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PROGRAMME PLANNING

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

FOURTH INTERCOUNTRY PROGRAMME FOR AFRICA, 1987-1991*

<u>Programme period</u>	<u>Actual resources programmed</u>	<u>\$</u>
1987-1991	UNDP IPF for 1987-1991	195 750 000
	Third cycle IPF balance	(1 000 000)
	Special programme resources	5 928 000
	Third-party cost-sharing	10 554 000
	UNDP special trust funds	659 000
	Total	211 891 000

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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 objective; and (d) distribution of new country programmes by sector.

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic and social trends

1. The UNDP fourth cycle regional programme for Africa (1987-1991) was conceived and elaborated at a time when the attention of the world was focused even more sharply than usual on the crisis of economic deterioration and the tragedy of human suffering that have been unfolding in Africa.

2. A large number of serious studies on the crisis have underlined its huge dimensions. Socio-economic indicators of Sub-Saharan Africa reveal the gravity of the problem and the bleak future to be faced, if urgent corrective action is not taken. Given the average annual population growth of 2.9 per cent, per capita production has been declining at an average rate of 2 per cent per annum over the past five years. Similarly, stagnation in the agriculture sector has led to a decline in food output of approximately 10 per cent over the last decade. At the same time, dependence on external supply of cereals has more than doubled to a total of over 7 million tons imported annually. With few exceptions, the other productive sectors (agro-industry, manufacturing, mining) have similarly been characterized by stagnating output and employment as well as by stagnating or declining capacity-use leading to erosion of the capital stock. The basic physical infrastructure of transport and communications has suffered similar deterioration, compounding the difficulties of economic recovery.

3. A closely related trend has been the declining ability of most countries to pay for their increasing demand for imported food, fuel, manufactures and all the other inputs necessary for the highly import-dependent economies. This situation is chiefly the result of declining competitiveness in Africa's traditional overseas markets which are anyway characterized by unfavourable secular trends in the terms of trade (notwithstanding the occasional commodity price boosts such as seen in the 1970s). In consequence, one third of Africa's imports are purchased on credit, increasing the debt burden. This, in turn, forces countries to spend some 35 per cent of export earnings for annual debt-service payments alone.

4. The situation has been further aggravated by past economic policies which have not been adequately geared to the needs of structural transformation. As a result, human and material resources have been inefficiently allocated, and almost all sectors now exhibit low productivity levels. All this occurring at a time when the countries are facing serious external constraints: the recent international economic recession, increasing protectionism, and declining official development assistance measured in real terms. The resulting fragile productive systems have been incapable of responding appropriately to rapid changes in the external environment or to sudden adverse "shocks". Such shocks are derived from sudden price rises of one or more of the critical imported inputs, from the consequences of unpredictable drought, or from population displacement resulting from political instability.

5. In the midst of such gloom, it is tempting to overlook or downplay the quite remarkable economic successes which African countries have achieved in the last 30 years. Thus in the 1970s there were brief periods of high annual growth rates

as in 1976-1979 when a 6 per cent annual growth rate was recorded, and selected countries such as Côte d'Ivoire and Botswana chalked up impressive economic performances. Cameroon, Malawi and Zimbabwe have achieved surpluses in domestic production of staple foods. At the subregional and regional levels, a number of strides have been made in various spheres, such as the setting up of regional and subregional training institutions, and modest improvements in intercountry transport and communications. In the social sector, literacy rates have risen remarkably in Ethiopia and Tanzania. For many countries, primary school enrolment almost doubled between 1965 and 1984. Infant mortality rates fell by 24 per cent during the same period and life expectancy at birth has risen.

6. Nevertheless the prevalence and similarity of economic weaknesses and development constraints that affect all of Sub-Saharan Africa, some countries much more than others, allow for a common intercountry approach towards their solution which can be supported by the regional programme. Among these, the following two elements have been highlighted and taken into account in the conception and design of the regional programme for the fourth cycle:

(a) The present unbalanced economic structures that African countries have to redress if they are to establish a sound basis for durable economic recovery and long-term self-sustained development; and

(b) The lessons drawn from the disastrous experience of the food crisis which must be taken into account in efforts to overcome structural imbalances.

Structural imbalances

7. Sub-Saharan African economies have continued to experience serious structural problems which adversely influence their production capabilities and their march towards the goal of self-sustained development. The consequences of the present unbalanced economic structures have been demonstrated in a most dramatic way by the recent experience of the widespread drought and famine. Even though the emergency situation has eased substantially, the underlying factors which produced the condition have not changed significantly. Such factors include the following:

(a) Most African countries are still heavily dependent on the export of a narrow range of primary commodities which face unstable world markets;

(b) The major economic and social sectors are still so segregated that many African countries do not yet enjoy the mutually supportive intersectoral linkages that are essential for building dynamic, self-reliant and self-sustaining economies;

(c) Despite the recent shift of emphasis towards food production, the attention given to export crops still overshadows that for research, extension and basic infrastructure designed to enhance food production;

(d) Domestic production and consumption of goods and services are still heavily dependent on imported inputs the availability of which is severely constrained by limited reserves of foreign exchange;

(e) Notwithstanding the laudable objectives of the Industrial Development Decade for Africa (IDDA), the region still accounts for only a tiny fraction of world industrial production. Much more serious is the striking contrast between the slender industrial base and the heavy investments that have been put into this sector during the past three decades;

(f) African countries have been fully aware from the outset that the small-size economies inherited from colonial régimes would demand a great effort on their part to promote collective self-reliance through the building of regional and subregional structures and institutions. Nonetheless, achievements in this area have fallen far short of expectations. While many institutions and structures have been put in place, the political will and financial resources necessary for them to work effectively have been seriously lacking.

8. The consequences of these structural imbalances have permeated every aspect of economic and social development, and their impact on production has been particularly devastating. Hence, in designing the regional programme for the fourth cycle, and in selecting areas requiring special concentration, the need to promote major structural changes in African economies has been the paramount consideration. The next five years will therefore be devoted to laying the foundation for long-term structural transformation.

Lessons of the food crisis

9. Another important consideration relates to the major lessons that can be drawn from the recent food crisis. These include the awareness among African policy-makers that improving and maintaining the economic and physical infrastructure is of great importance, and that a long-term solution to the crisis will have to emphasize fundamental restructuring of African economies and major reforms of economic and social policies.

10. Although these lessons have to be learned and applied at the national level, the fourth cycle regional programme is designed to take into account these issues and to encourage the development of appropriate linkages between regional and national activities so as to strengthen the capacities of Governments to undertake the restructuring process, individually and collectively.

B. Regional development strategy and priorities

11. In recognition of the worsening economic situation, as well as the need to build on such successes as have been achieved, African leaders adopted the Lagos Plan of Action and the Final Act of Lagos in 1980. These were later reaffirmed in the African Priority Programme for Economic Recovery (APPER) adopted by the African Governments in Addis Ababa in July 1985. Most recently, the commitment of African Governments to address the situation through APPER was endorsed in the United Nations Programme of Action for African Economic Recovery and Development (UNPAAERD) adopted by the Special Session of the United Nations General Assembly convened in June 1986 specifically to consider the African Economic Crisis. These declarations and policy commitments constitute the development strategy for the continent.

12. In particular, APPER and UNPAAERD, which cover a five-year period (1986-1990), acknowledge the need for structural reforms, and assign priority to the following areas at the national level: agricultural development, specifying short-term and medium-term measures; other sectors in support of agriculture, including the rehabilitation of agro-industries, transport and communications; drought and desertification; human resources development; and policy reforms. At the subregional and regional levels, emphasis is, inter alia, on consolidating African co-operation and strengthening economic integration at all levels.

13. Total requirements of APPER are estimated at \$128.1 billion, with the African countries committing themselves to provide \$46 billion over the five-year period. These sums demonstrate the vast quantities of technical and capital assistance needed for African development and attest to the complexity of the process. It is within this context that the fourth cycle regional programme is designed to respond to the special requirements of economic rehabilitation and recovery imposed by the crisis, as well as to address some of the long-term development needs within the limits of its resources.

C. Regional and subregional co-operation and economic integration

14. Aware of the limitations imposed on their development by their small national economies, African countries have long made strenuous efforts to promote collective self-reliance through regional and subregional economic co-operation and integration. Following the 1973 African Declaration on Co-operation, Development and Economic Independence, the Lagos Plan of Action and the Final Act of Lagos (1980 and 1981) proposed measures to strengthen existing regional economic communities, establish new ones as may be necessary, and set in motion the process of establishing an African Common Market and Economic Community by the turn of the century.

15. Not all the efforts, however, have met with success. The current structure and organization of individual African economies at times exert centrifugal forces which have often neutralized attempts at regional and subregional integration. Consequently, groupings and institutions set up to facilitate multi-country collaboration tend to suffer from inherent weaknesses which, in turn, undermine the confidence and financial support they merit at the national level. As a result, many of the subregional groups and institutions become marginal with regard to individual countries' development efforts. If they are to garner support from Member States, regional and subregional activities therefore must be clearly perceived to be effective and serving national interests.

16. The difficulties encountered in establishing subregional co-operation led to the establishment by the ECA Conference of Ministers in 1983 of an Ad Hoc Committee "to evaluate the multinational institutions established under the aegis of ECA and OAU and to make proposals concerning their continued usefulness and effectiveness". The recommendations of this Committee provide the basis for the strategy adopted in providing assistance to subregional groupings in the fourth cycle.

D. Technical co-operation needs and priorities

Identification of needs and priorities

17. The need for relevance, effectiveness and impact of intercountry activities, as well as the financial constraints of the fourth cycle regional programme, places a responsibility on the UNDP/Regional Bureau for Africa (RBA) to develop a coherent programme approach for its participation in the development process in Africa, focusing on areas where intercountry co-operation is most beneficial in overcoming some of the most serious bottlenecks, and recognizing also the benefits to be derived from co-ordinating assistance, as far as possible, with other multilateral and bilateral programmes.

18. Preparation for the fourth cycle regional programme for Africa began in the latter half of 1985. A significantly new approach and methodology were adopted in conceptualizing and elaborating the programme which involved different arrangements with all relevant partners. Following the adoption of the APPER, RBA invited the Economic Commission for Africa (ECA), to join in preparing a paper which would propose a new orientation for UNDP's assistance in the fourth cycle regional programme.

19. The new orientation applies to both the consultation process in developing and designing the programme and the content and direction of the programme itself. African Governments, African intergovernmental organizations, UNDP resident representatives, executing agencies, and selected African and non-African non-governmental organizations (NGOs) were consulted for their views on African regional technical co-operation priorities in the areas of their competence. It was recognized, moreover, that the coherence and effectiveness of the fourth cycle regional programme as a whole would be enhanced by a judicious selection of a few areas for UNDP intervention which would respond to the priorities set out in APPER and the Lagos Plan of Action, as well as take account of the collective experience and expertise of the United Nations development system.

20. A working group of RBA and ECA representatives met in Addis Ababa to prepare a draft orientation paper for the fourth cycle. The expertise and leadership of ECA, particularly on matters pertaining to the implementation of APPER on the one hand, and as executing agency on the other, was considered to be of particular relevance to the formulation of a regional approach to development issues. The working group also had the opportunity to draw upon the lessons learned from the mid-term review of the third cycle regional programme conducted in 1984. (See sect. II. A. below.)

21. The draft was reviewed by RBA and a revised version was circulated for comments in December 1985 to African Governments, UNDP resident representatives, executing agencies, African intergovernmental organizations (IGOs) and selected African and non-African NGOs. Special importance was given to soliciting the views of African IGOs, which RBA considered to be a major focal point of regional co-operation. IGOs were consulted for programming initiatives with UNDP in view of their respective mandates as (a) subregional groupings established in accordance with the Final Act of Lagos to promote regional and subregional co-operation and integration; (b) organizations established to ensure co-operation between countries

for the joint development and management of common natural resources; and (c) institutions established at the subregional/regional level to provide specific technical and other services to individual countries in such areas as technology, research and development, agricultural research and remote sensing.

22. RBA staff visited 10 executing agencies and selected African IGOs for in-depth discussions on the content of the orientation paper and the role of agencies and IGOs in the preparation of the new programme. UNDP resident representatives were also actively solicited, not only for their comments on the paper, but also to provide assistance to African Governments in formulating their responses. RBA took the position that the fourth cycle regional programme should be linked, as far as possible to the initiatives of individual UNDP country programmes and a greater share of resources should be targeted to benefit the population at the local level. Discussions were held therefore with selected NGOs in recognition of their special contribution to and experience in development matters, especially at the grass-roots level. On the basis of the comments received from these interested parties, the orientation paper was finalized and circulated.

23. The orientation paper was subsequently discussed and endorsed without major changes at the annual session of the ECA Conference of Ministers of Planning held in Yaoundé, Cameroon, in April 1986. In endorsing the orientation paper, the Conference of Ministers passed a resolution in which, inter alia, it asked that an Extraordinary Session of the Conference be convened in October 1986 to consider the draft regional programme.

24. In June 1986, the Special Session of the United Nations General Assembly convened to consider the African economic crisis and adopted the UNPAAERD. Thereafter, RBA reviewed the orientation paper to ensure its consonance with the priorities set out in the United Nations programme.

25. In parallel with the preparation of the orientation paper, an in-depth evaluation of the third cycle programme was undertaken (see Sect. II) to supplement the mid-term review carried out in 1984. The regional programme document was then drafted to reflect the areas of concern endorsed in the orientation paper and the lessons learned from the third cycle evaluation. The document was circulated for comments to the same parties as had participated in the preparation of the orientation paper. The draft regional programme was discussed at the Extraordinary Session of the ECA Conference of Ministers held in Addis Ababa in October 1986. At the outset, it was emphasized that the purpose of the meeting was to discuss the overall objectives and framework of the draft programme, and not to review or negotiate individual project proposals.

26. The meeting, which was also attended by representatives of African IGOs, United Nations agencies, non-African Governments and a number of NGOs, endorsed the programme's main strategy and approach while calling for greater emphasis to be placed on agriculture, the cultural dimensions of development, regional co-operation and integration, and measures to combat drought and desertification. UNDP/RBA fully accepted these recommendations and took them into account in finalizing the areas of concentration and redrafting the regional programme document.

27. The four areas of concentration selected for support during the fourth cycle are as follows:
28. Research and development for food production. The aim is to increase and enhance co-operation between countries with the objective of augmenting productivity in agriculture and production of food through research and development activities and the practical application of research results in agriculture and related science and technology areas.
29. Management and public administration for increased production of goods and services. The goal is to increase productivity in industry and other sectors, and to increase production of commodities and services. This will be done, inter alia, through the planning of operational activities, training in management practices in public and private enterprises, provision of high-level consultancy services and promotion of closer relationships between financing institutions and public and private enterprises. Experience gained in regional development in other parts of the world will be examined and, where applicable, used in the design and implementation of the programme.
30. Natural resources (water, drought, desertification and energy). Emphasis will be placed on strengthening regional co-operation and increasing the conservation, availability and sound management of cost-effective water supply systems and conventional and non-conventional energy resources. The goal is to link more effectively water resource use and management with agricultural productivity, control of desertification, and the health of the population.
31. Persistent drought and desertification have also dramatically demonstrated that greater agricultural productivity and production will depend increasingly on improvement both in development and management of water resources and in irrigation cropping schemes, especially micro-irrigation projects. Successful efforts in these areas imply recognizing the environmental implications of these activities and attending to the urgent need which exists to improve the operation and maintenance of facilities in order to prolong their life and provide better service to users. Another critical area for regional programme support lies in multinational measures designed to roll back the desert, similar to the "green belt" programmes implemented in some North African countries. Assistance to river basin organizations will be also be reviewed as part of the general support for economic co-operation.
32. Infrastructure (transport and communications). The focus will be on the enhancement and integration of transport and communication systems giving priority to the improvement and maintenance of existing facilities and networks, particularly at the subregional level, as part of a more comprehensive approach to promoting economic co-operation and integration.
33. Human resources are an underlying consideration for all of the above, as they constitute the most pervasive and vital input to economic development. Within the context of APPER and UNPAAERD, the development and effective utilization of human resources will be pivotal. This reflects the need for skills to design, institute and sustain the kinds of internally-generated and self-sustaining processes of

growth and development envisaged, and the recognition that the ultimate objective of all aspects of development is to ensure productive participation of every segment of the population.

Identification of project proposals

34. Having reached agreement on the strategy and areas of concentration for the fourth regional programme, RBA formally solicited project proposals from executing agencies, African IGOs and international and African NGOs and also from within UNDP, especially the Division for Global and Interregional Projects (DGIP), the United Nations Development Fund for Women (UNIFEM) and the United Nations Sudano-Sahelian Office (UNSO). This action initiated a new process for project selection which grew out of the Bureau's concern for having its new approach fully reflected in quality project proposals.

35. Executing agencies and other partners submitting requests (sponsors) were thus requested to develop proposals for projects based on the orientation paper and a "10-point guideline" devised and circulated to assist them in designing clear proposals which would avoid errors made during the third cycle. The guideline was to be applied to both new project proposals and ongoing projects expected to extend into the fourth cycle.

36. The guideline emphasized demonstration of each project's regional content, cogent presentation of the problems to be solved, the lessons drawn from previous attempts at solving such problems, the obstacles and constraints likely to be encountered, and the recommended specific actions to be taken.

37. Sponsors were also requested to indicate the degree to which their project proposals supported co-operative endeavours, the extent of commitment manifested by the intended participating countries, and the degree to which institutional conditions necessary for project feasibility were satisfied at both subregional and national levels. This latter point underlines the complementarity and operational linkage which the programme seeks to create between project activities at the two levels.

38. Subsequently the Bureau established an independent Advisory Panel on Project Selection (APOPS) comprised of six technical consultants and a former UNDP/BPPE official to assist in reviewing proposals in light of established priorities and project selection criteria, drawing heavily on the evaluation report of the third cycle. An important phase of the review process involved oral presentations by agencies sponsoring proposals. They were invited to clarify issues and elaborate further on their written submissions in order to provide the Panel with more substantial information on which to base its judgements. All executing agencies and most IGOs and NGOs which submitted project proposals chose to take advantage of this opportunity.

39. The Panel, during 10 weeks of work, appraised some 540 projects with a total cost estimate of nearly \$1 billion submitted by 28 executing agencies, 57 African IGOs and 15 NGOs for possible inclusion in the fourth cycle. Many of the projects proposals, however, did not address themselves to the clearly identified

concentration areas of the fourth cycle. For the most part, the proposals lacked vision. They did not adequately reflect a pragmatic approach to African co-operation on a regional basis and they did not demonstrate sufficiently the catalytic role of technical assistance in the development process. These shortcomings can reasonably be attributed, in part, to the limited time which had been available for consultation on specific project proposals by sponsoring agencies, Governments, IGOs and intended beneficiaries. In order to compensate for this, and to ensure that proposals respond to the declared needs of the African countries, the consultation process for project formulation has been extended. For certain priority areas, including regional and subregional economic co-operation and integration, the respective economic groupings as well as lake and river basin organizations have been consulted directly in order to determine the exact nature and scope of projects likely to produce the greatest impact in the context of their respective overall strategies. The projects listed in the annexes now reflect the results of this intensive consultations exercise to improve the quality of projects accepted for inclusion in the fourth cycle programme. This process is ongoing and will continue during the entire cycle.

II. THE INTERCOUNTRY PROGRAMME

A. Assessment of third cycle intercountry programme

40. The third cycle regional programme contained 10 priority areas derived from the Lagos Plan of Action. Within these, emphasis and resources were concentrated on: development of subregional co-operation, promotion of food self-sufficiency, human resources development, implementation of the United Nations Transport and Communications Decade for Africa (UNTACDA), and development administration. Only \$137.2 million was available for programming during the cycle following a 45 per cent reduction due to overall UNDP resource constraints and after deducting overexpenditure in the second cycle.

41. If performance of the programme were judged by implementation and delivery rates, its overall performance during the past five-year period would receive an impressive rating. Preliminary figures indicate 100 per cent expenditure of the \$137.2 million, in addition to \$1 million in resources actually borrowed from the fourth cycle. Of greater significance, however, were the programme's effectiveness and impact, and its contribution to regional development strategies and goals. Hence, independent of the significant achievements in financial delivery, the programme has been subjected to strict and rigorous qualitative analysis with a view to improving quality and relevance of the programme in the fourth cycle.

42. In 1984, a mid-term review of the third cycle regional programme was conducted in order to determine its continued relevance. The desk study, based on the evaluation of selected major projects showed that while a number of projects were on the road to achieving their respective objectives, a number of problems existed in relation to project design and management. Deficiencies included: ill-defined project objectives, not entirely adequate monitoring by UNDP headquarters and field offices, insufficient technical monitoring by the executing agencies and weak project support by some of the participating Governments.

43. Following the desk study, 70 tripartite reviews and evaluations were organized from mid-1984 to mid-1986 in an attempt to monitor more closely project performance and more precisely locate problems for corrective action. UNDP staff actively participated in these activities which were conducted on-site for selected large-scale projects. The exercise led to thorough reviews of project documents and work plans, resulting in adjustments which were designed to help ensure improved implementation for the remainder of the cycle.

44. The findings of this mid-term assessment were largely confirmed by the final evaluation of the third cycle undertaken in mid-1986 by a team of independent consultants. The evaluation served to assess the impact of the programme and highlight the factors determining project performance. During the 11-week process, the team held consultations with RBA project officers, scrutinized project files, and visited host and participating countries, project sites and executing agencies. The evaluation covered 23 of the most significant third cycle projects which, while accounting for only 6.4 per cent of the total number of projects, represented nearly 30 per cent of the programme in financial terms. Field visits were made to nine countries covering all the subregions, nine executing agencies (including those most involved in the third cycle regional programme) and 12 African IGOs.

Findings of the evaluation mission

45. The Mission found that efforts in the third cycle to achieve thematic coherence in support of the Lagos Plan of Action met with some degree of success. Many newly established subregional co-operation organizations were strengthened and their programmes successfully implemented, including projects with the Southern African Development Co-ordination Conference (SADCC). Other examples are the Economic Community of West African States (ECOWAS) which is promoting economic co-operation by assisting member States to formulate common policies and the African Regional Centre for Technology (ARCT) for its initiatives in promoting the development of scientific and technological capacities of its member States. There was also encouragement and initiation of self-sustaining and entrepreneurial activities by subregional institutions such as the East and Southern African Management Institute (ESAMI) and the African Regional Centre for Surveying and Mapping (ARCSSM). Furthermore there was success in implementing activities that showed a high level of competence and were closely integrated at the policy and community levels, notably in regard to the International Drinking Water Supply and Sanitation Decade.

46. The evaluation concluded, however, that some of the major problems in the majority of the projects examined could be traced to deficiencies in project design or project implementation or both.

47. Project design. These shortcomings included: insufficient attention during project identification and design to specifying project outputs and activities; inadequate attention to project formulation and to assessing the extent of genuine interest and effective support of participating countries to project objectives; insufficient consideration to necessary institutional conditions for project feasibility, including member Government support and effective use by members of

the research, training, advisory and other services; inadequate infrastructural and institutional capabilities or resources, or an inappropriate policy context at the national level, which prevented regional project activities from reaching the intended beneficiaries; and inappropriate objectives, i.e. those of lesser importance distracting attention from more critical issues.

48. Project implementation. Problems encountered in project implementation were often a direct consequence of faulty design and the general inattention to project feasibility that they reflected. Thus the organization, funds, staff, or other resources of institutions involved in project implementation at regional or national levels were sometimes insufficient for the task. Implementation difficulties were often further compounded by delays in equipment procurement or staff recruitment. UNDP and the executing agency concerned often gave insufficient attention to technical backstopping, monitoring or the need for revised project objectives or activities in the light of changed circumstances or the limited ability of participant Governments to provide the necessary staff and resources. On the other hand, where such recommendations were made, adequate follow-up provisions were often lacking.

Consequences for the fourth cycle

49. Based on the experience of the third cycle and in order to focus more on programme quality, RBA has assumed a more active role in preparing the fourth cycle regional programme. A more determined effort has been and will continue to be made to ensure that projects relate to the overall programme objectives, produce the desired impact, respond to the changing environment and the particular interests and priorities of the Governments concerned, and are backed by the necessary conditions for their successful implementation. Specific criteria related to project objectives, activities and implementation were determined and served as a basis for UNDP's selection from among the project proposals submitted by the various sponsoring agencies. A conscious effort was made to reduce the number of projects to be included in the fourth cycle programme, while making each project more relevant and oriented to specific activities which could be self-supporting in terms of both management and financing in the near term. UNDP resident representatives will be encouraged to take a more active role in regional programme activities.

50. Furthermore, RBA is setting in motion a series of measures to promote the management of the Africa programme as a whole, i.e. both regional and country programmes, and to help guarantee effective linkages between the two programme levels. These efforts expand on the traditional role of project management and include the training of field staff on the new orientation, using highly-skilled short-term specialists to assist in project negotiations and monitoring, and employing internal consultation systems to improve project performance. In particular all projects with potential for linkages with national projects are examined to ensure that even at the formulation stage such linkages are built into the project document through the Work Plan. At the same time a deliberate effort is being made to ensure that project activities and benefits are spread over as many countries as possible. In addition, activities related to proposed and ongoing projects by DGIP were given special emphasis.

51. Another element which is aimed at bolstering linkages with country programmes and improving project relevance and performance, especially in reaching the ultimate beneficiaries, is grass-roots development and co-operation with NGOs. In line with the UNDP Governing Council's recently reaffirmed commitment to expand such activities, RBA has taken a number of steps to involve both international and African NGOs in the regional programme. Selected international NGOs will assist in the implementation of project activities where they have expertise, such as in projects targeting women and community participation.

52. With regard to African NGOs, a pilot project for an "NGO Co-ordination Team" is expected to strengthen the operational and administrative capabilities of indigenous NGOs through collection and dissemination of information on NGO activities, and promoting and developing collaborative projects with Governments and UNDP. African NGOs will also participate in such selected projects as a pilot regional entrepreneurship development programme to train local entrepreneurs.

B. New programme proposal

Programme objective and areas of concentration

53. Given the economic scenario outlined in Part I above, the commitment of the international community and African Governments to take decisive measures in order to arrest the decline of African economic performance, and taking into account the lessons of the food crisis, the fourth cycle regional programme aims to support, at the regional and subregional levels, efforts by African countries to implement the UNPAAERD. In doing this, the programme will target four areas of concentration as discussed earlier: research and development for food production; productivity and management and public administration for production of goods and services; natural resources; and infrastructure.

54. Given the limited resources available through the regional programme as compared to the vast technical and capital assistance needs estimated by APPER for the five-year period, deliberate efforts are to be made during the fourth cycle for activities to generate larger inflows of development resources from bilateral and multilateral sources and from private investors. The policy of assisting Africa's initiatives in fostering larger and more effective roles for the private sector represents one response to this situation. Other efforts include the encouragement of cost sharing and co-financing. During the third cycle, nearly \$12 million was provided through cost-sharing arrangements. Cost sharing in the amount of \$10.5 million has already been mobilized for the fourth regional programme, and a strong commitment exists to continue attracting such funds.

Content of the new programme proposal

55. The new regional programme contains the following:

(a) Of 400 projects ongoing in the third cycle 41 will continue as is into the fourth cycle with budgets totalling \$9.4 million;

(b) Nineteen other third cycle projects are to be extended with revised objectives. The total cost is \$49.0 million;

(c) A total of 81 new projects scheduled for initiation in 1987 and 1988 are costed at \$100.7 million, representing 47 per cent of programmable resources;

(d) A programmed reserve of \$43 million, or 20 per cent, has been established for which individual projects will be identified and formulated on the basis of specified objectives;

(e) An unprogrammed reserve of approximately \$9.7 million, or 5 per cent, has been established for currently unplanned activities which may urgently or compellingly arise during the course of the cycle.

56. The following review of selected projects has been organized according to the four areas of concentration, along with complementary fields of intervention - health, international trade, cultural and social dimensions - and special programmed reserves for subregional co-operation and "Women-in-development" concerns.

1. Research and development for food production

57. In this broad area of concentration, regional activities will focus on measures to increase productivity and output in the agricultural sector. Harnessing this potential, however, requires the consistent application of the right policy mix at every point. At a minimum, such a mix should include ensuring the adequate supply of farm inputs to farmers at accessible prices, establishing appropriate producer and consumer pricing policies, adequate marketing, constructing and maintaining infrastructural and storage facilities, facilitating access to credit and land resources, devising adequate incentives and providing effective extension services.

58. It is to be understood, however, that the required increases will take place only if the linkages among agriculture and other sectors - notably industry, transport and communications, and administrative and financial services - are enhanced in a package of support to the agricultural sector. In this context, research and development in agriculture and related sciences and technologies must be strengthened and the results disseminated and applied at the peasant producer level. There is tremendous scope for regional co-operation in this area, particularly to improve co-ordination of efforts for effective dissemination and utilization of research results by peasants and small farmers. Support at the regional level will focus especially on co-ordinating work to develop improved animal species, farming systems and crops as well as to develop, explore and conserve marine and inland fishery resources.

59. UNDP will examine the extent to which a multi-country approach is feasible and cost effective for the provision of technical assistance aimed at strengthening national capabilities in agricultural policy formulation and implementation. At

the same time, training activities will be directed at improving the management of the agriculture, fisheries, livestock and forestry sectors. More specifically, programme formulation and management capabilities of African agricultural research institutions will be buttressed to ensure that their activities are more relevant to small farmers' real needs.

60. The regional programme also will fund activities aimed specifically at enhancing awareness of the role of women within institutions responsible for policy development and implementation. In addition, FAO in collaboration with other agencies will execute a project which will promote the use of recently developed agriculture technologies most suitable for use by women. Since the bulk of the agricultural labour force is female, such activities will be expected to contribute to higher agricultural productivity. RBA will be especially concerned to create complementary linkages between the regional and country programmes in this area.

Subsectors identified for support

61. Food crops. The programme will continue to support certain ongoing activities in the areas of crop research (notably irrigated and rainfed rice production) and pest control (locusts, armyworms, cassava mealybug and green spider mites). However, UNDP's concern is for evident commitment by participating States to the subregional institutional arrangements (such as Organisation commune de lutte anti-acridienne et de lutte aviaire (OCLALAV)) set up to implement these measures.

62. Innovative approaches are being made to cover new areas including: research and development in such other staple foods as roots, tubers and plantains; research and control of pests affecting maize; research to optimize fertilizer use and reduce post-harvest losses, etc. Support in the area of food production will be given to African regional research institutions of proven viability and capability.

63. Livestock. The programme will support ongoing training activities in range management for the Sahelian countries, carried out under the aegis of the Comité permanent inter-Etats de lutte contre la sécheresse dans le Sahel (CILSS). UNDP will take the initiative in exploring areas where new assistance or training activities might be supported with interested agencies and African intergovernmental institutions.

64. Fisheries. Attention will be directed to bolstering institutional capabilities for the management and development of the fisheries sector, both inland and marine. This will include ongoing assistance to successful subregional IGOs concerned with data collection, monitoring and management of common marine fisheries resources, as well as region-wide targeted technical assistance to strengthen national institutions concerned with policy formulation and implementation. Finally, specific attention will be given to the training of middle-level technical and extension staff to encourage the spread of aquaculture in the rural areas, and thus improve more directly the quality of the food supply.

65. Forestry. Development, exploitation and conservation of forestry resources - a natural resource base essential to a healthy agricultural sector - will also be financed through multi-country targeted assistance and training aimed at increasing

national institutional capabilities for forest planning and management, as well as through a pilot project to train village-level extension workers and to encourage tree planting by the rural population in the Sahel.

2. Management and public administration for increased production of goods and services

66. In this area of concentration, three issues are to be addressed. These are increased productivity; structural constraints to production, and performance of the private and informal sectors.

67. Increased productivity. In the submission of African countries to the Special Session of the General Assembly on the Critical Economic Situation in Africa, attention was drawn to the pervasive low level of productivity which permeates all economic and social sectors in Africa. The inadequacy of managerial capacity at the micro and macro levels and among middle- and higher-level personnel derives its roots from inadequate and insufficient training as well as to institutional and structural weaknesses. The results are manifested in the inefficient performance of some government agencies, public enterprises and private sector establishments.

68. In addressing this problem the regional programme in the fourth cycle will undertake activities aimed at strengthening the capacity for planning and management of socio-economic change at the sectoral, national and subregional levels through strengthening capabilities of certain subregional training and advisory institutions, in light of recommendations of the Ad Hoc Committee on African Multi-national Institutions.

69. Examples are the Centre Africain d'études supérieures en gestion (CESAG), the Eastern and Southern African Management Institute (ESAMI), the Pan African Institute for Development (PAID), and the African Institute for Advanced Public Policy Analysis and Future Studies. Future support to the Institut Africain de Développement Economique et de Planification (IDEP) will, however, be subject to further review by UNDP to ensure that the activities of this institution are redirected towards issues of greater relevance to Africa's development than has so far been the case. More generally, support to all these training institutions will be directed at strengthening specific capabilities, to be achieved within a defined time span. Broad budgetary support, without clear objectives, will be terminated. Emphasis will also be on assisting such institutions to become financially self-supporting within a reasonable period.

70. Subregional and regional management training institutions need to enhance their relevance and effectiveness by improving their management and increasing their linkages with national activities. To this end UNDP and the Economic Development Institute of the World Bank in 1985-1986 conducted an in-depth assessment of private and public management training requirements that can be most appropriately met by African regional and subregional institutions. A follow-up project to provide a core of necessary support to strengthen the capacity and responsiveness of these institutions is anticipated during the fourth cycle. Additionally, UNDP and the International Finance Corporation (IFC) are planning to fund jointly a manpower development and training programme for African private business enterprises.

71. Direct assistance will also be provided to individual enterprises in the public sector which, notwithstanding the shortcomings they have typically exhibited and been criticized for, have a potentially critical role to play in the development process. The issue in the "public sector" debate is not one of the size of the public sector as such, but of the quality of its management and the objectives that it sets for itself. There is convincing evidence from the newly industrialized countries of the complementarities which can be created between public and private sector activities to improve the efficiency and impact of each.

72. Structural constraints to production. Import dependence and poor intersectoral linkages are among the most significant problems which are amenable to regional solutions (apart from transport and communications - which is itself an area of concentration).

73. The import content of production in the modern sector, excluding mining, in sub-Saharan African countries is excessively high. Consequently with the scarcity of foreign exchange, production and capacity utilization is severely limited. The situation is so serious that even some of the traditional production activities are no longer spared. Such excessive dependence on imported inputs, in a continent with rich natural resources, results from the failure to fully explore and exploit the natural resources of the continent to meet the needs of domestic production and consumption. It is partly a problem of research, partly one of human resources development and partly a matter of the re-orientation of production and consumption to take account of the objectives of self-reliant and self-sustaining development.

74. The regional programme will contribute to improvements in this area by helping to strengthen the institutional capacities at national and regional levels for evaluating local raw materials, encouraging research and development (including adaptation of existing technologies to local needs), and training technical and management staff to staff the relevant institutions. In this context, the programme will continue to support existing institutes of proven performance, such as the African Regional Centre for Industrial Design and Manufacturing, and the African Network of Scientific and Technological Institutions.

75. As regards intersectoral linkages, the critical objective is the internalization of the engine of growth within the continent. Thus, vertical and horizontal linkages within and among sectors must be established which may cut across national frontiers but remain within the continent. The benefits are enormous: greater capacity use, more efficient use of foreign exchange reserves, employment, overall increase in incentives to other subsectors of industry, etc.

76. In the design of the regional programme, special attention has been given to the promotion of effective linkages among the productive sectors. Central to this objective is support for the industrial sector to encourage the diversification of activities into fields critical to other sectors, notably agro-processing, production of agricultural inputs, and manufacture of equipment and spare parts for the transport and communications sectors. Such diversification is essential to create the conditions required for the critically needed structural transformation.

77. Performance of the private and informal sectors. In most countries in sub-Saharan Africa these sectors generate over 80 per cent of GDP. Any effort at increasing production of goods and services must deal with those peculiar constraints prevalent in these sectors. This has been increasingly accepted by development practitioners and politicians and the regional programme has correspondingly increased its own activities in this area. In collaboration with relevant United Nations system agencies, several initiatives are being taken to respond in a coherent manner to the needs of African countries. In the context of the regional programme, these are the following:

- (a) Assistance to prepare investment proposals, particularly for small and medium-scale enterprises;
- (b) Provision of suitable training and management services;
- (c) Enhancement of access to a network of appropriate financing institutions; and
- (d) Reduction of legal and environmental constraints to domestic and international investment.

78. The centrepiece of activities in support of the private sector is the African Project Development Facility. In May 1986, UNDP and IFC agreed to establish the Facility. The Facility will provide technical and consultancy services to African entrepreneurs who are in a position to make the transition from trading activities to manufacturing or from cottage and small-scale enterprises to medium-scale ones. It will also assist entrepreneurs in securing access to sources of equity and loans.

79. Finally, two innovative programmes are to be launched in order to stress the importance of the human factor in development. The first concerns the social impact of the structural adjustment policies of the International Monetary Fund (IMF) and the World Bank; the second addresses rural employment and the informal sector.

3. Natural resources (water, drought, desertification, and energy)

80. Water resources are critical for the development of other sectors, particularly agriculture and health. Basic to any planning in this sector is the availability of data on actual resources. An assessment of surface and ground-water resources will be financed as a contribution to the development of knowledge by Africa of its own resources. This would then help provide the baseline data for forecasting and combating drought. The United Nations University's Institute for Natural Resources in Africa (INRA) will be supported to implement an advanced training programme in a few specific areas selected for immediate action.

81. Measures are also required to improve planning procedures within the sector, especially with regard to integrating sectoral master plans for water with national development plans. In this regard, the programme supports an ongoing project within the framework of the International Drinking Water Supply and Sanitation Decade which will establish Sector Development Teams to improve technical

assistance programmes under the Decade. Attention will also be directed to resolving institutional weaknesses arising from fragmented government departments dealing with water issues and the lack of trained and skilled manpower, equipment, spare parts and finance. In the field, increased efforts will be targeted at replication of newly developed manual pumps, wells and boreholes; at village-level operations and maintenance; at co-operation in the manufacture and distribution of spare parts; and at the wider dissemination of experiences in implementing water projects so as to avoid repeating costly mistakes and duplicating efforts.

82. While irrigation has been regarded as a panacea for drought-prone countries, experience has revealed poor performance and failure to reach expected targets. As a result, caution must be exercised when planning for the development of this area. Small-scale schemes could offer countries a chance to acquire skills and develop capabilities for expansion and future planning of irrigation projects, especially in those countries fringing the Sahel.

83. Drought and desertification do not recognize national boundaries and are priority concerns indicated in the Lagos Plan of Action and other regional policy papers. Of critical importance is the need for systematic exploitation of environmental resources combined with conservation, in order to prevent such irreversible depredation of Africa's natural resources as has been manifested in the severe soil erosion, growing desertification and environmental degradation in many areas. Therefore, in addition to projects already selected for the fourth cycle which relate to controlling drought and desertification (such as the pilot project on tree planting in the Sahel), an additional \$5 million has been allocated within the programmed Reserve for a comprehensive, integrated project to be formulated jointly by RBA, UNSO, the United Nations Environment Programme (UNEP), CILSS, and the Inter-governmental Authority on Drought and Development (IGADD).

84. River and lake basin organizations. UNDP is similarly committed to supporting co-operation between countries for the joint development and management of common natural resources. However, in view of the problems encountered by river basin organizations and similar bodies assisted under previous cycles of the regional programme and the weaknesses of their proposals, UNDP's assistance for the fourth cycle will be reviewed. RBA will consult with those concerned to identify specific areas for assistance concerning activities within their mandate which command genuine support of the member Governments, notably the joint management and exploitation of water resources for irrigated agriculture and the generation of hydro-electric power. Furthermore, countries must show a firmer commitment to strengthening the management capabilities of these organizations. A specific project on flood forecasting fully supported by all parties and technically successful will continue to be financed through the regional programme.

85. Energy. African countries continue to face major difficulties in adjusting to the widening gaps in their external payments position, gaps largely triggered by the high costs of importing energy. The development of all forms of energy resources is therefore important, not only to ease balance-of-payments problems, but also to arrest the process of environmental degradation and desertification and to accelerate rural transformation. RBA is co-operating with other interested agencies in identifying and formulating relevant project activities to assist the

rationalization of energy policies and activities in production, utilization and conservation.

86. Infrastructure (transport and communications) is of major importance in facilitating and buttressing agricultural and industrial development as well as in meeting the overall goal of subregional integration. The regional programme will contribute to strengthening African capabilities for the management, utilization and maintenance of existing infrastructure and to improving intra-African transport and communication links deemed necessary for subregional collaboration, economic integration and self-sustained development.

87. More specifically, the regional programme will continue to support the United Nations Transport and Communications Decade for Africa until the end of the Decade in 1988. An additional allocation of \$5 million has been made available under the Special Programme Resources for the cycle bringing the total to \$6 million. Continuing activities will include mobilizing resources, centralizing information and data, incorporating training activities, and developing transport facilitation measures. Further commitment beyond 1988 will await a thorough assessment of the results of the first Decade.

88. Similarly, while the improvement of transit-transport services for land-locked countries continues to rank among the priorities of the fourth cycle, a complete reshaping of the ongoing projects financed since 1977 is planned. This measure will make the projects more operational and cost-effective. It will also require that existing intergovernmental organizations, where effective subregional decision-making process is taking place, participate directly in implementation. In view of the special circumstances affecting countries neighboring the Republic of South Africa, the fourth cycle regional programme will give particular attention to transit-transport services in the southern African subregion.

89. Among the new proposals in transport, the programme will finance a project of surveys, studies and workshops to be monitored by the World Bank, in collaboration with ECA, as a means to strengthen all critical transport subsectors within the Transport and Communications Decade. The project will be undertaken in close association with all relevant, competent agencies of the United Nations system and OAU.

90. No specific effort has so far been developed to co-ordinate and interconnect the different transport modes in order to improve the efficiency of the entire transport system and to maximize the use of existing infrastructural capacity. In view of this, a new project will be financed to ensure an effective functioning of the "transport chain" by implementing a logistic management approach.

91. In the field of communication, support will continue for the extension of the Panafrikan Telecommunication (PANAFTEL) Network, which started in 1973, in order to complete the links between adjacent countries. Although support will be provided for training activities in the maintenance of the network, it is felt that the financial burden of maintaining the existing links needs to be increasingly assumed by the countries themselves. The fourth cycle programme will also participate in cost-sharing arrangements with other institutions to launch a regional communications satellite.

92. All the other projects selected relate to the training component in specific subsectors, mainly maritime, port, civil aviation, telecommunications and postal services. Although the programme will continue to finance the training component of some existing regional schools, no assistance will be provided to create new ones.

4. Complementary fields of intervention

93. In addition to the four areas of concentration discussed above, RBA, in consultation with African countries, has identified a number of other important activity areas which are necessary for the attainment of specified objectives of the APPER and in enhancing the impact of the activities undertaken within the areas of concentration. These complementary fields are described below.

94. Health. The fourth cycle includes a number of projects promoting health as an important contribution to human resources development and increased productivity. Phase III of the successful Onchocerciasis Control Programme will permit expansion of ongoing control operations in order to eliminate reinvasion of the disease, secure success achieved, and prepare for completion of the programme whose ultimate objective is the development of human and natural resources for agricultural development in the subregion. This will include extending coverage to four additional countries in West Africa.

95. In the area of training and research, the regional programme will continue to support the Expanded Immunization Programme (EIP). Another ongoing global project researching tropical diseases has been accepted in principle, pending more specific elaboration of RBA's role.

96. The regional programme will also support an interregional project to help countries develop training materials for health workers and to build up a network of technical collaboration. Another activity will involve consultations within the TCDC framework and training by means of a seminar on food and nutrition surveillance systems which would develop methods for follow-up intervention.

97. International trade. Trade-promoting arrangements are closely related to efforts to expand the production of goods and services for multinational African markets. (See sect. B.2 above.) However, because the successful implementation of trade projects is partly dependent on the ability of subregional economic communities to operate more efficiently, most trade projects in the fourth cycle will be financed as part of an "activities package" to be negotiated between RBA and each subregional, intergovernmental organization. Some trade projects will be financed which can develop procurement policies for agricultural inputs, agricultural machinery, irrigation equipment and packaging development, as well as a subregional project to conduct systematic supply and demand surveys followed up by vertically-oriented activities.

98. Finally, several proposals on management of the external debt were identified for consideration during further consultations with African Governments and the sponsoring agencies.

99. Cultural and social dimensions. As development economists have come to realize and as the experience of other areas of the world has shown, the social dimensions of development are potent factors in the success of the overall development effort, representing a powerful force in propelling a community to undertake the necessary sacrifices that the development effort may demand and in easing some of the social tensions and tendencies to alienation that are so often associated with rapid economic and technological development.

100. But the cultural dimensions of development are still largely neglected in Africa. In the fourth cycle, the regional programme will contribute selectively to the efforts of regional and subregional institutions that are likely to assist in the examination, analysis and effective use of this aspect of development. Two such organizations which will receive continuing support are concerned with preserving and promoting cultural heritage in Africa. The specific nature of UNDP assistance to the Institut culturel Africain (ICA) and Centre international des civilisations Bantu (CICIBA) will be determined after further consultation and evaluation of activities which have been assisted to date.

101. An innovative pilot programme will be launched to study the social impact of the World Bank and IMF structural adjustment policies in Africa. It is clear that almost all countries in the region are likely to have recourse to structural adjustment loans and similar facilities from the Bank and IMF. Notwithstanding the anticipated long term benefits of such policies, there will inevitably be some short- to mid-term shocks to the economic system, which the most disadvantaged population groups can least bear. A joint UNDP/World Bank project, therefore is envisaged, to examine these consequences more comprehensively, to anticipate them and recommend appropriate policies to cushion some of the more severe shocks.

5. Programmed reserve

102. The fourth cycle regional programme includes a programmed reserve of \$43 million for which detailed projects have yet to be developed. This reserve is allocated for three special areas of support cutting across various substantive sectors. Of this allocation, \$25 million has been earmarked for subregional organizations for economic integration and river/lake basin development; \$8 million for Women-in-Development (WID) concerns, and \$5 million for measures to combat drought and desertification. These areas reflect a number of the priorities discussed in Section I above. The remaining \$5 million are available under the Special Programme Resources to continue to support the United Nations Transport and Communications Decade for Africa.

Regional and subregional co-operation and economic integration

103. The fourth regional programme will continue to support specific activities of subregional and regional institutions, especially where such intercountry collaboration makes the implementation of activities more cost-effective. Emphasis will also be given to enabling the secretariats of economic co-operation groupings to assist in the formulation of common policies at respective national levels in selected economic and social sectors. A total of \$25 million has been allocated for projects to be developed in the following two categories of subregional co-operation.

104. Economic communities. While UNDP remains firmly committed to assisting the process of economic integration in Africa through support of economic communities, the proposals received did not adequately reflect a comprehensive strategy in this direction, nor address the most compelling issues, nor always provide convincing evidence of the commitment of the countries concerned.

105. However, given the crucial nature of this objective, RBA will hold consultations with the various subregional economic groupings (together with ECA and other interested agencies). These discussions will involve reformulating a coherent set of project activities aimed at goals within priority areas and which are genuinely feasible, given the implementation capacities of the respective secretariats and the degree of support accorded them by their member Governments. Preparatory assistance will then be provided to the secretariats to help them formulate detailed project proposals where a regional approach is both justified and feasible.

106. Thus, technical assistance to these communities will differ from the type provided in previous cycles. Instead of providing general assistance to broad secretariat activities, the programme will concentrate on achieving more specific objectives, such as increasing production in the agriculture, industry and energy sectors. This will be accomplished either through support to pre-investment studies for community production ventures, community training programmes, and specially-targeted trade facilitation measures or improving the utilization of existing community transport and communications infrastructure. By supporting activities in areas of more obvious relevance entailing more direct benefits to participating countries, the credibility of these subregional institutions should be enhanced and should elicit greater support for the secretariats than has been the case to date. In fact, assistance will be conditional on the member countries themselves taking certain preliminary measures as a sign of their commitment, including setting up intercountry technical working groups. In addition, to further ensure member support to project activities, UNDP plans to place primary responsibility for project formulation with the secretariats, as opposed to United Nations system agencies, with external assistance provided where appropriate.

107. Furthermore, the programme will restrict funding to a few projects which will include assistance to ECOWAS for the harmonization of investment legislation and developing a common policy toward the activities of foreign-owned companies; and preliminary market studies on possibilities for new productive activities within the Preferential Trade Area (PTA). Activities sponsored by the Southern African Development Co-ordination Conference will receive special attention.

108. Women in development. A new surge of interest in women's programmes was generated by the UNPAAERD which recommended that "the role of women in development must be taken seriously into account in development planning and in the disbursement of resources, both as contributors to and beneficiaries of development efforts ...". The revived commitment was reinforced by a workshop organized in July 1986 after the Special Session of the General Assembly. At that meeting, UNIFEM and ECA, with UNDP's full involvement, developed a strategy of action which is now being implemented. On the basis of the new strategy, the regional programme will continue to give special emphasis to the integration of women into development

programmes. Therefore, a special allocation of \$8 million is earmarked for new proposals representing an integrated approach to facilitating women's full participation in development planning and management. However, of some 25 project proposals submitted for the fourth cycle specifically targeting women, many were overlapping, few were convincing, and most were premised on a very static view of the African socio-economic context.

109. In this context, and to generate more effective programmes at the regional level, RBA convened a co-ordination meeting in October 1986, bringing together several United Nations system organizations and the OAU which will most likely be project partners with RBA during the fourth cycle. Participants identified sectoral activities for which projects are currently being formulated under the technical leadership of FAO, ILO, the World Bank, UNIFEM, ECA and others. The following areas are of particular relevance: increasing rural women farmers' productivity and quality of life through improved technology identification, adaptation and management; credit support system for productive activities of rural women; training and research on statistics/data for incorporating women into development planning; training for women planners and managers; women in the informal sector; women and new/renewable energy sources; and community-based management of water supply, including incorporation of women into operation and maintenance of water projects.

110. In addition to these activities, a special effort will be made to incorporate a large number of WID concerns in the design and subsequent implementation of other regional projects, particularly in the areas of agriculture, industrial production and human resources development.

6. Framework for evaluation and co-ordination of development activities in Africa

111. In this area, the regional programme will support a Steering Committee whose purpose is to design and execute a strategy for the United Nations development system in implementing the UNPAAERD. In responding to the recommendations of UNPAAERD for establishing national mechanisms to follow-up and implement UNPAAERD at the national level, the round-table process which has been used to implement and monitor the UNPAAERD could also be used for this purpose. In addition, the regional programme will respond to the need at the regional level to set up a mechanism for continuous evaluation of national and subregional efforts.

C. Unprogrammed reserve

112. Approximately 5 per cent of available resources (\$9.7 million) is earmarked for activities which may not be in the areas identified but nevertheless are of importance to the overall objective of self-reliant development. These will be activities of an urgent nature or by-products of newly approved or ongoing projects.

D. Reserve list of projects

113. In addition to the core projects identified and listed for funding, a number of very important projects have been put into a reserve list because of resource limitations. These projects will be placed in the Projects Annotated Lists (PALs) in the hope of attracting third-party cost sharing. At the same time, a vigorous drive is underway - together with executing agencies - to obtain cost sharing on projects included in the regional programme, which would then release resources to allow funding of some of the reserve projects. The list will also be a source of projects from which selections can be made to fill gaps in the programme where currently included projects have been dropped for compelling reasons.

Annex I

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

<u>A. UNDP-administered sources</u>	<u>\$</u>	<u>\$</u>
Third cycle IPF balance	(1 000 000)	
Fourth cycle IPF	195 750 000	
Subtotal IPF		194 750 000
Special Measures Fund for the Least Developed Countries	-	
Special programme resources	5 928 000	
Government cost-sharing	-	
Third-party cost-sharing	10 554 000	
Operational funds under the authority of the Administrator	-	
UNDP special trust funds:		
- Norwegian Trust Fund (third cycle balance)	659 000	
Subtotal, UNDP non-IPF funds		<u>17 140 000</u>
 <u>B. Other sources</u>		
Funds from other United Nations agencies or organizations committed as a result of the intercountry programme exercise	-	
Parallel financing from non-United Nations sources	-	
Subtotal, other sources		<u>-</u>
 TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		 <u><u>211 891 000</u></u>

II. USE OF RESOURCES

<u>A. Programmed (all objectives)</u>		
Ongoing projects	58 436 000	
New project proposals	100 740 000	
Programmed reserve	43 000 000	
Subtotal, programmed resources		202 176 000
Unprogrammed reserve		<u>9 715 000</u>
 TOTAL USE OF RESOURCES		 <u><u>211 891 000</u></u>
