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GOVERNING COUNCIL

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SUMMARY RECORD OF THE 21st MEETING

Held at the Palais des Nations, Geneva
on Thursday, 16 June 1988, at 10 a.m.

President:

Mr. MANGWAZU

(Malawi)

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The meeting was called to order at 10.20 a.m.

POLICY REVIEW: ANNUAL REPORT OF THE ADMINISTRATOR FOR 1987 (agenda item 3) (continued) (DP/1988/18, Add.1, Add.2 (Part I), Add.2 (Part II), Add.3, Add. 4, Add 5, Add.6 (Part I and Part II) (English only)

1. Mr. DRAPER (Administrator of the United Nations Development Programme) welcomed the support expressed within the Council for the many proposals he had made as well as the clear endorsement of UNDP as the central funding mechanism for technical co-operation in the United Nations system. The constructive criticism would be helpful in guiding UNDP management in the future.
2. Reviewing the main topics broached by members of the Council during the discussion, he first of all thanked all donors, and particularly those which, like Japan, had confirmed their intention of continuing to increase their contributions in order to meet the goal of a general 8 per cent increase. However, as the representatives of China, Colombia and other countries had said, although UNDP resources had increased, that was partly due to fluctuations in the exchange rate of the United States dollar, and in real terms, the Programme's purchasing power had decreased and the increase in national currency contributions had fallen short of the goal of 8 per cent. Peru and other countries had argued that, in the circumstances, the \$676 million identified as additional programmable resources for the fourth cycle did not represent a surplus. As the representative of Malawi had said, nothing would be more dangerous than doubts as to the continuing availability and regular growth of resources. He endorsed the suggestion by the representatives of the United Kingdom, the Netherlands and the United States that resources over and above those planned should be allocated to needs that had not been apparent at the beginning of the fourth cycle, for instance, to meet the growing needs of Africa, to finance the Management Facility and to enhance TCDC. In view of the positive response of members of the Council, he was confident that in the spirit of the consensus, it would be possible to arrive at a workable and timely redistribution of resources by the end of the session.
3. He noted with satisfaction that the proposal to establish a Management Facility had given rise to great interest and generally favourable comments. He welcomed the support from a large number of developing countries as well as from donors such as Austria, Spain, the United Kingdom and from many other countries which had indicated their support in private conversations. He assured those who had expressed misgivings in that regard that there was no question of introducing conditionality in the Facility, the aim of which was to improve the management capabilities of the countries which applied for it. Detailed replies in writing would be made to the many questions put by Australia, Belgium, France, Italy, the Netherlands and other countries concerning the proposed Facility. In any case, the establishment of the Facility would be only the beginning of what he hoped would become a major effort by donors and financial institutions to provide very much greater management support. As the Sudan had noted, the \$70 million requested for the Facility under Special Programme Resources (SPR) would be inadequate to meet the management requirements of the developing countries, but once again, it would be a first step in the right direction.

4. He had taken note of the pressing requests made by very many countries for greater use of TCDC approaches. He was glad to note that Thailand had joined other countries that used IPF resources for TCDC promotion. He congratulated Brazil on the establishment of the Brazilian Co-operation Agency (ABC) and was proposing to the Council that \$5 million should be allocated to TCDC from the increase requested in Special Programme Resources (SPR).

5. He was pleased to note the support expressed by the overwhelming majority of members of the Council for strengthening UNDP's efforts in Africa to endow the Programme with greater capacity to respond to the extraordinary development needs of that continent. With regard to Central America, he had noted the important statement made by Costa Rica on behalf of the countries of that region in support of the Special Plan of Action for Economic Co-operation. He was confident that the discussions on the relevant agenda item would identify the exact role that the Council envisaged for UNDP in Central America.

6. He had also noted with satisfaction that the members of the Council generally supported the initiatives taken by UNDP in assisting Governments to respond to the social and other problems growing out of the application of structural adjustment measures. UNDP had a unique role to play, and it would continue to identify ways and means of supporting the Governments that sought its aid. He assured those who had expressed concern in that respect that UNDP had no intention of imposing conditionality upon assistance provided under structural adjustment programmes.

7. Turning to private sector activities, he said that he hoped the Council had a clearer understanding of UNDP's attitude to the greater awareness by recipient Governments of the contribution an efficient private sector could make to economic and social growth. He agreed with Denmark that the private and public sectors were more often complementary than competing and with Zimbabwe on the importance of dialogue with Governments on private sector initiatives. He thought, like the Federal Republic of Germany, that UNDP should aim at a sensible division of labour between the public and private sectors, and he accepted Yugoslavia's position that UNDP could play an appropriate role in that area, provided the sovereign decision of the country concerned was fully respected. In that connection, he reiterated his firm adherence to the 1970 Consensus and he wished to assure the Soviet Union that UNDP had adhered strictly to Council decisions 87/10, paragraph 7 and 84/4, paragraph 17, in which the Council welcomed the initiatives to strengthen and broaden the Programme's efforts to assist Governments, strictly in accordance with their priorities and expressly at their wish and with their consent, through collaboration with the private sector. He was happy that Finland welcomed UNDP's support of small farmers and women in income-generating activities and thanked that country for its support of the final version of the Technical Advisory Note on the Private Sector, which was functional and could be useful to those who applied it. As several countries had called for a full discussion on UNDP's private sector activities, he planned to report to the June 1989 session on the results of the country dialogues between senior government officials and private sector participants, which UNDP was endeavouring to facilitate.

8. Several speakers had referred to the increasing collaboration between UNDP, the World Bank and other major financial institutions. However, they had rightly urged that the separate identities and mandates of the institutions should be observed. As the Swiss representative had said, UNDP should neither completely adhere to the objectives of the financial institutions nor completely disregard them. He reaffirmed that the co-operation with the World Bank would not lead to any conditionality in the technical assistance provided by UNDP, because neither the Bank nor UNDP wished that to happen.
9. With regard to co-ordination, he intended to study closely the various points raised by the Director-General for Development and International Economic Co-operation, and especially his proposal concerning co-ordination at the country level, mainly with regard to the appointment and functions of resident co-ordinator/resident representative. The representative of New Zealand had put the case strongly that UNDP should lead the way in co-ordination. Many Governments had stressed the need for increased co-ordination; that topic would form the subject of a separate report. However, he agreed with the representatives of Sweden and Denmark that increased support for central funding would lead to increased co-ordination because, as the representative of Sweden had said, "the prime co-ordinator is money".
10. As he had indicated in his opening statement, UNDP attached great importance to the continuing role of the specialized agencies in the execution of UNDP-funded projects. He had invited the agencies to work with UNDP to develop a greater capacity to deal with the growing complexity of technical co-operation. Together they might need to rethink the respective roles of UNDP, the agencies and recipient Governments. In the meantime, he fully endorsed the approach set forth in the Consensus and expressed concern for those agencies that were labouring under budgetary difficulties. As he had recently told the UNESCO Executive Board, UNDP was ready to work as much as possible with the agencies. For example, in response to the concern voiced by the Director-General of WMO - and by other agencies - on the subject of currency fluctuations, he had recommended to the Council that it should adopt the ACC's proposal on extra support costs for the specialized agencies.
11. He was very pleased that several representatives, including the representative of Switzerland, had drawn attention to the very important issue of the quality of personnel. On the other hand, he could not agree with the view of the representative of Peru that it was abnormal that UNDP should pay its field staff salaries that were higher than those of the senior officials in many developing countries. The quality of UNDP staff was in fact the key to its success, and therefore it was of paramount importance for UNDP to be able to call upon the best possible staff in order to fulfil its mandate to the satisfaction of both donors and recipients. The United Nations salary structure was making it increasingly difficult to attract and retain the brightest and best. Nevertheless, he hoped that with the support of member Governments, the agencies of the United Nations system, the ICSC and the Secretary-General, it would be possible to prevail upon the General Assembly to provide greater flexibility in salaries and other benefits, especially for staff serving in the field duty stations, for both project personnel as well as UNDP and agency staff.

12. In addition, UNDP would continue to draw upon national consultants and experts, as appropriate. UNDP offices would also continue to expand their numbers of local professionals. In all cases, UNDP would continue to pay best prevailing salary levels. In addition, it would further continue to underline the importance of training, as Finland had urged it to do. In that connection, it deeply appreciated Japan's offer to sponsor a senior management training session for a number of UNDP resident representatives in Tokyo in October 1988.

13. In view of the very large number of representatives who had spoken during the debate, it would be impossible to reply to all the questions raised. He had therefore tried to respond to most of the major topics which the Council had to consider. However, before concluding, he wished to touch on a few of the other important issues discussed. He assured Canada, Sweden and all other countries concerned by the problem that UNDP would continue to give high priority to environmental considerations in development. He assured all the representatives who had referred to the positive aspects of project-execution by Governments and the importance of local staffing that UNDP fully supported efforts by Governments in that regard. As far as United Nations Volunteers were concerned, he had seen them at work throughout the world and could testify to their efficiency.

14. UNDP would continue to do its utmost to reduce drug dependency at the level of both producers and consumers and to combat the threat posed by AIDS. A global project would also be submitted to the Council to combat another plague which was threatening many African countries, namely locusts. In response to the request by a number of countries, UNDP would continue to stress the importance of human resource development and it was determined to attack the issue of critical poverty. He would heed the call by the representative of Fiji to do more for the small island countries and territories of the Pacific and he had taken note of Norway's suggestion to make the question of the role of women in development the subject of a new annual report.

15. Lastly, he thanked representatives who had commented on the future role of UNDP and he welcomed the Netherlands proposal that the 1989 high-level segment should be devoted to that issue. The suggestion was a useful one and a discussion of that subject would be healthy and productive.

16. The PRESIDENT thanked the Administrator for the detailed replies he had given to the questions raised in the high-level debate and which showed that the opinions expressed by representatives had been duly noted and would continue to be taken into account. He said that the Governing Council had concluded the high-level debate

PROGRAMME IMPLEMENTATION (agenda item 4):

(b) SPECIAL PROGRAMMES:

(i) ASSISTANCE TO NATIONAL LIBERATION MOVEMENTS RECOGNIZED BY THE ORGANIZATION OF AFRICAN UNITY (OAU) (DP/1988/2);

(iii) ROLE OF THE UNITED NATIONS DEVELOPMENT PROGRAMME IN THE IMPLEMENTATION OF THE UNITED NATIONS PROGRAMME OF ACTION FOR AFRICAN ECONOMIC RECOVERY AND DEVELOPMENT, (1986-1990) (DP/1988/24);

OTHER FUNDS AND PROGRAMMES (agenda item 8):

(d) UNITED NATIONS SUDANO-SAHELIAN OFFICE (UNSO) (DP/1988/49);

(i) PLAN OF ACTION TO COMBAT DESERTIFICATION;

(ii) RECOVERY AND REHABILITATION PROGRAMME IN THE SAHEL REGION

17. Mr. DAMIBA (Assistant Administrator and Regional Director for Africa), introducing the question of the role of UNDP in the implementation of the United Nations Programme of Action for African Economic Recovery and Development (UNPAAERD) (DP/1988/24), said that he would focus on the three following areas: first, the coherence of measures and initiatives taken by UNDP to improve response to development priorities (round-table conferences, national technical co-operation assessments and programmes (NatCAP), assistance in identifying economic policies, in co-ordinating aid and in planning); second, the necessary strengthening of UNDP's African offices in order to enable them better to assume their role; third, the need for special financial resources in order to implement activities aimed at strengthening management capacity in Africa.

18. On the first point, the coherence of UNDP's support measures for identifying economic policies and co-ordinating aid in Africa, he said that, in recent years, the African countries had applied to UNDP for help in coping with the crisis they were undergoing. Those requests had been supported by donor countries, in particular at meetings of the OECD Development Assistance Committee, and had led to the formulation of the United Nations Programme of Action for African Economic Recovery and Development, adopted at a special session of the General Assembly in 1986. In response to those appeals, UNDP had adopted a number of measures to help African countries to identify and implement economic policies and programmes adapted to their situation. Far from being isolated, each UNDP initiative formed part of a concerted effort, a global strategy which should enable those countries better to assume their economic responsibilities.

19. The new round-table conference procedure, which had been proposed three years earlier, had been successfully applied (DP/1988/24, paras. 40 to 44). For UNDP, the round-table conferences were not simply periodic and isolated meetings between African countries and donors, but constituted a process for defining or examining economic strategies and reforms, seeking a consensus on the policies proposed and on co-ordinating assistance received. That process started well before and continued long after the round-table conference itself and therefore fitted in well with other initiatives. Round-table conferences (new style) had already been held for Chad, Sao Tome and Principe, Cape Verde, the Central African Republic, Niger and Togo, and four others would take place in Guinea-Bissau, Burundi, Equatorial Guinea and Sao Tome and Principe by the end of 1988. UNDP would like to increase the frequency of those meetings in order better to monitor the rapid rate of change in African countries and ensure the continuity and effectiveness of the dialogue.

20. National technical co-operation assessments and programmes (NatCAP) played a role similar to that of the round-table conferences, but in the sphere of technical co-operation. There again, the idea was to help African countries to set priorities, to develop policies geared to their needs, and to

co-ordinate and better programme the assistance received (DP/1988/24, paras. 45 and 46). Technical co-operation, which in those countries often made up a quarter and even half the aid they received, had given rise to much criticism in recent years: it was accused of having high hidden costs for the recipient countries, not always fitting in with their priorities and being of limited effectiveness. As the central financing body for technical co-operation, it was UNDP's duty to help the African countries to identify and implement policies designed to deal with those problems. From 1989 onwards, UNDP proposed to organize half a dozen new NaTCAP exercises every year, thus enabling it, at the end of the fourth programming cycle, to have covered some 30 sub-Saharan African countries.

21. To be effective, round-table conferences and NaTCAP exercises should draw on sound economic strategies and suitable aid co-ordination machinery. If a country was unable to identify and implement a strategy and economic reforms adapted to its needs, the round-table conference would be of no use to it. If it did not have the capacity to co-ordinate the technical co-operation it received, the NaTCAP recommendations would remain a dead letter. That was why UNDP considered it vital to support the priorities of African countries in respect of identifying and implementing economic policies and reforms and strengthening the capacity of Governments to co-ordinate the aid received, and it endeavoured to do that in an integrated way through round-table conferences and NaTCAP exercises. In its projects to assist in the identification of economic strategies and reforms, UNDP endeavoured to move beyond a narrow, outdated conception of planning: the age of rigid, detailed five-year plans was past at least in Africa. The African countries must be helped to develop the tools needed to work out a flexible and pragmatic economic strategy which would reconcile short-term requirements, long-term objectives and the constraints of structural change.

22. With respect to UNDP's possibilities for participation in the structural adjustment process, which had become a fact of economic life in many African countries, once a country made a sovereign decision to establish and implement a programme of economic reform, UNDP's role was to assist it, without any conditionality. The three major spheres in which UNDP could provide assistance to the African countries were: first, assistance in analysing possible options and in defining reform programmes; second, technical assistance in the implementation of those programmes; and, third, allowance for the human aspects of development, including an evaluation of the social impact of adjustment programmes and the development of policies aimed at attenuating their negative consequences for vulnerable social groups.

23. Turning to the question of the need to strengthen the UNDP offices in Africa, which were currently shouldering heavy responsibilities, he said that the African Governments, overwhelmed by immediate economic and financial pressures and often lacking staff, found it difficult to work out solid negotiating positions with their principal aid counterparts, particularly the IMF and the World Bank. They would certainly wish to avail themselves of UNDP's help in that regard. Moreover, the need to strengthen the role played by the African Governments in planning, executing and internalizing the reform process was borne out by the example of Zambia and by the memorandum sent by the African members of the Board of Governors to the President of the World Bank, in which they stated that the African countries wished to play a more important and responsible role in the planning of structural adjustment programmes with the support of the specialized agencies. That was in

accordance with Governing Council decision 87/23, which requested the Programme to help the African Governments in question which so requested to strengthen their capacity for working out and implementing economic reforms and sectoral plans.

24. UNDP would implement that decision, but in that context, the Governing Council should bear two points in mind: first, UNDP lacked professional staff who specialized in the key sectors corresponding to its new responsibilities; second, because they were so few in number, once the professional staff had taken up their duties, they did not have sufficient time to undertake an in-depth study of the problems and projects submitted to them. UNDP therefore made increasing use of consultants, but because of the imbalance between UNDP established staff and consultants, supervision and utilization of the work completed was not satisfactory. It was obvious that the international donor community and the African countries expected UNDP to strengthen its further role and participate more actively in the discussion of policies for revitalizing the economies of African countries. Thus, a UNDP initiative aimed at improving its ability to serve development better might win wide support. On the other hand, if UNDP did nothing to correct its shortcomings, it was likely that donors and beneficiaries would eventually regard it as a costly and unrewarding institution, and it might be edged out as a result. UNDP and, in particular, the Regional Bureau for Africa must therefore acquire a central core of specialists in substantive socio-economic questions who would work with the managers of the specialized agencies, thereby making good the deficiencies currently observed.

25. With that in mind, UNDP must succeed in adopting more coherent and sounder methods and approaches for assisting development in Africa. In order to strengthen the UNDP offices, the Administrator had suggested increasing their staff by 11 project economists, 13 international professional staff and 52 national officers. If the Governing Council approved those proposals, it would be a decisive step forward.

26. Strengthening the Regional Bureau for Africa, however necessary, was not enough, because the penury of staff, both in quantity and in quality, was not the sole constraint on UNDP offices in Africa, which were often unable to support and follow up the various initiatives for lack of financial resources, whence the need for a Management Facility. In that connection, there were three aspects that could immediately benefit from such a Facility: first, the Special Action Programme for Administration and Management (SAPAM), which sought to strengthen, improve and reform the public administration in African countries so that it would help, and not hinder development (DP/1988/24, para. 28). The initial resources of the Programme had been provided by the Netherlands in the form of a special trust fund of 12.5 million guilders, all of which had been allotted. But other operations and projects coming under the Programme could not be launched for lack of funding. The second aspect concerned the funding needs of operations following up the round-table conferences or NatCAP exercises: UNDP was often unable to help to implement the decisions emerging from those meetings, and no resources could be released under an IPF, which was already committed. The third aspect involved the support to be given to countries to help them draw up and implement their own economic reform programme, i.e., helping them to identify reform options, to develop appropriate policies and to implement adjustment programmes and assisting vulnerable groups affected by the adverse effects of structural adjustment.

27. Those new processes, which the Regional Bureau for Africa had been implementing over the past four years, as well as the individual back-up projects, had a common denominator: aiding African countries in their efforts to plan and carry out the changes and reforms needed for sustained development. The representative of the United Kingdom had said that any co-operation agency for development that was not a party to such reforms and structural adjustments would be gradually edged out. He was confident that the Governing Council would not let that happen to UNDP.

28. Turning to the question of assistance to national liberation movements recognized in its area by the Organization of African Unity (OAU) (DP/1988/2), he said that such assistance was designed to help the liberation movements in question to participate fully in the administration and development of their country once the situation improved and enabled them to return. In that report, the Administrator informed the Council of the assistance given to national liberation movements during 1987, of how that assistance had been determined by the priorities identified in the programme proposal, and of the expeditious steps that had been, and continued to be, taken in the formulation and approval of identified projects that had yet to be implemented. Seventeen projects of assistance to national liberation movements had been in operation during 1987. Except for two ongoing projects, all had been new activities or follow-up phases of projects assisted in the previous cycle. Of the two ongoing projects, one had been completed during the year. All 17 projects had been funded by the indicative planning figure approved by the Governing Council, and total UNDP commitments had amounted to \$US 2.5 million (DP/1988/2, para. 5).

29. Mr. BRANNER (Director, Sudano-Sahelian Office), introducing the Administrator's report on the activities of UNSO (DP/1988/49), said that the Office operated under two mandates, namely, assisting the member States of the Permanent Inter-State Committee on Drought Control in the Sahel (CILSS) and of the Intergovernmental Authority for Drought and Development (IGADD) in overcoming the effects of drought and in achieving a higher level of drought-preparedness, and assisting the 22 countries in the Sudano-Sahelian region in implementing the Plan of Action to Combat Desertification (i.e. in their endeavours to ensure that their productive, natural resources were maintained) in the context of the UNEP/UNDP Joint Venture.

30. The situation of the Sudano-Sahelian countries continued to cause great concern. In most of the countries, rainfall had been somewhat greater in 1987 but the eastern part of the region had still suffered from a serious deficit. The situation with regard to the efforts to conserve productive resources had not improved. Added to that, several of the countries were under severe attack from locusts. At regional level, the Heads of State and Government of the CILSS and IGADD member States had expressed their firm intention to do their utmost to combat drought and desertification and to reach self-sufficiency in food production. At international level, three of the conclusions reached by the Brundtland Commission in its report were of particular interest to UNSO, namely, that environmental concerns must be addressed in their overall development context, that assistance from the international community must aim not only at environmental concerns but also the transfer of resources, and that development must be sustainable.

31. The in-house evaluation of UNSO referred to in paragraph 5 of the Administrator's report (DP/1988/49) was a study of both the past and future role of UNSO and confirmed the need for such an entity. The special and particularly precarious situation in which the Sudano-Sahelian countries found themselves necessitated that the particular projects, financed by resources over and above those that could be made available under the usual IPF system, should be undertaken on their behalf and that such projects could best be achieved through an "activity centre" like UNSO in well-functioning complementarity with the rest of the UNDP system. For such a centre to function, it must have sufficient staff and resources and a reasonable concept of how to go about its work.

32. As far as the staff was concerned, it had not been found necessary to increase the number of established posts, but some changes had been made in the deployment of existing posts in order to improve the effectiveness of the Office, to focus its field activities and to serve the needs of the IGADD countries on a parallel basis with the CILSS countries by setting up a UNSO office in Djibouti. With regard to financial resources, there was an acute need of assistance for projects and other forms of aid and balance-of-payments support. It would therefore be highly desirable if donors maintained and strengthened their backing of UNSO, either with earmarked resources or, preferably, with general resources, as the latter gave UNSO more leeway in planning its activities.

33. As regards a concept for work, it was suggested that UNSO should give somewhat higher priority to the non-project side of its work while at the same time focusing more sharply on a smaller number of projects in areas in which UNSO had a special capacity or knowledge. Moreover, UNSO should define its work in terms of functional undertakings, particularly project/programme-related work, the other areas being: co-operation with Governments at the planning and co-ordination level; resource mobilization; facilitating co-ordination; co-operation with regional organizations; and information and public awareness. Some of that work would be supported by measures designed to ensure a higher professional competence of UNSO as an institution. UNSO would then be better able to build up an institutional memory, which would assist it in improving on its performance and would also be useful to the UNDP system at large. UNSO intended to assess the activities it supported, for example, as part of a review in 1989 of the UNEP/UNDP Joint Venture.

34. In the field, UNSO's regional offices would be concentrating on specific tasks in the framework of the Plan of Action to Combat Desertification and on acting as links with the regional organizations. The resident representatives in the various countries would continue to supervise UNSO-financed project activities.

35. Lastly, with regard to project-execution modalities, the report had shown that it would be appropriate to further the concept of Government execution, that it was necessary to adapt programming and administrative procedures to make them as rational and cost-effective as possible, and that UNSO could discharge that overall responsibility for its projects which recipient countries and donors expected it to assume.

36. Mr. OGAWA (Japan), alluding to the role of UNDP in the implementation of the Programme of Action for African Economic Recovery and Development, endorsed stepping-up activities conducted in the region under the various

initiatives referred to in document DP/1988/24. His delegation supported the increased resource allocation to round-table conferences and NaTCAP exercises and hoped that they would be firmly established and expanded to realize truly effective aid co-ordination and to strengthen the management capacity of recipient countries.

37. Regarding UNDP's role in assisting developing countries in implementing structural adjustment programmes, although his delegation fully understood the concerns expressed by some delegations, it believed that the UNDP Administration was well aware of the Programme's essential character as defined in the 1970 Consensus and that the sovereign rights of the recipient countries would be respected, inasmuch as assistance was provided solely at the request of their Governments.

38. On a bilateral level, Japan was extending, over the period 1987-1989, a non-project type of grant assistance of \$500 million to those countries of sub-Saharan Africa that were implementing structural adjustment programmes. Moreover, his Government aimed to provide more than \$US 50 billion in official development assistance for the period 1988-1992, which would double the amount disbursed in 1983-1987. In order to improve ODA quality, Japan intended to increase grant aid, particularly to the least developed countries, and to expand debt relief measures while continuing to contribute to strengthening the financial base of international aid organizations. His Government hoped that that would make a substantial contribution to an increased flow of resources to Africa and, in so doing, to implementing the Programme of Action.

39. Mr. MAKGOTHI (Observer for the African National Congress) said that in view of the constantly worsening situation in South Africa, UNDP's valuable and generous assistance was crucial to sustain the ANC's educational, developmental and humanitarian work for those forced into exile. The ongoing educational projects (DP/1988/2, para. 10), which were being executed by UNESCO, were being implemented satisfactorily, and the ANC was making every effort to overcome constraints and to act upon the recommendations of the UNESCO project-performance and evaluation reports of May 1988. Support was also provided by the Organization of African Unity (OAU), especially in respect of co-ordination with Government authorities.

40. The student maintenance support, which was provided within the framework of the ANC college in Mazimbu, Tanzania (ANC/86/003) and which was calculated at \$US 1 per student per day throughout the year, was of vital importance: local food and clothing production was insufficient to meet the needs of the students, and it had not been possible to find an alternative donor other than UNDP, the ANC not having broad access to United Nations funding. The ANC therefore appealed to UNDP to continue its support beyond 1988 until the end of the fourth programme cycle.

41. The number of children seeking refuge in the front-line States was growing, and the ANC anticipated greater reliance on UNDP support for their schooling and subsistence. As the primary school at the college of Mazimbu was overcrowded, the ANC planned to build another at Dakawa by 1990.

42. With regard to new projects in the pipeline, 15 primary school teachers would commence training in July 1988, and 20 lower secondary teachers would undergo training in science subjects in 1989 as part of the teacher assistance project (ANC/86/005). The educational orientation centre project

(ANC/86/004), which was to commence in January 1989, would help the ANC to prepare the newly arrived students for entry into the Mazimbu school, to provide in-service training for teachers and to prepare teaching materials. A third project (ANC/86/001) would improve hospital service at Mazimbu and Dakawa, a fourth (ANC/87/002) would make the ANC self-sufficient in food, and the last (ANC/87/001) would increase the ANC's ability to plan, co-ordinate and administer development assistance.

43. Mr. CUNGWA (Observer for the Pan Africanist Congress of Azania (PAC)) described how the aid allotted by UNDP to PAC (DP/1988/2, paras. 12 and 13) was used in practice: the food production project, where over \$US 500,000 had been allocated, consisted of clearance of the land provided by the Tanzanian Government, the purchase of farm vehicles, equipment, seeds, fertilizers, pesticides, etc., and financing the services of an FAO expert and a United Nations Volunteer. The two projects devoted to post-secondary school and professional training and to primary and secondary-level education enabled the PAC to avoid the Bantu school system, which the apartheid régime had imposed upon the black populations of southern Africa for over 30 years. The PAC intended to build schools on land allocated by Tanzania, and placements had been offered, in the front-line States and Africa as a whole, to students sent by the PAC. The latter had also received assistance from the Caribbean countries.

44. In economic matters, the PAC pursued a policy of self-reliance, and it was therefore grateful to the Government of Tanzania for giving it land to engage in activities aimed at self-sufficiency. The front-line States deserved special thanks inasmuch as they were the first victims of the murderous destabilization policy conducted throughout southern Africa by South Africa's white minority régime, a policy which would be impossible without the economic and military support of western European and North American countries. But in the long run, that effort was doomed to fail. The PAC also thanked the member States of the OAU and those States Members of the United Nations that supported it actively, just as they supported all the oppressed peoples of the world, in particular the Palestinian people, whose struggle was similar to that of the PAC. Lastly, the PAC wished to express its gratitude to UNDP for the assistance and particularly the technical support that it gave to national liberation movements, which relied on multilateral and bilateral assistance and humanitarian donations.

45. Mr. BORISSENKO (Union of Soviet Socialist Republics), referring to document DP/1988/24, on the role of UNDP in the implementation of the United Nations Programme of Action for African Economic Recovery and Development, said that in the case at hand, UNDP should plan its support from a particular angle, both in theory and in practice. The Director of the Regional Bureau for Africa, had rightly identified three types of assistance, namely, assistance in analysing various development variants, technical assistance in programme implementation and human resources-development support. In addition to the obligatory consultations, UNDP must focus on problems of debt, seek rational ways to use the aid allocated to the region, examine the structural adjustment of the economy in developing countries, participate in the creation of machinery suitable for monitoring development and strive to set up effective management systems.

46. With regard to the support given by the Soviet Union to development in Africa, the economic co-operation of the USSR with young African States drew upon the provisions of the United Nations Programme of Action, taking as its starting point the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990, which had been adopted by the OAU in July 1985 and which sought primarily to develop the agro-industrial sector. In view of the lags in the agricultural sector and the worsening food deficit in most African countries, the Soviet Union had decided to step up its support in those areas for the period 1986-1990 by increasing the percentage of its technical aid to 20 per cent of the total volume of Soviet assistance to Africa, compared with 6 to 7 per cent in the beginning of the 1980s. Concretely, the Soviet Union provided assistance in the form of grants for food and backed up more than 100 agricultural projects in some 20 African countries. Assistance took various forms: the sending of missions of experts and the supply of equipment and protective gear for combating locusts in Burkina Faso in 1988, the delivery of food, medicines and well-drilling equipment to Ethiopia and Mozambique and assistance in the form of grants to Ethiopia to combat the effects of the drought (medicines, all-purpose vehicles and, in the near future, 250,000 tons of wheat).

47. With regard to the question of assistance to national liberation movements (DP/1988/2), the Soviet Union had helped to implement some 60 projects in the member States of the Southern African Development Co-ordination Conference (SADCC). Those projects had resulted in the construction of 11 industrial units, 7 agricultural installations, 18 infrastructure facilities and 14 social establishments. Moreover, the USSR had decided to offer places in its educational establishments to as many as 1,100 citizens from the front-line States between 1987 and 1990, and to earmark 25 million roubles annually to meet the costs involved.

48. In closing, his Government drew the attention of the Council to the Palestine Liberation Organization, the sole legitimate representative of Palestine people, and to the important initiative undertaken by the United Nations to pave the way for a settlement of the Middle East conflict.

49. Mr. TANWO (Cameroon) noted that one of the measures advocated in order to support UNDP activities was the promotion of technical co-operation among developing countries (TCDC). According to the status of Special Programme Resources as at 31 March 1988 (DP/1988/26, table 5), \$5 million was to be allocated to TCDC, with a remaining available balance of \$2 million. In the field, however, TCDC was facing financing problems, as was shown by the uncertain outcome of a joint UNDP-Egyptian mission that had recently undertaken an on-site visit to see whether Egyptian experts could provide services to Cameroon. Perhaps UNDP could consider carrying out a study on that question.

50. UNDP was also performing commendable work to involve women in the development process, but it had apparently approved only projects, rather than programmes, in that area, and the co-ordination appeared to be poor. He would like some explanations in that regard. Furthermore, co-ordination of aid at local level was undoubtedly necessary, but those in the field often had only a vague idea about what that entailed. Perhaps UNDP should produce a study to define the contours of its work in that area and in which the resident representatives would report on their on-site co-ordination activities.

51. The Director of the Regional Bureau for Africa had focused on the constructive work of non-governmental organizations. In Africa, that work was not well publicized, and an information campaign was needed, as there was no doubt that the NGOs were very cost-effective. UNDP might well use them as executing agencies.

52. Ms. SENECA (Canada) said that her delegation welcomed the enhanced role played by UNDP in Africa, whether in co-ordination, in assessing technical assistance needs or in the support offered to Governments which were encountering problems of structural adjustment or, more generally, economic management. Canada therefore subscribed to the idea of increasing the staff of the Regional Bureau for Africa, and particularly its field offices. The proposals made in that respect by the Administrator (DP/1988/65) would be analysed by the Budgetary and Finance Committee, but her delegation already approved them in principle. However, UNDP's long-term objective must be to strengthen the capacity of African Governments to co-ordinate aid and manage their economy themselves within the framework of the adjustment programmes they were executing. In that regard, the African Governments had rightly cautioned against UNDP imitating the banking institutions created at Bretton Woods.

53. For that reason, UNDP was wise to develop the concept of "round-table conference", since they offered it an opportunity to draw a clearer distinction between its role and that of the World Bank in the context of Consultative Group meetings. Similarly, Canada attached great significance to the review which should enable new guidelines to be given to the NatCAPs. Lastly, UNDP should aim to make the technical co-operation assessments a component of governmental planning and co-ordination.

54. The Director of the Regional Bureau for Africa had provided useful information on the specific deployment in Africa of the proposed Management Facility. Her delegation would state its position in that regard during the discussion of the mid-term review of resources of the fourth programming cycle.

55. Mr. COKER (United States of America) referred first to the role of UNDP in the implementation of the United Nations Programme of Action for African Economic Recovery and Development (UNPAAERD) (DP/1988/24). His delegation commended UNDP in particular for its technical co-operation initiatives under the Special Action Programme for Administration and Management (SAPAM); those initiatives were central to the successful implementation of UNDPAAERD. It warmly welcomed the projected Structural Adjustment Advisory Teams for Africa (SAATA), which should be of considerable assistance to African Governments in identifying their structural adjustment needs and in negotiating and implementing the relevant programmes.

56. The round-table process had clearly been strengthened and improved in the past two years, a key element having been the more effective level of consultations and collaboration between UNDP, the World Bank, IMF and Governments themselves in the preparation of such meetings. His delegation also wished to congratulate UNDP on implementing over the past two years, a wide range of new projects that departed from the traditional technical assistance role of the United Nations: the new initiatives in the sector of economic analysis, financial planning and programme management were clearly targeted to respond to the individual needs of African States in their structural adjustment efforts. Lastly, his delegation commended UNDP on its

new level of emphasis in support of small- and medium-scale private enterprise during the last two years. It had already been the view of the United States that the creation of a friendly environment for private enterprise and support of programmes to promote private-sector activities were keys to the attainment of growth-led development in Africa.

57. His delegation noted with interest the study undertaken on the activities of the United Nations Sudano-Sahelian Office (DP/1988/49) by its new Director. The study cited the unique institutional position in which UNSO had been placed by its mandates, serving as a focal point for CILSS and IGADD. UNSO needed to fulfil its role as regional co-ordinator of United Nations development assistance to the Sahel and to collaborate effectively with CILSS in that role. His delegation would welcome information on UNSO's co-ordination with UNDP's Regional Bureau for Africa and would like to know whether, in the opinion of the Director of the Bureau, UNSO should be maintained as a separate trust fund. His Government recommended that an external evaluation of UNSO-sponsored activities, under either or both of its mandates, should be conducted as soon as possible. Such an evaluation might assist UNSO in improving its work and encourage the efforts of the donors, implementing agencies and concerned Governments.

58. Mrs. SKARD (Norway), speaking on behalf of the Nordic countries (Denmark, Finland, Sweden and Norway) on the role of UNDP in the implementation of UNPAAERD (DP/1988/24), said that after two years, it was evident that the Programme of Action had clearly not attained its goal. Throughout Africa, the standard of living had continued to deteriorate, and the economic indicators were still pointed in the wrong direction. In view of the insufficient flow of resources to the African continent, better aid co-ordination and intensified resource mobilization were essential, and the Nordic countries believed that UNDP had a leading role to play in that regard.

59. However, UNDP should only take action based on thorough consultations with the recipient Governments, and it had rightly participated in the consultative processes described in paragraphs 19 to 27 of the report. It was natural that UNDP's main contribution to the implementation of UNPAAERD should occur within the framework of the UNDP country programmes.

60. That raised the question of UNDP's involvement in structural adjustment programmes, which, in the view of the Nordic countries, was essential to the economic recovery of the countries in question, but often entailed extremely high human and social costs. Thus, when planning such programmes, due attention should be given to the poorest segments of the population. For that reason, the Nordic countries welcomed the joint programme launched by UNDP, the World Bank and the African Development Bank to assist Governments in incorporating social objectives in their structural adjustment programmes and in designing poverty alleviation programmes. The project on Structural Adjustment Advisory Teams for Africa and the proposed economic Management Facility should be seen in the same context.

61. The Nordic countries supported the particular components of the UNDP Programme of Action (paragraphs 28 to 40), but the purely descriptive nature of the document made it difficult to grasp the extent to which the various initiatives were part of a coherent programme or strategy. The report should have been more analytical and problem-oriented.

62. The thematic modalities chosen for the implementation of the Programme of Action (paragraphs 47 to 51) were interesting, because TCDC, work through NGOs and the promotion of women and the private sector were important elements in Africa's development. UNDP should, however, seek to respect the political, cultural and socio-economic sensibilities of the recipient countries.

63. Lastly, the Nordic countries supported the improvement of the staffing situation of UNDP's Regional Bureau for Africa, which they viewed as a necessary condition to enable UNDP to implement its share of UNPAAERD.

The meeting rose at 1.05 p.m.

