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PROGRAMME PLANNING

Country and intercountry programmes and projects

THIRD COUNTRY PROGRAMME FOR GUINEA-BISSAU

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The Government of Guinea-Bissau and the United Nations Development Programme (UNDP) began preparation of the third country programme in March 1986 with a joint review of the second country programme (1982-1986). The two parties made an overall analysis of the programme as well as an examination of the implementation status of each of the ongoing projects; the findings and conclusions of this review led to joint agreement on the major orientations for the third country programme (1987-1991). The Funds placed under the authority of the Administrator of UNDP and agencies of the United Nations system were closely associated with this review.

2. The conclusions of the programme review in March 1986 were communicated to the technical ministries of the Government as well as to the donor community represented in Guinea-Bissau, and their reactions were taken into account in the Resident Representative's note. Several sectoral missions organized by agencies of the United Nations system (International Labour Organisation, Food and Agriculture Organization of the United Nations, United Nations Educational, Scientific and Cultural Organization, World Meteorological Organization and United Nations Industrial Development Organization) and the Department of Technical Co-operation for Development (DTCD) of the United Nations Secretariat during the last months of 1986 provided a clearer definition of the major constraints in the priority sectors of the national economy. The Government's formal adoption of the country programme was communicated by the Secretary of State for Economic Affairs and International Co-operation on 3 March 1987.

3. Support and inputs for country programme preparation were obtained through the formal and informal consulting mechanisms established for aid co-ordination in Guinea-Bissau: (a) the round-table process, which was initiated in 1984, continued at the level of sectoral and special consultations (health, conference of non-governmental organizations, agriculture, fisheries). The Round Table also provided strong support to the Government in the definition and orientation of its economic policies and in the consultations with external aid partners in order to ensure a better co-ordination and utilization of external aid; (b) joint meetings have been organized by the Government and UNDP, with extended participation, at the conclusion of evaluation missions, sectoral missions and tripartite reviews. These occasions also provided opportunities for a global review of external assistance to the sector concerned; (c) regular consultations and working sessions have been held between the Ministry of Planning and UNDP, with the participation of representatives of agencies of the United Nations system, during visits of major donor delegations; and (d) informal meetings have been organized by the Resident Representative in his capacity as co-ordinator of operational activities of the United Nations system in Guinea-Bissau. During 1986 informal meetings were convened by UNDP to facilitate exchanges of information and aid co-ordination with other donors on education, energy, food aid and the Structural Adjustment Programme. These meetings will be pursued in 1987 and are expected to deal with assistance to economic management and the public sector, as well as with water resources. Donors are invited to participate in these meetings depending upon their interest and involvement in the sectors concerned.

II. THE THIRD COUNTRY PROGRAMME

4. The major thrust of the third country programme is to assist and support the Government in its efforts to create and maintain the structural conditions necessary for economic recovery. It supports, in the short and medium term, the Government's main priorities aimed at achieving its programme of economic stabilization, which has been extended to 1989, and implementation of the Structural Adjustment Programme with the collaboration of the World Bank. In the long term, it will assist the Government in its efforts towards a more dynamic programme of mobilization of national resources and energies through incentives to encourage private and grass-roots initiatives.

5. The Administrator considers that the four objectives retained for the third country programme correspond to the priorities established by the Government and to its major preoccupations. In public sector management (including economic management), assistance in the elaboration of development policies consistent with national strategies, in particular with the Structural Adjustment Programme, as well as strengthening national management, monitoring and co-ordinating capacities will be the core of UNDP's intervention. These actions will be carried out within the framework of the policies for adjustment and economic recovery. Thus the third country programme will provide assistance to the Ministries of Finance and of Planning, to public administration reform, to the National Bureau of Mines, to the National Department of Industry (in order to establish a legal framework and create the structures and technical means necessary as incentives for development of

small-scale and cottage industries), and to the National Department for Water Resources in the establishment of a master plan for water resources development and management (including project preparation) and, finally, financial assistance for studies and sectoral analyses.

6. A programme for participatory development will provide the basis for mobilization of productive elements and for self-sustaining development. The major objectives of UNDP assistance will be to animate a programme of support to grass-roots initiatives and to create a broad-based system of permanent consultation between the Government, the rural population, non-governmental organizations and all co-operative programmes working in participatory development. This is also a target area for activities to promote the economic and social status of women. Moreover, such support for grass-roots initiatives will promote the establishment of a network of co-operative mechanisms between the Government, the rural population, national research institutes, non-governmental organizations and other sources of multilateral or bilateral funding working in participatory development projects and programmes.

7. Increased food production and livestock development should be among the driving forces of the economy of Guinea-Bissau. The efforts to reach food self-sufficiency will be pursued through assistance in (a) identification, elaboration and co-ordination of implementation of the various programmes for development of fisheries, a major natural resource of Guinea-Bissau; (b) technical advice and support for some 1,500 women in the development of market gardening; (c) restructuring and strengthening of government livestock services, improvement in veterinary services and training of technicians; and (d) consolidation of seed multiplication activities and the establishment of a system of applied research as well as a national mechanism for the development of seed production.

8. Development of human resources is a priority objective, the more significant in that the educational and training sector does not reflect the country's needs. The country programme will provide support to (a) the redeployment and training of under-qualified elements of the work force made redundant from the public administration and public enterprises, (b) the definition and establishment of an educational system adapted to the needs and conditions of the country, (c) the training of national cadres in development management, and (d) the implementation of the National Technical Co-operation Assessment and Programme (NaTCAP).

9. Additional contributions within the country programme framework are expected from funds and programmes under the authority of the Administrator of UNDP: assistance from the United Nations Capital Development Fund (UNCDF) will support development of rural water supplies and the special programme of public works, primarily to absorb personnel made redundant from the public sector, while the Special Measures Fund for the Least Developed Countries (SMF/LDC) will assist in strengthening public sector management. Following the recent inclusion of Guinea-Bissau in the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS), the United Nations Sudano-Sahelian Office (UNSO) will field a programming mission in 1987.

III. PROGRAMME MANAGEMENT

10. The Administrator endorses the efforts made by the Government to improve the management and implementation of development programmes and projects; UNDP will continue to assist the Government in this regard. In view of the decision that the newly created State Secretariat for Economic Affairs and International Co-operation attached to the Presidency should assume the functions of the former Ministry of Economic Co-ordination, Planning and International Co-operation related to the co-ordination and management of external assistance as a whole, this young institution will receive direct assistance from two projects in the country programme. The first project placed within the Secretariat itself will provide support in the formulation of aid co-ordination policies and assist the Government in its negotiations with donors and in the management and follow-up of co-operation programmes. The second project will provide the Government with the technical and logistic support necessary for the effective management and monitoring of the country programme. It will also finance sectoral missions and studies required for project formulation, and organize study tours and training courses for national staff of the different technical ministries involved in the execution and management of the country programme.

11. The Administrator, in conformity with the recommendations of the review of the second country programme (1982-1986) undertaken in March 1986, will seek to ensure that the following two conditions are fulfilled in the execution of the third country programme: (a) extensive consultations between the Government, UNDP and executing agencies to determine and establish in advance and in a realistic manner the level of national counterpart contributions to projects, in order to avoid recurring costs which the Government is unable to meet; (b) sustained efforts to provide technical assistance consistent with real needs at both the national and the sectoral level, drawing upon national capabilities and available national human resources. These efforts will be refined and oriented using the information and results generated by the NaTCAP exercise.

12. During the third country programme, projects will be designed and evaluated rigorously. Moreover, the programme will be monitored to ensure its continued relevance to and coherence with the Government's strategies within the framework of the Structural Adjustment Programme. In this context, an in-depth programme review is scheduled for 1988.

IV. RECOMMENDATION OF THE ADMINISTRATOR

13. The Administrator recommends that the Governing Council approve the country programme for Guinea-Bissau.
