Many programmes, including several already briefly mentioned, have demonstrated particularly successful linkages with other external assistance. The following additional examples highlight how scarce UNDP technical co-operation, and often the "good offices" and initiatives of the resident co-ordinator, can facilitate catalytic impact.

82. Botswana. An outstanding example of co-ordinated and catalytic development activity occurs in Botswana. One manifestation is the Government's continuing significant commitment to programme cost sharing. Another manifestation is the establishment and very effective functioning of the United Nations system's co-ordinating group to assist the Government to reduce the effects of drought. The programme, led by the resident co-ordinator, has mushroomed into a systematic, multi-dimensional attack on drought and its effect on food production; included are often small but vertically and horizontally integrated activities which deal with crops and livestock, transport and storage, meteorology, water, planning, management and evaluation. Not only has allotted assistance been better utilized, but experience has shown that the attractiveness of the approach can generate an additionality of resources from both bilateral and multilateral donors.

83. The Comoros. The concentrated efforts of UNDP in the Comoros at establishing and consolidating the national agriculture extension, applied research and operational support services (COI/82/001) now permits total coverage of the country through 11 centres. The quality of the institutional framework has attracted parallel, and closely related projects financed by nine other international organizations and bilateral donors.

84. The United Republic of Tanzania. Implementation of the country programme in the United Republic of Tanzania, which is already concentrated especially in large-scale projects, is being enhanced by an innovative initiative aimed at achieving through other means a co-ordinated critical mass of United Nations system assistance: from UNDP, the United Nations Children's Fund (UNICEF), WFP and the United Nations Fund for Population Activities (UNFPA). The United Republic of Tanzania's country programme has been the most

successful pilot at the forefront of the global effort launched in 1984 by these four funding organizations in the framework of the Joint Consultative Group on Policy (JCGP). This co-ordinated programming effort is described in document DP/1985/4 and Add. 1. Following a joint mission to the United Republic of Tanzania by the four organizations in mid-1984, a UNDP-led team assessed priority needs in two rural provinces. This was followed by a co-ordinated programming exercise which has designed 10 well-integrated parallel projects. These are presently under review, and are expected to serve as a model of effective, country-level co-ordinated programming among United Nations system organizations.

85. Lesotho. One of the few abundant resources in some parts of Lesotho is water. UNDP, in co-operation with UNICEF, the United States Agency for International Development (USAID), the Arab Gulf Fund, and DTCD, has made a strong and catalytic effort with regard to two aspects of water planning and development. First, UNDP has helped the Government to assess the best use of highlands water. Second, in the framework of the International Drinking Water Supply and Sanitation Decade, consultations have been fostered among donors and a water master plan has recently been prepared. As follow-up to the round-table conference held in 1984, the Government of Lesotho is expected to convene a sectoral consultation of interested donors in 1985 to enhance the co-ordinated mobilization of assistance to this sector. UNDP is planning to continue its catalytic support to this aspect of development.

86. Cameroon. Another catalytic use of UNDP resources was approved by the Government of Cameroon, UNDP and UNIDO in April 1984. In recognition of the country's opportunities for diversification of development, the project's objectives aim to elaborate a master plan for industrialization and to strengthen the Government's capabilities to make the plan functionally operational. UNDP is contributing \$1,000,000 while the Government of Cameroon is contributing \$2,140,000 in cost sharing. This is the only UNDP-supported effort of its kind in Africa, with an innovative approach aimed at establishing a long-term industrial development plan based on the country's natural resources potential (iron ore, petroleum and natural gas, bauxite, and forest products) and serving as a prime mechanism for overall development. In implementing this project, UNDP has a leading role as co-ordinating institution for all industrial studies which will be carried out either by United Nations system organizations, national institutions or foreign companies. Fifty-six opportunity studies will form the core of the master plan. The studies are expected to lead to investment from the Government, Cameroonian entrepreneurs, bilateral and multilateral sources, as well as foreign firms. A major objective of the Government is to encourage the growth and multiplication of small to medium-sized Cameroonian businesses.

6. A selection of activities of completed projects

87. As indicative of the impact and accomplishment of UNDP-financed technical co-operation in Africa, the following examples of completed project activities are briefly cited.

88. Benin. The project Planification Central (BEN/77/006) included among its principal results: (a) assistance in the elaboration of the Second National Development Plan, 1983-1987; (b) implementation of a follow up and evaluation system for development projects; and (c) assistance in the preparation of macro-economic analyses and development assistance programmes used for the March 1983 round-table conference. The latter two results are facilitating the Government's management of aid co-ordination. It is important, in this connection, to report on the successful negotiations between the Government of Benin, the World Bank, UNDP and the DTCD on a second phase of this project and particularly on its financing modalities. Joint foreign financing by UNDP and the World Bank has been agreed upon under a single project, executed by DTCD. The part financed by the World Bank was provided under a loan agreement with the Government of Benin; it was channeled through UNDP under a government cost sharing arrangement and merged into the total resources available for the project. The objectives of this second phase of assistance to the Ministry of Planning are:

(a) to reinforce the capacity of the Government to effectively manage the national economy;

(b) to develop a national expertise capable of undertaking the permanent evaluation and follow-up of national development, control of the implementation process of major economic decisions, and the continuous evaluation of the economic feasibility of proposed projects;

(c) to establish an independent socio-economic information system to enhance the Government decision making process;

(d) to launch an appropriate training programme for senior civil servants.

89. Madagascar. An FAO-executed project was completed in silkworm development (MAG/80/010). Using subcontractual arrangements with Chinese silk production experts, new varieties of silk have been introduced to the traditional Malagasy silk industry and a significant capacity for producing high-yielding silkworms was created. A follow up project to extend the technology to other areas is being formulated, aimed at turning this into an export industry.

90. Nigeria. Development of the fishing industry has been strengthened by establishment of the Federal Fisheries School in Lagos (NIR/76/019). The

school is now viable; so far it has graduated 230 students many of whom are in productive jobs in the fishing industry and others are serving as the core of the Government's extension service to assist artisanal fishing. Related accomplishments of the project are creation of an operational aquacultural research and training facility and a fishing trawler operation and maintenance training programme.

91. Mauritania. In August 1984, a multi-donor initiative, under UNDP's leadership, was successfully completed in the project Construction and Repair of Earth Dams (MAU/82/013). This project included resources from UNCDF (\$2.3 million), UNEOTF (\$475,000), AGFUND (\$560,000), UNSO (\$400,000) and the UNDP IPF (\$690,000). Results included construction and maintenance of eight earthen dams, and establishment of a trained rural engineering brigade which will extend the successful pilot to other areas as additional financing is received. Such funding is envisaged as coming initially from the Norwegian Agency for International Development (NORAD).

92. Rwanda. The Integrated Telecommunications Assistance Programme is now nearing the end of its second phase. Begun in 1978 with an input of \$1,285,000 from UNDP, the project helped the Government to plan and install a national and international telecommunications network, which has led to some \$40 million of investment follow up from six donors and financial institutions. A follow up phase was established in 1982 (RWA/81/007) whose objectives included strengthening the capacity of the national telecommunications services to make them less dependent on foreign expertise. The Government has until now deployed 16 engineers and technicians who have taken over increasing responsibilities in the operation and management of the integrated telecommunications network.

93. Uganda and Ghana. Two small-scale projects were financed from UNEOTF resources and quickly implemented to provide seed grains on an emergency basis. Uganda received 60,000 tons of seed maize, and Ghana received rice seed. Transportation and seed costs were covered. Both shipments relieved extreme shortages. The rice seed project was co-financed and implemented within one month with the co-operation of USAID.

Notes

1/ See Official Records of the Economic and Social Council, Fifty-ninth session, Supplement No. 2A, paragraph 54.