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SUPPORT

PROGRAMME IMPLEMENTATION

SPECIAL PROGRAMMES

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

Report of the Administrator

SUMMARY

The present report provides information on the role of the United Nations Development Programme (UNDP) in the implementation of the United Nations Programme of Action for African Economic Recovery and Development (UNPAAERD) and covers the year 1989. It updates the Administrator's previous report (DP/1989/22) and is in response to Governing Council decision 89/31 of 30 June 1989 which, inter alia, invited further initiatives and reporting on the following subjects: additional resources in support of UNPAAERD; reinvigorated initiatives for improved national planning capacity; greater use of African national expertise, sub-contractors, and sources of equipment; and evaluations of structural adjustment management projects, of National Technical Co-operation Assessment and Programmes (NaTCAPs) in Africa, and of collaboration between UNDP and Africa region agencies and economic organizations in the implementation of UNPAAERD.

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I. INTRODUCTION

1. As will be recalled, the General Assembly, at its thirteenth special session, adopted resolution S-13/2 of 1 June 1986 which established the United Nations Programme of Action for African Economic Recovery and Development 1986-1990 (UNPAAERD). That resolution, *inter alia*, emphasized the need to intensify economic and technical co-operation with African countries during and beyond the period 1986-1990; focused on a number of priority themes outlined in the Programme of Action; urged all Governments to take effective action for their implementation; and requested the specialized agencies and organizations of the United Nations system to participate fully in the implementation of the Programme.
2. The main objective of the resolution was to sustain concerted action by the international community in fullest support of the efforts of African countries to achieve economic recovery and development, as evidenced in Africa's Priority Programme for Economic Recovery 1986-1990, 1/ adopted by the Assembly of Heads of State and Government of the Organization of African Unity (OAU) at its twenty-first ordinary session, held at Addis Ababa from 18 to 20 July 1985, in which the Governments reaffirmed their primary responsibility for the economic and social development of their countries, identified areas for priority action and undertook to mobilize and utilize domestic resources for their achievement.
3. In a follow-up to the resolution, the Governing Council of the United Nations Development Programme (UNDP), in its decision 86/27 of 27 June 1986, authorized the Administrator to take appropriate action within his mandate in relation to the implementation of the Programme of Action and to report to the Governing Council at its thirty-fourth session. Subsequently, the Administrator presented reports to the Council at its thirty-fifth (DP/1988/24) and thirty-sixth sessions (DP/1989/22).
4. The present report is submitted in response to Governing Council decision 89/31, which, *inter alia*, invited further initiatives and reporting on the following subjects: (a) additional resources in support of UNPAAERD; (b) closer inter-organizational collaboration; (c) neutral relationships with the Bretton Woods institutions in Africa; (d) reinvigorated initiatives for improved national planning capacity and training in UNDP procedures; (e) increased support for Technical Co-operation among Developing Countries (TCDC); (f) continued efforts to facilitate the project approval process; (g) continued close collaboration between the two regional bureaux concerned with the implementation of UNPAAERD; (h) greater use of African national expertise, sub-contractors and sources of equipment; and (i) evaluations of structural adjustment management projects of the National Technical Co-operation Assessment and Programmes (NaTCAPs) in Africa, and of collaboration between UNDP, and the Economic Commission for Africa (ECA), OAU, the African Development Bank (AfDB), and African subregional economic organizations in the implementation of UNPAAERD.
5. With specific regard to the requested evaluations (see above), UNDP has taken extensive steps to organize these complex exercises for NaTCAP, the project "Social Dimensions of Adjustment" (SDA), and the inter-organizational arrangements, including: (a) the designs of the evaluations; (b) a consensus on the designs among the participating parties; (c) desk studies; and (d) in the case of SDA the

dispatch of field missions. As the main project "Structural Adjustment Advisory Teams" for Africa (SAATA) only took effect at the end of 1989, the evaluation will conclude early in 1991 when tangible outputs have been achieved. Accordingly, it is proposed to report to the Governing Council as follows: the SDA evaluation report will be presented to the Council at its thirty-seventh session; the NaTCAP and inter-organizational collaboration evaluation reports will be presented to the Council at its special session in February 1991, with a progress report to the thirty-seventh session; and the SAATA evaluation report will be presented to the Council at its thirty-eighth session.

6. A number of reports on issues involving the sub-Saharan region are being submitted to the present session of the Governing Council. Among the reports which might be specifically considered in conjunction with the present report are those relating to the following subjects: selected country programmes in the Africa region (DP/1990/39); mid-term review reports for the Regional Plan for Africa and various African countries (DP/1990/38 and addenda); the Transport and Communications Decade in Africa (DP/1990/32); Namibia (DP/1990/37); and refugees and displaced persons (DP/1990/66).

II. AFRICA REGION RESOURCE CHANGES IN THE CONTEXT OF THE UNITED NATIONS PROGRAMME OF ACTION FOR AFRICAN ECONOMIC RECOVERY AND DEVELOPMENT

7. The present section addresses the issues of UNDP resources available to the sub-Saharan Africa region in the fourth cycle, including additional resources arrived at and overall allocation by priority.

A. Resource profile and additionality

8. The UNPAAERD report to the Governing Council at its thirty-sixth session (DP/1989/22) assembled financial information on additional resources from all sources available to the sub-Saharan Africa region programmes in the context of UNPAAERD. Members of the Governing Council queried the extent to which UNPAAERD itself was the direct reason for the additionality described. In response, it was explained that: (a) the regional programme totally observed UNPAAERD priorities, and the country programmes reflected UNPAAERD priorities to the extent that each Government had so decided and had not used non-United Nations funding to address UNPAAERD priorities (for the most part the adherence of country programmes to UNPAAERD priorities was high, as the analysis below confirms); and (b) contributions to the programmes of the Africa region other than UNDP core funds had admittedly been made for a wide variety of reasons but it was a fact that contributions had continued to increase and that there was a strong statistical affinity with UNPAAERD priorities.

9. The main change in 1989 in the resources described in the above UNPAAERD report concerned the indicative planning figure (IPF) and the global supplementary allocations approved by the Governing Council in its decision 88/33 of 1 July 1988. Some 75 per cent of the supplementary allocation was made available

in 1988 and 1989 and the remaining 25 per cent was made available by Governing Council decision 90/3 of 23 February 1990; the cumulative effect for the Africa region was to increase the total IPF for the region from \$1.2 to \$1.4 billion.

10. The sub-Saharan Africa region also receives major funding from the Special Measures Fund for the Least Developed Countries (SMF/LDCs) (\$23 million as at 1989), Special Programme Resources (SPR) (\$13 million), the Management Development Programme (MDP) (\$22 million), Government Counterpart Cash Contribution (\$2 million), government and third-party cost-sharing (\$79 million) and a variety of trust funds (\$57 million). For 1988 and 1989 alone, an estimated \$209 million was provided from UNDP associated funds, including the United Nations Sudano-Sahelian Office (UNSO), the United Nations Capital Development Fund (UNCDF), the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE) and the United Nations Development Fund for Women (UNIFEM). A further \$265 million was available from management services agreements (MSA) and special programmes for Africa. As the levels of the funds in the many "windows" this paragraph refers to are subject to frequent change, and as final delivery reports for 1989 were not available at the time of writing, updated information will be presented to the Governing Council at its thirty-seventh session.

11. Accordingly, the grand total of programme resources at the disposal of the region for the fourth programming cycle at present amounts to \$2.1 billion. The sub-Saharan Africa region is now allocated the largest share of global UNDP resources, both IPF and non-IPF; as a percentage, the increase has been from 29.2 to 38.6 per cent of the total, with the second-largest percentage, (37.0 per cent) allocated to the Asia region. In 1989, new trust funds were created for Angola and Namibia and, as from 1990, resources pledged will be in addition to the grand total of \$2.1 billion indicated above.

12. Meaningful investment figures are not at present available beyond 1988, but it will become possible in 1991 to assemble a profile of the investment commitments associated with UNDP activities for the entire UNPAAERD period.

B. Resource allocation priorities

13. A tentative analysis has been made of the allocations to the various subsectors of the Administrative Committee on Co-ordination (ACC) based on the combined total IPF expenditure in the Africa region for 1985 (total, \$177.2 million) and for 1989 (provisional total, \$380.6 million), a 115 per cent increase. This analysis covers only the 43 sub-Saharan countries and the Regional Programme for Africa, not the North African countries, and covers only approximately two thirds of all UNDP funding to that region. However, the figures do suggest some UNPAAERD-related trends worth reporting. The term "net" as used below represents changes above or below the main trend of the 115 per cent increase. Some 28 subsectors reflected increases, as listed below, under respective UNPAAERD priorities:

(a) Agricultural development: A net increase to the enhancement of support services, 100 per cent; and a slight net decline in crops, livestock, fisheries and forestry, but UNSO and SMF also address this priority;

(b) Sectors in support of agriculture: Net increases to the enhancement of transport policy and planning programmes, 461 per cent; land transport, 154 per cent; trade promotion, 736 per cent; and development finance support, 860 per cent. Factoring in Special Industrial Services (SIS) funding, manufacturing and industry support remained roughly constant, but tourism and service industries both marked an increase;

(c) Drought and desertification: This priority is subsumed in various ACC subsectors but if UNSO funding is factored in (\$18.7 million in 1989), there was an estimated net increase in the range of 100 per cent;

(d) Human resource development: Net increases to the enhancement of housing and infrastructure, 95 per cent; health services, 275 per cent; disease prevention and control, 444 per cent; educational systems, 267 per cent; employment promotion, 54 per cent; and skills development, 85 per cent. UNSO also addresses this priority;

(e) Population policy: A net increase to the enhancement of population dynamics, 384 per cent. The UNFPA also addresses this priority;

(f) Popular participation: This priority is subsumed in various ACC subsectors, but as one indicator, net support to disadvantaged groups increased by 111 per cent. The priority is addressed by various funds;

(g) Integration of women: This priority is also subsumed in various ACC subsectors; it is also addressed by various funds, including UNIFEM (\$2.5 million in 1989);

(h) Policy reform: Net increases to the enhancement of development strategies and planning 100 per cent; general statistics, 38 per cent; and public administration 39 per cent. This priority is also addressed by SMF, SPR, MDP, and the Special Action Programme for Administration and Management (SAPAM).

14. Reciprocal net or total decline in funding (sometimes compensated for by other funds) was observed for 27 subsectors, including the following: mineral resources, energy, air transport, settlements planning, environmental health; educational policy and planning, educational facilities, conditions of employment, industrial relations, mass communications, science and technology and meteorology. All other subsectors reflected the main trend of a 115 per cent increase. The classification used does not specially well reflect multisectoral activities, such as rural development, environmental management or urbanization, or some of the UNPAAERD priority themes, as indicated above.

III. CONTRIBUTION OF THE UNITED NATIONS DEVELOPMENT PROGRAMME
TO SPECIFIC UNPAAERD THEMES

A. Contributions to the enhancement of policy reform, planning
and management of structural adjustment

15. This section addresses the issues of support to structural adjustment management, relations with the Bretton Woods institutions and the reinvigoration of national planning capacities.

1. Overall orientation of policy reform approaches

16. The UNDP role in the enhancement of national capabilities for designing and managing policy reform and structural adjustment has rapidly become very important. The UNDP had already been invited to contribute to a number of initiatives prior to the time of the cluster meetings of the African ministers of planning in November and December 1988, under the Regional Bureau for Africa, and the follow-up joint meeting with UNDP resident representatives in Africa early in 1989 (see also paras. 45 and 47 below). Clearly, the ministers were envisaging much more self-managed and more situation specific and sensitive approaches to policy reform, and, at their annual conference hosted by ECA, in April 1989, their endorsement of the ECA report (partly funded by UNDP) describing alternative approaches to structural adjustment reflects these aspirations. The UNDP was invited to continue to broaden and strengthen its support for policy formulation work, including work on the social dimensions of adjustment; to continue to support a revived planning process; to place greater emphasis on aid co-ordination; and to establish mechanisms for a regional exchange of dialogue on development experiences. The draft final report of the joint meeting of April 1989 was submitted to the Governing Council at its thirty-sixth session as an information paper.

17. On 10 May 1989, the Administrator of UNDP, the Director of the Regional Bureau for Africa and the heads of the special agencies and organizations of the United Nations system involved in structural change in Africa, in particular the Executive Secretary of ECA, and the President of AfDB, participated in a consultation hosted by the President of the World Bank to seek a consensus on United Nations approaches to structural adjustment. The final joint public statement emphasized in part that policy reforms, whatever their form, must be relevant to specific country situations and must be designed and implemented by the African countries themselves. Furthermore, the process of gaining public understanding and acceptance of the need for adjustment measures and economic transformation should be as broad based as possible within the countries concerned. Consensus was reached on the following:

(a) As the basic approach to adjustment issues has evolved, it has become clear that adjustment must be viewed as part of a long-term development approach and that it must take full account of the human dimension. The future challenge is for Africa to transform the condition of its economies from stagnation and decline to sustainable growth with equity;

(b) While sustainable economic growth is imperative, it is only the means to the higher objective of improving human welfare, for example, reducing infant mortality, increasing educational opportunity, improving health and ensuring food security. Economic adjustment must lead to long-term improvement in the quality of life of the African people, with special emphasis on protecting vulnerable groups and on employment opportunities;

(c) Weak institutions and the shortage of technical skills are major impediments to Africa's growth and development. Priority should be therefore given to human resource development and national capacity building;

(d) The sustainable development and modernization of agriculture is central to Africa's future growth. New and appropriate agriculture technologies and effective extension services should be pursued;

(e) Conserving Africa's natural resource base and protecting the environment are urgent priorities. No time should be lost in designing and implementing environmental action plans;

(f) The process of increasing and improving regional economic co-operation and integration in Africa should be accelerated;

(g) Promotion of the private sector is of vital importance.

18. Participants in the consultation agreed that weak commodity prices and terms of trade were continuing problems, that increased donor assistance was required to support the efforts of the African Governments and that substantial debt relief measures were needed.

19. In its resolution 44/24 of 17 November 1989, the United Nations General Assembly endorsed the alternative approach to structural adjustment.

2. Structural Adjustment Advisory Teams for Africa

20. Although the UNDP/RBA approved the SAATA project document in June 1989, the project did not become operational until October 1989, when its Co-ordinator was appointed. The Administrator therefore presents at this time a brief review of SAATA activities to date, and, as indicated in paragraph 5 above, has initiated an in-depth evaluation to be completed early in 1991. A report will be submitted to the Council at its thirty-eighth session.

21. SAATA was conceived because many African Governments had approached UNDP for assistance: (a) in enhancing their own capacities to formulate effective macro-economic policies; and (b) in defining specific macro-economic policy issues, such as optimum exchange rates, particularly when preparing for discussions and negotiations with the Bretton Woods institutions.

22. Since 1 October 1989, requests for assistance from SAATA have been received from a large number of African countries, requiring a revision of the project's

original operational intentions. It has now been decided to work with six requesting countries in the preparation of their policy formulation frameworks (PFPs) and macro-economic and sectoral policies. Among the countries tentatively chosen are Burkina Faso, the Central African Republic, Madagascar and the United Republic of Tanzania. The SAATA will also provide advice on specific macro-economic policy matters to a number of requesting countries, including Burkina Faso, the Central African Republic, the Comoros, Madagascar, Rwanda, Sao Tome and Principe and the United Republic of Tanzania.

23. The project's activities have now been extended to the entire African continent. Its mandate now embraces the full geographical area covered by UNPAAERD and by ECA and OAU.

24. To service the extended area adequately, the project will be staffed by a core team of six economists including the Co-ordinator. This team, three of whom have been recruited, will concentrate initially on the six target countries. With the assistance of consultants and institutions retained by SAATA, the team will also provide specific advice to other countries.

25. By the end of January 1990, SAATA had helped Burkina Faso and the Central African Republic to prepare PFPs; tendered specific advice to Madagascar on incentives to production for negotiations with the International Monetary Fund, (IMF); advised the Comoros on its PFP and on the viability and structure of its parastatal organizations; and advised Rwanda on the formulation of strategies for mobilizing external capital.

26. In various countries, SAATA has helped to establish national task forces, intended to tap the intellectual resources of as wide a range of sources as possible, to sensitize all sectors to the genuine need for structural adjustment and, most important, to internalize macro-economic policy formulation.

27. In addition, SAATA has agreed on programmes of work with Egypt, Ethiopia, Madagascar and the United Republic of Tanzania, covering the formulation of fiscal policies; determination of exchange rates; measurement of the impact of various exchange rates on various sectors, on different sections of population and on the economy as a whole; establishment of credit ceilings, effective interest rates and subsidies; provision of incentives to production; liberalization of trade; specific causes and consequences of inflation; external debt; the role of the informal sector; industrial development strategy; and the influence of various macro-economic policies on the social sectors.

28. The SAATA is also organizing training courses, seminars and workshops within and outside of the countries that are being serviced, both for individuals and for groups, and will, where desirable, tailor these measures to suit the specific requirements of the country concerned. Arrangements are in hand for the establishment of a range of courses at Oxford and Sussex universities in England, for anglophone Africa. Discussions are also being held with universities in France relating to courses for francophone Africa. The bulk of seminars and courses will be conducted at African institutions, however, as one method of enhancing African capacity to formulate macro-economic policies, (for example, a series of courses at the African Centre for Monetary Studies at Dakar).

29. It has been decided to locate the SAATA project headquarters in Egypt. The project works in close consultation with the outposted UNDP field economists in the Africa region. Both the World Bank and IMF have indicated that they welcome the project and will give it their support. The project also works closely with ECA and other agencies and organizations of the United Nations system and with AfDB.

3. Social dimensions of adjustment

30. The Social Dimensions of Adjustment (SDA) project was initiated in 1987 as a joint effort of a number of sub-Saharan African Governments, UNDP and AfDB, with the World Bank as executing agency. It was developed in the context of increasing concern over the impact of structural adjustment on vulnerable groups: (a) to enhance national capacity to formulate social policies, including assembly of data on socio-economic conditions; (b) to improve understanding of the implications and effects of structural adjustment policy packages; (c) to develop compensatory programmes to mitigate the transitional costs of adjustment; and (d) to expand institutional capacity to prepare, monitor and implement social action programmes.

31. The project was originally conceived for 10 countries, with activities at the regional level providing the framework for national efforts. In the past two years the project has evolved significantly in response to increasing demands and changing circumstances. Thirty countries are now involved. Furthermore, attempts are now being made to incorporate social issues ex ante into the adjustment process.

32. As indicated in paragraph 5 above, the Governing Council requested a mid-term evaluation of the SDA project. The nature of the project is still evolving; it deals with issues of pressing development concern for which there is little recorded experience. A mid-term evaluation had already been provided for in the original project document (RAF/86/037). The results of the evaluation will be presented orally to the Council at its thirty-seventh session and will be used as the basis for any necessary revision of the project.

33. The present philosophy and approaches of the project are as follows. Since the early 1980s, the economic and financial crises confronting the countries of sub-Saharan Africa have led to structural adjustment and policy reform programmes involving external assistance. The central objectives are to restore internal and external equilibria in the short term to medium term and to create conditions for self-sustained growth in the longer term.

34. Reviews of early experience have shown mixed results, especially in the least developed countries. In particular, there has been growing concern in the affected countries, and in the international development community, about the social costs of adjustment. There has been concern too at the relative inadequacy of national institutional capacities for policy analysis, design and implementation to promote equitable development.

35. The SDA project has been conceived and designed in direct response to these concerns. It has two aspects. One relates to the protection of vulnerable groups of society from immediate welfare loss during the transitional period of adjustment; the other aims at ensuring an interactive, long-term participation of

the poor in the process of development and its benefits. To achieve its objectives, the project aims to strengthen institutional capacities: (a) to design and implement social policies and programmes; (b) to analyse the evolution over time of the socio-economic conditions of various population groups in response to measures of economic reform and to provide the basis for designing specific policy reforms and projects; and (c) to develop and maintain adequate information support systems.

36. Project activities fall into four main categories: socio-economic policy planning, priority social action programmes, policy analysis and studies and surveys and statistics for the establishment of data bases. For purposes of developing local capacities, these activities are to be supported by regional and national training.

37. Initial contributions of \$10 million were received from UNDP (\$5.0 million); the World Bank (\$2.5 million, in kind); and AfDB, (\$2.5 million). Contributions have also been received from Canada, Norway, Sweden, Switzerland and the International Fund for Agricultural Development (IFAD). Originally, the project was scheduled to run for four years.

38. Guiding the project is a Steering Committee under the chairmanship of UNDP, composed of representatives of Governments, international and bilateral donor agencies, UNDP, the World Bank and AfDB, assisted by a technical Working Group. So far, the Committee has met twice and the Working Group four times. Within the World Bank, the bank-wide Project Management Committee oversees the day-to-day execution of the project. Similar oversight arrangements exist within UNDP AND AfDB. An SDA co-ordination committee has been established at AfDB to co-ordinate AfDB involvement with the SDA project. To facilitate the ultimate establishment of an AfDA/SDA unit, AfDB has seconded a senior economist to the SDA Project Unit at the World Bank, and AfDB professional staff take part in World Bank and UNDP/SDA project-related field missions.

39. The existence of a separate project unit within each of the co-sponsoring agencies and the joint responsibility for the project's overall success call for close co-ordination and collaboration in the formulation and implementation of programmes and policy in the participating countries.

40. The SDA Project Unit in the World Bank's Regional Office for Africa in Washington, D.C., is responsible for overall project execution. The unit is tightly organized into task forces specifically responsible for operational, statistical, policy analysis and training components. It collaborates with the country teams and ensures that SDA activities are integrated into the overall strategies for individual countries. A much smaller unit operates in UNDP. It has lead responsibility for SDA activities in Niger and the United Republic of Tanzania. The AfDB/SDA co-ordination committee has been monitoring the project's activities and AfDB staff are participating in the development of the project's framework documents and in missions to participating countries.

41. As indicated above, the SDA project was planned to cover 10 countries in sub-Saharan Africa, in its initial phase. The lead role in collaborative exercise was assigned to UNDP in two countries and to the World Bank in the others. The

response to the project has been overwhelming. The number of participating countries has now risen to 30. The overall project costs, originally estimated at \$44.5 million, are now approaching some \$200 million, which is only for those 16 countries where projects have been appraised. Its full implementation is likely to extend well beyond four years.

42. The present status of the SDA project, at both regional and country levels, is reflected in the 1989 activity report and 1990 work plan of 20 February 1989, prepared by the SDA Unit. In addition, progress has been made in developing SDA country projects, incorporating the priority social action programmes in Niger and the United Republic of Tanzania, the two countries for which UNDP has lead responsibility.

43. The evaluation report will provide an independent and systematic review of the ongoing project and its design and implementation experience in relation to its objectives, to determine if the project approach remains valid and if its implementation is cost effective. The report will make recommendations for the future direction and management of this large and still evolving project, with a focus on its realignment and likely impact.

44. The field missions should be completed by early April 1989 and the final report should be completed for submission as an information paper to the Governing Council at its thirty-seventh session.

4. Reinvigoration of national planning capacities

45. In the Lagos Plan of Action, 2/ UNPAEERD, and in many other regional statements, African Governments have advocated measures addressing not only immediate constraints, but also encompassing longer-term requirements. The urgency of the immediate and the priority to be given to financial and monetary stabilization, have tended to obscure or delay measures addressing a broader set of factors influencing growth and development. At the joint meeting of African ministers for planning and UNDP resident representative in Africa, held at Addis Ababa, in April 1989, UNDP received a mandate to assist the ministers in revitalizing development planning and in making it into an efficient tool for socio-economic recovery.

46. For the last 20 years, UNDP has been supporting development planning efforts in Africa. From 1981 to 1988, UNDP allocated over \$400 million for planning, statistics, public finance and demography throughout the continent. Present spending amounts to nearly \$100 million a year. The Department of Technical Co-operation for Development of the United Nations Secretariat, one of the main executing agencies in this field, has been carrying out about 50 planning, statistical and public administration projects a year. The World Bank has also markedly increased its technical assistance in planning and public sector management, both through its loans for structural adjustment and as an executing agency for UNDP. The UNDP, through the Office for Project Services (OPS), is executing various planning projects. All of the relevant executing sponsors support sectoral planning - agricultural, industrial, transport, communications, health, education and so on. Bilateral programmes are also active in the field.

Thus, development planning is a large and growing component of technical assistance in Africa.

47. Until recently, however, no systematic or comprehensive assessment had been undertaken of planning concepts, methods and practices in Africa; their impact on decision-making affecting the national economy; their institutional and operational modalities and constraints; or the methodological and institutional measures required for improvement. Accordingly, in 1987, the Regional Bureau for Africa (RBA) of UNDP initiated studies of the development planning experience in Africa. In late 1988, a status report was submitted to the cluster meetings of African ministers for planning which led to the mandate referred to above. The present overview is essentially as follows.

48. Almost all sub-Saharan African countries have established a ministry of planning and have adopted development plans, usually for a five-year period. In some countries, the ministry of planning is also in charge of the investment budget, and of external aid co-ordination measures such as round-table meetings. With the economic and financial crises of the 1980s, however, the ministries of finance (and central banks) have become relatively predominant. Usually, the ministry of finance is the main interlocutor with the World Bank and IMF and is responsible for monitoring any structural adjustment programme (SAP).

49. Over the last 10 years, the role of the ministries of planning tended to decline relatively in terms of influence on economic decision-making. Development plans continued to be formulated and adopted but more often were regarded only as a formalistic document rather than an instrument for action. As a consequence, the capacities of many planning ministries were reduced, statistical data collections deteriorated, macro-economic analysis became less intensive, and sectoral programming became sub-optimal. Investment projects were not always solidly evaluated or considered in the context of their recurrent costs.

50. The UNDP was accordingly invited to assist Governments in addressing the following issues: (a) a review of the concepts and methods of planning, to revise them as necessary, for analysing, understanding and influencing the socio-economic reality; (b) development of the capacity to formulate socio-economic options and to measure their impact, for policy decision makers and for negotiation with external partners; and (c) enhanced institutional capacity building by shared common approaches and techniques. A regional project addressing these issues was approved early in 1990.

51. Although the project's most direct beneficiaries will be staff of the ministries of planning, it will also affect other key ministries, particularly the planning cells of sectoral ministries and the ministries of finance. Indirectly, the policy decision makers will come to have a better understanding of the impact of their choices, facilitating their socio-economic management and contributing to a common language between the economic agents and a goal-oriented consensus.

52. The approach selected is for the project to act as a catalyst, not a substitute for any ongoing development activities. The strategy is to mobilize existing capacities and reservoirs of knowledge and experience and to arrive at fresh analytical and methodological approaches by means of seminars, workshops,

exchanges of experiences and discussions of research/evaluation materials. Using the UNDP analyses as a starting point, the project will invite specific contributions of the most qualified African specialists and practitioners, and of foreign research and aid institutions. The project will produce recommendations for interested Governments and aid agencies, and will eventually submit a plan of action to a proposed special meeting of the African ministers for planning.

53. One indicator of success will be the empowerment of the national specialists in respect to their economic and social development strategy and management. Self-management of activities by the Governments is essential for sustainability of the various efforts undertaken. At present, owing to the existence in all African countries of the necessary structures and institutions (ministries of planning and finance), counterpart support is not expected to be a problem.

B. Contributions to the enhancement of the quality, co-ordination and modalities of technical co-operation

54. This section addresses the issues of aid co-ordination, the NaTCAPs, the private sector, technical co-operation among developing countries (TCDC), women in development (WID), and the enhanced use of the resources of African countries.

1. Aid co-ordination and the Round Tables

55. The format of the Round Table was much enhanced in 1985 and, since that time, they have been organized at the request of the Governments of Chad, Mali, and Sao Tome and Principe (1985); Cape Verde (1986); the Central African Republic and Niger (1987); Burundi, Equatorial Guinea, Guinea-Bissau, Lesotho and Togo (1988); and Sao Tome and Principe (1989); with future Round Tables a possibility for Benin, Burkina Faso, Chad, the Comoros and the Gambia. The UNDP also participated in five consultative group meetings in 1989. The mechanisms of the Round Table and the Consultative Group have been extensively evaluated by the United Nations Conference on Trade and Development (UNCTAD) in the context of preparations for the Second United Nations Conference on Least Developed Countries, to be held in Paris, in September 1990; further improvements to the format may accordingly be anticipated, particularly in terms of systematizing the preparations and the follow-up, and possibly in their frequency.

2. National Technical Co-operation Assessment and Programmes

56. As has been previously reported, the National Technical Co-operation Assessments and Programme (NaTCAP) is a process aimed at strengthening the management and planning of technical co-operation resources by the recipient Government. The process results in a clear data base on technical co-operation; a policy framework for technical cooperation; and a priority technical co-operation programme for the country as a whole. Institutional capacity is thus enhanced for stronger management of technical co-operation. The NaTCAP concept was introduced in 1986 in response to the growing recognition that African economic recovery and long-term development depend on enhanced, more effective national capacity.

57. NaTCAP exercises were started in 1986-1987 on a pilot basis in 10 countries in Africa: Benin, Burundi, the Central African Republic, Ghana, Guinea, Guinea-Bissau, Mozambique, Swaziland, the United Republic of Tanzania and Zambia. An initial review of results was carried out in 1987. On the basis of these experiences, a methodology was arrived at in 1988. In 1989, 11 more requesting countries started NaTCAP exercises: Burkina Faso, Cape Verde, Chad, Ethiopia, the Gambia, Malawi, Mali, Rwanda, Uganda, Zimbabwe, and also Haiti. Another 12 countries are planning NaTCAP exercises in 1990, bringing the total to 33.

58. The methodology emphasizes, first, that the NaTCAP exercise should be a process directed by the Government. It is not a set of studies by consultants but a process of national analysis and consultations with donors on technical co-operation effectiveness, priorities and requirements. Second, it should arrive at clearly identifiable outputs, including the data base, the national policy framework and priority programmes. Third, it should involve not only the Government but also the donor community as a whole. Workshops on the new methodology were run in 1989 for: (a) resident representatives of participating countries; (b) executing agencies that need to be involved; and (c) government officials of participating countries. The methodology continues to evolve as UNDP experience grows.

59. In the 10 pilot countries (see para. 57 above), overall analyses of technical co-operation were completed. In Benin, Burundi, Ghana, Guinea, Guinea-Bissau, Mozambique and Swaziland, these analyses have led to a national policy framework, and in most cases, preparation of a priority technical co-operation programme is under way. A data base has been established in Benin, Burundi, the Central African Republic, Guinea and Guinea-Bissau. Of the 10 additional countries in sub-Saharan Africa which started the NaTCAP process in 1989, Cape Verde, the Gambia and Malawi have nearly completed the first phase of establishing a data base and preparing a national policy framework.

60. In some countries, the NaTCAP process will provide the framework for preparation of the UNDP country programme. The national policy framework and the technical co-operation programme identify priorities and needs towards which UNDP assistance can be channelled.

61. As indicated in paragraph 5 above, an evaluation of the NaTCAP process is now under way. The desk study will be completed by mid-May 1990. The field missions are expected to be concluded in the fourth quarter of 1990. The evaluation will, inter alia, cover the following elements: progress made in implementing the recommendations of the 1987 review; an appraisal of the NaTCAP methodology and its effectiveness; the pace and efficiency of executing NaTCAPs; dissemination of the NaTCAP concept; backstopping of the process with particular reference to resident representatives, field economists, national officials and specialized agencies and organizations of the United Nations; acceptance and internalization of the NaTCAP exercise by Governments; institutional arrangement for carrying out the exercises; the effectiveness of executing modalities and possible alternative arrangements such as government execution; the impact of the NaTCAP exercise on planning, budgeting and aid co-ordination; and the financing of current and future NaTCAP exercises with regard to adequacy, cost effectiveness and benefits. The results of

the desk study will be presented to the Governing Council as an information paper at its thirty-seventh session, and the overall conclusions will be presented to the Council at its special session in February 1991.

3. Private sector

62. In 1988 and 1989, a total of 100 country meetings and 5 subregional meetings were held in sub-Saharan Africa and a further 20 to 25 meetings are anticipated in 1990. An RBA survey of the field offices on the focus and follow-up to such meetings, not complete at time of writing, showed that participation of both senior government officials and private sector representatives was good, and that the meetings have stimulated emerging activities in the areas of small and medium enterprise promotion, entrepreneurship and vocational training and enhancement of the policy environment. Mid-term reviews of the country programmes covered the assimilation of the new activities into the programmes, in those countries where it was financially possible.

4. Women in development

63. The Division for Women in Development (WID) of UNDP has carried out a questionnaire survey of field offices, regional bureaux and other headquarters units and funds, for the purpose of establishing a baseline data base to permit monitoring of the implementation of the UNDP and, for Africa, the UNPAAERD mandates for women in development. The Project Approval Committee (RBA/PAC) now reviews WID considerations in all projects submitted to UNDP headquarters for approval. With regard to the WID component in the Regional Programme, the unique and very important seven-project package was reported on to the Governing Council at its thirty-sixth session (DP/1989/22). In addition, one new project, "Support to Women's Credit Systems", was approved by UNDP/RBA in June 1989, and initiated immediately. Conceptually, the project is closely linked with an ECA-executed project which deals with women's participation and role in the informal sector. Another WID project, dealing with the training of women on new and renewable sources of energy is expected to start early in 1990. Two other projects in the active pipeline, addressing the questions of appropriate technological alternatives in agriculture and the advancement of women in scientific and technical fields, were referred to the fifth cycle for funding.

5. South-South Co-operation

64. During the 1980s, RBA approved over 120 projects with total UNDP contributions of \$109 million in support of TCDC activities. By and large, the regional and interregional TCDC modality has proved to be highly effective. As a result of the 1988 series of seminars in Buenos Aires on food and agriculture, funded by UNDP, certain African countries have established very close links with their Latin American counterparts. For example, Zaire has been sending technicians to train in Argentina in the field of food technology. In addition, a number of African countries have established technical co-operation agreements with Brazil as a

result of TCDC activities funded by UNDP. There are also rapidly expanding UNDP/TCDC funded activities with Arab countries, including Egypt and Tunisia, and major TCDC activities with China.

6. Use of African expertise and resources

65. Greater use of African expertise, training centres and suppliers of equipment was requested at the joint meeting of African ministers for planning and resident representatives in Africa in April 1989, and by the Governing Council and various other bodies. The RBA will be carrying out a survey on this issue at field office and agency level in 1990 and examining appropriate measures in the context of the results. Some of the reports of the country programme mid-term reviews cover discussions of the issue that have taken place at the individual country level; other reports indicate that a high level of expertise has already been achieved.

IV. RELATIONSHIP WITH THE ECONOMIC COMMISSION FOR AFRICA, THE ORGANIZATION OF AFRICAN UNITY, THE AFRICAN DEVELOPMENT BANK, AND AFRICAN INTERGOVERNMENTAL ORGANIZATIONS

66. The RBA in the fourth cycle was the subject of a comprehensive mid-term review in the second half of 1989. The report of that review is being submitted to the Governing Council at its thirty-seventh session (DP/1990/38/Add.10). The report includes a description of the processes proposed for the evaluation (late in 1990) of the fourth cycle programme, and for the development (early in 1991) of the fifth cycle programme, intended for submission to the Governing Council at its special session in February 1992.

67. As indicated in paragraph 5 above, the Governing Council has requested an evaluation of inter-organizational relationships in the implementation of UNPAAERD. Envisaged for the second half of 1990 is a special sub-evaluation of UNDP relationships with ECA, OAU, AfDB, the Bretton Woods institutions and the African intergovernmental organizations that are a party to the Regional Programme. This sub-evaluation will be designed in full consultation with the participating bodies referred to above. The Regional Director for Africa will report orally to the Governing Council at its thirty-seventh session on the suggested approach and terms of reference for this sub-evaluation. The final report will be made available to the Governing Council at its special session in February 1991.

68. Accordingly, the present report covers only the relationships between UNDP and the organizations referred to above as they stand at the present time.

69. By the end of 1989, ECA was executing over 20 UNDP funded multisectoral projects valued at \$24.3 million. Most of these projects are aimed at strengthening and supporting the technical activities of key subregional institutions and the river basin organizations. Three projects are specifically designed to monitor the implementation of UNPAAERD: monitoring development programmes and aid flows in Africa; monitoring and appraisal of the implementation

of UNPAAERD; and support to the secretariat of the Steering Committee of UNPAAERD. All of the UNDP/ECA projects address priority areas of UNPAAERD, such as food and agriculture, drought and desertification, human resources development, policy reforms and transport.

70. At present, direct UNDP support to OAU is channelled through two projects: the establishment of an African economic community, and strengthening the administrative and management capability of OAU. The current total UNDP contribution (1987-1991) to projects directly supporting OAU is about \$7 million. Other projects administered by OAU total \$8 million, and focus on biological control of food crop pests, veterinary vaccines production and quality control and implementation of the Lagos Plan of Action 2/ in the area of science and technology.

71. In 1986, AfDB and the International Finance Corporation (IFC), in collaboration with UNDP, established a \$15 million African project development facility designed to help African entrepreneurs to undertake new and expanded small- and medium-scale enterprises. This facility continues to be the core activity between UNDP and AfDB.

72. With regard to the African intergovernmental organizations, their relations with the Regional Programme have passed through several phases, related primarily to the following two factors: (a) the declared intent of the fourth cycle programme to move away from general support of the broad secretariat activities of the intergovernmental organizations towards more specific objectives, such as increasing production in the agricultural, industrial and energy sectors; and (b) the protracted period spent on appraisal and reformulation of many of the project requests of the intergovernmental organizations.

73. Although taken only after extensive consultations with African Governments and intergovernmental organizations and supported by the Governing Council, the decision to move away from institutional support for these organizations - many of which faced rather severe financial problems - did not win ready acceptance in its execution. Certain organizations did not fully accept the rationale, while others considered its implementation to be premature. The latter group, while agreeing with the need for sustainability and self-reliance, felt that the UNDP five-year time-frame was too short, given the financial crises facing the region during this period.

74. Gradually, however, most of the intergovernmental organizations have accepted the UNDP position as based on a desire to enhance their credibility and viability as regional institutions explicitly supported by their member Governments, and have acknowledged that they would ultimately benefit from the reorientation of their UNDP-funded projects. In 1988-1989, UNDP sponsored a series of three seminars on its philosophy and procedures for senior intergovernmental programme staff. Following these seminars, and subsequent to the approval by mid-1989 of most of the intergovernmental pipeline projects, the relationship between UNDP and the African intergovernmental organizations has now entered a more forward looking phase.

V. OVERALL REORIENTATION IN SUPPORT OF UNPAAERD

75. There is by now complete internalization of the UNPAAERD priorities in the day-to-day workings of the regional bureaux and the field offices. Particular evidence of this can be found in the management plans drawn up by the regional bureaux and the management statements drawn up by the field offices, which cover actions affecting the fourth-cycle programmes and actions that will affect the particular emphases of the fifth cycle programmes.

76. The UNDP participated in all scheduled UNPAAERD meetings in 1989, including the scheduled meetings of the Steering Committee and of the Inter-Agency Task Force. The regional bureaux for Africa and for the Arab States and Europe collaborated on various UNPAAERD-related activities and are preparing joint reports under the work programme of the Inter-Agency Task Force which is co-ordinated by ECA. UNDP financial support to the UNPAAERD secretariat was extended to the end of 1990, and a routine, mid-term evaluation of this project will take place in the second quarter of 1990.

Notes

1/ A/40/666, annex I, declaration AHG/Decl.1 (XXI), annex.

2/ Official Records of the General Assembly, Eleventh Special Session, Supplement No. 3 (A/S-11/3), resolution S-11/4.
