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PROGRAMME IMPLEMENTATION

SPECIAL PROGRAMMES

Assistance to National Liberation Movements recognized
by the Organization of African Unity

Report of the Administrator

SUMMARY

By its decision 89/30 of 30 June 1989, the Governing Council of the United Nations Development Programme (UNDP) authorized the Administrator to continue to assist the national liberation movements (NLMs) recognized by the Organization of African Unity (OAU). The Governing Council requested the Administrator to ensure that the assistance extended to NLMs during the remainder of the fourth programming cycle (1987-1991) should continue to be guided by the provisions of the first programme proposal for UNDP assistance to NLMs approved by the Governing Council at its thirty-fourth session (DP/CP/NLM/I).

In the light of the independence of Namibia, the Governing Council further requested the Administrator to review the ongoing NLM programme in order to maximize funding that could be transferred to the technical assistance programme for an independent Namibia. This report deals with the assistance given to NLMs during 1989, taking into account the financial implications of the transfer of the NLM programme component for the South West Africa People's Organization (SWAPO) to the technical assistance programme for an independent Namibia.

I. REVIEW OF UNDP ASSISTANCE TO NATIONAL LIBERATION MOVEMENTS RECOGNIZED BY THE ORGANIZATION OF AFRICAN UNITY

1. The UNDP technical assistance programmes for NLMs have been operational (in a formalized manner) since 1974. Until the first proposal for a programme of assistance to NLMs for 1987-1991 was approved by the Governing Council in its decision 87/21 of 19 June 1987, NLMs received assistance on an ad hoc basis. Comprehensive structuring of technical assistance to each of the NLMs was introduced during the third UNDP programming cycle (1982-1986).

2. The assistance that the national liberation movements received from UNDP through the first and second programming cycles (1974-1981), was project specific. It responded primarily to the immediate needs of NLMs, in their countries of asylum and was limited to the provision of educational and health services. During the third programming cycle, an effort was made to conceive individual activities and projects of UNDP assistance within a framework of development planning.

3. In the third cycle, technical assistance projects supported by UNDP fell into three broad sectoral categories: education and human resources development; health services; and agricultural development and production. There was a marked difference among the categories within which assistance was delivered to the individual NLMs. The South West Africa People's Organization (SWAPO) had a wider variety of projects than the African National Congress (ANC), and the assistance delivered to the Pan Africanist Congress of Azania (PAC) consisted solely of projects in the educational sector.

4. The fourth cycle (1987-1991) concentrates UNDP assistance mainly in four priority areas: (a) education and human resources development, for which 45 per cent of the available resources are allocated; (b) health services and health care infrastructure, with an allocation of 20 per cent; (c) development and planning, aid co-ordination and administration, with a share of 19 per cent; and (d) agriculture and food production, with an allocation of 9 per cent. There is a small allocation of 3 per cent of the indicative planning figure (IPF) for assistance in maintenance and repair services, and an unprogrammed reserve of 4 per cent.

II. NATURE OF UNDP ASSISTANCE IN 1989

5. During 1989, UNDP continued to extend to NLMs technical assistance within the priorities set forth in the first programme proposal for assistance to NLMs during the period 1987-1991 (DP/CP/NLM/I). The main emphasis of this assistance continued to be on the provision of educational and health services. Projects to provide repair and maintenance services were formulated and submitted for approval. The issues of the promotion of women and their involvement in the development process were discussed with NLMs; they were encouraged to submit proposals for assistance in this area, and one project is now under formulation with NLMs.

6. The main emphasis of the special assistance programme for NLMs continued to be placed on activities intended to do the following:

(a) Promote professional expertise and overall human resources development, through formal education and other types of training, aimed at assisting the individuals sponsored by NLMs in preparing themselves for eventual technical, managerial and administrative responsibilities in their countries of origin when conditions permit them to return there as full-fledged citizens;

(b) Foster among followers of NLMs a degree of self-reliance in countries of asylum in such areas of day-to-day existence as the administration and management of community services, including educational and health services, vocational training, agriculture and food production. This enables them to develop their present communities, as well as preparing themselves for eventual gainful employment and civic responsibility in their countries of origin.

7. The beneficiaries of UNDP assistance continued to be the same as those in previous years, namely, SWAPO, ANC and PAC. In April 1989, however, in the light of the forthcoming independence of Namibia, and, in accordance with the request of the Governing Council, in its decision 89/30, the NLM programme of assistance to SWAPO was scaled down; only projects of humanitarian assistance in educational and health services were continued on a limited basis.

III. SIGNIFICANT FEATURES OF PROGRAMME IMPLEMENTATION

8. As indicated above, the transfer of development assistance for SWAPO to technical assistance for Namibia was started early in 1989. New assistance to SWAPO was no longer approved and the implementation of all other projects for SWAPO was brought to a halt. In fact, most SWAPO followers had returned to Namibia for the elections of the Constituent Assembly and to resettle in their homeland. Only two projects were continued: one to provide education for children in Nyango, Zambia, and the other to provide health services to those children and their teachers.

9. Following the elections in Namibia it was agreed with the Namibian leaders that the two projects would be continued until the end of 1990 in order to allow the authorities of an independent Namibia to arrange for the resettlement of the children.

10. The mid-term review of the NLM assistance programme for the ANC and PAC components was conducted from 19 to 26 February 1990 at Dar es Salaam and Morogoro. It was held on the premises of the OAU Co-ordinating Committee for the Liberation of Africa at Dar es Salaam, at the Mazimbu and Dakawa settlements of ANC and at PAC headquarters at Dar es Salaam. Participants included representatives of ANC and PAC, the representative of OAU, representatives of UNDP from both the field office at Dar es Salaam and from UNDP headquarters in New York, representatives of the International Labour Organisation (ILO), the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), and the United Nations Industrial Development Organization (UNIDO).

11. At the review meetings, the representatives of ANC expressed their satisfaction with the nature of assistance given by UNDP, and were satisfied that in large measure the objectives of the projects under this programme had been achieved. It was agreed that assistance in the educational sector should be revised upwards since there were and would be, according to ANC, more students joining their training facilities in the United Republic of Tanzania.
12. It was further agreed that a number of pipeline projects should be approved for the balance of the fourth programming cycle 1987-1991. The projects would include an education orientation centre at the Dakawa settlement, support to health services in the United Republic of Tanzania and Zambia, assistance in the production and development of livestock at Dakawa, upgrading the repair and maintenance workshops in Dakawa and the strengthening of the ANC Vocational Training Centre in Dakawa. The variety of these pipeline projects represents the efforts of both ANC and PAC to diversify the programmes in order to comply with the priorities set up in the first programme proposal for 1987-1991. The ANC further indicated that they were considering a proposal for assistance from UNDP to establish an aid co-ordination and planning unit.
13. The representatives of PAC also expressed their satisfaction with the assistance given by UNDP for their development activities. All three ongoing projects, two in the educational sector, executed by the Office of Project Services (OPS) and one in food production and agricultural development, had achieved their immediate objectives. It was agreed that a further extension of the agricultural project would be approved as revised during the review. This would include training of PAC agriculturalists.
14. The largest single project, covering both NLMS, was in health personnel training. This was evaluated separately by two specialists, one provided by the Government of the United Republic of Tanzania and one by UNDP. The evaluation took place in October and November 1989. The two consultants concluded that the project was well conceived and formulated, and well-executed and managed by OPS and the Tanzanian project co-ordinator. It was further noted that the project had fully achieved its objectives and that the trained health personnel were in most cases subsequently deployed by their organizations. It was recommended that the project be continued, even though limited to ANC and PAC.
15. A full report of the mid-term review is available to members of the Governing Council as a separate, non-Council document.
16. The information necessary for winding down and transferring the SWAPO projects to Namibia, was obtained at a very late stage. It was therefore only possible to include the financial information on Namibia in the Administrator's report (DP/1990/37), which is available to the members of the Governing Council.
17. Apart from the two projects referred to in paragraph 8 above, all other approved SWAPO projects have been discontinued and final revisions are expected from the respective executing agencies. Two projects for SWAPO which were in the active pipeline at the end of 1988 have been cancelled, and their earmarkings on IPF have been reversed.

IV. ASSISTANCE TO NATIONAL LIBERATION MOVEMENTS IN 1989

18. Following the political developments in South Africa, resulting in negotiations for changes in the status of the liberation movements, the Administrator will provide the Council with additional information on UNDP assistance to the national liberation movements since the inception of the assistance.
19. Sixteen projects were operational under IPF funding for NLMs during 1989. SWAPO was the beneficiary in seven of the projects, with the reservations and limitations mentioned in paragraph 17 above. The ANC and PAC had three ongoing projects each, also covering all three NLMs. SWAPO, however, will no longer participate in these projects after 1 April 1989. The total commitments under IPF for NLMs amounted to \$13.4 million.
20. The sectoral distribution of the projects continued to be the same as that in 1988. There were, however, changes in the numbers of projects and IPF allocations among the sectors. Following the winding down of most SWAPO projects, there remained seven projects in the education sector, with a total combined commitment of \$7.0 million. At the same time, there were two projects in the planning and co-ordination sector, valued at \$500,000; two in the health sector with a combined allocation of \$3.1 million; and one in the agricultural sector with a budget of \$900,000.
21. The active pipeline consisted of five projects with ANC and two with PAC. The estimated resources for the pipeline projects amounted to \$2.8 million.
- A. Joint assistance to all three liberation movements
22. During 1989, three projects were implemented for the three NLMs jointly. All three were executed by UNDP/OPS. The IPF funds allocated to the joint assistance projects amounted to \$3.1 million. This figure is expected to decrease following the assessment of the impact of the withdrawal of SWAPO from the projects.
23. The project "Programming, Monitoring and Evaluation of Assistance to NLMs" (NLM/86/001) continued to provide NLMs with consultancies in the review of the NLM programme. It further provided assistance for monitoring and administration of the projects at the field level. The total budget for this project amounted to \$377,000.
24. The project "Training of Health Personnel of the NLMs" (NLM/86/002) provided for 105 students from NLMs with training in selected medical schools and institutions in the United Republic of Tanzania. During 1989, 20 students completed their studies successfully. The withdrawal of SWAPO students had a major impact on the output level of this project; only 28 new students began their studies in 1989.
25. Project NLM/87/001 is intended to finance the participation of one representative from each of the NLMs to the sessions of the Governing Council. In 1989, only the PAC representative took advantage of this project; SWAPO had voluntarily withdrawn. Funds allocated to this project amount to \$116,000.

B. Assistance to the African National Congress

26. All three ongoing ANC projects support educational services for ANC students. They are executed by UNESCO and the total IPF allocation amounts to \$4.2 million.
27. During 1989, the project "Post-Secondary Education and Professional Training" (ANC/86/002) assisted 27 ANC students in their studies in post-secondary academic and professional learning institutions in Africa. By the end of 1989, 16 students had successfully completed their studies. The UNDP contribution amounts to \$430,000.
28. The project "Educational Assistance to the Solomon Mahlangu Freedom College (SOMAFCO)" (ANC/86/003) provides financial support to teachers and students at this ANC central learning institution. The project assists both primary and secondary grades. Its main component is support to training which constitutes more than half of the UNDP contribution of \$2.5 million. The annual enrolment at SOMAFCO is well over 1,000.
29. The project "Primary and Secondary Education for ANC Students" (ANC/86/006) supports more than 140 ANC youths in their primary and secondary level studies in six southern African countries, where they live in asylum. Seven pupils had completed their studies by the end of 1989. The UNDP contribution amounts to \$475,000.

C. Assistance to the Pan Africanist Congress of Azania

30. The ongoing programme for PAC consists of one project in food production being executed by FAO; two projects in the education sector, executed by OPS; and one in health services, which is also being executed by OPS. The total UNDP commitment to the PAC programme amounts to \$1.7 million.
31. The FAO project "Assistance to Food Production at Masuguru" (PAC/86/001) continues to support the agricultural section of PAC at Masuguru-Kitonga in the United Republic of Tanzania. In addition to one expatriate general agriculturalist, the project employs one United Nations Volunteer (UNV), who is a livestock production expert. It also supports two PAC agriculturalists and provides training to qualified PAC followers in farming and livestock management. The project eventually aims at self-sufficiency in staple and vegetable production and in livestock and small animal production for the PAC settlement. The total approved UNDP budget amounts to \$950,000.
32. The project "Assistance in Post-Secondary Education and Professional Training" (PAC/86/002) supports 26 PAC students in advanced studies in African countries. Six students completed their studies successfully in 1989. The total approved UNDP contribution is \$182,000.
33. The project "Assistance in Primary and Secondary Education" (PAC/87/001) supports almost 100 PAC youths in their studies in established schools in five southern African countries where they live in asylum. The UNDP contribution amounts to \$370,000.

D. Assistance to the South West Africa People's Organization

34. Assistance to SWAPO continued on a limited basis in the form of support to Namibian children in the ex-SWAPO settlements in Angola and Zambia. It has been agreed that education and health services will be provided until December 1990 to approximately 3,000 children. This assistance also covers financial support to the teachers and medical staff. The two projects for education being carried out by UNESCO had a combined budget of \$275,000 for 1989. The OPS health services project had an approved budget of \$125,000 for 1989.

35. Details of resource information and utilization of the special programme of assistance to NLMs during 1989 are given in tables 1 and 2 of the annex to the present report. A separate section of table 2 indicates the residual adjustments to the totals, owing to the inclusion of NLM projects for which final budget revisions have not yet been received.

V. RECOMMENDATION OF THE ADMINISTRATOR

36. In the light of the foregoing, the Administrator recommends that, taking note of the report and of the steps that have been put into effect to maintain the quality and degree of achievement of UNDP assistance to NLMs, the Governing Council may wish to authorize the Administrator to:

(a) Continue to assist with the maximum efficiency and flexibility possible within the mandate of UNDP the NLMs recognized by OAU;

(b) Ensure that the technical assistance to be given to ANC and PAC during the remainder of the fourth programming cycle until the end of 1991 shall continue to be guided by the provisions of the first programme proposal for UNDP assistance to NLMs approved by the Governing Council at its thirty-fourth session (DP/CP/NLM/I);

(c) Continue the orderly winding down of those projects for which Namibians are the beneficiaries in order to complete the transfer of the unused balances to the UNDP resources available for funding of the technical assistance programme in Namibia;

(d) Report to the Governing Council at its thirty-eighth session and subsequent sessions on trends, developments and the effectiveness of this assistance, as well as relevant issues pertaining to its implementation and management.

ANNEX I

ASSISTANCE TO NATIONAL LIBERATION MOVEMENTS

Table 1. Programme resource information

(US dollars)

I. RESOURCES

IPF resources for fourth programming cycle		11 528 000 a/
IPF carry-over from third cycle		<u>6 234 000</u>
Total available resources		17 762 000

II. COMMITMENTS AS AT 31 DECEMBER 1989

Prior year expenditures (1987-1988)	4 121 000	
Current year commitments (1989)	3 124 000	
Future commitments (1990-1991)	<u>4 285 000</u>	
Total commitments	11 530 000	
Earmarked for new projects	<u>5 065 000</u>	
Total programmed resources		<u>16 595 000</u>

III. BALANCE OF RESOURCES AVAILABLE FOR PROGRAMMING

1 167 000

a/ Includes 75 per cent of the additional IPF resources, according to Governing Council decision 88/31 of 1 July 1988.

Table 2. Programme resource utilization

(US dollars)

Project number and title	Actual expenditures		Approved budget	
	1987-1988	1989	Future years	Total
I. ONGOING PROJECTS				
A. <u>Joint assistance to all NLMs</u>				
NLM/86/001 - Programming, Monitoring and Evaluation of Assistance to NLMs	184 000	118 000	76 000	378 000
NLM/86/002 - Training of Health Personnel of NLMs	696 000	381 000	1 515 000	2 592 000
NLM/87/001 - Representation of NLMs to Sessions of the Governing Council	18 000	56 000	42 000	116 000
NLM/88/001 - Preparatory Assistance for NLM Repair and Maintenance Projects	<u>6 000</u>	<u>9 000</u>	<u>-</u>	<u>15 000</u>
<u>Subtotal, NLM</u>	904 000	564 000	1 633 000	3 101 000
B. <u>African National Congress of South Africa (ANC)</u>				
ANC/86/002 - Post-Secondary Education and Professional Training	69 000	53 000	70 000	192 000
ANC/86/003 - Educational Assistance to SOMAFCO	562 000	452 000	383 000	1 397 000

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Table 2 (continued)

Project number and title	Actual	Approved budget		Total
	expenditures	1989	Future years	
	1987-1988			
ANC/86/006 - Primary and Secondary Education for ANC Students	<u>102 000</u>	<u>97 000</u>	<u>196 000</u>	<u>395 000</u>
<u>Subtotal, ANC</u>	733 000	602 000	649 000	1 984 000
C. <u>Pan Africanist Congress of Azania (PAC)</u>				
PAC/86/001 - Assistance to Food Production at Masuguru	422 000	151 000	69 000	642 000
PAC/86/002 - Assistance in Post-Secondary Education and Professional Training	103 000	79 000	-	182 000
PAC/87/001 - Assistance in Primary and Secondary Education	<u>104 000</u>	<u>110 000</u>	<u>154 000</u>	<u>368 000</u>
<u>Subtotal, PAC</u>	629 000	340 000	223 000	1 192 000
D. <u>South West Africa People's Organization (SWAPO)</u>				
SWP/85/001 - Support in Community Health Services	456 000	3 000	-	459 000
SWP/86/001 - Namibia Education Centres, Kwanza-Sul	406 000	222 000	419 000	1 047 000

Table 2 (continued)

Project number and title	Actual expenditures		Approved budget	
	1987-1988	1989	Future years	Total
SWP/86/002 - Namibia Education Centre, Nyango	307 000	265 000	411 000	983 000
<u>Subtotal</u> , SWP	1 169 000	490 000	830 000	2 489 000
<u>Subtotal</u> , all ongoing NLM projects	3 435 000	1 996 000	3 335 000	8 766 000
II. OPERATIONALLY CLOSED PROJECTS				
NLM/81/001	9 000	23 000	-	32 000
ANC/82/001	-6 000	-	-	-6 000
ANC/82/002	5 000	-	-	5 000
ANC/84/001	-5 000	-	-	-5 000
ANC/84/003	38 000	-	-	38 000
PAC/82/001	-3 000	-	-	-3 000
PAC/82/004	9 000	-	-	9 000
SWP/82/001	-10 000	-	-	-10 000
SWP/82/002	-74 000	-	-	-74 000
SWP/82/003	39 000	-	-	39 000
SWP/85/004	3 000	-	-	3 000
SWP/86/003	131 000	237 000	461 000	829 000
SWP/86/004	21 000	223 000	29 000	273 000
SWP/86/005	126 000	-	-	126 000
SWP/87/001	193 000	104 000	14 000	311 000

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Table 2 (continued)

Project number and title	Actual	Approved budget		Total
	expenditures	1989	Future years	
	1987-1988			
SWP/87/002	<u>210 000</u>	<u>541 000</u>	<u>446 000</u>	<u>1 197 000</u>
<u>Subtotal</u> , all operationally closed NLM projects	686 000	1 128 000	950 000	2 764 000
Total, all NLM projects	<u>4 121 000</u>	<u>3 124 000</u>	<u>4 285 000</u>	<u>11 530 000</u>
