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SUPPORT

PROGRAMME IMPLEMENTATION

SPECIAL PROGRAMMES OF ASSISTANCE

Role of UNDP in the Implementation of the United Nations Programme
of Action for African Economic Recovery and Development 1986-1990

Summary

The thirty-third session of the Governing Council was convened only a few days after the adoption of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD). Numerous comments were made by members of the Council about UNDP functions in the implementation of the United Nations Programme of Action. This report provides a synopsis of the important UNDP role as of January 1987. An updated report will be presented verbally to the Council at its June 1987 session.

Initially the document describes the UNDP role in, and support of, the institutional arrangements for following up the UN-PAAERD. Thereafter, UNDP functions are described. Categories of activities include: the use of UNDP programme resources; management of special funds earmarked to accelerate and improve implementation of parts of UN-PAAERD; UNDP measures to foster monitoring and reporting on implementation of UN-PAAERD; and a range of special activities to implement particular components of the Programme of Action. This latter section includes discussion of aid co-ordination at the country level; more coherent and effective technical co-operation through implementation of National Technical Co-operation Assessment and Programme (NaTCAP) exercises; strengthening African planning and economic management capacities; fostering private sector and non-governmental organization (NGO) activity; promotion of the integration of women in development; facilitating South-South co-operation (TCDC); challenges in southern Africa. A final section highlights measures UNDP is taking to strengthen co-ordinating, monitoring and reporting on implementation of UN-PAAERD.

UNDP Actions to Support African Efforts

I. INTRODUCTION

1. Internal review and consultations: Following the thirteenth special session of the General Assembly from 26 May-1 June 1986, UNDP management systematically began a review of functions and operations in Africa so as to contribute best to the implementation of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN-PAAERD).
2. The Regional Bureau for Africa (RBA) convened a meeting in Niamey, Niger in July 1986 for all UNDP Resident Representatives serving in the Africa region. The discussions also included participants from the organizations and agencies of the United Nations development system and from African intergovernmental organizations. Two paramount objectives of the consultations were to reach agreement on an action-oriented set of measures which would make the best use of resources entrusted to UNDP and to adopt or improve other measures which would ensure that UNDP, in concert with the United Nations development system and other parts of the international community, plays the fullest supportive role in assisting African Governments to implement UN-PAAERD.
3. Co-ordination with the Secretary-General and the United Nations development system: UNDP is fully involved in the United Nations system follow-up to UN-PAAERD. In this respect, UNDP is working in collaboration with the Secretary-General, the Director-General for Development and International Economic Co-operation, the Executive Secretary of the Economic Commission for Africa (ECA) and the relevant organizations and agencies of the United Nations system.
4. UNDP is a member of the Steering Committee for follow-up of UN-PAAERD, which the Director-General chairs. The UNDP Assistant Administrator, the Director of the Regional Bureau for Africa, was designated by the Secretary-General on 4 September 1986 as the Secretary of the Steering Committee. This institutional linkage helped ensure that UNDP contributes to and is closely associated with the policy and programme decisions taken concerning the implementation of UN-PAAERD. In addition, UNDP has allocated \$300,000 towards the running costs of the Steering Committee.
5. Role of resident co-ordinators/resident representatives: While there is no question that responsibility for implementing UN-PAAERD rests primarily with African Governments, the resident co-ordinators are key focal points for achieving harmonized and effective support from the United Nations development system. The lessons learned from the Emergency Operations Group of the Office for Emergency Operations in Africa (OEOA) and the Resident Co-ordinators' role during the emergency are evident. In this regard, the Director-General has communicated with resident co-ordinators about UN-PAAERD; their co-ordination of United Nations operational activities for development relate to the Programme of Action. Moreover, the resident representatives play the central role at the field level to support the respective Governments and to manage the round table process, NaTCAPS and well co-ordinated technical assistance programmes.

6. Co-ordination with African Governments: To foster a better understanding with African Governments about the respective roles that they expect of the UNDP and the United Nations development system, UNDP, with ECA assistance, organized the Extraordinary Meeting of African Planning Ministers from 13-15 October 1986 in Addis Ababa. Organizations and agencies of the United Nations also participated. The Ministers adopted resolutions which, inter alia, endorsed the elements of the proposed UNDP-financed regional programme; the round table process as the most suitable country-specific follow-up mechanism to UN-PAAERD for those Governments which opt for this process as a co-ordination mechanism and the NaTCAP exercises.

7. The following summarizes conclusions of the Niamey consultations, as well as other important decisions about UNDP actions to support implementation of UN-PAAERD. This initial report will be revised and updated subsequently for review by the UNDP Governing Council at its June 1987 session.

II. UNDP PROGRAMME RESOURCES

8. UNDP resources totalling more than \$1.3 billion will be oriented during the fourth programme cycle (1987-1991) in agreement with the recipient Governments to support the implementation of the priorities and themes of UN-PAAERD. Additional information is presented in the document on the implementation of selected country programmes in Africa (DP/1987/27).

(a) The country programmes will take into account UN-PAAERD in formulating areas for concentrated impact;

(b) The Regional Programme for Sub-Saharan Africa, whose resources total nearly \$200 million, will contain major initiatives which correspond directly to the themes of UN-PAAERD: agricultural development and supporting development activities, human resources development and institutional capacity building. These proposals will be negotiated directly with the African Governments before making final decisions about the use of resources;

(c) Other resources under the responsibility of the UNDP Administrator will be focused on the priority themes in the Programme and harmonized. These associated resources encompass those designated by donors for (i) drought and desertification (the United Nations Sudano-Sahelian Office - UNSO); (ii) small and medium scale capital assistance projects (the United Nations Capital Development Fund - UNCDF); (iii) women's economic development (the United Nations Development Fund for Women - UNIFEM); (iv) science and technology (UNFSSTD); and (v) volunteer assistance (United Nations Volunteers - UNV);

(d) UNDP has the capacity to enlarge its ongoing role as a proven central catalyst for the cost-sharing of development projects and also as a facilitator of other resource mobilization. Cost-sharing through UNDP has approximately tripled since 1983 in the Africa region. The Italian Government has recently directed significant financial assistance through UNDP for programme activity.

III. FOLLOW-UP TO ADDITIONAL PLEDGES AND SPECIAL INTEREST EXPRESSED
AT THE THE SPECIAL SESSION OF THE GENERAL ASSEMBLY

9. UNDP plays a managerial and lead role, at the request of specific donors, to facilitate implementation of special programmes. A prime example is the Netherlands Government pledge of 12.5 million guilders as a special contribution in support of programmes to strengthen public administration and management. An understanding has been reached with the Dutch authorities and these funds will be programmed through UNDP as lead agency, in co-operation with the United Nations Department of Technical Co-operation for Development (DTCD), ECA and possibly with the World Bank. This is discussed in more detail below (see IV. C (24) and (25)).

10. UNDP is prepared to perform a central co-ordinating function and to facilitate the programming of additional funding. An example of the past year demonstrates how UNDP can accelerate ongoing activities by trust funds. In order to reinforce the lead role of UNDP in implementing the round table process, improved with the endorsement of the Council in 1985, UNDP has used the Netherlands Trust Fund. In addition, during December 1986, the French Government signed an agreement with the Administrator establishing a trust fund to strengthen preparations for round table activities, either the conferences or in-country sectoral consultations.

IV. UNDP SPECIAL ACTIVITIES TO IMPLEMENT PARTICULAR COMPONENTS
OF THE PROGRAMME OF ACTION

11. Many of the agreed themes and goals of UN-PAAERD have direct relevance to UNDP activities. These affect both the particular orientation of technical co-operation which UNDP finances and also the special facilitation, co-ordination, and catalytic functions which UNDP carries out.

A. Co-ordination and the round table process

12. Enhancing effectiveness of aid through more concerted and co-ordinated action in Africa is an accepted principle. To make the best use of available resources, several measures are being taken.

13. The round table process for which UNDP serves as lead agency at the request of 18 Sub-Saharan African Governments will continue to be assessed, adapted, strengthened and improved as a vehicle to reach joint agreements and to implement and monitor the Programme of Action. The UNDP-supported process includes consultation and co-ordination with respect to national macro-economic policies, strategies and programme priorities, as well as in-country sectoral and special programme consultations. The round table conference aims at assuring a dialogue and achieving mutually reinforced commitments among principal donors and the African Government concerned for a medium-term plan of action. United Nations organizations and agencies will continue, as appropriate, to play a role in preparations for the consultations and to participate in the relevant sectoral

meetings. The evolution of this process is amplified in the paper submitted to the Governing Council on the Implementation of the Substantial New Programme of Action for LDCs (DP/1987/18)

14. UNDP, by joint agreement with the World Bank, is providing inputs to consultative group meetings with respect to human resources development, economic management and technical assistance priority needs. Such inputs to round table meetings will, of course, also continue to be provided with UNDP assistance.

15. During 1985-1986, UNDP increased its traditional role at the field level to assist in the implementation of General Assembly resolutions on the Special Programme of Economic Assistance. In 1986-1987, 18 countries affected by the resolutions will be given assistance as required to help them formulate a programme for their special needs and to mobilize resources from the international community. As far as possible, these activities will be an integral part of round table or consultative group processes and orient strategies, policies and programmes in accordance with the priorities of UN-PAAERD.

16. UNDP will continue to do its utmost to help African Governments achieve co-ordinated and effective responses in countries affected by emergency situations, and, if so requested, in countries that do not have an effective mechanism for follow-up.

17. Issues pertaining to aid co-ordination in general and to particular activities in the Africa region were discussed at greater length in document DP/1987/WG/WP.4. That report is a follow-up to the Council's High Level Debate in 1985.

B. NaTCAP

18. UN-PAAERD calls for various policies and actions intended to make the best use of national human resources and institutional capacity and to develop the African human resources required to meet priority needs. Also cited in UN-PAAERD is the need to make the best use of resources available for technical co-operation and to improve its effectiveness.

19. In response to these needs, UNDP has conducted the initial phase of NaTCAP exercises at the request of seven African Governments. Several other African Governments have requested UNDP's assistance to launch NaTCAPs, and preliminary planning consultations have determined the terms of reference and date to conduct the initial phase of the process. An Extraordinary Conference of African Ministers, organized jointly by ECA and UNDP in October 1986 formally endorsed the UNDP initiative to support African Governments in conducting NaTCAPs.

20. The experience with NaTCAPs during the present trial period demonstrates that NaTCAP exercises provide African Governments with the means to establish or strengthen their methodology and capacity to plan, co-ordinate, manage and monitor the totality of their technical co-operation, which usually constitutes 20-35 per cent of their Official Development Assistance (ODA) and totals more than \$100 million annually for several African countries. NaTCAPs have helped the

interested Governments build on existing relevant assessments and programming efforts, including in several cases work undertaken by the World Bank, bilateral donors, and United Nations organizations and agencies.

21. Launching NaTCAPs has begun a collaborative rolling process which helps provide African Governments with both a macro-framework and a sectoral or micro-basis for the development of particular institutional capacity and the related technical co-operation. Moreover, the outputs of NaTCAPs have been conceived as a useful input to the round table process and consultative groups, respectively, and act as a framework for improved co-ordination of the totality of technical co-operation activity.

C. Strengthening African government planning and economic management

Capacities

22. Given the priority attached to improving the effectiveness of planning, early in 1986, RBA launched a major exercise jointly with DTCD and with the co-operation of the Bureau for Programme Policy and Evaluation (BPPE). Two complementary in-depth analyses have been made of recent and ongoing planning projects in the Africa region, and a workshop was held in July to assess the conclusions and recommendations. Consolidation and refinement of the proposed improvements are taking place and efforts are being made with DTCD to incorporate the proposals into planning projects for the fourth cycle.

23. This exercise has been conceived as an ongoing process, whose results will be tested and improved in practice. UNDP and DTCD expect to share the initial results in due course with other United Nations agencies and organizations engaged in programming and executing planning projects and to involve interested parties in the iterative process to upgrade the impact of these projects.

24. UNDP, in collaboration with ECA and DTCD, has begun activities to launch a Special Action Programme for Administration and Management in Africa (SAPAM). The initiative for SAPAM grew out of 1986 inter-agency assessments opportunities for improved development co-operation. At the request of the Director-General for Development and International Economic Co-operation, detailed consultations were organized in 1985 and 1986 among UNDP, ECA and DTCD. Inputs were provided by relevant United Nations organizations and agencies, as well as multilateral and bilateral donors. UNDP was designated lead agency.

25. A preliminary work plan for SAPAM has been outlined and action taken at both Headquarters and country levels in Africa to assess and upgrade the state of the art in achieving sustained institutional capacity in administration and management. Additionally, working in concert with NaTCAPs and UNDP country programme exercises, consultations are in progress with nine African Governments for the purpose of applying the lessons to priority projects.

D. Fostering larger private investment and a more effective role of the non-governmental sector

26. In recognition of the growing tendency in Africa to accelerate the development of the private sector and the commitment by Governments in UN-PAAERD and elsewhere to undertake measures to achieve that objective, UNDP has enhanced its own corresponding activities. Several initiatives are being taken, in collaboration with relevant United Nations system organizations and non-governmental organizations, to respond in a coherent manner to the needs of African countries. Activities in the UNDP regional and national programmes are therefore focusing on four themes:

1. Assistance to prepare investment proposals, particularly for small- and medium-scale enterprise;
2. Provision of suitable training and management services;
3. Enhancement of access to a network of appropriate financing institutions;
4. Reduction of legal and environmental constraints to domestic and international investment.

27. Among the major recent achievements is the agreement in May 1986 between UNDP and the International Finance Corporation (IFC) to establish the African Project Development Facility. The objectives of the Facility include 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 being financed under a cost-sharing agreement with UNDP (\$2.5 million), IFC (\$2 million), the African Development Bank (AfDB) (\$1 million), and bilateral sources (who have together contributed about \$10 million). Field work has begun with African Governments and entrepreneurs.

28. With regard to the substantial consequences arising from problems of economic management, UNDP and the Economic Development Institute of the World Bank conducted during 1986 an in-depth assessment of private and public management training requirements that can be most appropriately carried out by African regional and subregional institutions. A follow-up project to provide a core of necessary support to strengthen the capacity and responsiveness of these institutions is anticipated during the fourth cycle. Additionally, UNDP and IFC are planning to fund jointly a manpower development and training programme for African business enterprises.

29. Two examples of collaboration with NGOs illustrate the potential. The Africa Bureau has agreed with the International Development Law Institute based in Italy to organize during 1987 workshops, initially, to be held in a selected number of interested African countries, aimed at identifying strategies to overcome legal barriers to enterprise development and foreign investment. In collaboration with

the Industrial Council for Development, a New York-based NGO, a programme is being launched on a pilot basis in 1987 to assist a small number of Governments to identify measures most relevant to private sector development in a priority sector or subsector and to facilitate investment promotion.

E. Promoting more effective involvement of untapped development resources

30. UN-PAAERD emphasizes several crucial aspects of the development process with which UNDP has been traditionally involved. Major efforts are under way in the Regional Bureau for Africa to enhance the role which each will play during the fourth cycle.

1. Women

(a) Integrating women into UNDP development programmes has become a special focus of many country programming exercises during 1986. Special missions and country-level consultations have been conducted at the request of many Governments; these involve government officials, local NGO groups and United Nations agencies and organizations. UNIFEM is playing a central role with RBA in this process. The surge of interest arises in part from a workshop organized in July 1986 after the special session of the General Assembly. At that meeting, UNIFEM and ECA, with full RBA involvement, developed a strategy of action which is now being implemented.

(b) To accelerate a more effective programme at the regional level, RBA convened a co-ordination meeting in October 1986, bringing together several United Nations system organizations who will probably be project partners with the Bureau in the next years. Sectoral packages were assembled late in 1986 under the technical leadership of the Food and Agriculture Organization of the United Nations (FAO) the World Bank, UNIFEM and others. In addition to country allocations of UNDP resources to assist interested Governments, \$10 million of the RBA programme has been earmarked for these women's projects.

2. NGOs

(a) NGOs are a key element linked to the drive by many African Governments to broaden the role of non-governmental development activity. Several important initiatives have been taken by RBA to change the rather ad hoc manner in which UNDP has been collaborating with African and international NGOs in the region.

(b) First, round table follow-up meetings have been convened exclusively for NGO participation, or with NGO involvement in relevant sectoral consultations, to strengthen the relevance and linkages of their activities, vis-à-vis the medium-term policies and programmes agreed upon during the round table conference.

(c) Second, on a pilot basis, NGOs are becoming associated more closely with the country programme process so as to identify selected opportunities for parallel or co-financing with UNDP. Another aim is to explore at an early stage the potential role of NGOs in executing projects or being associated with the

execution. This practice offers the distinct advantage of integrating grass-roots activity better into priority projects which UNDP will support. RBA is eager in this regard to have the fullest collaboration of United Nations executing agencies.

3. TCDC

(a) South-South co-operation was singled out in UN-PAAERD for greater attention. The potential cost and effectiveness advantages of practicing TCDC are evident. UNDP has long been associated with TCDC and has actively promoted it. However, in this area too, RBA is trying to make great strides in the extent to which intra-African TCDC, as well as interregional TCDC, will be implemented in the coming years. One TCDC example carried out in the past year in collaboration with the World Food Council (WFC) focused on food production, UN-PAAERD's highest priority. The Governments of India and China hosted workshops for African agriculture specialists. Follow-up discussions with those previously involved, as well as with other agriculture officials, are scheduled to be held in Harare in early 1987.

(b) Specific arrangements have been or are being worked out to foster TCDC with individual countries - e.g., Brazil, China, Egypt, India, Tunisia, Turkey. Additionally, the TCDC character of African regional projects financed by UNDP has been given attention as a criteria for project selection and design. Country projects are also continuing to explore feasible opportunities.

(c) RBA has had the fullest collaboration with the TCDC Unit of UNDP. The role and commitment of UNDP agency partners is regarded as equally crucial; RBA hopes that many opportunities for TCDC will be aggressively pursued with their help in order to respond to UN-PAAERD's objectives.

4. Situation in southern Africa

(a) At the request of the Secretary-General and under the guidance of the Under-Secretary-General for Special Political Questions, UNDP has been involved with other United Nations system agencies in preparing an integrated programme of action for a response to the unique situation in southern Africa. This situation has a potentially crucial impact on the ability of the affected countries to implement UN-PAAERD.

(b) High-level meetings have been held internally in the United Nations development system to discuss contingency plans and policy issues. In addition, subgroup meetings have been convened with those agencies which maintain ongoing field activities to examine both programme and administrative operations.

(c) Through the Resident Representatives in southern Africa, UNDP has solicited the views of the African Governments as well as those of the Southern African Development Co-ordination Council (SADCC). It has been tentatively agreed that the UNDP network of field offices would serve as a basic component in a system-wide co-ordination effort that might be needed in the event of a more intensified regional situation. In addition, in recognition of the importance of

the importance of SADCC to the economic co-ordination and development in southern Africa, UNDP regional resources provide assistance to the SADCC programme. During February 1987, UNDP renewed consultations with SADCC to elaborate that action plan further.

V. FOLLOW-UP MONITORING AND REPORTING ON IMPLEMENTATION
OF UN-PAAERD

31. Actions have been launched with respect to developing a data base and information which would permit the African Governments, the donor community and the Secretary-General to monitor implementation of UN-PAAERD. In consultation with the Director-General for Development and International Economic Co-operation and the Steering Committee to follow up UN-PAAERD, UNDP has agreed with the World Bank and ECA to contribute to the monitoring and reporting of progress in implementing the programme. The activities will be funded by a large-scale UNDP project with staff inputs coming from the World Bank. ECA will also play a lead role. Other United Nations bodies such as DTCD, FAO, the United Nations Children's Fund (UNICEF) and the International Labour Organisation (ILO) have a related role in this endeavour. In addition, the African Governments and United Nations organizations and agencies gather data that should be incorporated in an integrated, lowest-cost effort. As a related goal, UNDP and World Bank activity will provide the basis for helping interested African Governments maintain this essential data in the future.
