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PROGRAMME PLANNING

Country and intercountry programmes and projects

SECOND COUNTRY PROGRAMME FOR ZIMBABWE\*

<u>Programme period</u>	<u>Actual resources programmed</u>	<u>\$</u>
January 1987-December 1991	IPF for 1987-1991	16 158 000
	Other resources programmed	-
	Total	<u>16 158 000</u>

CONTENTS

	<u>Paragraph</u>	<u>Page</u>
Introduction	1-5	2
<u>Chapter I.</u> DURATION TIMEFRAME AND ANTICIPATED RESOURCES	6	3
II. DEVELOPMENT PERSPECTIVES	7-16	3
III. DEVELOPMENT OBJECTIVES AND UNDP ASSISTANCE	17-24	6
IV. INVESTMENT STRATEGY	25-26	8
V. UTILIZATION OF UNDP ASSISTANCE 1982-1986	27-39	8
VI. UNDP ASSISTANCE 1987-1991	40-58	13
VII. SIGNIFICANT FEATURES OF THE COUNTRY PROGRAMME	59-67	18
<u>Annex:</u> Financial Summary		

\*Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) planned activities of operational funds and programmes under the authority of the Administrator; (e) distribution of new country programme by sector.

### Introduction

1. The Government sees the country programme as a flexible framework for planning the utilization of UNDP resources during a programming cycle. UNDP and United Nations system resources to Zimbabwe are limited in magnitude; they are, however, of critical importance when utilized for catalytic purposes and/or to address needs in areas that the Government considers particularly suited to the special competence and assistance offered by the United Nations system, particularly UNDP.
2. The preparation of the second country programme started in March 1985, when the Resident Representative's note, prepared in consultation with the local representatives of United Nations organizations, was submitted to the Government. A joint working group of Government and UNDP officials was established at the start of the preparations to ensure continuous dialogue and follow-up on the implementation of decisions affecting the preparation of the programme.
3. The preparation was greatly facilitated by two programme reviews of the 1982-1986 country programme held in 1983 and 1984. These two exercises constituted detailed assessments by the Government and UNDP of the relevance and responsiveness of the programme to Zimbabwe's priority needs. They were especially important because the 1982-1986 programme was formulated at a time when the new Government was still preparing its Three-Year Transitional Development Plan and articulating its policies and priority needs.
4. The programme reviews, which resulted in significantly re-orienting the thrust of the first country programme, served as an important basis for the preparation of the 1987-1991 programme. Consultations on the technical assistance requirements of sectoral Ministries were held by the Ministry of Finance, Economic Planning and Development. The Development Co-operation Report - 1985 was also a useful contribution. Even more important, Zimbabwe's First Five-Year Development Plan 1986-1990, which not only determines the overall development framework, but also the national development priorities, has been completed and declared effective at the beginning of 1986. The annual plan for 1986-1987 and the public sector investment programme 1986-1987 also provide a clear framework and guidelines for external assistance and technical programmes.
5. In co-operation with its development partners, Zimbabwe has undertaken several studies which, together with the Five-Year Development Plan, provide sufficient assessment and information on the overall technical assistance requirements of the country. UNDP has assisted in a major study of the utilization of external assistance by Zimbabwe since 1980, while the World Bank has recently completed a report on manpower development requirements.

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UNDP-financed projects for a telecommunication master plan and a manufacturing sector study have also been completed. The various studies and the Five-Year Plan hence make an additional overall assessment exercise on technical assistance requirements in connection with the preparation of the 1987-1991 country programme, unnecessary, if not redundant. However, the Government plans to utilize project identification missions in the concentration areas for UNDP financing for the purpose of formulating and finalizing specific projects. United Nations agency sectoral missions are thus envisaged for the development planning, mining and manufacturing sector, and agriculture and rural development. These missions will be carried out by the United Nations Department of Technical Co-operation for Development (DTCD), the United Nations Industrial Development Organization (UNIDO) and the Food and Agriculture Organization of the United Nations (FAO), respectively. The Government will use IPF resources, if necessary, to carry out these exercises.

#### I. DURATION, TIMEFRAME AND ANTICIPATED RESOURCES

6. The IPF resources available for the 1982-1986 programming cycle amounted to \$US13.3 million and the carry-over from earlier allocations augmented the total resources to \$US16.5 million, practically all of which had been committed at the end of 1985. The 1987-1991 country programme for Zimbabwe coincides with Zimbabwe's First Five-Year Development Plan, which covers the period from 1986-1990. The IPF resources available for 1987-1991 total \$US16.158 million, thus showing an increase of more than 21 per cent over the IPF allocation for 1982-1986. Zimbabwe does not qualify for most of the special UNDP-administered funds such as the Special Measures Fund for the Least Developed Countries, United Nations Sudano-Sahelian Office (UNSO), United Nations Capital Development Fund (UNCDF), and hence no significant resources from these funds are expected. During the 1982-1986 cycle, however, Zimbabwe obtained \$US750,000 from the Emergency Operations Trust Fund and \$US49,050 from the United Nations Fund for Land-Locked Developing Countries.

#### II. DEVELOPMENT PERSPECTIVES

7. Zimbabwe is a newly independent, land-locked, low-income country, which attained independence in April 1980. It has a population of 8.2 million of which 26 per cent live in the urban areas. The latest population growth rate estimate is 3 per cent. At independence, the Government inherited a legacy of extreme inequalities in the distribution of income, land, capital and, indeed, in the social and economic infrastructure and services between the white minority and the black majority. In addition to the problem of a dual economy, the Government also inherited a war-torn economy with most of the economy and social infrastructure in great need of rehabilitation and reconstruction.

8. It was against this background that the Government organized the Zimbabwe Conference on Reconstruction and Development (ZIMCORD) in March 1981. UNDP provided logistic support and the services of a consultant during the preparation for the Conference and also financed the UNDP/United Nations

Conference on Trade and Development (UNCTAD) study, "Zimbabwe: Towards a New Economic Order". The ZIMCORD Conference made possible the mobilization of assistance in the following areas: (a) the repatriation and reintegration of refugees and displaced persons; (b) rehabilitation and reconstruction; (c) resettlement and rural development; and (d) training and technical assistance. A total of \$21,286,666 million was pledged at the Conference for various development programmes and projects. Since ZIMCORD, additional commitments were made, bringing the overall total of external assistance to \$US2.3 billion at the end of 1984. Of this amount, about 57 per cent had been disbursed by December 1984. Of the total commitments, 45 per cent was in grants and the rest in concessional loans. The major sectors receiving assistance were industry, mining, transport, agriculture and forestry, and education. Significant finance has been made available through commodity import programmes primarily to assist the private sector. Donors have continued to sustain support and interest in the Zimbabwe development process.

9. In order to achieve socio-economic development and economic transformation for the benefit of the rural poor, Zimbabwe initiated development planning soon after independence, by preparing, with UNDP support, the Transitional National Development Plan covering the period 1982-1983 and 1984-1985. A shortage of skilled personnel and the inadequacy of statistical information became apparent in the preparatory stage and during the short history of development planning. For these reasons, and also because the country was still in the process of settling to peaceful conditions, the resulting plan was a transitional one, envisaged as a holding operation until the First Five-Year Plan was formulated.

10. During the first two years of independence, 1980-1981, the Zimbabwe economy expanded rapidly as a result of a good rainy season, the lifting of economic sanctions and the end of the war. The buoyant world demand for export goods from Zimbabwe and the favourable international prices led to a significant improvement in the terms of trade. This favourable position and other foreign currency inflows enabled the Government to move ahead with its planned programme on the basis of growth with equity.

11. In 1982-1984, the economic situation took a dramatic and adverse turn as the effects of the international recession caught up with Zimbabwe. One of the consequences was low levels of export earnings: the demand for export goods from Zimbabwe faltered and prices fell on the international markets. At the same time, Zimbabwe was hit by a severe three-year drought. The agricultural sector, which is the major foreign currency earner, was badly affected. The task of balancing the corrective economic measures and implementing the goals and objectives of the Three-Year Transitional Development Plan consequently proved to be very difficult.

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12. The 1984-1985 economic performance has shown signs of good recovery. Because of the favourable 1984-1985 rainy season, the output in the agriculture sector grew by almost 13 per cent. The volume of export sales of most major agricultural crops increased substantially. The mining sector also showed signs of recovery with the total value of mineral production for the period January to April 1985 exceeding by 13 per cent the production levels of the same period in 1984. Despite continued foreign exchange constraints, there were also signs of recovery in the manufacturing sector, indicating the sector's response to improved domestic demand conditions. For the period January to March 1985, the volume of index of manufacturing production rose by more than 9 per cent. If this trend is sustained, it is expected that the real growth in gross domestic product (GDP) would be about 3 per cent to 5 per cent in 1985-1986. It must, however, be cautioned that the present world recovery taking place is still slow and uncertain and any negative changes could have adverse effects on the Zimbabwe economy. Although the balance of payments position improved in 1984 and 1985, the increasing current account deficit and debt burden put Zimbabwe in a fragile position. Substantial international aid is required in support of Zimbabwe's efforts to achieve growth with equity.

13. The implementation of the Three-Year Transitional Development Plan has revealed that the country's needs for investments and for strengthening the capacity to implement projects have greatly increased. Both the planning and delivery systems need to be further enhanced. UNDP assistance will therefore be used more in the future to strengthen the planning capability within the Government.

14. The Five-Year Development Plan indicates that to maintain the pace of development gained so far and to bring about a sustainable transformation of the inherited economic and social structure, a minimum level of resources mobilization in the order of \$Z7 billion is necessary in the form of gross fixed capital formation during the five-year period. Internal resources, including domestic borrowings, are estimated at about \$Z4.9 billion. The balance will have to be sought from commercial financing institutions, multilateral and bilateral sources. The Five-Year Development Plan elaborates objectives in terms of the quantified growth rates, policy criteria, and sectoral goals and priorities.

15. The main considerations that will strictly govern the utilization of external assistance, including that of UNDP in the proposed country programme, will be relevance to, and consistency with, the Five-Year Development Plan.

16. Zimbabwe is an active member of the Organization for African Unity (OAU), the Southern African Development Co-ordination Conference (SADCC); the Preferential Trade Area (PTA) for East and Southern Africa; the United Nations and other international organizations. It is also a signatory of the Lomé Convention and has the portfolio for food security with SADCC. Global and

interregional priorities and themes such as the International Decade for Women and the International Drinking Water Supply and Sanitation Decade (IDWSSD), the International Youth Year and the United Nations Decade for Transportation and Communications in Africa have been, and will continue to be addressed through projects and activities that will enhance their implementation. Various projects on women's participation in development, and the preparation of a master plan for drinking water supply and sanitation have been undertaken in the period 1982-1986.

### III. DEVELOPMENT OBJECTIVES AND UNDP ASSISTANCE

17. The objectives and strategies of the First Five-Year Development Plan, 1986-1990, aim at developing a domestic, egalitarian and socialist society in Zimbabwe. These objectives, which are of a long-term nature, are also tempered by the realism of Zimbabwe's geo-political position and by the results of the Government analysis of past development trends. Briefly stated, the objectives are to: (a) create a national economy and economic expansion; (b) raise the standard of living of the entire population and, in particular, of the peasant population; (c) increase employment opportunities and manpower development; (d) maintain a correct balance between the environment and development; (e) develop science and technology.

#### A. Creation of a national economy and economic expansion

18. The inherited economic structure of Zimbabwe still exhibits the key features of a colonial economy. The main sectors of the economy, such as manufacturing and mining, as well as the financial institutions, are still dominated by foreign capital. During 1980-1983, the total dividends and profits remitted abroad amounted to \$2330 million. This considerably reduced the amount of investable domestic surplus as well as the availability of foreign currency. The Government aims at creating an economy primarily owned and operated by Zimbabweans through state-owned investments, investments by local authorities, co-operatives and private local investments. Foreign investment in the form of joint ventures will be encouraged in specified priority areas of the economy. The successful implementation of this strategy requires external assistance and the proposed country programme should play a catalytic role in this respect, i.e., through pre-investment technical assistance.

#### B. Raising the standard of living of the population

19. The Government intends to raise the general living standards, particularly of the peasant population, both by raising incomes through increased agricultural productivity and output and by extending social and economic services to the rural areas. Through extension services and training, the peasant farmers will gain access to appropriate agricultural

inputs such as improved seeds, fertilizers, pesticides, other chemicals, and modern agricultural equipment. In order to facilitate the marketing of produce, the road network in communal farming areas will be improved. Viable irrigation schemes will be prepared for communal areas. This should also help to increase employment opportunities. Proper land use methods will also be encouraged in order to increase the production of crops and livestock. Industries that produce agricultural inputs will also be given priority in industrial development.

#### C. Increased employment opportunities and manpower development

20. One of the critical issues facing Zimbabwe in the near future is the creation of additional employment opportunities for the growing population. This requires expansion of the economy, primarily in the productive sectors, with emphasis on industries that use labour-intensive techniques and activities that will enhance productive self-employment. During the Plan period, therefore, emphasis will be placed on building a firm foundation for an economy that will serve as a basis for expansion in the intended direction.

21. The creation of employment opportunities needs to be matched with the development of relevant skills among the labour force. Through manpower development programmes, human resources will be productively engaged in employment. To make this possible, the Government will expand the facilities necessary for a well co-ordinated national technical and management training programme.

#### D. Development of science and technology

22. Attainment of the objectives outlined in the Five-Year Development Plan can be enhanced through the development of an indigenous scientific and technological capacity. The major components of this capacity include appropriate scientific and technological personnel, research and development. The Government will follow a co-ordinated approach in the development of these components. Technological advancement would make possible the establishment of an integrated national economy by linking the raw material producing sectors with the manufacturing sector. It will also reduce technological dependence on the outside world.

23. In order to develop and strengthen science and technology, priority will be given to the development of manpower and institutions for science and technology research and development, information collection and dissemination.

#### E. Maintaining a correct balance between the environment and development

24. During the Plan period and the second country programme for Zimbabwe, the Government will aim at maintaining a healthy balance between the environment

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and development. In this connection, the national agencies on natural conservation will be strengthened. Damage has already been done to soils and vegetation in many parts of the country and the Government intends to take corrective measures to prevent further deterioration and to reverse this trend. Attainment of this objective is dependent upon the degree of awareness of the population to environmental issues and their importance in development and in raising the quality of life. To this end, the Government will broaden and intensify the existing programmes on environmental preservations and initiate new ones where necessary. In addition, legislation related to environmental issues will be strengthened to enable the Government to react appropriately to situations that could lead to deterioration and unwarranted depletion of the environment.

#### IV. INVESTMENT STRATEGY

25. The First Five-Year Development Plan is based on an annual average growth of GDP of about 5 per cent. This relatively high average can be attained only if the main sectors of the economy grow significantly and a high level of exports can be maintained. The projected growth in GDP would also help to reverse the declining trend that characterized the period 1982-1984, when the average annual decrease in GDP was about 1.5 per cent, largely as a consequence of the world economic recession and three consecutive years of drought.

26. In order to attain the projected growth rate, the following investment measures will be pursued:

(a) Investment in productive and export-oriented sectors by public and private financing with external resources support;

(b) Investment in import-substitution industries that use locally produced raw materials;

(c) Judicious attraction and application of foreign investment, especially in partnership with local capital, with a view to expanding the productive capacity of the economy and developing Zimbabwe's technological capacity.

#### V. UTILIZATION OF UNDP ASSISTANCE 1982-1986

27. UNDP support throughout the first country programme concentrated on activities which responded to urgent needs of a newly independent nation. Twenty-seven projects were completed at a total value of \$US3.1 million. The most significant ones were assistance in the preparation of the Transitional

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Development Plan; a manpower survey; a training project for senior-and middle-level foreign service staff; a manufacturing sector study; and the preparation of a telecommunication master plan. The Transitional Development Plan and the manpower survey provided the overall framework and data for subsequent development work. The manpower survey, which was executed by the Government, assessed the manpower situation soon after independence. It proved to be an important exercise that has influenced national policies and contributed to the building-up of national capabilities, not only in updating the survey, but for further activities in this complicated area. Over 200 nationals participated during the conduct of the survey. The telecommunication master plan was due for submission to the Government in February 1986, while the report on the manufacturing sector has been accepted by the Government and is being used as a basis for policy decisions in the sector. The rest of the completed projects provided preparatory assistance, short training activities and support for data collection efforts.

28. Other projects started since 1983 are still under implementation, most of them, however, will be completed by the end of 1986 or early 1987. Owing to acute shortages of manpower in air traffic control, meteorological services, public service, forestry and veterinary services, special efforts were made to train, within locally existing institutions, the required manpower to respond to these immediate needs. These projects, upon completion in 1985 and 1986, will have trained altogether 100 foresters and forest rangers, 129 veterinary assistants, 45 air traffic controllers, and 39 weather forecasters. In addition, hundreds have received in-service training in the use of computers, in foreign affairs and in public service areas. Direct training absorbed nearly 40 per cent of the resources, when training activities of all sectors are considered.

29. Shortly after independence in 1980, the Government requested two United Nations volunteers. Since then, nineteen volunteers have assisted in the country's development programmes, with seven arriving to take up assignments in 1982, three in 1983, another three in 1984 and six in 1985. By January 1986, there were eleven serving in different projects. The volunteers are serving in programmes both at operational and middle management levels in diverse fields of statistics and factory inspection, architecture and meteorology, planning and telecommunications, vocational training and human settlements.

30. Five UNDP-financed projects are being implemented with bilateral co-financing. The principal ones are those which the United States, Sweden, Norway, Switzerland and the Commonwealth Secretariat are co-financing in low-income housing, tax reform, veterinary assistant training, resettlement and national household survey capability. Greater efforts will be made by the

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Government and UNDP to enhance this mode of co-operation, which allows complementarity of efforts and resources.

31. In individual sectors, resources were being utilized as follows: general development issues policy and planning - 35 per cent; infrastructure - 14 per cent; agriculture and forestry - 20 per cent; science education and technology - 12 per cent; industry - 7 per cent; trade and finance - 3 per cent; natural resources - 5 per cent; and social equity - 4 per cent. Projects financed under development issues and planning comprise: the preparation of the Transitional Development Plan and the First Five-Year Development Plan; assistance to the Tax Commission; legal drafting; support to the Central Statistical Office in national accounts and household survey; and assistance in aid co-ordination. With respect to infrastructure, UNDP has assisted in the preparation of a telecommunication master plan; the installation and testing of telecommunication equipment; and in a pilot low-income housing project. In the agricultural sector, apart from the training projects in forestry and veterinary services, UNDP assistance went to a pilot project in land resettlement, agricultural engineering and remote sensing. Exploitation of non-metallic minerals and strengthening of the Ministry of Industry and Technology, and various studies in power sector planning and petroleum management, comprise other significant areas of UNDP support.

32. A comprehensive assessment of the impact of UNDP assistance can best be done when most of the ongoing projects have been completed in 1986. However, the annual programme reviews referred to earlier and the tripartite reviews of individual projects show the critical role UNDP plays, especially in training and in the development of overall policies. The specific achievements referred to in paragraphs 27 and 28 illustrate its important contributions. Implementation has generally progressed smoothly, as a result of which not many ongoing projects will continue into 1987. While very good progress in the utilization of UNDP resources has been achieved, in particular since mid-1984, the various reviews have revealed a number of constraints during the implementation of the first country programme of Zimbabwe. The major constraints identified were:

(a) Slow start of programme and initial problems in building the pipeline;

(b) Lack of counterparts and consequent delays in implementation and fulfilment of the objectives of strengthening national capabilities for continuation after completion of projects;

(c) Long delays by United Nations agencies in the recruitment of project personnel and, in some cases, poor backstopping;

(d) Delays on the part of the Government in the selection of candidates submitted by agencies for project personnel;

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(e) Limited Government capacity in project generation; and

(f) Difficulties in determining high priority projects in the face of diverse needs.

33. Significant improvement in coping with these constraints has been attained. To overcome the lack of counterparts, for instance, the Ministry of Finance, Economic Planning and Development, as the co-ordinating ministry, has made it a policy to determine the availability of personnel and finance from sectoral ministries and other recipient Government bodies before it submits requests to UNDP. Most projects now have key counterparts at the start of operations. Frequent meetings of the co-ordinating ministry and UNDP to review and decide on requests, monitor resource utilization and expedite actions have speeded up project generation and implementation.

34. The Government has also, with UNDP assistance, strengthened its capacity to appraise and process projects in the co-ordinating ministry and has improved its information and monitoring system of external assistance. UNDP has, since 1983, been assisting the Government and donors by facilitating dialogue through monthly consultation meetings and by strengthening aid co-ordination and monitoring units of the co-ordinating ministry. A major study within the framework of a UNDP-financed project examined the commitment and disbursement status of the ZIMCORD pledges and the problems faced by both the Government and donors in increasing the absorption of external assistance to Zimbabwe. The study made a number of recommendations relating to the decision-making and monitoring systems in the Ministry of Finance on externally-assisted projects and programmes. Many of these recommendations were accepted and implemented by the Government.

35. In a second phase of this project, assistance was provided to establish a computerized management information system on all external aid programmes in the Ministry of Finance. The implementation of this system, along with related reports giving detailed breakdowns on capital and technical assistance since independence, will be completed during the first half of 1986. A training programme for Government officials on the use of this system will also be conducted during the same period. As a result of the establishment of the information system, the Government will be able to maintain and analyse detailed up-to-date data on all external aid programmes for planning purposes. It is also proposed to extend the management information system to cover the Public Sector Investment Programme (PSIP), which is closely linked to external aid programmes, and will strengthen both the planning and monitoring capacities of the Ministry of Finance. While lesser inputs will be required during the second cycle in the co-ordination of aid, continuity in UNDP assistance will be required to ensure that the systems in place are

functioning smoothly and efficiently. Limited additional assistance is hence likely to be needed to further strengthen the monitoring and implementation capabilities of the Government. An integral part of this assistance will be to develop training programmes to strengthen the capacity of implementing ministries and agencies in the preparation and appraisal of projects. UNDP also financed a study tour to Malaysia, India, Egypt and Indonesia for senior officials responsible for aid co-ordination.

36. The majority of the ongoing UNDP-financed projects are executed by United Nations agencies. Experience in Government execution of projects has been gained primarily through the completed manpower survey. Local consultants have also been used in some projects, the best example of which is the manufacturing sector study, which was carried out mainly by nationals. It is planned to resort on a much greater scale to Government execution and to the use of nationals and national institutions in the implementation process.

37. With the exception of the World Health Organization (WHO), the United Nations Children's Fund (UNICEF) and projects financed from trust funds mobilized through FAO and the International Telecommunication Union (ITU), most of the development activities of the United Nations system in Zimbabwe are financed by UNDP. About fifteen agencies and organizations execute UNDP-financed projects with DTCD, FAO, the United Nations Centre for Human Settlement (UNCHS) and UNIDO as the principal ones and these are likely to continue as the main executing agencies.

38. UNICEF activities in the coming years will centre on child survival and development and immunization. WHO will provide assistance in the strengthening of health services, manpower development in the sector, and health promotion and research.

39. United Nations organizations based in Zimbabwe consult through the Inter-Agency Advisory Committee, apart from the day-to-day consultations that take place between individual agencies. Increased consultations and co-ordination with the World Bank has been possible since the establishment of a World Bank office in Harare in late 1985. The establishment has re-enforced co-operation, and has already made a good start through the sustained exchange of information and complementarity in the financing of projects. A standing sub-committee consisting of programme staff of UNDP, UNICEF, the World Food Programme (WFP), the United Nations Fund for Population Activities (UNFPA) and FAO was established in 1985 to develop and start jointly-financed activities.

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## VI. UNDP ASSISTANCE 1987-1991

40. An integrated approach to development will be diligently sought in order to achieve high economic growth rates, employment and exports expansion. The Government is fully cognizant that the accomplishment of these objectives entails the development of economic and social infrastructure and services. As stated in paragraph 17, the strategy for the attainment of planned objectives includes the development and expansion of specific areas of the economy, especially manpower; development planning; agriculture and rural development; the manufacturing industry; mining and quarrying; and water resources development. UNDP assistance will be focused on these areas without excluding responses to critical needs which will be addressed in other sectors.

41. UNDP is expected to continue to play a catalytic role in contributing to Zimbabwe's developing efforts during the 1987-1991 programming cycle. UNDP resources will thus help the Government to build up and strengthen its capacities to achieve the development objectives in its Five-Year Development Plan. The following will be the main thrust of UNDP technical assistance:

(a) Strengthening existing and newly established institutions such as those for development planning, public service training, the development and management of co-operatives, and for research activities geared to enhance primarily agricultural production by peasant farmers;

(b) Developing human resources through direct training, establishing training programmes, upgrading technical and managerial skills in the sectors identified for UNDP financing;

(c) Contributing to the rehabilitation and expansion of the economy through feasibility and pre-investment studies in productive sectors, particularly in the manufacturing industry and the mining sectors;

(d) Developing sectoral strategies and plans; and

(e) Strengthening the capacity of the Government to co-ordinate and utilize external aid effectively.

### A. Human resources development

42. The Government objectives for manpower development and the development of science and technology in Zimbabwe require an integrated approach of skills training, research, and the strengthening of development institutions. In this regard, human resources development will continue to be the theme which permeates all UNDP-financed activities. The loss of skilled manpower caused by emigration during the liberation war period coupled with the manpower needs of the post-independence development programmes and activities have created a monumental task for the Government.

43. In the development of human resources, UNDP assistance will be utilized through advisory services to the technical ministries and Government departments. Specific training programmes for both technical skills and management will be established in all key ministries and departments of the Government. Training programmes offered to the Government from other bilateral sources will be linked to and co-ordinated with UNDP assistance. Ongoing UNDP-assisted training projects aimed at managerial levels in the Public Service Commission and other training programmes aimed at strengthening institutions such as the Small Enterprise Development Corporation (SEDCO) and the Zimbabwe Development Bank (ZDB) should be completed by early 1987. However, the needs for strengthening institutional capacity and developing training activities will not be fully met and further assistance will be required. Other donors are participating in training for instance through assistance from Canada to SEDCO; from the United Kingdom to the Veterinary Department and the University; from the Federal Republic of Germany to the District Development Fund; and from Sweden to the Ministry of Transport.

44. UNDP assistance will be utilized in meeting needs in the co-ordination, assessment and development of overall manpower policy, and in the development of suitable training programmes at vocational training institutions and technical colleges.

45. UNDP assistance in the development of science and technology will be limited to the strengthening of research capacity at the University, and other relevant Government research institutions through the provision of consultancy services and training programmes for the use and transfer of appropriate technology.

46. Assistance from UNDP for fellowships will be required only in exceptional cases since bilateral services offer extensive fellowship opportunities.

#### B. Strengthening of planning machinery

47. UNDP has provided assistance to the Government of Zimbabwe in the preparation of the Transitional National Development Plan, the First Five-Year Development Plan (1986-1990), and in the preparation of the telecommunication master plan. Further UNDP assistance will be needed to support the Government objective of establishing broad-based planning machinery at central and local levels. In this regard, UNDP assistance will be needed through consultancy and advisory services in the initial period of establishing and developing the Central Planning Agency. The involvement of other donors will continue to be co-ordinated through UNDP support to ensure optimum use of resources.

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48. The planning machinery consists of development committees at the village, ward, district and province levels, and of the planning units of sectoral ministries, the Planning Commission and the Cabinet. UNDP assistance will be utilized in the strengthening of the planning infrastructure at all these levels in such activities as plan formulation, data collection and analysis, the establishment of training programmes, project formulation, implementation and evaluation. Assistance will also be needed to strengthen the planning units in the sectoral ministries, especially in the formulation of sectoral plans and the development of pipeline projects for implementation during the Plan period.

### C. Agriculture and rural development

49. Agriculture accounts for about 15 per cent of the GDP and generates close to 50 per cent of export earnings. It provides a source of income for over 75 per cent of the country's population and accounts for 36 per cent of total wage employment. The dual nature of the Zimbabwean economy is most clearly reflected in the agriculture sector. Some 4,000 highly productive commercial farms produce the bulk of marketed agricultural output. At the other extreme are 800,000 small-scale, mainly subsistence farmers. The years since independence have seen remarkable growth in production and commercialization by the communal farmers, to the extent that in 1985, they produced about 40 per cent of the marketed maize output as compared to 5 per cent in 1980.

50. Under normal circumstances, Zimbabwe produces a surplus of food. Hence, UNDP involvement in the agricultural and rural development sector will be to support the Government objective of raising the standard of living of the people, particularly of the peasant population.

51. UNDP assistance will be required in the following areas:

(a) Extension services and the training of peasant farmers to increase their productivity;

(b) Studies in land-use management for resettlement areas and for the economic development of under-utilized areas such as the Zambezi Valley;

(c) Research into appropriate cropping patterns and suitable seed varieties;

(d) Development and training in the use of appropriate technology for peasant farmers;

(e) Continuation of assistance in training for co-operative management and activities.

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UNDP assistance will facilitate and provide a basis for the involvement of other donors in the above areas.

52. A sizeable proportion (in some areas most) of the agricultural work is carried out by women. Special efforts will therefore be made to ensure their integration and participation in the specific areas identified for this sector.

#### D. Water resource development

53. In an effort to meet the objectives of raising the standard of living and economic expansion through increased agricultural output, the Government has taken far-reaching measures such as the establishment of a National Farm Irrigation Fund to speed up the development of small-scale irrigation schemes, water conservation and the improvement of water supply to communal and resettlement areas. UNDP assistance will be required for the following:

(a) The establishment of training programmes for the extension workers in Agricultural Technical and Extension Services (Agritex) in the area of water resource management;

(b) Research and feasibility studies on the development of water conservation and utilization;

(c) Strengthen Government capacity to prepare potential irrigation projects for funding by the Irrigation Fund.

#### E. Mining and quarrying

54. It is estimated that 85 per cent of the mining sector is currently foreign owned. The Government has the objective, during the Plan period, of creating a national economy by reducing foreign ownership in such strategic areas as mining. In an effort to increase national participation in mining, it established the Zimbabwe Mining Development Corporation to be an instrument for Government participation in this key sector, which contributes about 6 per cent to the GDP. During the period 1980-1984, the development of the sector has been uneven owing to the world economic recession and declining export prices of minerals. In 1983, the output of the sector was 7 per cent lower than in 1980, but in 1984, there was a rise of about 4 per cent.

55. UNDP current assistance is provided for strengthening institutional capacities in the Government departments and agencies responsible for the mining sector and in the exploitation of non-metallic minerals. UNDP involvement in 1987-1991 will be utilized to continue support in strengthening the Department of Geological Survey through the editing of surveys; the Department of Metallurgy through the establishment of a physical metallurgy section; the Ministry of Mines; and the Institute of Mining Research at the University through research and development. To facilitate new investments

and increase State participation in the sector, technical assistance will also be required in the following areas:

- (a) Establishing new gold-roasting and refractory brick plants;
- (b) Carrying out feasibility and pre-investment studies in the areas of gold recovery, and the exploitation of kyanite, tungsten and low sulphur coal and coke.

#### F. Manufacturing industry

56. The manufacturing sector is recognized as the key sector for changing the structure of the Zimbabwe economy, and plays a significant role in attaining the objective of creating a national economy and achieving economic expansion. Between 1980 and 1984, it contributed an average of 24 per cent to gross domestic product at factory cost. In 1984, the sector had a share of almost 55 per cent of the total exports, and provided employment for 16 per cent of the total formal labour force of about 1 million.

57. UNDP assistance has mainly been utilized to strengthen the Government support services in the building up of the advisory consultancy services to SEDCO and in conducting a comprehensive study of the manufacturing sector. Efforts will be made during the Plan period to mobilize domestic and external resources needed to strengthen Government capacity in project identification and preparation, and to formulate rehabilitation programmes. UNDP technical assistance will further be needed for:

- (a) Feasibility and pre-investment studies for the expansion of the fertilizer, textile, pulp and paper and pharmaceutical industries;
- (b) The development and implementation of rehabilitation programme for the Zimbabwe Iron and Steel Company (ZISCO); and
- (c) Local training to cope with the shortage of skilled manpower in the above areas.

#### G. Support in other sectors

58. Needs of other sectors will be addressed in compliance with the following criteria: (a) projects that complement and link with activities identified in the concentration areas; (b) projects designed to develop sectoral plans and strategies; (c) projects which follow up on UNDP-financed studies. It is envisaged that UNDP will provide limited finance in 1987 and 1988 for follow-up activities to completed UNDP-financed projects, namely, to strengthen the newly established Zimbabwe Electricity Supply Authority (ZESA) and the petroleum sector management; to evaluate and apply the lessons learnt in the pilot low-income housing project; and to strengthen SEDCO and ZTDC

(Zimbabwe Tourism Development Corporation). UNDP and UNFPA assistance will also be needed in the implementation of the project Family Health Planning, particularly in the establishment of a data base and the co-ordination of external assistance.

#### VII. SIGNIFICANT FEATURES OF THE COUNTRY PROGRAMME

59. The overall strategy in the use of UNDP resources will continue to focus on human resources development in all sectors and the strengthening of capabilities of national institutions. Training will, as in the 1982-1986 period, continue to be given in institutions in Zimbabwe to ensure relevance and to make use of existing facilities, which will benefit from the strengthening of UNDP inputs. All sectoral allocations include provisions for training in the respective sector.

60. Assistance will concentrate on the strengthening of the planning capacity, agriculture and rural development, mining and quarrying, the manufacturing industry and water resources development.

61. Optimum use will be made of project identification missions and results of assessments of technical assistance needs carried out in connection with the Five-Year Plan and other studies referred to in paragraphs 4 and 5 above.

62. UNDP will continue to play a catalytic role in facilitating follow-up investment through greater support of feasibility and technical studies. It will collaborate especially with the World Bank by financing feasibility studies for World Bank follow-up investment. UNDP has co-operated in the 1982-1986 cycle by financing two studies of the power and petroleum management sectors. UNDP preparatory assistance for the establishment of a network centre for water and sanitation and finance for a baseline survey for a project in district family health services will be provided. The World Bank, which has done the sector and appraisal studies for the latter, is expected to participate in follow-up activities.

63. The Government will make greater use of modalities such as project cost-sharing and co-financing to enhance the complementarity of resources. The Government will enter into project cost-sharing arrangements with UNDP on a case by case basis.

64. With the increase in the number of development programmes the Government has embarked upon, greater use will be made of United Nations volunteers and associate experts to augment available personnel and to facilitate the implementation of projects. Requests have been received from youth centres

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and technical colleges for instructors in vocational training as surveyors, mining engineers, instructors in leatherwork, metal work, etc. Consequently, the United Nations volunteers (UNV) umbrella project of assistance to Zimbabwe has been expanded to accommodate increased demand. A total of 30 volunteers is envisaged for 1987.

65. Projects to promote the participation of women in development have been launched through financing from the United Nations Development Fund for Women (UNDFW) and in co-operation with the United Nations agencies during the first country programming period. It is hoped that resources from the UNDFW and other United Nations organizations will be augmented to expand these activities. Special efforts will be made to enhance greater participation of women by ensuring that special attention is paid to the needs of women and their involvement during the design and formulation of all new projects.

66. The systematic application of the programme and tripartite reviews will be continued. Several project components and services of experts were terminated or not extended in the current cycle based on the findings of the tripartite reviews and evaluations undertaken. Evaluation work will be strengthened during 1986 and in the next programming period.

67. Nearly all the resources made available for 1982-1986 will be spent by the end of 1986. Eleven projects continue beyond 1986, requiring \$US720,000 in 1987. An additional eleven projects have been agreed to start in 1987, claiming \$US3.9 million of the funds from the 1987-1991 cycle. This leaves \$US11.5 million for additional activities to start during the cycle, of which the concentration areas will absorb 85 per cent. Part of the programme reserve of 11 per cent will cover crucial technical assistance needs in other sectors referred to in paragraph 48. The remainder will be a reserve to enable positive response to unforeseen new priorities during the Plan period.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

A. <u>UNDP-administered sources</u>	\$	\$
Third Cycle IPF balance	-	
Fourth Cycle IPF	16 158 000	
Sub-total IPF		16 158 000
Special Measures Fund	-	
Special Programme Resources	-	
Government cost-sharing	-(a)	
Third-party cost-sharing	-(b)	
Operational funds under the authority of the Administrator	-	
UNDP special trust funds	-	
Sub total, UNDP non-IPF funds		-
 B. <u>Other Sources</u>		
Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise	-	
Parallel financing from non-United Nations sources	-	
Sub total, other sources		-
 TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u>16 158 000</u>

II. USE OF RESOURCES

Ongoing projects	716 711	
New project proposals	3 938 300	
Programmed reserve	9 777 540	
Sub-total, programmed resources		14 432 551
Unprogrammed reserve		<u>1 725 449</u>
 TOTAL USE OF RESOURCES		<u>16 158 000</u>

(a) Government has indicated positive interest in continued project cost-sharing for specific areas to be agreed upon.

(b) Possibilities for follow-up financing have been discussed, and initial discussions held with some donors. Third-party cost-sharing will be on a project by project basis.