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SUPPORT

PROGRAMME PLANNING
COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Implementation of selected country programmes in the Africa region
Report of the Administrator

Summary

The report provides a brief overview of the African situation in 1985 and attempts to place UNDP's assistance to sub-Saharan Africa in some perspective, namely that UNDP's contribution should not be measured by the quantum of resources it makes available but in terms of its catalytic role and the impact of the initiatives it has undertaken.

Among the country programmes reviewed in 1985, the report gives examples of how these reviews have led to the reorientation of country programmes to reflect changing government priorities and/or policies and to respond to unforeseen developments. One section is devoted to countries with low levels of commitment and it briefly describes measures taken by the Regional Bureau for Africa to increase the levels of commitment and to expedite implementations.

Aid co-ordination continued to be among UNDP's major preoccupations, and the report sketches the various steps taken by the Regional Bureau for Africa in this field. It deals with (a) the round-table process as a means of co-ordination, (b) emergency and aid co-ordination, (c) efforts of resident co-ordinators in the co-ordination of assistance and (d) inter-agency collaboration in specific activities. Whereas co-ordination of relief assistance at the field level has by and large proved satisfactory, overall co-ordination of assistance continued to be a problem. None the less, there have been some successful cases of inter-agency action at the field level and some examples are given. Lastly, the report highlights some of the major management action taken by the Regional Bureau for Africa in 1985 namely the issuance of the guiding principles for the preparation of the fourth country programme; the launching of the National Technical Co-operation Assessments and Programmes; initiatives to reach new partners in development; and UNDP's increased involvement in grass-roots activities and with non-governmental organizations.

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INTRODUCTION

1. This report is submitted to the Governing Council in response to its decision 81/15 which endorsed the Administrator's proposal to have each regional bureau prepare annual reports on the implementation of selected country programmes in the region, highlighting significant developments.

2. The report is in six parts. The first is an overview of UNDP activities in the Africa region; the next two provide examples of selected country programme reviews and briefly outline actions taken with regard to countries classified as needing special focus because of their relatively low levels of commitment; the fourth deals with issues related to the regional programme. The last two sections provide brief highlights of co-ordination activities and deal with some of the major management initiatives undertaken in 1985 by the Regional Bureau for Africa.

I. OVERVIEW OF UNDP ACTIVITIES IN THE AFRICA REGION

3. As of December 1985, there were 45 approved programmes of assistance in 42 countries, including the special programmes of assistance to Namibia and the national liberation movements recognized by the Organization of African Unity (OAU) and the intercountry (regional) programme. During the period 1982-1986 about \$1.2 billion of programmable resource was available through UNDP excluding resources made available through funds under the Administrator (e.g. the United Nations Capital Development Fund (UNCDF), the United Nations Sudano-Sahelian Office (UNSO), the United Nations Financing System for Science and Technology for Development (UNFSSTD), etc. ^{1/}). Of the total resources available, \$992 million was from the country and regional indicative planning figure and the balance was from the Special Measures Fund for the Least Developed Countries (SMF/LDC), the Special Fund for Land-locked Countries and allocations from the Special Programme Resources (SPR), Special Industrial Services (SIS) of the United Nations Industrial Development Organization (UNIDO), cost sharing and a number of trust funds. Of the total programmable resource for the period 1982-1986, \$1.1 billion, representing 91 per cent was committed to approved projects by December 1985.

4. The unprecedented emergency situation that prevailed in the Africa region throughout 1984 and 1985, although triggered by drought, is only a manifestation of underlying structural imbalances and economic deterioration over a period of a number of years. The present emergency is not a phenomenon that was brought about solely by drought. It is a culmination of various forces at play whose origins go back to the 1970s. With the resumption of the rains in many parts of Africa and some improvements in the agricultural policies of a number of African Governments, 1985 has proved better than 1984 in terms of agricultural production. None the less the real per capita income in sub-Saharan Africa (excluding Nigeria) was lower in 1985 than it was in 1960, and the average person in sub-Saharan Africa is poorer and hungrier today than in 1970. Insufficient production of staple food, combined with the

growing taste for non-indigenous food, has increased the region's dependence on external food supplies. One in four Africans now depends on imported food, a figure which corresponds to the entire urban population of sub-Saharan Africa. Partly because of the region's preponderant reliance on rain-fed agriculture (which has made it so vulnerable to drought) and partly because of the fast population growth, arable land, pasture and forests are over exploited leading to soil erosion and further accelerating desertification. The diminishing capacity of the rural areas to provide adequate conditions for survival to an ever increasing population has led to mass movements of people - particularly the able-bodied - to urban areas, further contributing to the decline in agricultural production and to social and political tension, disrupting traditional family and community structures and exacting heavy toll on the already poor economic and social infrastructure in the urban areas. Productive and infrastructural facilities are deteriorating, thus leading to an erosion of capital stock. Institutional and administrative capacities are being overwhelmed by increasing and sometimes conflicting demands. An adverse external economic environment as reflected in the decline of the net flow of development resources, in part a result of the deteriorating terms of trade and the increasing debt burden, has exacerbated the African situation.

5. In the face of the alarming economic and social problems in Africa which the Economic Commission for Africa (ECA) has suggested will become "a political, economic and social nightmare" by the turn of the century, UNDP's role in, and contribution to, the Africa region should not be measured by the quantum of resources it makes available. This indeed is insignificant compared to the needs. UNDP's role should be viewed in a context much wider than the provision of resources.

6. During 1985, the Regional Bureau for Africa's area of concern was widened beyond the resources for development it makes available. It has initiated a number of strategies aimed at increasing the effectiveness and the aggregate impact of its assistance in the sub-Saharan African countries. Among these measures are:^{2/}

(a) The issuance in July 1985 by the Bureau of the guiding principles for the preparation of the fourth cycle programmes, one of the objectives of which is to ensure that the programming process not be limited to the mere allocation of IPF resources, but that it should be used as a mechanism or a framework for a more rational allocation of external resources (see sect. VI below for highlights of the guiding principles). This was in addition to the revised guidelines in country programming issued centrally by UNDP in 1985;

(b) Increased emphasis on the need to enhance the capability of Governments to co-ordinate technical and capital assistance;

(c) The evolution of a mechanism by which Governments could identify their technical co-operation requirements and prioritize these needs, i.e. the national technical co-operation assessments and programmes (NATCAPs); see sect. VI below).

II. REVIEW OF COUNTRY PROGRAMMES

7. The review of country programmes in the Africa Bureau took two forms: (a) review of each programme at headquarters and (b) in-country reviews.

8. A series of country programme reviews at headquarters was undertaken in 1985 in order to assess the continued relevance of the programmes to national, subregional and regional priorities, particularly against the background of drought-related emergencies and the political upheavals in some of the countries in the region. They also focused on the quality of programmes, constraints to effective implementation and the financial and delivery status.

9. In addition to the headquarters review, the majority of the country programmes have been the object of in-country reviews of varying intensity and depth in 1985.

10. The following are selected illustrations of action taken by Governments and UNDP following the reviews in order to enhance the quality and/or relevance of the county programmes; of cases where county programmes were reoriented better to reflect changing circumstances; of instances where UNDP has played an important catalytic role; and of cases where UNDP is moving to find new partners in development outside the United Nations system.

11. Chad, Nigeria, Rwanda, Zaire, Zambia, and Guinea among others, provide excellent examples where the country programme reviews in the field have led to enhancing the relevance of the programmes. Following a thorough review of the Chad programme which was necessitated partly by the acute emergency situation resulting from drought, new priorities for the programme were agreed upon, namely water resource development, agropastoral rehabilitation, transportation and enhancing the Government's planning and management capability.

12. Guinea is yet another example where the country programme was radically reoriented to make it more responsive to the Government's changed policies and priorities. Among the major areas for assistance identified were: (a) assistance to the Government to prepare a three-year (1985-1987) interim programme of economic rehabilitation, which was adopted by the Government in June 1985; (b) rehabilitation of infrastructure; (c) policy and

institutional reform measures, a task made particularly crucial in view of the reorientation of the Government's development strategy; and (d) strengthening the capabilities of key ministries to enable them to cope with the new challenges associated with the liberalization of the economy. Three major donors were involved in assisting the Government to implement the major components of the the interim programme: UNDP, the World Bank and the French Government.

13. In Nigeria a review of the ongoing projects revealed that quite a number of them which were valid when the country programme was formulated had lost much of their relevance or the priority accorded to them especially after the drop in export earnings and Nigeria's debt problem. Following the assessment, 10 projects were phased out from the country programme. In addition, another 11 projects were agreed to be terminated by 1986. An additional 20 projects are scheduled for similar assessment in 1986.

14. In Rwanda, a similar review of the country programme simultaneously with the national plan resulted in the decision to phase out 15 of the 23 ongoing projects by the end of 1986 and 3 more during 1987, the first year of the fourth cycle. This will have the result of enabling the Government to devote over two thirds of the IPF to new projects and less than one third to the continuation of existing projects. The significance of this shift lies in the flexibility or degree of freedom the Government and UNDP will have in preparing the next programme and in allocating resources.

15. A thorough review of the Zaire country programme undertaken in 1984 and in 1985 resulted in new priority areas for UNDP assistance. Among these were improvement of the functioning of the civil service and of government organizations and parastatals; management training for the personnel of public/government organizations and strengthening of the Government's planning and development management capability.

16. The Zambia country programme was subject to an indepth and external assessment in November/December 1985. The continued relevance of the third programme to the problems facing Zambia in the mid-1980s was found to be questionable. This was partly because the programme lacked flexibility as it was heavily front-loaded. One major lesson that emerged was that, even in those cases where individual projects may be doing well, there is a need continually to pose some fundamental questions: Do the projects taken individually or as a group continue to reflect the objectives stated in the country programme? Even if they were relevant when the country programme was launched, have they continued to be relevant? Another lesson the assessment revealed was the danger of having the executing agencies mount sectoral programming missions as a basis for the preparation of country programmes without a national framework and without a clear indication of the priority of technical co-operation needs. In the case of the third Zambian country

programme, the sectoral approach seems to have led to a disparate shopping list forming a basis for its preparation. Following the assessment, three large-scale projects were terminated and three more will not be extended beyond 1986. A number of projects aimed at meeting the new economic situation created by the debt-burden of the country are in the process of being finalized and more are in the pipeline.

17. The Rwanda and Ethiopia country programmes prepared in 1985 are particularly good examples of using UNDP resources and the country programme process as a means of allocating additional resources either in co-financing or parallel financing. In Rwanda, with an IPF of under \$31 million for the fourth cycle, the total external financing generated for areas of assistance targetted for UNDP assistance is over \$63 million, i.e. twice the IPF resources. Similarly in Ethiopia, with an IPF allocation for the fourth cycle of \$82.9 million, the total programmed resource amounts to over \$174 million, thus underscoring the potential of using UNDP's limited resources to help to allocate additional resources both from within the United Nations and from outside.

18. Chad, Angola, Mozambique and Ghana offer very useful examples of the importance of built-in responsiveness to new circumstances in the way UNDP operates.

19. Ninety per cent of the food, fuel and other key imports to land-locked Chad arrive through the Cameroonian port of Douala to begin an overland journey which can take up to 30 days. For years, commodities bound for Chad made their way by rail and truck and finally aboard ferries in order to reach N'Djamena. When drought struck Chad in 1984, a third of the country's population could survive only through large shipments of food aid. Food imports, which amounted to 280,000 tons per year, subjected the ferry lifeline to unprecedented strain. At the request of the Government, UNDP organized an international effort to build a bridge for the relief effort. The Netherlands Government recommended the site and prepared the bridge design. The Federal Republic of Germany provided the necessary material and construction engineers through a UNDP-financed subcontract. The Swiss Government took the responsibility for on-site supervision. The Chadians themselves supplied the building teams and Cameroon provided transit facilities and approach roads. UNDP allocated \$1,070,000 and, through its own Office for Projects Execution, it oversaw project activities from beginning to end. Work on the bridge was started in March 1985 and it was completed in just four months. In addition to saving literally thousands of lives, the bridge will play an important role in opening up long-term development prospects.

20. In Angola, following the cessation of external aggression in the southern part of the country, UNDP initiated, at the request of the Government, a regional development planning project for the economic recovery and development of Angola's southern provinces. The project constitutes a major effort to launch a regional development scheme which will bring about the often difficult transition from relief activities to rehabilitation and long-range development in an area with an estimated population of 1.5 million. The medium- and long-term objectives of the project are to assist in reactivation and stimulation of agricultural production and local industries, the reconstruction of physical infrastructure and the training of a large number of Angolans in the various fields of development activities. The project will assist in the elaboration of a comprehensive development programme for eventual presentation to donors, both bilateral and multilateral. It is anticipated that it will lead to a multi-million dollar investment programme.

21. The agricultural policy of the Government of Mozambique has in the past favoured large-scale, mechanized state farms to produce commercial surpluses mainly for urban consumption. External assistance and national efforts were thus in the past concentrated on commercial crops such as hybrid maize. The continued drought in the country's central and southern regions has brought home the hazards of continued neglect of traditional peasant farming. An important project supported by UNDP and the Food and Agriculture Organization of the United Nations (FAO) has been redesigned in order to focus on peasant farming and the needs of the small farmer. The project has now begun systematically to gather data on traditional farming practices and on the different ecological zones in order to marry what is best in traditional farming practices with improved inputs like selected indigenous maize varieties.

22. In Ghana, in a particular locality in the north of the country, local rice production, which had on the average amounted to 64,000 tons in 1980, fell to 40,000 tons in 1983 because of successive droughts. When the Ghana Seed Company, normally the source of 30 to 40 per cent of the nation's rice seed, found its stock was less than 15 per cent of the 1984 season's requirement, the Government approached UNDP and other donors for assistance. UNDP working with the United States Agency for International Development (USAID), identified a suitable variety in the Philippines and the two organizations managed to have sufficient seed airlifted from the Philippines and distributed to farmers in Ghana. In part because of the better rains in 1985, the rice output in 1985 rose to 64,000 tons.

III. SPECIAL REVIEW OF COUNTRIES WITH LOW RATES OF COMMITMENT AND SLOW IMPLEMENTATION RATES

23. In discussing the performance of UNDP in terms of resource utilization, a distinction must be made between resource commitment to projects on the one hand and implementation rates on the other. The former is to a large extent within the direct sphere of influence of UNDP field offices, but the latter is the result of the interaction among recipient Governments, the executing agencies and UNDP.

24. The continuous programming process, the opportunity to rephase or realign project budgets, provides UNDP with a highly useful instrument continually to adjust budget commitments to evolving realities. As so often happens, slippage in the recruitment of experts (particularly of chief technical advisers), almost inevitably leads to delays in the procurement of equipment (because of the need for technical specifications) which invariably translate themselves into delays in project implementation and therefore delays in disbursement. This leads to the apparent paradox of needing increasing amounts of resource transfers to recipient countries, while at the same time "carrying" unutilized funds.

25. In the course of 1985, following a review of the status of commitments in each of the countries of the region, countries whose commitment levels were not high enough were identified, and the Bureau initiated a number of measures aimed at increasing the levels of commitment. Among these were the country-specific and detailed instructions sent to the resident representatives concerned regarding action to be taken to increase commitments. Second, a mission was sent to 11 countries whose resource management systems and/or levels of commitment were less than satisfactory, with a view to overcoming these problems.

26. As regards the problem of slow rates of implementation, with a view to finding solutions to the problem, a thorough review was made by the Bureau of some 15 countries with low levels of commitment. In addition, detailed reviews were undertaken of individual ongoing projects in the countries identified, in order to specify the constraints to speedy implementation. Further, each of the resident representatives in those countries was requested to indicate major implementation problems. Lastly, a desk study of the implementation rates by country, by agency and by component, was undertaken at headquarters.

27. Armed with this preparatory work, a Bureau mission was sent to six executing agencies, which together account for the implementation of over 70 per cent of Bureau resources. The mission also formed a part of the UNDP-agency consultation launched earlier in the year. The purpose of the

Bureau mission was to agree with the agencies on remedial measures in order to speed up implementation. In the course of the detailed and action-oriented discussions, some 350 projects being executed by the six agencies were reviewed.

28. Among the major courses of action that the agencies agreed needed to be taken, the following are worth highlighting: (a) the need for more frequent in-depth assessments of the major ongoing projects facing implementation problems with a view to agreeing on who should do what and by when (i.e. Government, executing agency and UNDP); (b) the need to scrutinize carefully, on a continual basis, the work plans of the major projects together with their budgets with a view to bringing them into line with each other; (c) the importance of increasing the use of preparatory assistance to permit the launching of project activities on a relatively small scale for what might later develop into large-scale and/or complex projects; this would enable the three parties concerned to have a better feel for a realistic pace of implementation; (d) the need to expedite the recruitment of chief technical advisers, since it would appear that one of the most important factors contributing to the slow rate of project start-up and implementation is the delay in the recruitment of such advisers. One possible solution to such a problem, as discussed by the mission with the agencies, is the use of consultancy services for the specification of equipment even before the arrival of the adviser; and (e) the need for early rephasing of project budgets as soon as slippages are identified, thus avoiding tying up resources.

29. On the side of recipient countries also, a number of factors continued to contribute to the slow pace of project implementation. Among these are the delay in approving projects, in providing clearance to experts, in identifying and releasing in time national candidates for training programmes and in meeting some of the conditions stipulated in project documents like assignment of qualified counterpart staff on time and the timely release of recurrent budgets, etc.

30. Regarding delays in recruitment, Governing Council decision 85/10 strongly urges "recipient Governments to speed up the clearance process of project personnel, and ... to adhere as much as possible to the schedule as agreed in the project document in assigning their own staff to the project." The Regional Bureau for Africa is following this up through its resident representatives.

IV. REVIEW OF THE INTER COUNTRY PROGRAMME

31. During 1985 the regional programme for Africa was subject to a series of evaluations of individual projects and of clusters of projects like the assistance programme to river basins.

32. A desk review carried out in 1985 revealed some significant shortcomings in the design and implementation of the third cycle programme: (a) the resources available for the programme were so thinly spread among so many rather small projects that it was doubtful that these projects would have the required impact by the end of the programming cycle; (b) there seemed to be perhaps an undue emphasis on institution-building without an adequate assessment of the environment within which the projects operated. This over emphasis derives not so much from the fact that such institutions have since been found not to have been needed, but more from the fact that the support received from the beneficiary Governments has not been forthcoming anywhere near the level that would have enabled them to produce appreciable impact; (c) because of the high commitment of resources, during the early years of the third cycle programme, its flexibility was limited, and thus as the African crisis deepened, the programme could not be made as responsive as it might otherwise have been; (d) activities at the subregional and regional levels were not sufficiently linked with parallel ones at the respective national levels in order to maximize the combined impact at the two levels.

33. The review carried out in 1985, together with the series of consultations held with the relevant agencies, has made it clear that the next regional programme should have sharper focus with fewer and more specific objectives clearly aimed at addressing current and long-term African needs; it should support a smaller number of projects with larger size to ensure critical mass and meaningful impact; increasingly move away from institutional support to capacity-building and programme assistance; the necessary links should be deliberately forged and promoted between national level activities on the one hand and subregional and regional ones on the other. A much more integrated multisectoral programme approach must be introduced in order to obtain better results.

34. Preparations for the fourth cycle regional programme were launched in July 1985. The Assistant Administrator and Regional Director for Africa attended the twenty-first session of the OAU Assembly of Heads of State and Government in Addis Ababa, where the main concerns of the African Governments for the immediate future were reiterated. That session provided the basis for subsequent meetings with the Economic Commission for Africa (ECA) and the formulation of an orientation paper, which should guide the preparation for the fourth cycle. The orientation paper has been circulated to resident representatives in the region and through them to African Governments and intergovernmental organizations. The paper was also sent to, and discussed with, the relevant United Nations executing agencies.

V. CO-ORDINATION OF ASSISTANCE

35. UNDP's efforts to strengthen the co-ordination of assistance were intensified during 1985 and these have taken four major forms: (a) the continued refinement of the round-table process and the strengthening of its management; (b) co-ordination of emergency activities related to relief and rehabilitation; (c) continued efforts by resident representatives to co-ordinate assistance; and (d) inter-agency collaboration in specific activities in selected countries.

A. The round-table process

36. Following the endorsement by the Governing Council of the Regional Bureau's efforts to improve the round-table process and because of the continuing interest of African Governments and their donor partners, work has proceeded on further refining the round-table process. The round-table has now become much more effective than in the past as a mechanism for aid co-ordination; as a forum for dialogue on development policies and strategies between donors on the one hand and recipients on the other; and as a means for mobilization of additional resources. (The improvements introduced in the round-table process are dealt with separately in document DP/1986/17.)

B. Emergency aid Co-ordination

37. The activities of the United Nations system as well as of bilateral organizations including non-governmental organizations (NGOs) in the African emergency situation have been extensively covered in the various publications of the Office for Emergency Operations in Africa (OEOA). The special report on the emergency situation in Africa - review of 1985 and 1986 emergency needs put out in January 1986 provides an excellent overview of the situation.

38. OEOA was established in order to assist the Secretary-General "to ensure that all elements directly responsible to him as Secretary-General work together with the highest degree of effectiveness and harmony in bringing to bear their respective competence in assisting the African countries ... severely affected in meeting the emergency situation" (SG/CONF. 2/1, para 3).

39. To enable OEOA to ensure that the emergency needs of the countries affected by drought and famine are met in the most timely manner, a mechanism was established in order (a) to assess needs, (b) to facilitate response by the international community, and (c) to ensure coherent and effective co-ordination.

40. At headquarters, OEOA is being supported by those United Nations organizations which have important responsibilities in respect to emergency matters, i.e. Office of the Director-General for Development and International Economic Co-operation, UNDP, the Office of the United Nations Disaster Relief Co-ordinator (UNDRO), the Office of the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), and the World Food Programme (WFP). It also consults closely with other United Nations organizations, notably FAO, the World Health Organization (WHO), and the World Bank. The Under-Secretary-General for Special Political Questions and the Executive Secretary of ECA take an active part in consultations and other aspects of OEOA's activities as members of its directorate.

41. Similar co-ordinating arrangements are in place in each of the affected African countries to deal with emergency matters. However, even before the establishment of OEOA in December 1984, almost all of the resident co-ordinators in the drought-affected countries had put in place a mechanism for the co-ordination of relief assistance. With the establishment of OEOA, the roles, functions and responsibilities of not only the resident co-ordinators but also those of the United Nations agency representatives with respect to relief and rehabilitation in the affected countries were broadened and formalized.

42. Among the major functions of the Emergency Operations Groups (EOGs) are (a) to undertake overall emergency assistance needs assessment; (b) to co-ordinate relief assistance (food, medical supplies, etc.) and to assist Governments in ensuring that supplies reach those in need (transport, storage, logistical support, etc.); and, (c) to assist Governments to put in place mechanisms to enable them to make a smooth transition from relief to rehabilitation and development activities.

43. The experience with EOGs has been varied. In some cases they have worked very well. In others, there is a clear need for further strengthening EOGs in order to facilitate more effective co-ordination and proper implementation of mutually supportive emergency-related activities and to ensure the linkage of emergency related activities and investments with the medium- and long-term development needs.

44. The case of Botswana is one good example of how United Nations organizations, bilaterals and non-governmental organizations came together to assist the Government in relief and relief-related development activities. Following three consecutive years of drought, the Botswana Government established an interministerial drought committee. Simultaneously with this, the Resident Co-ordinator had established an inter-agency drought relief committee - later renamed EOG after the establishment of OEOA. The Secretary of the Government's Inter-Ministerial Drought Committee, who is a member of EOG, provides a direct and immediate link with the Government.

45. In response to the request of the Botswana Government for increased assistance, some eight United Nations organizations, five Governments, one NGO and three commercial enterprises assisted the Government in its relief programme with a combined contribution of about \$22 million. A total of 16 drought-relief projects with substantial rehabilitation orientation involving eight United Nations organizations became operational with a total contribution of nearly \$15 million. EOG takes an active part in the monitoring and follow-up actions. In co-operation with the Government's Interministerial Committee on Drought and UNICEF, a project has been formulated to assess the impact of various relief efforts. In Angola, Ethiopia, Mali, Mozambique and many other countries, the United Nations co-ordinators, together with other United Nations organizations have taken similar steps in assessing needs, assisting Governments in the co-ordination of relief assistance, and helping Governments to orient or reorient activities and investments undertaken in response to the drought to serve recovery and long-term purposes. Bore-holes drilled, health facilities put in place, storage facilities erected, feeder-roads constructed, trucks purchased etc., all provide opportunities for recovery and development efforts.

46. OEOA, working very closely with the United Nations agencies and UNDP, has demonstrated that if there is a common commitment to a cause, then the various United Nations organizations can work together successfully, co-ordinating their expertise and inputs. The need for continued commitment and for working collaboratively when sub-Saharan Africa reaches the stage of rehabilitation and long-term development is clear. The question is, once the immediate emergency is over, can the system continue to work in unison and in a co-ordinated manner?

C. Resident co-ordinators and the co-ordination of assistance

47. There is general agreement on the need and importance of aid co-ordination. Interest in strengthening mechanisms for aid co-ordination at the country level has gained momentum. However, experience from the field suggests that the growing interest in aid co-ordination has not been matched by commensurate action to permit effective aid co-ordination at the country level. The experience and results have varied from country to country. In those cases where efforts to co-ordinate external assistance effectively have proved relatively successful, they seem to have been dependent more on the personalities involved and the approaches followed, rather than on actual co-ordinating structures or mechanisms.

48. Where the environment for co-ordination is favourable, resident co-ordinators have played important roles in facilitating co-ordination. For example, in Benin, formal meetings are held twice a month between the Government and the major donors in a joint committee chaired by the Minister

of Planning. Participants include France, the Federal Republic of Germany, the European Economic Community (EEC), UNDP, the World Bank, FAO and WFP. The meetings have tended to be limited to problems related to externally assisted projects. However, it is a promising beginning.

49. A pattern that seems to be emerging is that the resident co-ordinators would initiate informal meetings of donors mainly for the exchange of experiences and views. Over time, Governments become directly involved. Meetings may start as *ad hoc*, irregular and informal ones, but they develop into structured co-ordinating mechanisms. In the Gambia, Mali, Zimbabwe, and elsewhere, the initial meetings initiated by the resident co-ordinators involved only donors. In the Gambia regular bi-monthly meetings are now held between the Government and donors, and an interministerial committee for co-ordination has been established. In Mali, the initial co-ordination effort was limited to monthly meetings of some United Nations organizations, namely UNDP, WFP, UNICEF, WHO, the World Bank and the International Monetary Fund (IMF). Following Mali's Round-Table, the Government and donors started meeting on a more regular basis. These meetings are co-chaired by the Government and UNDP, with UNDP also serving as the secretariat. In Zimbabwe, following the Resident Co-ordinator-initiated monthly donor meetings, the Government has started to participate in selected meetings. These meetings are not confined to the exchange of experience only, but also focus on specific issues like absorptive capacity, follow-up to recommendations from the Zimbabwe Conference on Reconstruction and Development (ZIMCORD) Review, etc. Attempts are under way to establish joint Government-donor working groups to examine various development issues like training needs, water resource development, etc. In Sierra Leone, as an outgrowth of the preparations for the Round-Table, a local co-ordination mechanism has been set up in which all major partners from the United Nations system as well as bilaterals participate (United States, Federal Republic of Germany, France, China, United Kingdom, Italy, etc.). Regular sectoral and thematic co-ordination meetings are also held with the participation of Government officials, donors, NGOs and the United Nations agencies.

50. In addition to the types of co-ordinating mechanisms mentioned above in which UNDP assumes a direct role, another set of initiatives revolves around making arrangements, together with host Governments, for major donors to take lead roles and responsibilities for specific activities or sectors. Guinea provides a good example of this. UNDP has taken the lead role in activities related to administrative reform as follow-up to the Interim Programme of Economic Rehabilitation (1985-1987), which itself was undertaken with UNDP assistance; France has taken the lead role in the reform of financial services and banking and the World Bank in economic reform.

51. The ultimate objective of all of these approaches is to strengthen the capabilities of Governments to bring about effective co-ordination of assistance. Thus in an increasing number of countries, UNDP is providing assistance to strengthen the co-ordinating mechanisms of Governments. (Guinea, Guinea-Bissau, Lesotho, Mali, Senegal, Zaire, Zambia, Zimbabwe, etc).

52. Despite the varied attempts by resident co-ordinators and UNDP headquarters to enhance aid co-ordination at the country level, the results have not been commensurate with the effort. At the Global Meeting of Resident Representatives held in October/November 1985 at Copenhagen, the first discussion paper was on aid co-ordination, and the resident representatives made a number of recommendations for action by the Director-General for Development and International Economic Co-operation.

D. Inter-agency collaboration in specific activities

53. In addition to co-ordinating relief and rehabilitation activities, many field offices have taken active roles in facilitating joint programming. The United Republic of Tanzania provides a good example of this. In February 1985 under the auspices of the Joint Consultative Group for Policy (JCGP) composed of UNDP, UNICEF, WFP and the United Nations Fund for Population Activities (UNFPA), an inter-agency mission visited the United Republic of Tanzania to identify projects suitable for inter-agency action. The mission identified nine projects, of which three were agreed to be funded jointly by two or more United Nations organizations: Rural water supply for villages by UNICEF and UNDP (\$685,000); primary health care with UNICEF, UNFPA and UNDP (\$711,000); seed multiplication farm with UNDP, UNICEF and WFP (\$84,000).

54. Further, one outcome of the inter-agency mission was the confirmation that, for UNDP to be able to respond to new opportunities, it needs an unprogrammed reserve in the country IPF. This was brought home to the mission and to the UNDP field office when the mission identified some nine projects that responded to felt needs of communities, not all of which could be financially supported by UNDP. As a result of this experience, the Tanzanian Government, in consultation with UNDP, decided to put aside an unprogrammed reserve of 5 per cent of its annual IPF allocation to cater for future needs of this nature.

55. Through the Administrative Committee on Co-ordination (ACC) Task Force on Rural Development of which UNDP is a member, an ongoing grass roots development programme - Women in health development - which has been receiving limited financial support from the World Health Organization (WHO) and which is carried out in 26 villages in 17 African countries (see paras. 70-72) has been identified as a suitable project for inter-agency collaborative action.

WHO, FAO, the International Labour Organisation (ILO), and UNDP are collaborating in supporting the programme. Their involvement at present is in a very limited number of countries and on a small-scale basis, but the intention is to expand the areas of their collaboration in terms of both geographic coverage and of the scope of activities to be supported as experience is gained, e.g. water supply, storage facilities, marketing, provision of agricultural inputs, health, income-generating activities, etc.

VI. HIGHLIGHTS OF MANAGEMENT ACTION TAKEN IN 1985

A. Guiding principles for the preparation of the fourth cycle programmes

56. Concern for improving the quality and relevance of country programmes and of projects continued to be one of the major preoccupations of the Bureau. In July 1985 a policy paper on guiding principles for the preparation of the fourth cycle programmes was issued by the Bureau. The paper dealt with seven major issues of principle.

(a) The ultimate objective of UNDP assistance. The need to constantly bear in mind the ultimate objective of UNDP assistance in Africa, namely the self-reliance of African Governments and institutions through human resource development and through capacity-building and/or strengthening. Although it is obviously not peculiar to UNDP-supported programmes, one of the major lessons that emerges from an examination of past activities in technical co-operation is the inadequate transfer of technical, managerial and administrative know-how. Thus UNDP-assisted programmes - ongoing as well as new ones - should be subjected to the test that they will lead to increased self-reliance over a defined time-frame;

(b) The country programming process as a framework. A second element that should permeate the preparation of the forthcoming country programmes is the need to make the country programming process (i) a mechanism for identifying overall technical co-operation requirements;^{3/} (ii) a means to construct a framework for the co-ordination of external assistance; and (iii) an opportunity to state explicitly the role of UNDP and of its programme of assistance;

(c) Relevance. The need to have all programmes supported by UNDP satisfy the condition of relevance, i.e. relevance to the identified needs in technical co-operation, continued relevance of all UNDP-supported projects to the stated objectives in the country programme and to the evolving or changing problems of the country concerned;

(d) Quality. The need to ensure high-quality programmes by ensuring clarity and realism of programme/project objectives, by carefully scrutinizing the type, mix and phasing of activities to be undertaken in order to ensure that these are adequate to achieve the objectives; and further, in order to ensure acceptable quality of the end-product, i.e. programme or project, the need for UNDP to take a more activist role than in the past in the project development cycle;

(e) Effectiveness and efficiency. These are functions of several factors, i.e. performance of the executing agencies, of Governments and of UNDP. To enhance effectiveness and efficiency, UNDP's monitoring, including its role in tripartite reviews, in evaluations and in undertaking follow-up actions, will continue to be strengthened;

(f) Responsiveness. In the face of changing technical co-operation requirements and priorities, a major distinguishing feature of UNDP's assistance should be its responsiveness to changing circumstances. Continuous programming provides a valuable tool to ensure responsiveness. In addition, the guiding principles provide for an unprogrammed reserve in the country programme partly to make the programme responsive to evolving needs or problems and partly to be used to assist participatory or grass-roots development projects which, by their nature, cannot be foreseen in terms of needed external assistance;

(g) Concentration. To ensure that UNDP-funded projects produce the maximum impact possible, there is a need to concentrate UNDP resources in certain sectors or subsectors or on a limited number of crucial issues or themes. Such a strategy of concentration would ensure that there is a minimum of resources or critical mass to remove major constraints to development and would bring to an end the tendency to scatter UNDP resources over a large number of sectors, subsectors and activities.

B. National Technical Co-operation Assessments and Programmes

57. Another very major initiative taken by the Bureau has been the institutionalization of the National Technical Co-operation Assessments and Programmes (NATCAPs). The major purposes of the NATCAPs are (a) to help Governments to identify their priorities for technical co-operation needs; (b) to assist them to prepare programmes to meet those needs; (c) to help them to develop policies and programmes for more effective utilization of their own staff; (d) to identify suitable areas for UNDP assistance; and (e) to provide a framework for consultations with donors with a view to evolving a programme of action that can be implemented over a clearly defined time-frame.

58. The UNDP-supported round-table process and the World Bank-initiated Consultative Group meetings have in the main been oriented to policy dialogue and financial assistance. Both arrangements can benefit from the addition of human resource dimension and NATCAPs provide excellent opportunities to ensure considerations of human resource development.

59. Several Governments and over 15 resident co-ordinators have expressed their interest in having NATCAPs as of February 1986. Six countries have had NATCAP exploratory missions as of March 1986. Because of the complexity and time-consuming nature of organizing NATCAPs, the exercise will be limited to a select group of countries in 1986 where the circumstances are favourable for quick action and where practical results can be expected within a relatively short period of time.

60. It has become apparent that concurrently with work on NATCAPs, there is a need for organizing a series of seminars or consultations on the objectives and modalities of NATCAPs with government officials, UNDP field staff and selected organizations of the United Nations, as well as with the World Bank and the African Development Bank (AFDB).

C. New partners in development

61. Until the recent past, UNDP's involvement in activities dealing with the private sector has been limited. A number of initiatives were taken in 1985 to enable the indigenous private sector in sub-Saharan Africa to benefit from technical co-operation provided by UNDP together with other development organizations. Among the major achievements is the agreement between UNDP and the International Finance Corporation (IFC) to establish the Africa Project Development Facility. Among the major objectives of the Facility is the provision of technical and consultancy services to African entrepreneurs who are in a position to make the transition from trading activities to manufacturing, or who need technical assistance when making the transition from cottage or small-scale to medium-scale enterprises. It will also assist entrepreneurs in securing access to sources of equity and loan finance by acting as intermediary. The project is to be financed under a cost-sharing agreement with UNDP (\$2.5 million), IFC (\$2 million), AfDB (\$1 million), and bilateral sources (\$8.5 million).

62. Quite a substantial number of autonomous or semi-autonomous public enterprises or parastatals in many African countries are facing management problems. There is thus a clear need to have a better understanding of the management training needs of such enterprises. An in-depth study, to be co-financed by UNDP and IFC at a total cost of \$200,000, will be initiated in order to collect data on training requirements. This will be done on the basis of preparatory assistance before embarking on a full-scale project.

D. Grass-roots activities and non-governmental organizations

63. There is broad agreement on the desirability of increasing the level of programming of UNDP-assisted activities in support of participatory development at the grass-roots level. There is also considerable evidence that, in doing so, UNDP would benefit from associating non-governmental organizations with this process, since such organizations have had extensive experience in dealing with problems at the grass-roots level.

64. With UNDP support, the Governments of Guinea-Bissau, Rwanda, Togo and Zaire have already convened consultations with NGOs. The meeting in Guinea-Bissau grew out of a recommendation made at the round-table meeting of 1984, and it provided a forum for Government and NGOs to have a better idea of what the various NGOs in the country were doing, the amount of assistance provided, sectors of concentration, etc. For the Government, the meeting provided a good opportunity to explain to NGOs its development plans and priorities, thus enlisting their support.

65. Such meetings can generate several benefits: they provide a means of integrating NGO activities into the overall development planning and execution; they offer a means for involving NGOs in the operation of UNDP-assisted projects; they create a mechanism for better co-ordination among NGOs; and they can help to reveal areas of fruitful co-operation among Governments, non-governmental organizations and UNDP.

66. The World Bank has for some years been organizing NGO consultations in developing countries with sectoral focus, so far on family health and population and education. UNDP will participate in the next meeting to be held at Nairobi on the subject of alternative modes of financing education in Eastern and Southern Africa.

67. UNDP had established several years ago a grass-roots development (micro-project) fund in Mali. By the end of 1985, the fund had been able to provide assistance to over 50 micro-projects in the rural and semi-urban parts of the country.

68. Various resident representatives have been requested to solicit the views of Governments on the establishment of a grass-roots development fund from their IPFs to support participatory development projects. Kenya and Guinea-Bissau have already established such development funds in the amount of \$200,000 and \$500,000 respectively. Senegal has established a similar fund (\$100,000) from non-IPF sources. The United Republic of Tanzania is

considering putting a certain percentage of its IPF aside for grass-roots and participatory projects. Benin has received project preparatory assistance (\$10,000) to assist the Government to prepare a full-scale project. Several other Governments have declared their interest, and the issue will be followed up in 1986. (A model project document for grass-roots development funds has already been prepared).

69. One of the major problems that "micro-projects" or participatory projects funded through such umbrella arrangements face is the inadequacy of UNDP field offices to provide technical backstopping given that the field offices are already overstretched. A project funded from the regional programme will partially overcome this problem through the use of domestic development services and youth organizations. This is an arrangement that has worked very well in the Asia and the Pacific region.

70. UNDP has also actively participated in the work of the Panel on People's Participation comprising ILO (convenor), FAO, WHO, the International Fund for Agricultural Development (IFAD), the World Bank and UNDP. The Panel, which is a subsidiary body of the ACC Task Force on Rural Development, has embarked on an inter-agency collaborative effort to foster grass-roots development in selected countries. UNDP, FAO, ILO and WHO have already made financial contributions to launch an inter-agency-supported participatory development programme on a small scale in selected villages in Senegal, Nigeria and Zimbabwe.

71. The project is an off-shoot of the WHO-supported Women in health development programme (see para. 54). It is probably more accurate to think of the programme as a series of initiatives rather than a project as it is an attempt to begin a process which is not based on the promise of external assistance but on the felt needs of villagers and on the resources that villagers themselves can mobilize.

72. The programme attempts to use village-level women's organizations as entry points for support for whatever activities the groups identify as their major priorities. This can range from village-based health-facilities to day-care centres; from opening schools to initiating income-generating activities. Emphasizing genuine self-help, the programme encourages groups to identify their needs, to formulate plans of action and to mobilize their own resources to tackle whatever problems are within their means to address. The approach attempts to build on existing village-level groupings rather than creating new organizations. The emphasis on self-help and on existing organizations implies minimal external inputs.

73. The inter-agency effort poses, inter alia, two major challenges: first, it is a test of the capacity of various United Nations organizations, together with NGOs, to sustain collaborative effort;

second, it presents a challenge to the ability of the United Nations system, NGOs and the Governments involved to strike a balance between maximum amount of self-help and minimal external input in identifying the felt needs of villages and in meeting those needs. The project formulation mission fielded in February 1985 which visited villages assisted by the Women in Health Development programme found out that the best cases illustrated the great potential that exists for development in indigenous village-level groups. The worst cases exemplified a dependent, unreflecting quest for the accoutrements of "development".

Notes

- 1/ These are reported on separately by the funds.
- 2/ These are further discussed in sect. V and VI.
- 3/ See also paras 56-59 for details on NATCAPs.
