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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 85/14 on assistance to the national liberation movements (NLMs) recognized in its area by the Organization of African Unity (OAU) adopted in June 1985, the Governing Council endorsed the actions that the Administrator has taken, and plans to take in the future, to evaluate ongoing assistance projects with a view to determining the direction and thrust of development assistance to the national liberation movements concerned over the next programming cycle, 1987-1991. The Council also requested the Administrator to: (a) continue to assist the NLMs with the maximum flexibility possible within the mandate of the United Nations Development Programme; (b) ensure that such assistance is of high quality and effectiveness and is delivered as expeditiously as possible; and (c) continue to report to the Governing Council.

The present report of the Administrator is in response to this decision and outlines the events and developments that have taken place in the course of 1985 in connection with the programme of assistance to NLMs in general, and of the results of the detailed evaluation of the NLM programme in particular. It shows that through determined, constant monitoring by UNDP headquarters improvements have been noted in the timeliness and quality of assistance delivery by agencies, and better appreciation by the NLMs of the principles and purpose of UNDP assistance. Drawing on the results of the evaluation of NLM projects conducted in September-October 1985, the report also indicates the direction and thrust of assistance to NLMs during the fourth programming cycle, 1987-1991.

I. NATURE OF UNDP ASSISTANCE

1. The technical assistance extended by UNDP in 1985 to the NLMs recognized by the Organization of African Unity was of a strictly developmental character. It was given in support of activities aimed at:

(a) Promoting professional expertise and human resources development through formal education and training with a view to assisting in preparing the individuals sponsored by the NLMs for eventual technical, administrative and managerial responsibilities in their respective countries of origin when conditions are right for them to return there and lead normal lives as full-fledged, responsible citizens;

(b) Promoting among the people represented by NLMs, a degree of self-reliance in the countries in which they have sought asylum in such areas of everyday living as the administration and management of community services, including educational and health services, vocational trades and crafts, agricultural and food production activities, etc., aimed at better equipping them to develop their present communities on the one hand, and for eventual gainful employment and civic responsibility on the other.

2. As in previous years, the South West Africa People's Organization (SWAPO) of Namibia and the two South African NLMs - namely the African National Congress (ANC) and the Pan Africanist Congress of Azania (PAC) - were the beneficiaries of UNDP assistance under this programme.

II. SIGNIFICANT FEATURES OF PROGRAMME IMPLEMENTATION

3. Having endorsed the actions that the Administrator had taken, and planned to take in the future, to evaluate ongoing assistance projects with a view to determining the direction and thrust of assistance to NLMs over the next programming cycle, 1987-1991, the Governing Council also requested the Administrator, by its decision 85/14, adopted at the thirty-second session in June 1985, to follow through with three specific actions. These were to (a) continue to assist, with the maximum flexibility possible within the mandate of the United Nations Development Programme, the national liberation movements recognized in its area by the Organization of African Unity; (b) take all necessary steps to ensure that such assistance is delivered as expeditiously as possible, and that the quality and effectiveness thereof are maintained at the high levels expected of Programme assistance; and (c) continue to report to the Governing Council on the trends, developments and other issues relating to the administration, management and effectiveness of assistance to national liberation movements.

4. In keeping with decision 85/14 the evaluation of all field projects of assistance to NLMs conducted between 7 September and 4 October 1985 was a significant occasion in the implementation of the programme of assistance to NLMs. The evaluation was conducted by a team of 5 participants representing UNDP, the United Nations Educational, Scientific and Cultural Organization (UNESCO) and the OAU. This team undertook visits to the three countries in east and southern Africa hosting NLMs - namely the United Republic of Tanzania, Zambia and Angola - where they appraised each ongoing project with representatives of the NLMs, OAU, the executing agencies and UNDP field offices concerned. The detailed report of the evaluation mission is being made available for the Council's convenience.

5. In brief, the findings of this joint evaluation can be summarized as follows. UNDP technical assistance to NLMs has been highly relevant to their development needs and aspirations; it has been particularly effective in facilitating educational opportunities that would otherwise have been impossible at the primary, secondary, technical and university levels. In this regard, it has contributed to the building up, be it only gradually, of the technical and managerial expertise needed for starting members of the NLMs on the road to self-reliance. With physical facilities and equipment provided by bilateral donors, two of the three NLMs have functioning hospitals, and primary and secondary school systems manned by their own staff with UNDP support.

6. The causes for past difficulties in delivery and backstopping by the largest single executing agency, UNESCO, have been identified and appropriate measures have been taken to rectify the situation. Improvements have been noted lately in the timeliness and efficiency of delivery, and in the quality of agency backstopping of UNDP assistance to NLMs. The one field project executed by the UNDP Office for Projects Execution (OPE) in conjunction with the Ministry of Health of the United Republic of Tanzania (NLM/84/001), has been excellent in its effectiveness, quality and timeliness of delivery.

7. Several factors have been identified as adversely affecting the implementation and effectiveness of UNDP assistance: inadequate knowledge and understanding by the NLMs of the technical bias of UNDP assistance and procedures pertaining thereto; the remote location of some of the NLM settlements receiving UNDP assistance and the tendency for some of these NLMs not to want resident technical personnel assigned to the projects; and, finally, the inadequate involvement to date, of personnel of the NLMs themselves to take active part in the management and monitoring of UNDP-financed inputs. Specific recommendations for overcoming these constraints are advanced by the evaluation mission in paragraph 21 of its report.

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8. As regards the orientation and thrust of UNDP development assistance over the fourth programming cycle, 1987-1991, the evaluation mission has concluded that priority continue to be given to the technical strengthening of the educational facilities and hospitals established with bilateral donor assistance and operated by the NLMs themselves. Greater emphasis will be placed on providing the NLMs with technical support in developing their own capabilities for self-reliance in food production. In the case of SWAPO, priority will also be given to developing that NLM's capability in the planning, co-ordination and monitoring of the assistance it receives from many sympathetic donors with a view to deriving maximum benefit from the different sources. Steps have already been taken to identify and articulate assistance requirements along these lines, and a programme proposal of UNDP assistance to NLMs over the fourth programming cycle will be prepared by UNDP headquarters for approval by the Governing Council at the thirty-fourth regular session in June 1987.

9. The evaluation mission has pointed out in its report that the NLMs receive from bilateral donors considerable capital and material assistance for the development of different aspects of their settlements. Overall, this assistance is far greater than the technical assistance funded by UNDP. The United Nations High Commissioner for Refugees (UNHCR), United Nations Children's Fund (UNICEF) and World Food Programme (WFP) are the multilateral donors of the United Nations system providing material assistance to NLMs. Some of the bilateral donors, including Denmark, Finland, the Netherlands, Norway, Sweden and the United Kingdom, also provide technical assistance in the form of teachers, instructors and technicians. In the light of the difficulties that have become apparent for some of the NLMs to adopt a comprehensive, co-ordinated approach in the identification, articulation and fulfilling of their assistance requirements, the Administrator is exploring with the major bilateral donors the possibility of joint consultations in formulating the UNDP programme of assistance to the NLMs for the fourth programming cycle. The purpose of these consultations will be three-fold: (a) to ensure that the technical inputs of UNDP will be in greater harmony with, and more effectively complement, the material and technical inputs of the other donors; (b) to ensure that areas of the greatest priority in assistance requirements are duly catered for; and (c) to minimize the possibility of duplication and unintended dissipation of scarce resources due to a lack of knowledge of the areas of interest of the bilateral donors in their respective programmes of assistance to NLMs. Sufficient care will be taken to ensure that the special relationship NLMs have developed with bilateral donors will be respected.

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III. ASSISTANCE RENDERED TO NATIONAL LIBERATION MOVEMENTS IN 1985

10. Of the 14 projects that were ongoing by the end of 1984, two health projects were financially completed in early 1985, after it was ensured that outstanding obligations had been settled. Four new projects were approved, bringing the total to 16 operational projects. The four new projects were: one project in the training of health personnel for the joint benefit of all NLMs; two projects in agricultural and vocational training formulation missions for ANC; and one project in agricultural project formulation for SWAPO. The distribution of the 16 projects by NLM was: ANC 6; PAC 3; SWAPO 4; and joint NLMs 3.

11. The UNDP expenditure for the year in regard of all projects of assistance to NLMs was \$2,393,100. Fourteen of the 16 projects were financed from the indicative planning figure (IPF) for NLMs and the other two from the Trust Fund for Assistance to Colonial Countries and Peoples (TFCP). Inputs to the 14 projects financed from the IPF amounted to \$2,110,900, while those of the two projects funded from TFCP totalled \$282,200. By funding source, therefore, 88 per cent of all expenditures was derived from the IPF and 12 per cent from TFCP.

12. Educational and training activities have continued to dominate UNDP assistance to NLMs during 1985. Nine of the 16 projects were in the education sector and accounted for \$1,820,100, or 76 per cent, of all resources allocated to NLM activities. All nine projects were executed by UNESCO and financed from the IPF. A short-term mission, undertaken by the International Labour Organisation (ILO), for the formulation of UNDP assistance to the ANC Vocational Training Centre at Dakawa cost \$10,000 from the IPF. Agriculture came in second with three projects at \$167,600 (7 per cent) from the IPF executed by the Food and Agriculture Organization of the United Nations (FAO). Health was a very close third and accounted for \$159,600 (6 per cent) from the IPF spent on one project. This project of training of NLM health personnel was executed by OPE. Another \$90,000 (4 per cent) was spent on settlement of outstanding financial obligations in regard of NLM/82/002, Health Assistance to NLMs, completed in 1984 and funded from TFCP. Programme and administrative support activities ranked fourth in importance with two projects and \$142,000 (6 per cent) in expenditure. Funding was from the IPF in the case of one, NLM/81/001: \$110,200, and TFCP in that of the other, NLM/82/001: \$32,600. Both were executed by OPE.

A. Assistance given jointly to all National Liberation Movements

13. Three projects were under implementation in 1985 for the joint benefit of all assisted NLMs. Two were programme and administrative support projects providing respectively for the continuing monitoring, evaluation and

programming of assistance to NLMs in the case of one (NLM/81/001), and in the case of the other (NLM/82/001), for the representation of the three NLMs at sessions of the UNDP Governing Council and related meetings. Activities under the first project included technical evaluation, in connection with which the mission's report is being circulated separately, and a consultancy mission to assist the SWAPO Women's Council to identify and articulate requirements for assistance in the coming years. Under the second project the three NLMs sent two representatives each to the fourth session of the High-level Committee for Technical Co-operation among Developing Countries, and the thirty-second session of the Governing Council. Both took place in New York: from 28 to 31 May 1985 for the former; and 3 June to 28 June 1985 in the case of the latter.

14. The third project of joint assistance to all three NLMs concerned the training of health personnel of the NLMs. On the initiative of the NLMs themselves and with the operational winding up at the end of 1984 of project NLM/82/002, Health Assistance to African National Liberation Movements executed by the World Health Organization (WHO), a new project was approved in March 1985 for implementation beginning in July. The project provides for the training of NLM health personnel (NLM/84/001) in accredited health and medical institutions in the United Republic of Tanzania. Details of this project are given in paragraphs 124 to 133 of the report of the evaluation mission.

15. The above three projects are executed by the UNDP Office for Projects Execution. The respective expenditures for the year were \$110,200 for NLM/81/001; \$32,600 for NLM/82/001; and \$159,600 for NLM/84/001. This resulted in a total of \$302,400, or 13 per cent, of cumulative expenditure for the NLM programme as a whole. Resources from the IPF were used to finance NLM/81/001, while both NLM/82/001 and NLM/84/001 were financed from TFCP.

B. Assistance to the African National Congress

16. The report of the Joint Terminal Evaluation Mission provides details of projects of assistance to ANC in paragraphs 23 to 58. This report is being made available, in English only, to the current session of the Governing Council. By ANC's own choice, UNDP assistance has to date concentrated on educational activities. All four projects discussed in the mission's report are therefore executed by UNESCO. UNDP expenditures for 1985 were \$106,200 for ANC/82/001, Education Manpower Development; \$715,700 for ANC/82/002, Assistance to the Solomon Mahlangu Freedom College; \$84,800 for ANC/84/001, Primary and Secondary Education; and \$278,800 for ANC/84/003, Education Orientation Centre at Dakawa.

17. With the opening up and relatively rapid growth of the new settlement at Dakawa, particularly since the March 1984 Nkomati Accord, ANC has requested

that UNDP provide technical assistance to a new vocational training centre being established at Dakawa with Finnish capital and some technical assistance. UNDP support has also been requested for agricultural production activities aimed at making Dakawa self-sufficient in food requirements. Preparatory missions were therefore organized in the latter part of 1985 for the formulation of project proposals of assistance to the Vocational Training Centre (ANC/85/001) on the one hand, and to Agricultural Development and Production (ANC/85/002) on the other. ILO was the executing agency for the first project and FAO for the second. Financing for these formulation missions was derived from the IPF and amounted to \$10,000 in the case of ANC/85/001, and \$8,500 in that of ANC/85/002. Total UNDP expenditure on all ANC projects was thus \$1,204,000 representing 50 per cent of total resource allocation to the NLM programme as a whole.

C. Assistance to the Pan Africanist Congress of Azania

18. Paragraphs 59 to 86 of the evaluation mission report provide details of UNDP-supported PAC activities. Of the three ongoing projects during the year, two were executed by UNESCO, namely PAC/82/001, Educational Manpower Development and PAC/84/001, Primary and Secondary Education for PAC; the third, PAC/82/004, Self-Reliance in Food Production, was executed by FAO in collaboration with United Nations Volunteers (UNV). Financing for all three was from the IPF and amounted to \$23,300 for PAC/82/001; \$144,100 for PAC/82/004; and \$6,200 for PAC/84/001. The cumulative expenditure on PAC projects was thus \$173,600 and represented 7 per cent of total 1985 allocations to the NLM programme.

D. Assistance to the South West Africa People's Organization

19. Detailed information on UNDP-supported SWAPO activities is given in paragraphs 100 to 123 of the report of the evaluation mission. All three ongoing projects were educational and were executed by UNESCO. Expenditure for the year under review was \$282,000 for SWP/82/001, Assistance to the Namibia Education Centre at Kwanza Sul; \$260,500 for SWP/82/002, Assistance to the Namibia Education Centre at Nyango; and \$65,600 for SWP/82/003, Training for Promotion of Women's Role in Development. The project of assistance to the Strengthening of Health Services, SWP/82/004, was discontinued after the end of 1984 and was financially completed in the early part of 1985. This was in keeping with the stipulation contained in paragraph 29 of last year's report of the Administrator (DP/1985/17), that assistance beyond 1984 be provided under arrangements that will ensure timely and efficient implementation, and observance of established procedures for the management of UNDP assistance. A new project, SWP/85/001, Support in Community Health Services, was approved in December 1985 for implementation by OPE, effective

January 1986. A formulation mission for a future project of assistance in agricultural development and production (SWP/85/004) was undertaken in late 1985 with FAO as the executing agency. The cost was \$15,000.

20. All the above four projects were financed from the IPF. They accounted for \$623,100 in UNDP inputs, representing 26 per cent of total expenditures for the NLM programme as a whole.

21. Details of resource utilization in 1985 for the programme of assistance to NLMs are provided in the annex.

IV. RECOMMENDATION OF THE ADMINISTRATOR

22. In light of the above, the Administrator recommends that the Council may wish to:

(a) Take note of the measures the Administrator has put into effect to increase the quality and efficiency of planning, backstopping, monitoring and delivery of assistance to national liberation movements;

(b) Request the Administrator to consult regularly with the Governments, governmental and non-governmental aid agencies, as well as multilateral agencies and other organizations of the United Nations system that give assistance to national liberation movements with a view to ensuring, on the one hand, that UNDP technical assistance is in harmony with and complements the capital, material and technical assistance of the other donors and, on the other hand, that NLMs derive maximum benefit in meeting their priority needs from different sources of donor assistance;

(c) Decide that a Programme Proposal be prepared to serve as a "country" programme of UNDP assistance to NLMs during the fourth programme cycle, reflecting to the fullest extent possible, the programme priorities and areas of concentration outlined in section V of the report of the evaluation mission;

(d) Further request the Administrator, taking into account the findings and recommendations of the evaluation mission as outlined in its report, to continue to: assist with the maximum efficiency and flexibility possible within the mandate of UNDP, the NLMs recognized in its area by the Organization of African Unity (OAU); collaborate closely with concerned executing agencies and other interested donors to ensure that the quality and efficiency of the formulation, delivery, backstopping and monitoring of this assistance are maintained at high standards; and report to the Governing Council on the trends, developments and other issues pertaining to the administration, management and effectiveness of assistance to NLMs.

Annex

Table 1. Programme resource information

A. Indicative Planning Figure

	\$	\$
Illustrative IPF for 1982-1986 at 55 per cent	8 250 000	
Carry-over from previous programme cycle	7 401 000	
<u>Sub-total IPF resources at beginning of cycle</u>	<u>15 651 000</u>	
Prior years expenditures: 1982-1984	5 178 400	
Expenditure for 1985	2 110 900	
Programmed resources: 1986	2 749 500	
<u>Sub-total committed IPF resources</u>	<u>10 038 800</u>	
<u>Balance IPF resources available for programming</u>		5 612 200

B. Trust Fund for Assistance to Colonial Countries and Peoples

Opening balance at beginning of 1985	585 900	
Contributions pledged by Governments	-	
Interest earnings to September 1985	7 000	
<u>Sub-total TFCP resources available in 1985</u>	<u>592 900</u>	
Expenditure for 1985	282 200	
Programmed expenditure: 1986	264 200	
<u>Sub-total committed resources</u>	<u>546 400</u>	
<u>Balance TFCP resources available for programming</u>		46 500
<u>Total resources available for programming</u>		<u>5 658 700</u>

Table 2. Programme resource utilization

A. Indicative Planning Figure

PROJECT NUMBER AND TITLE		1 9 8 5	Prior Years	1 9 8 6	T o t a l
<u>1. Joint assistance to all NLMs</u>					
NLM/81/001	Programming, Monitoring and Evaluation of Assistance to NLMs	110 200	58 300	119 900	288 400
	<u>Sub-total NLM</u>	<u>110 200</u>	<u>58 300</u>	<u>119 900</u>	<u>288 400</u>
<u>2. African National Congress</u>					
ANC/82/001	Education Manpower Development for ANC	106 200	506 600	118 000	730 800
ANC/82/002	Solomon Mahlangu Freedom College (SOMAFCO)	715 700	1 211 300	703 000	2 630 000
ANC/84/001	Primary and Secondary Education	84 800	54 400	90 400	229 600
ANC/84/003	Education Orientation Centre	278 800	64 000	243 500	586 300
ANC/85/001	Vocational Training Centre: Formulation Mission	10 000	-	-	10 000
ANC/82/002	Agricultural Development: Formulation Mission	8 500	-	-	8 500
	<u>Sub-total ANC</u>	<u>1 204 000</u>	<u>1 836 300</u>	<u>1 154 900</u>	<u>4 195 200</u>
<u>3. Pan-Africanist Congress of Azania</u>					
PAC/82/001	Education Manpower Development for PAC	23 300	468 500	66 200	558 000
PAC/82/004	Self-Reliance in Food Production	144 100	63 100	49 400	256 600
PAC/84/001	Primary and Secondary Education	6 200	27 600	55 000	88 800
	<u>Sub-Total PAC</u>	<u>173 600</u>	<u>559 200</u>	<u>170 600</u>	<u>903 400</u>
<u>4. South West Africa People's Organization</u>					
SWP/82/001	Namibia Education Centre, Kwanza Sul	282 000	332 400	539 900	1 154 300
SWP/82/002	Namibia Education Centre, Nyango	260 500	446 000	538 000	1 244 500
SWP/82/003	Promotion of Women's Role in Development	65 600	124 000	226 200	415 800
SWP/85/001	Agricultural Formulation Mission	15 000	-	-	15 000
	<u>Sub-Total SWP</u>	<u>623 100</u>	<u>902 400</u>	<u>1 304 100</u>	<u>2 829 600</u>
<u>5. Expenditures on completed projects</u>					
		-	1 822 200	-	1 822 200
	<u>Total all IPF projects</u>	<u>2 110 900</u>	<u>5 178 400</u>	<u>2 749 500</u>	<u>10 038 800</u>
<u>B. Trust Fund for Assistance to Colonial Countries and Peoples</u>					
NLM/82/001	Representation of NLMs at Meetings of the Governing Council	32 600	78 600	33 800	145 000
NLM/82/002	Health Assistance to NLMs	90 000	512 000	-	602 000
NLM/84/001	Training of NLM Health Personnel	159 600	-	264 200	423 800
	<u>Total all TFCP projects</u>	<u>282 200</u>	<u>590 600</u>	<u>298 000</u>	<u>1 170 800</u>
	<u>GRAND TOTAL ALL NLM PROJECTS</u>	<u>2 393 100</u>	<u>5 769 000</u>	<u>3 047 500</u>	<u>11 209 600</u>