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PROGRAMME PLANNING

Country and intercountry programmes and projects

SECOND COUNTRY PROGRAMME FOR ANGOLA

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The preparation of the second country programme process was highlighted by two events. The exercise formally commenced in August 1985 with a review of the first country programme. This was followed by the Second Party Congress, which met in December 1985 and adopted economic and social policies which defined the Government medium-term development priorities for the next cycle. Further consultation with the Government formed the basis for the preparation and presentation of the Resident Representative's note in May 1986, and an informal draft of the country programme document was prepared in November 1986. During January 1987, the Government undertook a final review of the new country programme to refine its scope and nature. The final draft was formally transmitted to the United Nations Development Programme (UNDP) in March 1987. In his covering letter dated 9 March 1987, the Minister of Planning confirmed that the country programme document is fully endorsed by the Government and constitutes the request for UNDP assistance for the next five years. In addition, on 7 March 1987 a note verbale was received from the Secretary of State for Co-operation confirming that the country programme document is fully endorsed by the Government.

2. At all points in the programming process, the critical manpower situation in Angola was apparent. This situation emerged when Angola became independent in 1975 and was exacerbated during the first country programme period by civil strife, foreign intervention and the drought emergency. The combination of these factors substantially altered the first country programme during the course of its implementation. The initial longer-term orientation of UNDP assistance underwent

noticeable changes when, at the request of the Government, more appropriate responses to the immediate exigencies and priorities were adopted.

3. Though largely in retrospect, it was clear that the first country programme did not adequately address critical manpower needs and had lacked a proper focus on national manpower development. This partially explains the protracted use of expatriates, poor performance in counterpart support, less than optimal government involvement, prolonged project implementation and poor regional distribution of assistance.

4. The preparation and formulation of the second country programme drew continuously on the close co-operative relationship that existed between UNDP, the specialized agencies and the major bilateral donors. This relationship became particularly important during the critical period that began after 1982; as a result, the country programme process has provided a basic frame of reference for many agencies.

5. The previous Three-Year Plan expired in December 1985. Following a critical review of the economy and social services during the Second Party Congress, a new Plan has been sanctioned, reflecting an austerity programme for the two-year period 1987-1988. In addition to the new Plan and the guiding principles of the Second Party Congress, the second country programme also reflects presidential decrees and individual enunciations made by ministers responsible for the management of the economy.

6. The country programme reflects the Government desire to focus the UNDP programme of assistance on a limited number of major economic and social objectives, as opposed to a sector or institution-specific approach. This approach has helped re-establish the traditional focus of UNDP on longer-term development needs but is sufficiently flexible to address immediate and emergency needs.

7. The country programme was formulated along the lines of the Resident Representative note of May 1986 and represents a critical distillation of past experiences, the current situation and future orientation.

II. THE SECOND COUNTRY PROGRAMME

8. The potential of Angola to become one of the most prosperous countries of Africa has been hampered by persistent civil and economic difficulties, coping with which continues to be the major government priority. National initiatives for structural and policy adjustments were made at the Second Party Congress in December 1985. In the light of the discouraging results since independence, the Government began a pragmatic search for those policy variables that could realistically bring about an improvement in the basic condition of the Angolan people.

9. The second country programme is designed to address the most deficient element in the development of Angola: the management dimension at all levels. In addition to training, this includes a concomitant focus on the policy environment in which

the economy is functioning. At a time of enormous human and financial constraints, disarray among domestic groups, external pressures and uncertainties among potential donors, the Government wishes to build its capacity to manage and stimulate the development process while continuously assessing and learning from development experience, both its own and that of others.

10. There are four objectives in the second country programme: (a) effective economic management and resource mobilization for reconstruction and development; (b) reactivation and promotion of food and export crop production by the small-holder sector; (c) physical rehabilitation of industrial plant combined with improvement of management services; and (d) universal basic education and training for managerial, administrative and technical functions. These objectives are highly interlinked by their corresponding emphasis on the management dimension and its development at all levels.

11. The country programme includes many priorities of the United Nations Programme of Action for African Economic Recovery and Development adopted by the General Assembly at its thirteenth special session, notably in the areas of food production, physical rehabilitation, governmental discipline, resource mobilization and productivity improvement. Further, the country programme has already identified several relevant projects supporting, for example, economic data-base management, fiscal reform, legislative improvement, regional planning, self-reliance in food production, maintenance and repair and teacher training.

12. The indicative planning figure (IPF) for Angola for the fourth cycle, 1987-1991, has been set at \$22.8 million, to which some \$1.7 million, representing the unused balance of the third-cycle IPF, is added, bringing the total to \$24.5 million. From this amount, approximately \$13.8 million has been committed for ongoing or newly-approved projects for the period starting 1 January 1987.

13. Owing to difficulties in delivery and in order to sustain implementation, an unprogrammed reserve of only 2 per cent, i.e., \$0.5 million, has been set aside. Part of this reserve may be apportioned for specific sectoral studies and project identification or formulation missions, e.g., further manpower surveys and planning.

14. In addition to the IPF, other sources of assistance to Angola were considered during the country programme exercise. These actual or potential sources include the United Nations Capital Development Fund (UNCDF), the United Nations Development Fund for Women (UNIFEM), and the United Nations Fund for Population Activities (UNFPA).

15. Given the scarcity of certain basic food commodities, projects designed for the rehabilitation of agricultural and industrial production should integrate food-for-work components so as to stimulate productive activities. This would give food contributions from the World Food Programme (WFP) and bilateral donors a clearer developmental purpose, persistent needs for humanitarian food aid notwithstanding.

III. MANAGEMENT OF THE COUNTRY PROGRAMME

16. Effective management of the country programme will depend on the extent to which the Government of Angola is able to direct the utilization of domestic resources in support of this development effort. Strengthening of programming and project planning and monitoring will be a positive step towards creating effective management.

17. On several occasions, the Head of State and the Minister of Foreign Affairs, among other high-ranking Government officials, have underlined the need and the desire for Angola to broaden and diversify its base for international co-operation and to increase the flow and effectiveness of international aid. During the emergency, the Government took measures to remove administrative and logistic bottle-necks which impeded an expeditious and effective delivery of inputs to rural areas. these measures continue to be undertaken and will be fully exploited to ensure the timely and effective implementation of the second country programme.

18. The need to review critically and continually the approach and practice of planning has been recognized in the country programme. To become a valuable tool for national, social, and economic development, planning in the future will have to be conscientiously promoted and supported, even when it takes place in a distinctly uncertain economic and political situation.

IV. RECOMMENDATION OF THE ADMINISTRATOR

19. The Administrator recommends that the Governing Council approve the second country programme for Angola.
