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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FIRST PROGRAMME PROPOSAL OF ASSISTANCE TO
NATIONAL LIBERATION MOVEMENTS

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. At its thirty-third session in June 1986, the Governing Council adopted decision 86/26 by which it decided, among other things, "that a programme proposal should be prepared to serve as a framework of United Nations Development Programme assistance to national liberation movements during the fourth programming cycle, reflecting, to the fullest extent possible, the programme priorities and areas of concentration outlined in section V of the report of the evaluation mission summarized in the report of the Administrator (DP/1986/21)". Pursuant to this decision, the Administrator is pleased to present the programme proposal of UNDP assistance over the fourth cycle to the national liberation movements (NLMs) recognized in its area by the Organization of African Unity (OAU).
2. Technical assistance collaboration between UNDP and the national liberation movements was, at the request of the General Assembly, formalized as early as 1974. Nevertheless, there has been no long-term planning and programming of the assistance that UNDP has since extended to NLMs since that time. Assistance was extended on a broadly ad hoc basis during the remainder of the first cycle and the entirety of the second. Comprehensive conceptualization and structuring of assistance to each NLM was introduced during the third programming cycle, 1982-1986 but without the benefit of the equivalent of a country programme. The fourth cycle programming exercise for 1987-1991 is thus the first of its kind for the NLMs, as is the Programme Proposal document now being presented to the Council for approval.
3. There are currently three NLMs in southern Africa receiving UNDP assistance for development. These are the South West Africa People's Organization (SWAPO) of

Namibia, the African National Congress (ANC) of South Africa, and the Pan Africanist Congress (PAC), also of South Africa. These movements have their headquarters, settlements and UNDP-supported projects primarily in Tanzania, Zambia and Angola. Because they all share the same IPF for national liberation movements for financing their respective development activities it became imperative that the programming exercise be undertaken with the direct participation of UNDP headquarters so as to ensure proper co-ordination. Moreover, the present lack of adequate personnel and experience in dealing with United Nations system organizations among the NLMs has necessitated UNDP formulation of the programme; NLM participation and collaboration has been ensured through frequent consultations.

4. The programming exercise started with a comprehensive evaluation, undertaken in September-October 1985, of UNDP assistance to NLMs, along with an appraisal of future assistance requirements relative to the contributions expected from other donors. Together with UNDP and the United Nations Educational, Scientific and Cultural Organization (UNESCO), the agency executing the greatest number of UNDP assistance projects, the NLMs and OAU took part in this evaluation. The findings and conclusions of the evaluation team were circulated for study and comment in December 1985 to all three NLMs, the OAU, the UNDP field offices in Angola, Tanzania and Zambia, agencies of the United Nations system, and selected major bilateral donors, primarily the Nordic countries, Denmark, Finland, Norway and Sweden. In the course of the evaluation, all three NLMs were consulted and briefed on the advisability of planning UNDP assistance over an entire programme cycle on the basis of the country programme approach.

5. A Note by the Administrator on the Programme Proposal of Assistance was prepared and sent out in February 1986 to the three NLMs, agencies of the United Nations system, the bilateral donors to whom the report of the evaluation mission had been sent and to the UNDP field offices in Angola, Tanzania and Zambia. It provided an assessment of past UNDP experience in co-operation with NLMs, and of the lessons learned. In the Note, the Administrator outlined further, on the basis of this assessment, the rationale, procedure and recommended strategy for the programming exercise and invited the comments of the parties concerned. In April 1986 a meeting was convened at UNDP headquarters by the Associate Administrator for informal consultations and exchanges with those bilateral donors who had consented to such a meeting, on possibilities of maximizing the combined impact of donor assistance to the three NLMs. A Position Paper on the subject and the Note by the Administrator constituted the basis for these informal exchanges.

6. Consultations took place in May 1986 between UNDP and representatives of the NLMs, during which the Note by the Administrator was discussed in detail, clarifications made and the views of the NLMs obtained as to their programme priorities. On the basis of these consultations, subsequent written submissions by the NLMs, the Note by the Administrator and the comments received from other donors and United Nations agencies, a draft Programme Proposal document was prepared at UNDP headquarters. It was discussed and cleared with the NLMs during October and November 1986.

II. THE PROGRAMME PROPOSAL

7. All three liberation movements are based in asylum countries. While awaiting to assume responsibility on the independence of Namibia and on the granting of equal rights to all racial groups in South Africa, their primary preoccupation is with making ends meet wherever their followers are found and preparing them for the technical, managerial and administrative functions that will become theirs on return to their respective countries of origin. The NLMs as such do not have the equivalent of national development plans to guide their activities. Consequently, this Programme Proposal is based on the movements' statements of purpose, as well as the experience accumulated over the past decade in their collaboration with UNDP. In programming UNDP assistance to NLMs over the fourth cycle, account has been taken of the fact that NLMs receive considerably more assistance from other donors, largely bilateral.

8. The programme is designed to assist NLM activities in four sectoral priorities: education and human resources development; strengthening of health services and infrastructure; agricultural development and food production; development planning, co-ordination and administration. The largest proportion of programmed IPF resources, 44.28 per cent, has been allocated to activities in the education and human resources development sector. Development planning, co-ordination and administration comes in second with 22.37 per cent, while health services and infrastructure is a close third with 22.27 per cent; agriculture and food production ranks fourth with 9.16 per cent. There is an unprogrammed reserve of 1.92 per cent of the IPF.

9. Of the 23 projects included in the programme proposal, 13 represent a continuation of activities, primarily in education and general training, begun during the previous programme cycle. The 10 new projects are made up of 4 in development planning, 3 in agriculture, 2 in education and 1 in health. The percentage breakdown stands at 65.83 of all programmed resources for activities carried over from those started during the last cycle, and 32.25 per cent for the new ones. The remaining 1.92 per cent, as indicated above, represents the unprogrammed reserve.

III. MANAGEMENT OF THE PROGRAMME

10. Project formulation, monitoring and evaluation will be a tripartite responsibility among the concerned NLM, executing agency and UNDP. The participation and advice of the OAU will be sought as appropriate. Executing agencies of UNDP will have the primary responsibility of implementing the sectoral activities identified in the programme and of providing requisite technical backstopping and substantive monitoring. They will be accountable to the Administrator for reporting regularly on the progress of each project. The liberation movements will be individually responsible for overseeing the implementation of their respective projects.

11. Because of the diversity of the assisted movements, as well as the fact that assistance projects are not located in a single country, project approval, the

allocation and monitoring of IPF resources by activity will be dealt with by the Regional Bureau for Africa at UNDP headquarters, as will the co-ordination and harmonization of the activities of the three NLMs. This will ensure uniformity of operational norms. UNDP Resident Representatives in Angola, Tanzania and Zambia will be directly responsible for the monitoring and management of the projects located in their respective countries of responsibility on behalf of the Administrator.

12. The programme will be reviewed annually. A formal mid-term review of programme performance and achievement will be undertaken in mid-1989, at which time the need for any reorientation of priorities or redirection of resources in light of evolving needs will be assessed. Tripartite reviews and the evaluation of projects will take place in accordance with established rules and regulations. With the agreement of the NLMs themselves, the findings and recommendations of relevant reviews and evaluations will be made available to interested donors for appraisal, comment and advice on their own inputs.

IV. RECOMMENDATION OF THE ADMINISTRATOR

13. In the light of the foregoing, the Administrator is pleased to recommend the programme proposal of assistance to the national liberation movements for the 1987-1991 programme cycle for approval by the Governing Council.
