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PROGRAMME PLANNING

Country and intercountry programmes and projects

FIRST PROGRAMME PROPOSAL FOR THE NATIONAL LIBERATION MOVEMENTS*

| <u>Programme period</u> | <u>Actual resources programmed</u> | \$ |
|----------------------------|------------------------------------|------------------|
| January 1987-December 1991 | IPF for 1987-1991 | 10 200 000 |
| | Balance from third cycle | <u>7 000 000</u> |
| | Total | 17 200 000 |

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* Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include (a) ongoing projects; (b) proposed projects; (c) distribution of resources by sector and year; (d) distribution of resources by NLM and year; and (e) breakdown of resources by objective.

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current social and economic situation

1. The development assistance extended by UNDP to national liberation movements (NLMs) is directed only to those persons who have been offered asylum in countries other than their own. The three NLMs currently receiving this assistance are based in different countries. The South West Africa People's Organization (SWAPO) of Namibia has its headquarters in Angola, with settlements in both Angola and Zambia; the African National Congress (ANC) of South Africa has headquarters in Zambia but its settlements are in the United Republic of Tanzania; while the Pan Africanist Congress (PAC) of South Africa is headquartered in Tanzania and is endeavouring to establish a settlement there.

2. The total number of people for which each NLM is responsible is rarely constant. However, at any given time SWAPO would normally be responsible for not less than 50,000 Namibians, ANC for approximately 20,000 South Africans, and PAC for another 2,000. The majority of these followers are usually young people who, disenchanted by the sub-standard educational and job opportunities reserved for them under the apartheid system in Namibia and South Africa, have fled to countries of asylum in search of better education and professional preparation.

3. Wherever they are, therefore, followers of the NLMs have had to contend with two basic issues: the struggle for social and economic survival in foreign, albeit friendly, countries of asylum on the one hand, and on the other, a striving for self-improvement and betterment as a means of achieving self-determination once they return to their countries of origin. In both respects the NLMs rely heavily on the generous contributions of various donors - whether governmental, non-governmental, multilateral, United Nations system or other - to support various activities essential to self-determination.

4. It is in this context that the social and economic situation of the NLMs should be viewed in relation to this programme. UNDP has participated actively in the endeavours mentioned above by providing requisite technical assistance, and the present programme proposal is intended to outline the major areas of concentration of the development activities to be financed by UNDP during the fourth programme cycle, 1987-1991.

B. Development strategies and technical co-operation priorities

5. Only negligible proportions of the majority indigenous population in both Namibia and South Africa have high enough educational qualifications for employment in the technical, professional and managerial categories. For Namibia at least, it is estimated that by 1985 as much as 60 per cent of the indigenous population was illiterate; 24 per cent had received basic education at the primary school level; 3 per cent had attended secondary school and a meagre 0.01 per cent had been to university. Comparable statistics are not available for the indigenous population of South Africa, although it is presumed that the rate would be somewhat higher for each of the above categories. Not more than 20 per cent of the indigenous

population in either country holds technical, professional or managerial jobs. The remainder either hold semi-skilled and unskilled jobs or are unemployed.

6. Active participation by the indigenous populations in the social, economic and political life of their respective countries is the highest long-term aspiration of the NLMs of both Namibia - SWAPO - and South Africa - ANC and PAC. In the short-term, the national liberation movements aim specifically at satisfying the needs for living in and developing their respective settlements and institutions in countries of asylum with a view to bringing these as close as possible to self-sufficiency. To achieve either goal, the NLMs recognize that their constituents must receive better education and training than that which has been relegated to them by the Bantu Education system of the South African régime. This they must do in order not only to bid competitively for job opportunities in the professional, technical, managerial and other skilled categories, but also to develop the capacity for self-reliance necessary for the administration and management of a free and independent society in their respective countries when they return.

7. With regard to Namibia, SWAPO has established a set of objectives for a post-independence national development programme. Fundamental among these are the following:

(a) Improvement and expansion of educational facilities with a view to assuring universal basic education not only for children of all age groups but also adults;

(b) Establishment of facilities for training middle-level cadres for employment in the agricultural, transport, communications and municipal services sectors;

(c) Adaptation of existing administrative structures and creation of new capabilities to enable the machinery of an independent government to function properly and to monitor economic performance effectively, prepare and implement realistic development plans and programmes and to co-ordinate foreign capital and technical assistance;

(d) Improvement and expansion of medical services and creation of institutional and human resources prerequisite for preventive health programmes;

(e) Improvement of water supply facilities for rural consumption;

(f) Qualitative and quantitative promotion of agricultural production with emphasis on the subsistence farmer and the small holder through the extension of technical support services, input delivery systems and rural banking and credit facilities.

8. SWAPO recognizes that these and other development objectives cannot be translated into realistic, action-oriented sectoral programmes and targets at least until independence. Meanwhile, pending an accurate assessment of requirements in the specialized manpower needed for the pursuit of the objectives above, efforts

must be mobilized for the training and development of qualified and experienced Namibians for the effective implementation of the relevant programmes. SWAPO also recognizes that there is a high degree of compatibility between the sectoral preoccupations of the Namibian communities currently living in neighbouring countries, on the one hand, and, on the other, those incumbent upon the administration and civil service of an independent Namibia. Consequently, the Organization intends to deploy immediately such staff as will have been trained for development work in their respective areas of competence in the Namibian settlements in countries of asylum, particularly in Angola and Zambia.

9. For the African National Congress, the situation is somewhat different. South Africa is not only an internationally recognized independent State: it is also ranked as one of the developed countries of the world. However, although South Africa boasts a well-developed economy characterized by profitable agricultural, service, manufacturing, commercial and mining sectors, political barriers based on racial differences have excluded the black majority population from participating in the benefits of socio-economic advancement.

10. ANC advocates the establishment of a democratic society based on respect for human rights and equality of opportunity for all, regardless of race, colour or creed. Since its founding in 1912, ANC has striven for the establishment of conditions that would eliminate racism and the oppression it has institutionalized and permit equal participation under the law by citizens of all races in the country's social, political and economic development. For a future South African society free of apartheid, therefore, the long-term strategy of ANC aims at mobilizing sufficient awareness among the dispossessed segments of the population of the need for acquiring a sound education to prepare for opening of opportunities for all in all areas of technical, professional and managerial employment, as well as active participation in the political, economic and government spheres.

11. But, as a liberation movement, ANC also has the more immediate responsibility of caring for the more than 20,000 South Africans living in asylum countries in eastern and southern Africa and of facilitating their development and preparation for responsible, self-reliant participation in a non-racial South African society when they return. The goal is therefore to develop a sound capacity for meeting the basic needs of the settlement communities, while at the same time building the technical and managerial skills necessary for full participation in a future South Africa free of apartheid. In this, priority is placed on:

(a) Development of a well-rounded educational system emphasizing scientific and technical subjects, respect for manual work, and a broadly-based human resources potential;

(b) Promotion of agricultural development for self-reliance in food production;

(c) Promotion of basic community health services emphasizing preventive health care and the development of a strong health manpower capability;

(d) Development of an indigenous capacity for development aid planning, administration and co-ordination;

(e) Development of small-scale industries with a view to achieving self-reliance in the production of consumer goods, on the one hand, and promoting small businesses on the other.

12. To meet the above priority goals, the NLMs place the greatest emphasis on well-rounded human resources development. Training of NLM cadres - both in recognized institutions and on the job - is therefore expected to predominate in the implementation of UNDP-assisted projects.

C. Aid co-ordination arrangements

13. No institutional mechanism exists in any of the three NLMs for the co-ordination of technical assistance and capital aid inputs from external sources. Each NLM approaches and negotiates separately with potential donors, but, because of staff shortages and lack of experience, systematic correlation and co-ordination of the inputs of different donors are not generally possible. In some instances, therefore, duplication cannot be avoided with the result that the utilization of the assistance received is less than optimal.

14. In an effort to curb the possibility of duplication and to maximize the effectiveness of assistance from various sources certain donors, the Nordic countries in particular, have established informal consultations among themselves with a view to harmonizing their inputs. Although no such consultations exist between those organizations of the United Nations system that co-operate with NLMs - UNDP, the United Nations High Commissioner for Refugees (UNHCR), the United Nations Children's Fund (UNICEF), the World Health Organization (WHO) and the World Food Programme (WFP) to name only a few - an initiative has been taken by the Administrator to bring about a co-ordinated approach to the programming of the assistance of United Nations system organizations for maximum impact on the development of NLM communities. As a long-term solution, UNDP will assist NLMs during the fourth cycle to receive training and experience in the co-ordination and management of external aid.

II. THE PROGRAMME PROPOSAL

A. Assessment of current programme

15. The assistance that the national liberation movements have received from UNDP up to and through the second cycle was project-specific, responding primarily to their immediate needs in countries of asylum. Nevertheless, an effort was made during the third programme cycle, 1982-1986, to conceive individual activities and projects of UNDP assistance in such a way as to ensure a logical fit and functional linkage among them for the achievement of longer-term development goals.

16. Assistance projects supported by UNDP during the third cycle fall into three broadly-based sectoral categories: education and human resources development, health, and agricultural development and production. Towards the end of the cycle, smaller projects were approved to finance formulation missions for anticipated projects during the fourth cycle in agricultural production and vocational training, as well as in development aid planning, co-ordination and administration.

17. In implementing the programme during the third cycle, a concerted effort was made to involve the NLMs themselves in the conceptualization, implementation, monitoring and evaluation of UNDP assistance to their development activities. Special attention was paid to familiarizing them with the mandate, operational procedures and norms of UNDP, as well as with the manner in which the various organizations and agencies of the United Nations system relate to one another, to UNDP and to the NLMs, in so far as technical co-operation activities are concerned. Assistance from UNDP was thus implemented in a two-prong approach ensuring, first, that the technical assistance needed was made available for specific NLM development activities and, second, that the NLMs received the requisite preparation for decision-making and dealing appropriately not only with UNDP but also other United Nations system organizations when they return home as full-fledged citizens.

18. Although IPF commitments to identified projects were close to available resources, actual expenditures on the programme as a whole were substantially lower. A number of factors account for this discrepancy. Firstly, because NLM beneficiaries live in countries of asylum, programme inputs and therefore costs could be based only on rough estimates of beneficiaries over a given period. Often the number of actual beneficiaries was considerably smaller than anticipated and required far fewer inputs than the budget had provided. Secondly, the NLMs have preferred not to receive assistance involving internationally recruited experts - normally the largest single component of most UNDP projects. Lastly, in the delivery of assistance to NLMs, UNDP has made use of the relevant institutions and expertise available locally in asylum and neighbouring countries, thereby obviating heavy expenditures on the components associated with institution-building activities, among them infrastructure and equipment.

B. New programme proposal

19. The fourth cycle NLM programme is scheduled to cover the five-year period from January 1987 to December 1991. It is based on an indicative planning figure (IPF) of \$10.2 million for the cycle. In addition, an anticipated balance of approximately \$7 million will be carried forward from the third cycle, bringing total programmable resources to \$17.2 million for the entire fourth cycle.

20. The underlying strategy in the programming and implementation of UNDP assistance to NLMs during the fourth cycle comprises the following elements:

(a) Promotion of development activities in the NLMs settlements in countries of asylum with a view to assisting them to become as self-reliant as possible;

(b) Development among NLM cadres of a corps of adequately trained and experienced technical, managerial and administrative personnel capable of engaging actively first, in the development of their settlements in countries of asylum and eventually of their countries of origin when they return there as full-fledged citizens;

(c) Continued promotion of full participation by the NLMs themselves in the formulation, implementation and management of projects of assistance to their development activities with a view to helping them acquire the experience necessary to deal with the United Nations system, as well as other multilateral and bilateral donors;

(d) Concentration of UNDP technical assistance inputs first and foremost on selected ongoing projects that must be continued in the fourth cycle and, secondly, on infrastructural and other capital inputs of other donors which the NLMs will require UNDP assistance to utilize effectively;

(e) Utilization, to the greatest possible extent, of the professional, technical and institutional expertise locally available in asylum and neighbouring countries with a view to ensuring that UNDP assistance is delivered expeditiously and cost-effectively.

21. The programme concentrates on four sectoral priorities identified and agreed to through mutual consultations between the three NLMs and UNDP. The priority sectors comprise (a) education and human resources development; (b) health services and infrastructure; (c) agriculture and food production; (d) development planning and aid co-ordination. Identified programme activities account for \$16,869,000 representing 98.08 per cent of available resources, and an unprogrammed reserve of \$331,000 (1.92 per cent) for financing priority projects as yet unidentified or expansion of those listed in the programme proposal.

Education and human resources development

22. The Namibians under SWAPO and the South Africans under both ANC and PAC have a common priority aspiration, namely the promotion and achievement for their youth of quality education at all levels to enable them to participate in and contribute effectively to the development and well-being of their motherlands. The system of education that the NLMs seek to promote is geared to the emergence of a confident citizen capable of co-operating with people of other racial groups in the advancement of a unified South Africa and an undivided Namibia.

23. The NLM educational and human resources development activities to be supported by UNDP during the fourth cycle fall into three broad categories, namely: (a) education at the primary and secondary school levels, (b) tertiary education at university level and in technical and professional institutions and, finally, (c) the promotion of active participation by Namibian women in the social and economic development of their society and country. ANC and SWAPO include adult education and literacy classes as well.

24. Young children of members of the three NLMs arrive in countries of asylum speaking languages different from those of the host country. The NLMs believe that there is a need to instil in their youths a measure of the traditional cultural and historical ideals of their respective countries of origin. Consequently, they have had to establish in their settlements in such countries of asylum as Angola, Tanzania and Zambia, their own primary and secondary schools with curricula that differ somewhat from those of the schools of these countries.

25. As in the past, UNDP technical assistance will be required in strengthening the primary and secondary schools established by SWAPO in Angola and Zambia and by ANC in Tanzania. At the same time, assistance will continue to finance the host country schooling, of pupils sponsored by PAC, which has not yet been able to open its own schools as yet, and by ANC, whose schools in Tanzania are not yet able to cope with the unpredictable influx of school-age children fleeing South Africa. In this latter regard, the measures initiated by the Administrator during the third cycle to enhance effective monitoring of NLM students attending host country institutions will be systematically observed by officials of the NLMs concerned and the executing agencies.

26. The emphasis of UNDP assistance in this area will be placed on (a) training and upgrading the skills of NLM teachers and other categories of personnel necessary for the efficient operation, management and expansion of their educational facilities; (b) developing of appropriate curricula and syllabi along the lines advocated by the NLMs themselves, due account being taken both of the circumstances under which the movements function and of their aspirations for their return home; (c) counselling both staff and pupils of these schools in those subject areas requiring special attention; and (d) developing appropriate methodologies and techniques for sound educational administration, testing and examination. Special attention will be paid to the promotion of quality education emphasizing the sciences, vocational and polytechnic subjects, as well as respect for both academic and manual work.

27. Higher education at the tertiary level - at university, technical and professional institutions - will be made available to students sponsored by NLMs through appropriate UNDP-funded projects. In this regard, preference will be given to placing qualified NLM students in institutions located in African or other developing countries where the social, cultural, environmental and economic conditions are not too dissimilar to those in the students' former communities in their countries of origin. Because of the limited nature of available IPF resources, priority will be given to studies in subjects that have a direct bearing on national social and economic development.

28. Assistance will also be given to NLMs in the promotion of women's participation and their integration in development. While both ANC and SWAPO have established significant programmes in this area through bilateral arrangements, UNDP assistance has been requested, in both the third and fourth programme cycles, only by SWAPO. In the fourth cycle, assistance will concentrate on the training of Namibian women in selected skills necessary for their active participation in development. With emphasis on adult literacy in local languages as well as English, other subjects including mathematics, home economics, small-scale

agriculture and co-operative development and management will be taught. Opportunities will also be made available for gifted women to pursue advanced training at appropriate regional institutions.

29. Eleven projects in education and human resources development are included in the programme. Nine continue third cycle activities in this sector while two, assistance in the training of ANC and SWAPO teachers, are new. Total IPF resources allocated to these projects amount to \$7,616,000 over the five-year period and represent 44.28 per cent of the total IPF.

30. The projects to be assisted under this heading include five for ANC, two for PAC and four for SWAPO. The ANC projects comprise (a) assistance in post-secondary education and professional training at established institutions in African countries (ANC/86/002), (b) assistance to the strengthening and functioning of the ANC Solomon Mahlangu Freedom College (SOMAFCO) in Tanzania (ANC/86/003), which provides primary and secondary education to an average capacity of 700 students at a time, (c) assistance to the education orientation centre, also in Tanzania (ANC/86/004), which serves as a preparatory and instructional centre for newly arrived South African young people prior to their placement at SOMAFCO or in national primary and secondary schools, (d) training and upgrading of primary and secondary school teachers (ANC/86/005) and, finally, (e) providing primary and secondary education to ANC young people in national institutions elsewhere in Africa (ANC/86/006). With the exception of ANC/86/005, all of the above represent carry-overs of activities in progress before and during the third cycle.

31. Projects of assistance to PAC under this sector comprise (a) assistance in primary and secondary education at national institutions within Africa (PAC/86/001), as well as (b) assistance in post-secondary and professional training at established institutions in a number of African countries (PAC/86/002). Both are continuations of third-cycle activities.

32. Four projects will benefit SWAPO under this heading, namely: assistance to the strengthening and functioning of the Namibia Education Centres (a) in Kwanza Sul, Angola (SWP/86/001), and (b) at Nyango, Zambia (SWP/86/001) providing primary and secondary school education to an estimated 7,000 and 4,000 pupils respectively at a time, (c) assistance in training for the promotion of women's role in development (SWP/86/005), and (d) assistance in the training of Namibian science teachers, to be carried out in conjunction with the Teacher Training and Upgrading Programme of the United Nations Institute for Namibia in Zambia (SWP/87/001). All but the last project continue activities assisted during the third cycle.

33. Altogether, the very high proportion of continuing activities under education and human resources development is a clear manifestation of the acute need all NLMs must meet on a continuous basis.

Health services and infrastructure

34. UNDP assistance to the development and strengthening of NLM health services and infrastructure is designed to attain two fundamental objectives. In the short term, emphasis is directed to the promotion of adequate services and infrastructure

to meet the health and medical requirements of NLM settlements, or communities, in countries of asylum. In the long term, the objective is to assist the NLMs to equip themselves with trained, experienced personnel that would be in a position to administer health and medical services in their respective countries of origin when they ultimately return there. In both instances, the development of human resources in terms of training different categories of health and medical personnel, whether at established institutions or on the job, is a sine qua non.

35. Assisted primarily by bilateral donors, SWAPO and ANC have established health infrastructures designed to serve their people in their respective settlements in Angola, Zambia and Tanzania. The facilities operated by the two NLMs offer predominantly out-patient services. However, they all have adequate provision for handling emergency cases requiring hospitalization. With an estimated 50,000 Namibians in its settlements (46,000 in Angola and 4,000 in Zambia), SWAPO has five doctors and several para-medical personnel including medical assistants, nurses, radiologists, laboratory technicians, dental auxiliaries and midwives. There are two doctors serving the ANC settlements in Tanzania, two in Angola and one in Zambia, all of them assisted by paramedical personnel.

36. The assistance of UNDP during the fourth cycle is directed to (a) training selected NLM candidates in accredited medical institutions for career opportunities in different categories of the health professions. Provision is also made for on-the-job training and the upgrading of serving NLM personnel now working in this area and for consultancy specialist services to NLM communities by institutions and professionals of the host countries, and (b) strengthening health facilities in NLM settlements through financing the services, at pay scales commensurate with those applicable to similarly qualified employees of the host country concerned, of the NLM health and medical personnel.

37. Four projects have been included in the programme at an estimated cost over the five-year period of \$3,830,000 representing 22.27 per cent of total IPF resources. Of the four projects, two are new and two continue activities commenced during the third cycle. The two ongoing projects comprise assistance in the training of NLM health personnel at accredited institutions in the United Republic of Tanzania (NLM/86/002); up to 400 intermediate level health and paramedical cadres from all three NLMs are expected to be trained during the 5-year period. The other continuing project supports community health services in Namibian settlements in Angola and Zambia (SWP/85/001); assistance is given to strengthening and expanding the health manpower resources of SWAPO to provide adequate health services to an estimated 50,000 Namibians in these settlements. The two new projects will aim at developing and strengthening health services at the ANC settlements at Mazimbu and Dakawa in Tanzania (ANC/86/001), and the PAC settlement at Masuguri-Kitonga in Tanzania (PAC/86/004).

Agriculture and food production

38. Followers of the national liberation movements have traditionally lived in countries of asylum in Africa as refugees. As such, they have depended largely on donations from the host country and the international community for such essentials as shelter (tents, improvised housing), food, medicines and clothing. This

dependence on donations is a remnant from the period of rapid decolonization in Africa when (a) NLMs were certain that their followers would be in countries of asylum for only a limited period before their motherlands were liberated from colonialism, and (b) NLM populations in countries of asylum were not sufficiently large and stable as to warrant the setting aside of specific areas for medium-term, sedentary living.

39. The situation of South African and, to a certain extent Namibian, NLMs is different. The eradication of apartheid has been advocated by ANC with no encouraging results to date. A measure of moderation has been introduced in certain aspects of apartheid laws, but hardly enough to satisfy either the oppressed majority of South Africa or the international community. As far as Namibia is concerned, despite the 1966 General Assembly abrogation, of the South Africa League of Nations mandate over the Territory, the persistent efforts of South Africa to remain in control has made resolution of the independence issue a lengthy process. The combination of these factors has confirmed for ANC, PAC and SWAPO the realization that their people may have to remain in asylum countries for a period far longer than that originally anticipated and therefore that efforts must be made to lead as normal a life as possible. Hence the settlements and the need to develop a measure of self-reliance in food production.

40. With the generous assistance of bilateral donors, ANC has been able to establish productive farm operations in Tanzania and Zambia. Due to the unpredictable but continuous flow of ANC sympathizers from South Africa, the movement will be under pressure to expand its agricultural operations, especially in Tanzania, on a continuous basis if it is to feed its growing population. The assistance of the international community will be necessary.

41. Although it has the largest population of all three NLMs to support in asylum countries, SWAPO has been a relative late-comer to food production. This has been due primarily to expectation that with the United Nations support, the Namibia independence issue would have been resolved sooner, allowing all SWAPO followers to return home. PAC is in the process of establishing a settlement in Tanzania. A modest start has been made with UNDP assistance in food production, but further expansion is constrained by the inadequate numbers of PAC followers necessary for sustained settlement and economic activity.

42. The assistance of UNDP during the fourth cycle is geared to assisting SWAPO in establishing agricultural and food production operations in its settlements in Kwanza Sul, Angola (SWP/86/003) and at the Vocational Training Centre at Cuacra, also in Angola (SWP/86/004). Assistance will also be made available to PAC to assist the NLM in expanding its agricultural activities at Masuguri-Kitonga in Tanzania (PAC/86/003) and to strengthen the new ANC agricultural activities at Dakawa in Tanzania (ANC/87/002). Although the immediate purpose of this assistance is enabling the NLMs to produce enough food for their populations and to reduce dependence on food donations, emphasis will be placed on on-the-job training of NLM personnel in different aspects of agricultural production. This experience should contribute to their overall preparation for undertaking and managing activities of this kind upon returning to Namibia and South Africa.

43. The programme proposal has set aside \$1,576,000, equivalent to 9.16 per cent of available IPF resources, in support of the activities identified above.

Development planning, co-ordination and administration

44. It is estimated that together, the three NLMs receive infrastructural, capital and technical assistance valued at more than \$20 million from different donors each year. Much of this assistance is negotiated directly between each NLM and individual donors. Due to the fact acknowledged by the NLMs themselves that they have neither the expertise, time or the experience, they are not often able to interrelate the various activities supported by different donors at the planning stage, particularly with a view to establishing a logical, functional fit among them. The result is that the assistance received from generous donors and well-wishers may not always be as effective as it would have been had it been conceived and formulated in a comprehensive, well co-ordinated manner.

45. The NLMs believe that the assistance received from all donors should be geared to promoting self-sufficiency, the training and development of cadres, resource mobilization for development, and productive participation of the their respective memberships. The fulfilment of these goals has, in their opinion, been constrained by (a) lack of systematic planning and presentation to donors, of requests for assistance in different sectors; (b) an overlapping of requisitions to and from donors as a result; and (c) scarcity of experienced manpower necessary for implementing and managing development activities. The need for improvement in the expeditious planning and delivery and the effective utilization of the aid received from bilateral and multilateral donors is felt by all three NLMs. And a lasting solution to this need lies in assisting the movements to develop their own capability in this critical area.

46. The assistance to be covered under this heading comprises first the programming, monitoring and evaluation of all UNDP projects of assistance to NLMs through short-term consultancy missions. More important, assistance will be given to the training of NLM cadres in the following areas, among others: (a) systematic identification of immediate and long-term development needs and their articulation into concrete project proposals for presentation to potential donors; (b) techniques of negotiation with donors for needed capital and technical assistance; (c) systematic correlation and co-ordination of the delivery of the assistance inputs of various donors with a view to minimizing duplication, and maximizing the overall effectiveness of such aid; (d) active participation in the implementation, management and monitoring of donor assistance to the development activities of the NLMs, particular attention being given the procedures agreed upon with each donor for accountability.

47. The objective of the NLMs is that the results of this assistance transcend the current, immediate needs of their communities in countries of asylum through better and more efficient utilization of donor aid. The assistance should also contribute to the development of the human resource potential needed for the establishment and functioning of a competent ministry, or department, of economic and development planning when the trained cadres return home and are able to participate in their countries' development.

48. Three projects have been included in the programme proposal to address the needs outlined above. One is a continuation of activities started in the last cycle for the benefit of all three NLMs in the programming, monitoring and evaluation of UNDP assistance to them (NLM/86/001), while the second project, larger financially, is a new activity in the training of SWAPO personnel in development aid planning, co-ordination and administration in the areas described earlier in paragraph 46 (SWP/85/003). The third project, training of ANC cadres in the same area and strengthening its development planning unit now being established in Lusaka (ANC/87/001), has been allocated \$500,000.

49. The NLMs receive from bilateral and multilateral donors machinery and other equipment valued at a total of several million U.S. dollars. Included in this category are such items as trucks, tractors, ambulances and other vehicles, electric generators, water pumps, and flour mills. All this equipment requires regular maintenance and repair by experienced technicians. Since the relative isolation of some of the NLM settlements increases the amount of wear and tear on such machinery and since repair services are not available, the the communities must deal with such tasks themselves. Assistance will be needed for the development of trained and experienced technicians, managers, etc., as well as the supply of spare parts and equipment for maintenance and repair.

50. One very small project is included for assisting PAC to meet its most urgent needs in repair and maintenance services. The PAC settlement and activities are presently the smallest. At the same time, PAC does not have the same capability in human resource potential and mobilization of finance as do the other two NLMs. The project has thus been included in the programme proposal as a pilot operation to help PAC meet limited costs in maintenance and repair services for vehicles, water equipment and access roads.

51. It is expected that both ANC and SWAPO will wish to avail themselves of assistance in this area. Subject to requests received from them, financing of \$550,000 will be made available from the programmed reserve shown under this heading in the Annex, as well as anticipated savings from delays in programme delivery. Expansion of the pilot PAC project could also be funded from the same sources.

52. Total resources allocated to this sector amount to \$3,847,000 over the entire fourth cycle. This represents 22.37 per cent of total available IPF.

Linkages

53. The NLMs receive considerable amounts of aid each year through direct, one-to-one consultations with the concerned donors. Among these, the Nordic countries, notably Denmark, Finland, Norway and Sweden, constitute the largest donor as a group. But other west European countries also contribute generously, as do UNHCR and WFP among United Nations agencies. The support received from these donors falls under the heading "humanitarian assistance" and, when received from donors other than United Nations agencies, is usually channelled through non-governmental organizations established in the donor countries or these countries' international aid administrations. Through these arrangements,

impressive assistance has been received in infrastructural and other donations that has enabled the NLMs to set up educational, health and production facilities of a permanent (ANC) or semi-permanent (SWAPO pre-fabricated) character.

54. The UNDP assistance described in this document is intended to assist in developing and strengthening the technical aspects of the educational, health and agricultural production facilities made available by the bilateral donors. In the area of development aid planning, co-ordination and administration, it is expected to assist the NLMs to develop their capacities for the correlation, co-ordination and management of assistance inputs from the various donors to maximize the cumulative impact of these different sources of assistance. To this end, UNDP assistance not only complements, but is also very closely and directly linked to the larger assistance of the other donors. As the NLMs have emphatically expressed the wish - endorsed by the donors - to maintain the private and confidential consultations pursued till now in negotiation for assistance, no effort has been made to link this programme either directly or through joint programming with the assistance of other donors.

C. Unprogrammed reserve

55. As presented, the programme proposal sets aside \$331,000, equivalent to 1.92 per cent of net available IPF resources as an unprogrammed reserve. Use will be made of this reserve, and of any balance accruing from slippage in the course of programme implementation, to finance as yet unidentified priority projects or the expansion of some of those covered under the programme.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

A. UNDP-administered sources

Third cycle IPF balance
Fourth cycle IPF
Subtotal IPF

| | <u>\$</u> | <u>\$</u> |
|-------------------------|------------|-------------------|
| Third cycle IPF balance | 7 000 000 | |
| Fourth cycle IPF | 10 200 000 | |
| Subtotal IPF | | <u>17 200 000</u> |

B. Other sources

TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT
FOR PROGRAMMING

17 200 000

II. USE OF RESOURCES

Ongoing projects
New project proposals
Programmed reserve
Subtotal, programmed resources
Unprogrammed reserve

| | | |
|--------------------------------|------------|--------------------------|
| Ongoing projects | 11 323 000 | |
| New project proposals | 4 996 000 | |
| Programmed reserve | 550 000 | |
| Subtotal, programmed resources | | 16 869 000 |
| Unprogrammed reserve | | <u>331 000</u> |
| TOTAL USE OF RESOURCES | | <u><u>17 200 000</u></u> |

