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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 annual report provides a brief overview of the African situation in 1986, including the consensus to adopt the United Nations Programme of Action for African Economic Recovery and Development 1986-1990, and elaborates how UNDP has responded to the evolving circumstances and needs.

The transition to 45 new country programmes and the intercountry programme in the Africa region has provided a special opportunity to improve the relevance and impact of assistance from the United Nations Development Programme (UNDP). How this opportunity is being exploited is elaborated in narrative and quantitative terms in an overview of the programme during the third cycle and in 1986. The shifts to address economic management, structural adjustment, and rehabilitation of the agriculture sector are highlighted.

The UNDP contribution in Africa is measured well beyond the value of the financial resources under its direct responsibility. UNDP responsiveness to Government requests and the impact of its co-ordination, facilitative and catalytic functions are described. Examples are given of the round-table process and the pilot National Technical Co-operation Assessment and Programmes (NATCAP) exercises.

Highlights of selected programmes are presented to give the Council a picture of UNDP activities at the programme and project level. Featured is a brief overview of the West Africa subregion as well as a selection of noteworthy activities elsewhere. Making best use of all available resources posed a constant challenge; examples of the many successes are cited. Managing the high-impact processes such as round-table meetings, other co-ordination activities and NATCAPs are also yielding demonstrably favourable results. Measures to continue to respond to these responsibilities are briefly sketched.

This report should be read in conjunction with related documentation presented to the Council at its present session, including document DP/1987/20, the twenty-one proposed country programmes, the programme for African national liberation movements (NLMs) recognized by the Organization of African Unity (OAU) and the regional programme for Africa.

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I. INTRODUCTION

1. On the basis of Governing Council decision 81/15 of 27 June 1981 the Administrator has submitted an annual report on programme implementation for each region. The purpose of the reports has been to enable the Council to form an overall picture of progress and trends and to review implementation of selected country programmes. The present document is the report of the past year for the Africa region.
2. This report is in three parts. The first part, an overview of UNDP activities in the region, discusses: (a) the evolving African economic context; (b) the way that programme resources were utilized during the past year, to respond to that context; and (c) other crucial functions UNDP has been playing in the region at the request of African Governments. The second part deals with the implementation of selected country programmes and issues related to the regional programme. The last section discusses internal measures undertaken specifically by the Regional Bureau for Africa (RBA) to improve quality and delivery and overall performance in the fourth cycle.
3. The attention of the Council is drawn to other reports particularly relevant to the Africa region and which provide considerable supplementary information. These documents have been prepared in response to other Council decisions and to give a better appreciation of the totality of UNDP activities in the region. The present report, whilst providing the overview of activities in the region requested by the Council, tries to avoid duplication with the following: The Annual Report of the Administrator for 1986 (DP/1987/12 and addenda); Role of UNDP in the Implementation of the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UN/PAAERD) (DP/1987/20); Implementation of the Substantial New Programme of Action (SNPA) for the Least Developed Countries (LDCs) (DP/1987/18); The report of the Administrator on Assistance to National Liberation Movements (NLMs) (DP/1987/63); Trends and Problems in the Country Programmes (DP/1987/25 and Add.1); Review of programme and project activities (DP/1987/16).
4. Country and intercountry programmes. The present document should also be viewed by the Council together with the five programmes from the Africa region already approved by the Council at its February 1987 session as well as the twenty-one country programmes for the Africa region, the programme for NIMs recognized by the OAU, and the regional programme for Africa, all of which have been submitted for the consideration of the Council at its thirty-fourth session. These twenty-eight programmes represent some \$832 million of indicative planning figure (IPF) resources, or about 70 per cent of UNDP resources allocated to the Africa region for the fourth cycle.

II. OVERVIEW OF UNDP ACTIVITIES IN THE AFRICA REGION

A. African economic context

5. Consensus-building about future directions. A review of UNDP activities in the region and any effort to judge its relevance and impact should be seen in the context of African economic recovery and development. In this respect, the significance must be stressed of the thirteenth special session of the General Assembly, held from 26 May to 1 June 1986, dealing with the critical economic situation in Africa. The session marked a significant stage in moving from a period of problem identification and analysis to a global consensus about future directions and action. During the succeeding months, efforts have been redoubled by African Governments, by elements of the international community and by UNDP. In addition, institutional arrangements have been strengthened or created to foster implementation and to sustain co-ordinated action. UNDP has been invited by the Secretary-General to play a leading role in the Steering Committee for the implementation of the UN-PAAERD, through the appointment of the Director of the Regional Bureau for Africa as the Committee Secretary and through its membership of the Inter-Agency Task Force established by that Committee.

6. External factors with major economic impact. The unprecedented emergency that afflicted the Africa region so severely in 1984 and 1985 has diminished considerably in 1986 but major problems affecting rehabilitation and recovery remain. On the one hand, relief has been provided by the arrival of adequate-to-above-average rains, which produced good harvests in many areas. This permitted most of the population that had been so hard hit throughout the region to redirect attention from a critical battle for survival to the chronic struggle to meet basic human needs. The decade-long decline of food production per capita was reversed in many countries. However, in a few countries, continued low levels of rainfall or instability have contributed to the persistence of the economic and social crisis, e.g., in Angola, Botswana, Mozambique and Ethiopia. Moreover, as a severe additional problem associated with the return of plentiful rains, locust swarms threatened widespread areas in east, west, and southern Africa. These swarms have largely been kept in check by African Governments and intergovernmental organizations with the aid of the Food and Agriculture Organization of the United Nations (FAO), the intensified multi-year, multi-million dollar programmes of the United Nations Development Programme, and other rapid inputs from the international community. Also the continued decline of commodity prices, coupled with an increase in the cost of manufactured articles, exacerbated the situation in many countries that were making enormous efforts to improve their economies.

7. Policy reforms. The past year has also witnessed a remarkable effort to reverse the trend with respect to structural imbalances, weak economic policies and management. African Governments have increasingly acknowledged these matters as a fundamental cause of the longer-term deterioration of production and economic well-being characteristic of large parts of the region. The UN-PAAERD adopted by the General Assembly of the United Nations on 1 June 1986 is based on mutual commitments from donors and the African Governments. In early 1987 it is still premature to assess how well the international community has responded to providing increased official development assistance, which is a pre-condition for achieving

the objectives of the UN-PAAERD. However, some twenty-five Governments in sub-Saharan Africa have for their part formulated adjustment programmes, and even more Governments in the region have formulated and implemented policies, recovery programmes and investment plans which reinforce their efforts to address underlying problems. There will surely be further measures taken or other adjustments adopted as economic policies and programmes are tuned to circumstances and evolving needs. For example, proportionately large debt obligations remain a pressing burden, receiving attention not only from individual Governments but also from the initiative of the United Nations Secretary-General.

8. Institutional capacities to manage change and produce growth. Enormous strains have been placed on African administrative and institutional capacities in order to cope with the demands to accelerate productive activity, rebuild or strengthen crucial infrastructure, revitalize services that meet basic human needs, achieve an excellent return on investment, while also managing reformed economies and adjusted structures. As has been discussed for many years in the Governing Council, the critical limiting factor that acts across sectors, disciplines and economic circumstances is the human dimension. In Africa, this has been reaffirmed by the administration of the recent economic emergency and recovery efforts, just as it is being put to the test by the present challenges. The UN-PAAERD gives considerable prominence to the need to improve the planning, development, mobilization, and utilization of African human resources and the strengthening of institutional capabilities. Measures are gradually but systematically being launched in this direction in more and more countries in the region. UNDP has a central role to play, which is discussed below.

9. The task may become more difficult for many countries, however, before institutional capacities and production performance can be strengthened. Evidence clearly points to the fact that some economic reforms and structural adjustments which have desirable goals for the longer term and are in many instances already generating significant positive results are none the less contributing in the shorter run to lower productivity and diminished capacities in critical economic institutions. For example, policies to curtail fiscal expenditures have not only had a negative effect on services associated with the movement to promote "adjustment with a human face", they have also forced or threatened reductions, at times precipitous, of the public sector and have heightened insecurity. In addition, at a time when the challenges to perform more efficiently and effectively confront civil servants, managers and producers in the public, parastatal and even private sectors, wage freezes, exchange rate and price reforms aimed at laying foundations for future growth have caused significant disincentives and hardship, at least in the near-term. The effectiveness of human resources and institutional capacity have consequently been weakened in many countries in the region. Quite significantly, in some instances the fruits of previous technical assistance and training have been eroded by action as severe as a heightened brain drain.

10. In this context, many African Governments have intensified their review of policies, programmes and other measures which they can take, often in conjunction with multilateral and bilateral aid partners, to lessen the negative impact of what may otherwise be desirable policies and actions on their critical institutional and human resources capacities. Their goal, shared by UNDP, might be articulated as

follows: to achieve structural adjustment and economic reforms while ensuring the maintenance and promotion of efficient, productive institutional capacities. Such a balanced strategy is critical for effective economic management and growth, and required for the progressive satisfaction of human needs.

B. UNDP activities

1. Year of transition

11. In this context of change and transition in Africa, UNDP activities have also been in an important transitional period. Virtually every UNDP-financed programme in sub-Saharan Africa was subjected to a significant, in-depth review in 1985 and/or 1986 and considerable adjustments were made in ongoing projects and programmes. Moreover, forward-looking programming exercises for the fourth cycle have been a dominant activity during the past year. This has given UNDP the opportunity to focus on: (a) limited but potentially crucial areas for technical co-operation; (b) economic and institutional constraints where UNDP-financed assistance, executed by its partners, can make a high impact; and (c) the reoriented priorities of the African countries.

12. The transition can be characterized quantitatively. Approximately three-quarters of the UNDP-financed programmes in Africa and 80 per cent of the IPF resources for the fourth cycle have been formulated by African Governments in collaboration with UNDP and its partners for consideration and approval by the Governing Council between June 1986 and June 1987. In addition, a large proportion of the approximately 2,600 projects operational during 1986 in the Africa region had been scheduled to terminate during the past year. This strategy was intended to liberate resources where justified and to facilitate continuous programming realignments during the programming exercises.

13. One consequence was the predictable slow-down of new project commitments during the last year of the programme cycle. However, such a strategy was coupled with the increased volume of forward-looking project and sectoral evaluations, and programme identification and planning missions. A conscious strategy plan adopted by UNDP and African Governments was to keep sufficient flexibility in the programme until the outline and coherence of the new country programme priorities were determined. By the last quarter of 1986, this temporary, cyclical lull had ended and there were accelerated activities to commit resources to new projects. The managerial aspects of this approach are discussed in later sections of this report.

14. A second consequence of this transitional strategy at the end of the third cycle is substantive. There has been programme consolidation, opportunities exploited to direct assistance to higher priority development constraints, and the adjustment of objectives and activities to enhance the effectiveness of ongoing projects and sectoral programmes. Such UNDP activities and initiatives, carried out in concert with African Governments during the past year have had a distinct, but perhaps modest, immediate impact on programme results achieved during the last year of the third cycle. However, actions taken in 1986 will have the most measurable impact on the programme orientation and results achieved during the fourth cycle.

2. Five central features of UNDP activity

15. Five themes, which characterize UNDP activities, are in accord with the UN-PAAERD, and are carried out at the express wish of African Governments grappling with the ongoing economic crisis. These central themes are reflected in Council decisions 86/27, 85/12, and 84/18, which pinpoint the unique status of UNDP and its varied responsibilities and roles in affecting the economic situation in Africa. These have been discussed in the last two annual reports which the Administrator has submitted to the Council about Implementation of selected country programmes in the Africa Region. It has been emphasized that UNDP functions are not limited to project planning and administration, nor should the UNDP contribution be measured by the volume of resources it makes available. A broader perspective of UNDP assistance reveals the impact achieved by its catalytic, facilitative and co-ordination roles, as reflected in the following themes of activity, each of which is further elaborated and illustrated later in this paper:

(a) **Economic planning and management:** There has been heightened emphasis placed on policy-making, national and sectoral planning, financial and administrative management, statistics, aid management and co-ordination;

(b) **The planning and implementation of structural adjustments and economic reforms:** A variety of interventions, often innovative and flexible, have been launched at the request of African Governments, and in co-ordination with World Bank activities;

(c) **The strengthening of the productive capacity as part of recovery and development strategies:** This is aimed especially at food production and related agriculture sectors;

(d) **The preparation, assistance in the conduct and participation in aid co-ordination and resource mobilization consultations:** This pertains most notably to the round-table process, but also concerns the numerous in-country sectoral, subsectoral and thematic meetings, and UNDP participation in Consultative Group meetings;

(e) **Assistance to interested African Governments in the development of the framework and priorities for more relevant, effective and co-ordinated technical assistance:** This takes place regardless of the source of funding. Such exercises are based on the human resources and institutional capacities required by Governments to implement, inter alia, their development/recovery plans, investment programmes, and economic reforms; they take specifically into account the potential to mobilize, develop and utilize national human resources. This major innovation was achieved through the pilot NATCAP exercises, which were initiated in six countries during 1986. The first phase of six other NATCAPs have also been planned with African Governments with the goal to complete a pilot stage of UNDP development of this approach before the end of 1987.

3. The programmes at the end of the third cycle

16. Before probing the use of resources and other related UNDP-assisted activities in selected programmes, it is worth conveying characteristics of the total programme for the third cycle and presenting an overview as of December 1986. This discussion considers two clusters of characteristics:

(a) Financial parameters: the extent to which full use has been made of financial resources;

(b) Programme and project parameters: how resources have been used, and what have been the trends.

Programmable resources

17. For the third cycle, about \$1.4 billion of programmable resources were available to the African region through UNDP and its associated funds:

(millions of dollars)

Revised IPF for country and regional programmes	975
Special Measures Fund for the Least Developed Countries (SMF/LDC)	42
Special Programme Resources (SPR)	11
Special Industrial Services (SIS), in conjunction with the United Nations Industrial Development Organization (UNIDO)	3
Special Fund for land-locked developing countries	1
Trust funds: for example UNDP Trust Fund for Countries Afflicted by Famine and Malnutrition, Netherlands Trust Fund, UNDP Fund for Assistance to Refugee-related Development Projects in Africa, UNDP Trust Fund to Combat Poverty and Hunger in Africa	79
Cost-sharing by African Governments and third parties	85
<u>Associated funds, inter alia:</u>	
United Nations Capital Development Fund (UNCDF)	
United Nations Sudano-Sahelian Office (UNSO)	
United Nations Development Fund for Women (UNIFEM)	<u>200</u>
Total	<u><u>1 396</u></u>

Commitments to approved projects

18. As of December 1986, approximately \$1.35 billion (or 97 per cent) of the total resources were committed to approved projects for the years 1982-1986. The uncommitted balance of UNDP resources has been carried over and is being programmed in the fourth cycle, and reflected in country programmes when relevant.

Delivery of IPF resources

19. The delivery of IPF resources for the third cycle have continued their rebound since the reduction in the middle of the cycle. At that time, there was a convergence of two major factors: the preoccupation with the critical situation in Africa and the reduction of the IPFs to 55 per cent of their original level.

IPF delivery

(Based on actual expenditures for 1982-1985,
preliminary figure for 1986)

(In millions of dollars)

<u>1982</u>	<u>1983</u>	<u>1984</u>	<u>1985</u>	<u>1986</u>
206	160	144	167	200

The activities in 1984 and 1985 which caused the turnaround in 1985 were discussed at length in reports to the Council at its thirty-third session. The major managerial efforts contributing to the progress registered in 1986 are discussed in section IV below.

Ongoing projects

20. A total of 2,612 projects were being financed during the last year of the third cycle from UNDP core resources (IPF, SMF, SPR, SIS). These projects can be categorized by budgetary size as follows:

Above \$1.0 million	522
\$400,000-999,000	569
\$100,000-399,000	807
Less than \$100,000	<u>714</u>
Total	<u><u>2 612</u></u>

Hence, a substantial majority of UNDP resources were concentrated in large-scale projects. If projects financed by other resources and the trust funds are also included, the total number of projects reaches 3,398. However, some of these

projects were operationally completed by 31 December 1986. Others have been terminated by mutual agreement between UNDP, the agency, and the recipient Government. This ongoing practice of contraction and redistribution of resources is, of course, normal practice; it is especially consistent with the major emphasis of RBA on programmatic approaches and concentration as promulgated in instructions issued to all field offices in the region in 1985 (the RBA programme strategy was discussed at length in document DP/1986/26 presented to the Council at its thirty-third session (1986)).

Cost-sharing

21. Cost-sharing by African Governments to extend the technical co-operation programme with UNDP reflects another clear trend. Programme and project cost-sharing budgets in 1986 swelled to more than \$23 million, or more than double the 1985 actual expenditures. In 1982, at the beginning of the cycle, there were only \$9.3 million in cost-sharing expenditures, reflecting inputs from 14 African Governments and for the regional programme. By contrast, a record 29 Governments in the Africa region committed cost-sharing resources to 1986 budgets for country projects, and nearly \$5 million was contributed to intercountry projects. The largest contributors in this manner to national technical co-operation programmes and projects were Benin, Cameroon, Cote d'Ivoire, Congo, Gabon, Kenya, Madagascar and Nigeria. Third-party cost-sharing has grown only marginally during the last three years, to about \$4 million. However, judging from the present arrangements reflected in several country programmes, such as those of Burundi and Botswana, the prospects look promising for greater employment of this resource mobilization instrument for the fourth cycle.

22. Turning from financial characteristics to programme and project characteristics, the following factors are worthy of note.

Programmes of assistance

23. There were 45 programmes of assistance in the 42 countries in sub-Saharan Africa, including the regional programme and the special programmes of assistance to Namibia and the African NIMs recognized by OAU.

Programme budget structure by component

24. Programme budget structure, in terms of input component, shows a gradual but distinct reduction of expenditure for project personnel from more than three quarters in the first cycle (1972-1976) to less than two thirds of the revised budgets in the third cycle (1982-1986):

Programme budget structure: input component

(As percentage of total expenditures for 1972-1985
and revised budgets for 1986)

	<u>1972-1976</u>	<u>1977-1981</u>	<u>1982-1986</u>
Personnel (including subcontracts)	76.2	67.6	63.8
Training	7.3	9.4	9.7
Equipment	12.7	18.2	18.8
Miscellaneous	<u>3.8</u>	<u>4.8</u>	<u>7.7</u>
Total	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>

25. The decline in total expenditures for personnel, despite the rising cost of expertise, is attributable to less use of long-term foreign advisers, and more short consultancies, national expertise (see below), United Nations Volunteers, etc. The increase in miscellaneous expenditures in the third cycle is explained by several factors, including the pragmatic need to provide more funds for operating costs in view of the severity of the economic crisis and constraints on Government budgets. Expenditure on training has grown slightly faster than the substantial growth of IPFs.

National role in projects

26. There had been an increasing national role in projects. Government execution continued its recent upward surge in the African region. Governments, often with certain services provided by UNDP and specialized agencies, are now a significant executor of projects in Africa. During 1982-1984, an average of \$3.7 million of UNDP-financed assistance was executed by African Governments. This jumped to \$7.9 million in 1985. The budgets for Government-executed projects in 1986 were \$14.9 million as of year end, with final expenditures expected to be somewhat lower. This mode of project execution accounted for 32 projects in 1982, but jumped in 1986 to represent more than 130 projects, representing almost 5 per cent of UNDP-funded projects (or 125 projects) in 30 countries. Of the 10 countries globally with the largest number of Government-executed projects, three are in sub-Saharan Africa. Ethiopia, for several years a model of this modality for effective project implementation, had 21 operational projects as of 1986, and more are foreseen in the next country programme. Mauritius, which had 11 Government-executed projects in 1985, had 13 in 1986. UNDP and Government officials agreed to this mode of execution for 11 projects in Mozambique, 9 in Zimbabwe and 8 in Kenya, all of which were operational in 1986. A parallel trend, reflecting the increasing role of Governments in UNDP-assisted technical co-operation, exists with respect to national project managers and the use of national project expertise. This indigenous human resource component is incorporated either as individuals from the public and private sector, or mobilized through national non-governmental organizations.

Use of United Nations Volunteers

27. Past reports to the Council have noted the importance attached to the use of United Nations Volunteers in UNDP-supported programmes in Africa. Once again, there has been growth in this lower-cost mode of providing project expertise: up nearly 40 per cent in two years. As of December 1986, 597 United Nations Volunteers were serving in sub-Saharan Africa, 53 per cent of the global total of 1,125 volunteers. Every Government in the region but one (Mauritius) has UNDP-financed posts from the United Nations Volunteers (UNV) programme. Of the 10 countries with the largest number of UNV posts at present, 7 are in sub-Saharan Africa. Botswana has 74 UNV posts, Niger has 64, and the Central African Republic has 60. Clearly, the UNV modality is appropriate to the needs for human resource of many countries in the region.

Sectoral allocation within UNDP programmes

28. It is important to examine the sectoral allocation of UNDP resources in the aggregate as well as in the country-specific context, which is described in the many programmes for the Africa region submitted to the Council in 1986-1987. The aggregations described in documents DP/1987/25 and Add.1, Trends and problems in the country programmes with respect to fourth cycle programmes, and comparisons made therein between those future programmes and the third cycle programmes are a function of continuous programming. Fourth cycle trends are also set by initiatives whose origins were determined in the past year or two. The use of UNDP resources normally shifts slowly. However, priorities have been shifting in Africa, most conspicuously in conjunction with economic reform and structural adjustment programmes adopted by nearly three fourths of the Governments in sub-Saharan Africa. African Governments and UNDP have responded accordingly. These changes are manifested in the areas of concentration and the types of projects in the country and regional programmes which have been prepared for Council approval in 1986-1987.

29. However, during the last years of the third cycle, even before the adoption of UN-PAAERD in 1986 and the formulation of the fourth cycle programmes, systematic mid-term and annual reviews of the ongoing programmes provided the basis for adoption of changes which emerged in project budget and expenditure patterns. The changes which began to gestate in 1985-1986 seem to have anticipated the thematic consensus of UN-PAAERD. Some trends are tentative as the time frame is short; in addition, as the African economic emergency diminished in many countries, some former patterns showed signs of returning.

30. Agriculture and food production. Africa's Priority Programmes for Economic Recovery (APPER), embodied in the UN-PAAERD placed considerable emphasis on the food and agriculture sector. UNDP resources supporting activities in crop, livestock, and fisheries production, agriculture support services and forestry grew as a percentage of total expenditures during the five years from an average in 1982-1983 of 31.7 per cent to an average of 35.0 per cent in 1984-1986.

31. These projects were above average in size, reflecting a concentrated programmatic approach; the 35 per cent of resources during the cycle 1982-1986 noted above represented 687 or only 17.7 per cent of projects.

32. Despite the overall growth in this sector, the most significant increase came in agricultural development support services whose percentage of UNDP resources grew steadily by almost 40 per cent from 1982 to 1986. This reflects endeavours to plan and manage the sector and provide extension and outreach services to farmers at the grass-roots level. Another remarkable pattern of UNDP expenditure has been forestry, which nearly doubled from 1982 to 1985 but dropped back significantly in 1986.

33. Economic planning and management. As noted above, UNDP support to this sector took a jump, reflecting the priorities of African Governments to reorient their economies, prepare recovery and development programmes, formulate and manage policy reforms and adjustments, improve aid co-ordination and resource mobilization, generate statistical data for economic management and generally strengthen the rationale and performance of public administration. These core development functions, traditionally second after agriculture in the aggregation of Africa programmes, have attracted increasing UNDP support, particularly in recent years as a result of continuous programme initiatives taken following the emergency situation. As a percentage of total UNDP resources the 1982-1984 average was 13.3 per cent while the 1985-1986 average was 15.5 per cent.

34. Increased allocations to other sectors. Growth has occurred progressively during the period 1982-1986 in a few other subsectors which are given importance in APPER and UN-PAAERD. UNDP inputs, though relatively modest, attained their highest levels in 1986 in refugee-related development projects (as an outgrowth of UNDP efforts and special responsibilities to follow up the International Conference on Assistance to Refugees in Africa (ICARA II), development finance and monetary problems, and development and transfer of technology including Technical Co-operation among Developing Countries (TCDC)).

35. Stable support to industry and employment. Steady proportions of UNDP resources were utilized to support projects in industry (about 9 per cent of the total resources and 13.4 per cent of projects for 1982-1986) and employment (about 6.3 per cent of resources and 5.8 per cent of projects).

36. Transport and communications. This sector is identified in the UN-PAAERD as one of the three sectors in support of agriculture. UNDP-financed assistance to the development of transport by land, air and water has fluctuated from year to year, perhaps because of the nature of the investment-related projects. The overall total shows no trend. Civil aviation development, on the other hand, has tripled between 1984 and 1986, following an equally sharp drop in the prior two years. However, support to postal services and telecommunications show a steady decline from 1982 to 1986.

37. Mineral resources. Exploration and development of mineral resources also steadily declined, by 40 per cent, hitting its low point of 2.7 per cent in 1986, from 3.6 per cent in 1985 and a 1982-1984 average of 4.5 per cent.

38. Education and social sectors. Support to the education sector registered a 30 per cent decline from 1982 to 1985, but a sharp rebound is likely in 1986, mostly attributable to commitments for educational systems, equipment and facilities. Nevertheless, there is a diminishing trend at the end of the third cycle for the proportion of UNDP expenditures on the social sectors.

39. Proportionate reductions. If four sectors which usually relate to longer-term investments in development are combined, postal services, telecommunications, mineral resources and education, there has been a reduction by more than one quarter as a proportion of UNDP resource utilization in Africa, from a 1982-1983 average of 14.9 per cent to a 1985-1986 average of 10.6 per cent.

40. The overall picture that emerges is that at the end of 1986, at the transition point between the third and fourth cycles, UNDP was responding to changing needs. Millions of dollars were slowly being shifted to higher priorities. The programme trends reflect the attention of African Governments collectively and individually to the more immediate concerns which emerged during and after the years of the worst economic crisis, i.e., economic management and planning, and food production, and related aspects of rural development, as noted above. UNDP continuous programming in 1986 and country programmes for the fourth cycle developed in the past year show no abandonment of their traditional medium to long-term development perspectives; however, UNDP resources, like those of other donors, gradually reflect the trade-offs which African Governments confront and which justify some shift of the sectoral and functional orientation of technical co-operation towards overcoming the urgent constraints and thus achieving potentially higher impact in the shorter-term.

Adjustment measures and policy reforms

41. UNDP support to adjustment measures and policy reforms deserves special mention. African Governments have taken such initiatives in this area or have committed themselves in APPER and UN-PAAERD to implement such measures, yet the overall support of UNDP is not transparent either in the aggregates or in the discussion of selected programmes.

42. At the meeting convened in July 1986 of UNDP resident representatives serving in the African region (see below), the UNDP role in assisting African Governments to implement successfully these policies and measures was one of the principal topics of in-depth discussion. A working group gave this theme particular attention, and involved the UNDP Administrator, Associate Administrator, Officer-in-Charge of the Bureau for Programme Policy and Evaluation (BPPE) and the Director of the RBA. The World Bank, International Monetary Fund (IMF) and United Nations agency officials were invited to contribute to the discussion. An approach and concrete conclusions were agreed upon by UNDP officers, and received the endorsement of the non-UNDP participants. UNDP has a well-justified and potentially important role to play at the request of African Governments. If

economic circumstances necessitate adjustment measures and reforms, and if Government is entering into or implementing such programmes and policies with its partners, UNDP-supported technical co-operation can assist.

43. The types of projects, the stage of involvement and the modalities vary greatly from one country to another. In the majority of cases, Governments have requested specific projects of direct relevance to the reform and adjustment process. In many other countries, several UNDP-financed projects have been indirectly related to structural adjustment programmes.

44. Of these projects, the most prevalent are those that aim at strengthening particular institutional capacities which are essential at both the central and sectoral levels for planning and managing such adjustment measures and policies. Other projects aim at the following objectives:

(a) Assisting Governments to carry out the planning and preparatory exercises which precede structural adjustment;

(b) Providing support to Governments in implementing reforms at national and sectoral levels, e.g., reform of public administration;

(c) Strengthening administrative capacities and support services which aim to mitigate the effect of adjustment programmes on the more vulnerable groups of the population;

(d) Providing technical co-operation targeted at high-impact policy related goals, e.g., accelerating agriculture based on new pricing mechanisms, developing industrial production and revenues in the light of the new fiscal plans or policies about the private sector, and promoting trade aimed at reducing balance-of-payment deficits;

(e) Assisting in the negotiations that lead to the adoption of structural adjustment programmes.

In addition, UNDP is collaborating with the World Bank to formulate a regional programme to monitor the social impact of structural adjustments and to assist both the concerned Governments and the donors to identify appropriate responses.

45. These various types of UNDP-backed technical co-operation have been characterized by close co-ordination, considerable innovation and flexibility. One carefully co-ordinated set of UNDP-Bank projects was formulated in Sierra Leone in 1986 in order to strengthen institutional capacity for economic and financial planning and management. Additionally, UNDP programmes in Ghana, Senegal, Zambia and Zaire already reflect this linkage to a significant degree. Some of these UNDP-financed projects are Bank-executed, e.g., the \$1 million project concerning studies on the reform of public enterprises in Zaire. Another example is a UNDP-financed, Bank-executed umbrella project in Mali which provides, inter alia, technical expertise to respond to short-term problems associated with structural adjustment. Specialized agencies are also UNDP partners for projects in the

sectors being affected by reforms and adjustment measures, notably FAO, UNIDO, the United Nations Conference on Trade and Development (UNCTAD) and the Department of Technical Co-operation for Development (DTCD).

III. REVIEW OF COUNTRY PROGRAMMES

46. Past reports to the Council on programme implementation have grouped African programmes, for instance, according to their type of economic condition or constraints, the status of programme implementation, or the type of programme review conducted. At this stage of economic and programme transition, focus is first given to an extensive but very brief overview in one geographically contiguous subregion. Other programmes are then selected in order to report on special features and accomplishments.

A. Highlights in the West Africa subregion

1. Overview of major programme activities

47. The West Africa subregion, from the standpoint of UNDP administration, extends from Mauritania south along the west coast of Africa to Nigeria, and extends across the Sahel from Mauritania to Niger. This area covers 16 country programmes, including all the Sahelian countries except Chad. The combined country IPFs for the third cycle were \$292 million. During the past year, UNDP and the affected Governments took stock of the past impact and lessons, and proceeded to programme the fourth cycle IPFs, totalling \$370 million - an increase of 27 per cent from the third cycle. Programme activities in the subregion, representing two fifths of the countries in the Africa region, also account for a large share of intercountry programme resources available to UNDP.

48. In the great majority of the countries in the subregion, Governments have been either moving into stabilization and structural adjustment programmes or continuing to implement such programmes recently adopted in order to redress their economies. Most Governments have taken drastic austerity measures to cope with the debt and financial problems as well as to restructure their financing pattern both in terms of investment as well as recurring budgetary expenditures. Parallel to the austerity measures, revitalization of the productive sectors has been undertaken through policy reforms and incentives.

49. Early in 1986, a detailed programme of UNDP action was prepared in consultation with individual Governments for the preparation of the main activities of UNDP. Moreover, the work plan for 1986 extended UNDP initiatives and resources at Government request into areas well beyond IPF project administration, as the following examples show:

(a) Country programmes: one country programme, for Mauritania, was finalized, submitted and approved by the Governing Council at its thirty-third session in June 1986; in addition, 10 new country programmes and 4 extensions have been submitted to the Governing Council at its special session in February 1987 and

at its thirty-fourth session (1987). The sixteenth country, Benin, whose programme was approved by the Council in 1984, is scheduled for submission to the Governing Council at its thirty-fifth session (1988);

(b) Round-table process: one round-table conference, for Cape Verde, was completed and included the very successful mobilization of support at the follow-up country review meeting. Three round-table conferences were under intensive preparation during most of 1986: for Niger, Burkina Faso and Sierra Leone. The timing of these donor consultations is to be contingent not only upon Government preparations with UNDP assistance, but also upon the status of negotiations with IMF and the World Bank and upon other circumstances conducive for such a meeting with principal aid partners;

(c) Sectoral follow-up meetings: a number have taken place in five round-table countries in the subregion; others were under preparation to be convened in 1987. These consultations, which had been decided upon as part of the round-table process were between Governments and interested multilateral and bilateral donor partners, non-governmental organizations (NGOs) and United Nations specialized agencies. Examples included:

Benin: consultations proposed in early 1987 in road and civil aviation development, food strategy, and telecommunications;

The Gambia: following the meeting on emergency financial assistance held late in 1985 in the framework of the round-table process, but convened under World Bank leadership, preparations began for sectoral consultations in the agriculture and water sectors to be held in early 1987;

Guinea-Bissau: following an in-country consultation meeting with NGOs late in 1985, a health sector consultation was held in 1986, and preparations were launched for an agriculture and fisheries consultation scheduled for 1987;

Mali: following the December 1985 country review meeting, preparations for consultations in drought and desertification and other sectors were launched late in 1986;

Togo: rural development consultations were convened, as were in-country discussions on infrastructure, the social sectors and human resources.

In addition, special UNDP activities prepared inputs focusing on technical co-operation needs for consultative group meetings which the World Bank convened for Ghana, Senegal, Mauritania and Guinea.

(d) NATCAPs: exploratory and preparatory activities were conducted at the request of seven countries and NATCAP processes were initiated for five of the pilot NATCAP exercises: Mauritania, Guinea, Guinea-Bissau, Sierra Leone and Ghana.

50. The drought emergency, which took a heavy toll in 1983-1985 fortunately did not recur in 1986 in the West Africa subregion. Accordingly, UNDP helped the affected countries to devote greater attention to rehabilitation and development.

At the same time, local co-ordination within the United Nations development system and between donors and the respective Governments was sustained. For example, mechanisms for monitoring the food situation, such as that established in Mali (see below), received renewed UNDP assistance.

Review of country programmes in the West Africa subregion

51. In 1986, two major external reviews were made of country programmes scheduled to terminate. That of Niger was undertaken jointly by UNDP and the Swiss Government. With regard to Mali, consultants recruited and supervised by the UNDP Central Evaluation Office were used. The reviews were made in full co-operation with the Governments concerned.

52. The Mali country programme review focused on two major areas: (a) the degree to which the programme had responded to the development practices and strategies of the Government; (b) the relevance and impact of the programme with regard to institution-building and human resources development. The mission concluded that 50 per cent of the projects, representing 75 per cent of IPF resources, were fully in line with the main priorities. With regard to (b) the report considered that insufficient institution-building and self-reliant capacity was achieved over the third cycle, although major impact in this regard was achieved in water resources development, mineral resources exploration and the livestock marketing board. Causes of the inadequate performance elsewhere included unrealistic project objectives, poor design or implementation, as well as such extenuating circumstances as the drought, and several economic, financial and social crises which impeded the normal realization of reasonable goals. The review made a number of innovative recommendations applicable to the overall programming system as well as specific recommendations for the fourth country programme in Mali.

53. In Benin, a major mid-term review of the ongoing programme was jointly conducted by the Government and the UNDP field office. Relevant agencies were consulted. It helped identify bottle-necks and proposed measures which are being implemented to improve programme relevance. In Guinea-Bissau, a review of the programme by the Government and the UNDP field office followed up an in-depth review undertaken in 1984 following the preparations for the round-table conference. In Guinea-Bissau, Togo, and the Gambia, the round-table conferences and the subsequent sectoral follow-up meetings continue to provide guidance on medium-term action that can be taken by UNDP coherently with other donors. Finally, other less exhaustive reviews were undertaken by Governments and UNDP, often in consultation with United Nations agencies, in those countries which prepared new country programmes in 1986 for approval in 1987.

54. All large-scale projects were routinely reviewed during tripartite annual reviews and further evaluated by external consultants. In all, approximately 81 evaluation, formulation and other review missions were organized in 1986 for the 16 West African countries. Consequently, many adjustments were made in goals, activities and inputs which are reflected in the country programmes, new projects, or new phases of well-justified ongoing projects.

B. Selected highlights of programme activities in West Africa

55. Nigeria. Agreement was reached to phase out some projects and to redesign or approve other new projects to continue a process begun in early 1985, aimed at increasing programme relevance to the national economic situation, exacerbated by the fall of petroleum prices. On the basis of experience assessed in 1986, the Government role is expected to grow in executing projects and use of more national expertise is being planned. Nigeria will expand its own cost-sharing in order to enlarge the scope of the UNDP-supported technical co-operation programme. Successful projects were completed in 1986 in forestry management, inland fisheries development, horticultural research, and the promotion of technology transfer. To facilitate future agriculture projects, an FAO-executed rural sector programming mission was conducted, followed by a UNDP appraisal mission aimed to assist the Government in initiating reform measures in the near future.

56. Togo. Based on growing experience, it was decided that greater use will be made of national expertise and UNVs. At the end of the third cycle, completed projects which usefully achieved their objectives included: an International Telecommunication Union (ITU)-executed master plan for telecommunications development and a UNIDO-executed project to establish an enterprise to produce agricultural tools and equipment.

57. Ghana. As reflected in the new country programme submitted to the Council at its present session, UNDP inputs were progressively concentrated in economic planning and rural development. A planning system was established with UNDP help in early 1985 and continued into 1986; it features a series of coherent and integrated projects at the regional, sectoral and central levels, and incorporates information systems and strengthened capacity in project planning and preparations. The World Bank and bilateral donors are earmarking various capital and technical assistance to these core projects. During 1986, at the request of the Government, a NATCAP preparatory mission was conducted and the first phase of the exercise is planned for 1987. It is expected that recommendations about technical co-operation arising from the NATCAP will be submitted to successive stages of the consultative group for Ghana; the exercise is also expected to address some of the policy issues which arise from the Government structural adjustment programme.

58. Cote d'Ivoire. One major activity launched during 1986 was a programmatic approach to increasing food production and agricultural productivity. Cash crops have registered a tremendous increase in output and revenue during the past decade, but food crops have been relatively neglected in terms of practical research and application to farmers at the grass-roots level through extension services. In co-ordination with other donor inputs, including large capital assistance from the World Bank, and with a group of relevant agricultural research institutions in the Consultative Group for International Agricultural Research (CGIAR) network, the UNDP project will promote the introduction of more appropriate inputs and technology to the farm level and systematically address related constraints for their cost-effective utilization. The catalytic project is expected to commence early in the fourth cycle.

59. Liberia. Programme reviews carried out in 1986 found that an above-average proportion of resources, 69 per cent, was allotted to project personnel. During the year, steps were taken to adjust ongoing projects and to ensure a different mix of inputs in the country programme approved by the Council in February 1987. The country programme itself achieved several successes at the end of the third cycle, notably the completion of a cluster of projects to strengthen institutional capacity:

(a) Self-help village development committees became operational in 60 rural communities which carry out identification, planning and implementation of micro-projects at the grass-roots level;

(b) Improved capabilities and procedures for data collection and statistical analysis were introduced in the Ministry of Planning and Economic Affairs;

(c) Technical and financial assistance was provided to more than 50 small-scale enterprises by means of an extension services unit.

60. Sierra Leone. Highlights of the past year include the preparation of the round-table conference, preliminary steps for the country programme exercise, and the decision to initiate a NATCAP exercise which will provide a more coherent and systematic input to the round-table conference and its expected follow-up in the agricultural sector. In addition, UNDP provided technical assistance in the preparation of a structural adjustment programme, and is co-ordinating its support for core economic ministries with World Bank technical assistance.

61. Guinea. UNDP continued to support Government efforts to stabilize and reform the economy, in close co-operation with other major donors. In intensive programming activity during the past year, the main thrusts of future technical co-operation were determined, as conveyed in the country programme before the Council. Focus is given to (a) reform of public administration, liberalization and decentralization of the economy and (b) integrated rural development. It was decided to make greater use of NGOs and subcontracting arrangements. Parallel to these efforts, UNDP has taken the first steps to assist the Government in launching a NATCAP exercise closely linked to public administration reform and to the World Bank consultative group mechanism.

62. Guinea-Bissau. During 1986, UNDP-financed assistance, as well as the country programming exercises focused increasingly on economic management and planning, relevant to Government efforts to stabilize the economy. Co-operation has been close with IMF, the World Bank and 10 other major donors, in part through the active programme of in-country donor consultations held in the framework of the round-table process. In addition, a NATCAP exercise, endorsed during the 1985 round-table conference, has been launched with two notable features: important involvement of a national institution as executor of major preliminary studies and the close collaboration with the European Economic Community (EEC), which has undertaken assessments of human resources and training closely related to the NATCAP.

63. The Gambia. Several successful projects were completed, which:

(a) Strengthened the institutional performance of a planning, programming and monitoring unit for the agriculture sector;

(b) Completed construction of 50 seed-storage units through the grass-roots participation of villagers; the project employed resources from the Emergency Operation Trust Fund (EOTF) in conjunction with the World Food Programme (WFP) and was such an effective approach that modest additional UNDP resources were allotted to a second phase;

(c) Returned the Gambian Telecommunications Company to financial solvency;

(d) Completed technical support to an indigenous business advisory services unit. Support was also provided to prepare for in-country agriculture and water resources consultations to be held during 1987 in the framework of the round-table process.

64. Senegal. Focus was placed increasingly during 1986 on directing support to help the Government implement adjustment measures and reforms, as reflected in the new country programme. Additionally, at the project level, highlights included assistance to prepare a pre-investment master plan for the development of the left bank of the Senegal River in order to use the water resources which have become available from recently completed dams. Another achievement is a catalytic UNDP/ILO/UNCDF programme of assistance to strengthen women's groups at the village level: nearly 500 villages have been affected and more than 2,000 individuals have received technical, managerial or artisanal training.

65. Mauritania. The Government requested assistance to carry out a NATCAP exercise and preliminary discussions have taken place. The country programme, among the first to be approved by the Council for the fourth cycle, has moved to the stage of implementation.

66. Cape Verde. The preparations and highly successful implementation of the round-table conference and country review, carried out in the improved round-table format, were the highlight of the catalytic role of UNDP in Cape Verde during the past year. The round-table conference facilitated agreement on a medium-term strategy and sparked declarations of financial commitment totalling approximately \$300 million, an amount that is adequate to meet external financial requirements for the three-year investment plan; the round-table conference also served as a framework for the fourth country programme.

67. Mali. As reported above, a major review of the country programme took place in 1986. Also, follow-up measures to the December 1985 round-table conference accelerated late in 1986 with a series of in-country consultations beginning early in 1987; it is noteworthy that a sixth such consultation is now foreseen to improve co-ordination in support of grass-roots initiatives. Consistent with the policy discussions and reforms, and the agriculture sectoral emphasis given at the UNDP-supported round-table conference, UNDP has been assisting the Government in the preparation of important studies for a structural adjustment programme. In

addition, a major new UNDP project of assistance is being implemented to help the National Committee to Assist Victims of Drought take preventive measures (e.g., to build up strategic stocks and forecast crop production) and distribute food supplies so that famine can be avoided in the event of drought.

68. Burkina Faso. UNDP has provided extensive assistance to the Government to prepare the five-year development plan and investment programme presented on a preliminary basis to the donor community in anticipation of the round-table conference planned for 1987. These activities have also helped shape the UNDP programme of assistance.

69. Niger. In response to the Government request in 1986, preparations are advancing for a round-table conference to mobilize support for new stabilization, rehabilitation and longer-term development efforts. UNDP is also assisting the Government to prepare a three-year development plan which will extend beyond the shorter-term structural adjustments. Both these major initiatives are being carried out in particularly close co-ordination with the World Bank.

C. Other selected programme highlights

70. Mozambique. The UNDP programme underwent intensive review so it could closely reflect the changing economic circumstances of the country and the Government adoption of new strategies and a rehabilitation plan. This is demonstrated in the proposed country programme, and the many new projects that were under preparation or launched during the past year. To accomplish this, an extensive, well co-ordinated series of sectoral survey missions were funded by UNDP. Participation in the missions included most major United Nations agencies, the World Bank, the African Development Bank (AfDB), and a Brazilian agricultural institute. As one example of the impact achieved, the water sector survey led to a successful donor consultation which contributed to meeting the most urgent requirements. In 1986, the Government also requested UNDP assistance to support core Economic Ministries, including the new Ministry of Co-operation. This is significant because it is the first time that the Government has invited an aid partner to provide assistance directly to these policy-making and economic-management units. In addition, a NATCAP exercise was planned in 1986 and will commence in 1987. Finally, the Government continued to request UNDP to play a central role and to take joint initiatives to facilitate the co-ordination of emergency and development activities. As testimony to this function, the Resident Representative/Resident Co-ordinator was designated the United Nations Special Co-ordinator for Humanitarian Assistance by the Secretary-General.

71. Botswana. At the request of the Government, UNDP has become the lead agency in a number of successful aid co-ordination activities, e.g., integrated drought-relief assistance, assessment of the socio-economic impact of drought relief and identification of areas of co-operation between UNDP and selected NGOs. Probably the best example of successful inter-agency project planning and integrated project implementation in Botswana is the food distribution network of the Government, which is assisted by six United Nations organizations (UNDP, FAO, WFP, UNCDF, UNV, the World Bank), who co-operated with the Botswana authorities in

food logistics, transport management, storage construction, nutrition surveillance and training. At the request of the Government, UNDP, UNICEF and the World Health Organization (WHO) jointly conducted an assessment of drought relief in Botswana. This has been instrumental in improving operations of regular food aid programmes as well as contingency planning. One example of a successful project completed in 1986 was Assistance to the Botswana Institute of Administration and Commerce. During the six-year UNDP/ILO project, which represented \$1.9 million in assistance, the project created a largely self-reliant institution, the first of its kind in Botswana, and produced nearly 500 graduates who were absorbed without difficulty into the Botswana job market. During the third cycle, Botswana made increasing use of United Nations Volunteers in health, teaching, mechanics, rural sanitation, housing, food management, etc. With 46 volunteers in place at the end of 1986 and 73 posts established as the fourth cycle began, this trend will continue.

72. Zambia. In addition to the routine tripartite reviews and evaluations, a major external assessment of the third country programme was conducted and its findings endorsed by the Government. To provide orientation in a coherent manner for further programmes financed by UNDP and other donors, a NATCAP exercise was undertaken in 1986. The report of the exercise put in proper perspective the role of technical co-operation and its linkage to the economic restructuring efforts of Zambia. The report also outlined the technical co-operation requirements of Zambia by sector over the short, the medium and long term and substantiated the crucial role of human resource development and capacity building/institution strengthening in the mid to long term. At its December 1986 meeting, the Consultative Group endorsed the findings and recommendations of the NATCAP report. It is now envisaged that following internal consultations, the Government will issue a White Paper based on the NATCAP report, which delineated guidelines to manage overall technical co-operation requirements. Towards the end of the third country programme, ongoing projects which were not related to the Government economic restructuring efforts were terminated and new ones, with direct relevance to the emerging situation in the country, were introduced. In addition, the following are illustrative of successfully completed projects, from the viewpoint of both UNDP and the Government, since further investment follow-up has been generated by other donors, as indicated: Oil Seeds Development (AfDB); Coffee Production (World Bank); Fish Culture Development (Sweden, Netherlands, FAO); and Civil Aviation Training (EEC).

73. Uganda. In the context of changing circumstances, UNDP achieved several measures during the past year that will be more responsive and relevant to the needs of the country. UNDP assisted the Government in setting up a task force for the formulation of an emergency-rehabilitation programme. UNDP financed and provided expertise with the United Nations Secretariat to help formulate a special economic assistance programme, which was presented, inter alia, to locally based donors and to the General Assembly. UNDP responded to the post-war emergency by quickly approving a number of rehabilitation projects, and started preparatory assistance for the formulation of others, e.g., trypanosomiasis control in the resettlement areas of returning refugees, the rehabilitation of district hospitals and feeder roads, labour intensive infrastructure programmes and the resumption, updating and expanding of selected faculties at Makerere University.

74. Innovative technical co-operation which involved UNDP support to Uganda and its neighbours, Kenya and Tanzania, was completed successfully in 1986. Following the dissolution of the East African Community (EAC) in 1977, UNDP was requested to support a regional project (RAF/77/039), with Government cost-sharing, for the purpose of helping the partner States reach agreement about the division of assets and liabilities of EAC. The project was extended during the third cycle by contributions of the three national IPFs in order to complete the complex arrangements. This project achieved its objectives, and the Minister's recommendations having been agreed upon in meetings with top Government officials, have to a large extent, already been implemented.

75. Ethiopia. The new country programme was approved by the Council in 1986 and work accelerated as scheduled to approve and implement the new projects in line with the themes for concentration. Special note is made of the significant catalytic role that is being played by the UNDP/FAO-supported soil and water conservation project, which enables the Government to determine natural capacities and strategies to rehabilitate agricultural land, especially in the highlands, so that farmers can resume viable production. Activities by WFP, and investment by bilateral donors has leveraged inputs 20-30 times the value of UNDP core funding. Two activities are indicative of the human resources focus in UNDP co-operation with Ethiopia. First, more than one-quarter of UNDP-financed projects are Government-executed, and the vast majority of United Nations agency-executed projects are managed by national project co-ordinators. Second, in support of further efforts to upgrade national skills, a large UNDP/ILO-assisted project is achieving its targets to expand the application of modern management and cost efficiency into public sector activities in agriculture, industry and public administration.

76. Chad. The second round-table conference for Chad, held in December 1985, led to productive follow-up action in 1986 in sectors of special importance to the economic future of the country. A rapidly fielded UNDP-financed, World Bank-executed fact-finding mission to examine the cotton industry, the main foreign exchange earner of Chad, led to World Bank emergency credit and other support to deal with the more immediate needs of the industry following a sharp decline in cotton prices. Later, project-oriented sectoral consultations for agriculture, forestry, and livestock, held in N'Djamena in early December 1986, with 110 participants, resulted in donors pledging support to cover at least 75 per cent of the total request of the Government, and additional consultations are scheduled to deal with the balance of the project list. FAO, through a UNDP-financed project, worked with the Government to assist in the preparation of conference documentation. A sectoral consultation in transportation is being organized for 1987.

77. On the project level, two highlights are noteworthy. First, with cost-sharing provided by contributions channelled through the NGOs, USA for Africa and Live-aid/Band-aid, a second vital bridge, the 100-metre long "Music Bridge" between Chad and Cameroon, was constructed under the leadership of the UNDP Office for Projects Execution. Other donors have also participated in these projects. Second, field work pressed forward under OPE's lead using the \$55 million trust fund financed by the Italian Government. The integrated rural development project

in the Lake Chad region focuses on three components: road construction, water exploration and other rural infrastructure including grain storage and housing.

78. Zaire. A programme evaluation in March-April, in preparation for the 1987-1991 country programming exercise, noted the increasing alignment of UNDP activities with the priority concerns of the Government in economic management and adjustment. Decisions were taken designed to concentrate UNDP inputs in the next country programme in support of a limited number of objectives central to structural adjustment: economic planning and management, rehabilitation of agricultural and industrial production, social development, and selected aspects of transport and communications. A substantial degree of integration of the United Nations system activities is foreseen, notably in the health and water supply sectors. Another noteworthy initiative was the greatly increased recourse to national expertise within projects. Support for improved aid co-ordination continued to be the focus of an IPF project, which prepared an initial assessment of technical co-operation in Zaire that the UNDP delegation presented to the Zaire Consultative Group in April 1986.

79. Lesotho. In addition to the programme review and preparation which were central to UNDP activity during 1986, steps were taken to improve co-ordination and make better use of foreign assistance. With UNDP initiative and support, a Food Aid Co-ordinating Committee composed of donors and government officials was established to monitor and guide the utilization of food aid against the background of emergency operations and the need for contingency capabilities. In addition, UNDP took initiatives, with the co-operation of NGOs, to enhance Government co-ordination among various volunteer organizations with a view to strengthening their role in priority development projects. UNDP also assisted in the assessment of contingencies pertaining to the possible repatriation of miners working outside Lesotho, and to identify employment-generating strategies. As a follow-up, within the ongoing round-table process, a donor consultation is planned during the second quarter of 1987 to focus on employment creation and rural development programmes. Finally, another highlight of 1986 was the successful completion of a \$2 million project to determine the feasibility of, and prepare for investment in, the Lesotho Highlands Water Scheme. With few natural resources and limited prospects to generate foreign exchange, hopes had been pinned on the sale of water; the contract was signed to export water in October 1986. Co-financing for the engineering stage is to follow, under the World Bank International Development Association (IDA) leadership; inputs are expected from EEC, at least three bilateral donors, and UNDP.

D. The regional programme in sub-Saharan Africa

80. The intercountry programme was also characterized during the past year by intensive reviews, sectoral planning exercises and the formulation of the programme for the fourth cycle in line with UN-PAAERD and APPER. Three major themes of concentration were selected with the close collaboration of the Economic Commission for Africa (ECA), and elaborated in extensive consultations with African Ministers of Planning, United Nations organizations and agencies, international financing institutions, intergovernmental organizations and NGOs. In the course of the exercise, UNDP also reviewed in depth 23 of the most significant projects

operational in the third cycle, and took steps during 1986 to phase out projects which had successfully met their objectives or were regarded of lower priority in adhering to the programmatic approach so widely endorsed for the next cycle. These measures taken during 1986, and the themes and particular features of the regional programme 1987-1991 are detailed in DP/RAF/3, which is presented for the consideration of the Council at its current session.

IV. MANAGEMENT ACTIONS TO IMPROVE PROGRAMME PERFORMANCE AND INTERNAL ADMINISTRATION

A. Action at the country level

81. The principal UNDP actions at the country level to improve performance and programme impact have been illustrated in preceding sections. The ongoing process to monitor and review, improve co-ordination, reorient programmes, enhance cost-effectiveness, and cut back or phase out projects were a central UNDP managerial preoccupation during this transitional year throughout the region. Each country and Resident Representative utilized programme management tools adapted to the particular circumstances and opportunities.

82. Also prevalent were initiatives to extend the contribution of UNDP beyond the programme in order to achieve a more coherent set of responses to the prime economic problems of Africa. This field-level activity grew progressively as an outgrowth of RBA initiatives, started at cluster meetings of Resident Representatives in 1984, and followed through in 1985 and 1986 in consultations and instructions. At the requests of Governments, round-table activities and other co-ordination mechanisms were reinforced and field offices also took on increasing management functions to guide and backstop the pilot NATCAPs.

83. With the goal of sustaining the growth rate of programme delivery achieved since 1985, careful monitoring was conducted, reporting to headquarters made more detailed, and frequent initiatives taken to build project pipelines, field specialized expertise using the Project Development Facility and undertake sectoral programming missions and preparatory assistance to keep the pace high or to clear bottle-necks in the design and approval process.

B. Action at headquarters

84. The pursuit for effective resources management and high quality projects has also been a main theme of programme management at the headquarters level. On the one hand, peak budgets were set for each year which, at an implementation rate calculated on past experience, would result in delivery at the desired expenditure level. These regional budget and expenditure targets were in turn translated into country specific targets. To ensure a smooth budget growth over the years, interim budget targets were established for each quarter.

85. To monitor the progress, RBA designated a task force for delivery which regularly monitored the status of budget build-up and pipeline development at

country and project levels. As a result of this exercise, countries which have difficulties in pipeline building were identified and over 20 formulation missions were mounted by Resident Representatives to assist in project identification and formulation. In addition, several missions were undertaken by headquarters staff to help in finding appropriate corrective measures and in resolving apparent programme management problems. Several workshops on financial management were undertaken by RBA during 1986 to enhance field office performance in this area. As a result of such a concerted effort by the Resident Representatives and supporting units from headquarters, delivery in the Africa region reached the 1986 target. Current projections foresee that delivery will continue to grow in the fourth cycle in line with the 24 per cent IPF increase.

86. Headquarters also instituted the Projects Appraisal Committee at the Bureau level and the Director, RBA, participates in the Administrator's Action Committee; both these instruments and ongoing efforts during 1986 at the field level to raise quality are expected to have a positive effect on overall impact for each dollar spent in the fourth cycle.

C. Action in the Regional Bureau for Africa

87. Bureau-wide: In July 1987, RBA organized a meeting in Niger of all Resident Representatives serving in the region. This came six weeks after the thirteenth special session of the General Assembly, and gave particular attention to the measures which UNDP should take to help African Governments implement the PAAERD. Selected themes were discussed first in workshops, then with representatives of United Nations organizations and agencies, and with African and donor intergovernmental organizations. The Director-General, with whom close co-operation has been maintained both before and after the United Nations Special Session on Africa, participated at several sessions during the meeting. As noted above, the role of UNDP in the structural adjustment process was a special theme. The other themes were to do with programme quality, delivery, and achieving maximum contribution to development, through inter alia, round-table conferences, NATCAPs, and efforts to mobilize additional development resources to meet agreed medium-term strategies and programmes. Certain aspects of the meeting are amplified in document DP/1987/20 dealing with the role of UNDP in implementing the PAAERD.

88. To strengthen the capacity of UNDP in sub-Saharan Africa in accordance with Governing Council decision 85/16 of 29 June 1985, eight of the fourteen field economists took up their posts and contributed to improved programming, the round-table process, aid co-ordination activity, and NATCAPs. Moreover, to reinforce RBA managerial capacity in the light of the range and complexity of activities and the need to give added attention to follow-up of the UN-PAAERD, a second post of Deputy Director was established at the end of 1986, and became operational in January 1987. Internal measures are being taken to align responsibilities so that support to development activities at the country level can be maximized.