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SUPPORT

PROGRAMME PLANNING

COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

Reports on mid-term reviews of country, intercountry and
global programmes

Mid-term review of interregional and global programmes

Report of the Administrator

INTRODUCTION

1. The present report is submitted in accordance with Governing Council decision 89/11 of 23 February 1989. The mid-term review of the fourth cycle interregional and global programmes was carried out during the period September to December 1989. Since there are significant differences between most interregional and global programmes on the one hand and country programmes on the other, it has not been feasible in every instance to follow precisely the standardized format established for reporting on country programmes even though it was used as a model for the mid-term review.

2. A senior external consultant who, in light of his experience, was familiar with virtually all global activities and many interregional ones, was principally responsible for the mid-term review evaluation. The methodology followed included: specific questionnaires to all executing agencies; consultations with representatives of donor and recipient Governments; participation in the governing bodies of certain programmes; consultations with selected Resident Representatives; visits to the sites of certain activities; reviews with the staff of the Division for Global and Interregional Programmes (DGIP); and an analysis of recent evaluations of interregional and global projects. The work of this senior consultant was supplemented by thematic analyses of DGIP activities prepared by other external consultants in the sectors of health, water, sanitation and trade.

3. Overall, the mid-term review report concluded that, insofar as planned activities for the fourth cycle are concerned which were contained in document DP/INTGLO/1 dated 17 November 1986 and approved by the Governing Council on 20 February 1987, virtually all programmes are being implemented as foreseen. From a financial point of view, circumstances which required increased commitments, especially from the interregional indicative planning figure (IPF), led to significant financial constraints. As regards the global IPF for the fourth cycle, there have been fewer constraints, and the mid-term review concludes that it will be fully utilized by the end of the programming cycle.

4. The mid-term review contained a number of general observations about interregional and global programmes of the United Nations Development Programme (UNDP) which, inter alia, noted:

(a) That virtually all major interregional and global programmes benefit from considerable financial support from both national and regional IPFs, but most importantly from other bilateral and multilateral donors. For the interregional programmes, each dollar of the interregional IPF has been matched by more than eight dollars in the form of collateral financing. Taking into account global programmes supported by multi-donor consortia (e.g., the Consultative Group on International Agricultural Research (CGIAR) and the UNDP/World Bank/the World Health Organization (WHO), the Special Programme for Research and Training in Tropical Diseases), there is a matching of the global IPF by a ratio in the region of 1 to 20;

(b) That external evaluations of most interregional and global programmes have taken place or will take place during the course of the fourth programming cycle, resulting in a more sharply focused programme; and

(c) That the interregional and global programmes have responded in an innovative manner to development issues not clearly foreseen at the time the programmes for the fourth cycle were formulated. Such issues include the human immunodeficiency virus and acquired immunodeficiency syndrome (HIV/AIDS), debt management, alternative strategies for desert locust control, environmental degradation, and education.

5. The mid-term review recommends that additional funds be allocated to interregional and global programmes; that DGIP should continue its leadership role in consultative groups and assess the need for similar groups in development areas not now covered by such groups; that during the remainder of the fourth cycle care must be taken to refrain from initiating new interregional programmes; and that a process of critical assessment of strategies to respond to developing country needs should be undertaken in preparation for the fifth programming cycle.

I. FINANCIAL DATA

6. Three years after the start of the fourth programming cycle, 66 per cent of the \$93,159,000 global IPF has been committed and 51 per cent has been expended. It is anticipated that the rate of implementation will accelerate during early 1990. The global pipeline indicates that \$35 million of project proposals could be implemented in this cycle against an uncommitted IPF balance of \$33,252,000.
7. As of the same time, 81 per cent of the \$53,877,000 interregional IPF has been committed and 62 per cent has been expended. This represents an implementation rate of 102 per cent against normal expectations (i.e., 60 per cent of the IPF). The current cycle pipeline of implementable projects valued at \$26,000,000 is severely constrained by an uncommitted IPF balance of only \$9,878,000 (see annex I).
8. The mid-term review noted that, as a result of this financial situation, additional resources will be required to maintain the dynamic of interregional and global activities.

II. PROGRAMME PROJECT DATA

A. Planned projects and projects not in original programme

9. The overall thrust of the global and interregional programmes has not changed since the fourth cycle programme submission (DP/INTGLO/1). Several significant developments, however, have occurred since this submission, making it necessary to add a number of important new projects. For example, the emergence of the HIV/AIDS epidemic, the debt crisis and increased interest in trade, the locust threat, renewed environmental awareness and global warming, and the problems of the aging, child survival, reduction of maternal mortality and basic education have all been given increased attention since the fourth cycle submission. The DGIP staff have co-operated with multilateral and bilateral agencies and others in responding to these developments and have initiated projects to address them.
10. Annex II provides a record of the number of continuing and new projects which have been initiated. Lists of the new projects are given in annex III.

B. Progress in programme implementation

11. The mid-term review found commendable progress in most global and interregional activities. This progress is noted not only in the well-established programme areas but also in new ones established in response to emerging problems and opportunities. Where implementation has been slower than desirable, financial and other constraints largely beyond the control of DGIP have largely been the limiting factors.
12. Sections cited in the review included agricultural research, where global programmes have stimulated the creation of field trial networks involving scientists from developing countries, the production and release of improved

varieties of food crops and environmentally safe pest-management programmes. It was noted that the value of crops saved through such activities is estimated at several hundred million dollars annually and that through training activities under the UNDP global programme over 6,000 scientists and technicians from developing countries have been trained. Global programmes have also demonstrated ways to ensure the efficiency of fertilizer usage and progress in the development of biological nitrogen fixation.

13. In the health sector the review reported that the long-standing basic and applied research efforts of the global programme continued to make progress in both the development of tools for disease control and the strengthening of research capacity. An example of the application of research results is the field testing of the drug ivermectin for the control of onchocerciasis (river blindness). The UNDP/World Bank/WHO Special Programme for Research and Training in Tropical Diseases (TDR) (GLO/86/005) provided support and technical guidance for on-the-ground testing of this remarkable drug. Results have been most positive, making it possible for millions of people who have been displaced from the fertile valleys of West Africa because of this plague to return to their homes and farms. In addition, the review called attention to the contribution of TDR in the development of products and new approaches currently in use.

14. While no striking breakthroughs have been reported by the review for vaccine research and development, a number of new and improved vaccines are at various stages of development and research in this area is increasingly geared to making world-wide immunization efforts more effective. For example, initial findings suggest that a single-dose tetanus vaccine and a more effective measles vaccine may be in use in two to three years and steady progress is being made to develop a new vaccine against malaria, a re-emerging disease once thought to be nearly under control. Concomitantly, promising drug combinations and revised strategies have proved effective in the control of diseases such as malaria and leprosy.

15. In the field of water and sanitation, the integration of several individual interregional projects into what is now known as the UNDP/World Bank Water and Sanitation Programme (projects INT/86/027, INT/87/013, INT/87/014, INT/87/024 and INT/87/035) is noteworthy. Not only are these two international organizations able to work together effectively with other agencies such as the Department of Technical Co-operation for Development (DTCD), the United Nations Children's Fund (UNICEF) and WHO but the UNDP Regional Bureaux, bilateral and other donors are also collaborating. With co-financing from the four UNDP Regional Bureaux and cost-sharing and parallel funding from 10 external support agencies, this Programme has become an instrument in promoting and introducing sector strategies, project implementation techniques, affordable and sustainable technologies, and training programmes. It can be considered as the United Nations system's main contribution to the International Drinking Water Supply and Sanitation Decade (IDWSSD, 1981-1990). The review also noted the establishment of four regional water and sanitation groups based in Abidjan, Nairobi, New Delhi and Singapore and progress achieved in the interregional programme Promotion of the Role of Women in Water and Environmental Sanitation Services (PROWWESS) (INT/83/003).

16. In the field of energy development, it was noted that the Energy Sector Management Assistance Programme (INT/86/029), co-sponsored by the UNDP interregional programme and the World Bank, continues to make significant progress and is maturing as a truly international and co-ordinated development programme. The Management Assistance Programme functions at the country level in response to specific requests by recipient Governments. It focuses on capacity development, efficiency of energy use and the use of new and renewable energy sources. Specific projects/activities are being carried out in more than 59 developing countries, about half of which are in Africa. A major focus of the Programme is on the environmentally sound uses of energy.

17. In the field of trade, the review noted progress in five integrated activities: global trade liberalization; unilateral or country-specific trade liberalization; supply-side responses to unilateral trade liberalization; export diversification; and expanded trade among developing countries.

18. Other sectors reviewed included the relationship between environment and development, which permeates a large part of the interregional programme activities. In addition, the interregional programme, with support from the United Nations Environment Programme (UNEP), bilateral donors and private foundations, was responsible for the report entitled "Natural Endowments: Financing Resource Conservation for Development", which proposes the creation of an international environmental facility and a public/private partnership for conservation financing. The review noted that the UNDP/World Bank/United Nations Centre for Human Settlements (UNCHS) Habitat Urban Management Programme (INT/86/006) has initiated activities in over 20 countries in the fields of land, infrastructure (especially operations and maintenance) and municipal finance, in support of efforts by national and municipal authorities to make urban economies more efficient. Following a review of the Programme, two components will be added: capacity-building and environment, the latter concentrating on solid-waste management, reduction of pollution, preservation of natural resources and integrated environmental planning.

19. Finally, the review examined interregional activities in fisheries development, where all was proceeding as planned at the start of the fourth cycle, including aquaculture development (INT/86/017), the Indo-Pacific Tuna Development and Management Programme (INT/86/016), the co-operative use of research vessels (INT/86/010) and training in fish quality control for export (INT/86/011). The review also noted progress, as was envisaged, in support to the World Maritime University (INT/86/026), maritime transport training (INT/88/001) and the fact that executing agencies were gradually taking over the funding for a number of activities which were initially supported by the interregional IPF.

III. PROGRAMME ANALYSIS

A. Deviations from original goals

20. The mid-term review reported that there were no major deviations from the original goals and targets of the interregional and global programmes. As explained in section II, however, events beyond UNDP control resulted in DGIP taking on some specific projects which were not included in DP/INTGLO/1. Many of these changes have already been brought to the attention of the Governing Council. The HIV/AIDS crisis prompted co-operation among UNDP, WHO, other donors and recipient countries in the global battle against HIV/AIDS. While the major international responsibility for collaboration on AIDS rests with WHO, the interactive role of UNDP was recognized by the Governing Council, and a project was initiated to carry out UNDP responsibilities, including one involving global blood safety (GLO/87/007). DGIP also was asked to serve as the UNDP focal point for HIV/AIDS and has had responsibility for monitoring the WHO/UNDP Alliance to Combat AIDS. The global debt crisis prompted a major review by an independent team of experts of the existing technical co-operation activities in support of external debt management practices in developing countries (INT/87/037). The report, issued in mid-1989, has been very well received, especially at the field level.

21. In 1986, concern over the quality of fisheries projects and inadequacies of donor co-ordination led to co-sponsorship by the interregional programme with the World Bank, the European Economic Community (EEC) and the Food and Agriculture Organization of the United Nations (FAO) of a fisheries development donor consultation (GLO/88/001). Similar concerns over the quality of fisheries research led to the initiation of a study of international fisheries research which is co-sponsored by UNDP and other donors. In another area, an initiative to control desert locusts by research on environmentally safe, i.e., non-toxic, techniques was launched in order to find a more acceptable means for the long-term control of this pest. It is expected that this global initiative (GLO/89/002) may also be financed by other donors.

B. Major problems experienced

22. There were no major problems in the planning and implementation of fourth cycle interregional and global programmes. There were some delays in project initiation because of inadequacies of UNDP financial resources and because of the time needed to arrange for co-funding by other donors or to negotiate mutually agreeable arrangements for programme management with executing agencies.

C. Interregional and global programme as a tool for identifying technical assistance projects

23. The mid-term review noted examples of interregional or global programmes stimulating support for independent project initiatives. Among those cited was the fact that all Regional Bureaux have either supported or are considering support to the UNDP/World Bank Water and Sanitation Programme and to the CGIAR international

agricultural research centres with global projects, such as those dealing with integrated pest management, nitrogen fixation, water-use efficiency and fertilizer technology. A forthcoming project on Preparing Women for Leadership in Agricultural Sciences (GLO/89/001) will likely stimulate similar support. The Energy Sector Management Assistance Programme and other such collaborative donor programmes with which DGIP is associated are increasingly influencing the design and implementation of country programmes supported by UNDP and other donors. This trend is expected to intensify in the coming years and provides a unique opportunity to directly link global concerns (environment, human resource development, food, energy) with country priorities and projects.

D. Continuing relevance of programming objectives

24. The mid-term review concluded that the objectives of the interregional and global programmes remain highly relevant, in some cases even more relevant than when the fourth cycle started. The best evidence of this is the extent to which there is collateral financing involved essentially in every interregional and global activity. This collateral financing is materializing both from other UNDP units as well as from outside donors and even the recipient countries themselves.

25. The current global situation of increasingly scarce water supplies, along with unabated pollution of ground and surface waters in areas of human population concentration, has led to an increased attention of the water and sanitation programmes towards environmental health, waste management and recycling.

26. Similar adjustments in orientation are occurring in other sectors. Concerns over global warming and other environmental quality matters are being recognized in projects concerned with energy, agriculture, health and sanitation. Women in Development is likewise receiving increased attention in several sectors. Adjustments are being made to accommodate the interests of developing countries in reforming their trade policies especially as they relate to structural adjustment and external debt.

E. Changes in technical assistance needs at the country/sector level

27. The mid-term review concluded that the various interregional programme activities, regardless of the sector, respond to the interest of many developing countries in gaining access to technical assistance that is linked to objectives with global implications.

F. Changes identified in technical co-operation needs and in response to the political and economic factors

28. The mid-term review gave examples of some of the new interregional and global activities undertaken in response to changing criteria many of which have been brought to the attention of the Governing Council. They included:

(a) HIV/AIDS. The global programme responded quickly with WHO and other donors in initiating three projects concerned with AIDS. These projects emphasize the linkage among national HIV/AIDS programmes and will assist in ensuring the availability of AIDS-free blood supplies;

(b) Environmental pollution and global warming. The interregional programme began to focus on environmental matters prior to the current intensified emphasis in this sector. Many ongoing interregional activities in energy, water supply and sanitation, health and urban work as well as agriculture have been reshaped to incorporate more environmental concerns. The interregional programme initiated a number of specific environment and development activities. One example is the study on conservation financing, which the World Resources Institute was commissioned to undertake by the interregional programme. The study, perhaps more than any other, has placed conservation financing squarely on the international political agenda for the 1990s. In similar vein are the co-sponsorship with UNEP in the preparation of the World Resources Surveys and the co-funding of major regional conferences on global warming to be held in the developing world in 1990;

(c) Locust control. Another significant activity stimulated by environmental concerns is the recently established locust control research effort being initiated with FAO and bilateral donors. The new project has as its major objective the development of biological control methods for this dreaded pest, thereby greatly reducing the use of hazardous and expensive chemicals. Similarly, research efforts are being focused on means of reducing the release of nitrogen oxide into the atmosphere from fertilized farm fields;

(d) Entrepreneurship and private enterprises. Recently revived interest in entrepreneurship was the stimulus for the interregional entrepreneurship development programme. In association with other interregional projects and with International Labour Organisation (ILO), the United Nations Industrial Development Organization (UNIDO) and a group of experts, this new programme will identify entrepreneurship development activities and create a support system for the exchange of information and experiences between countries. In response to the increased interest of the UNDP Governing Council and other leaders, a workshop on privatization was held and an international network on privatization was established. Guidelines for encouraging entrepreneurship and creating new enterprises have been prepared and disseminated.

G. Consistency with the structural adjustment process

29. The mid-term review found that action programmes had been specifically designed to focus on structural adjustment issues. For example, both the Trade Expansion and the Trade Development Support For Structural Adjustment Programmes were established to assist countries which had received a structural adjustment loan from the World Bank. Most structural adjustment loans include a trade reform component and the borrowers need assistance in designing and implementing the reforms.

30. While not directly focused on structural adjustment concerns, the review reported that Entrepreneurship Development and Special Public Works Programme

support mechanisms that can utilize the excess labour force sometimes created by structural adjustment programmes. Likewise, the privatization network will be useful in the implementation of structural adjustment programmes, many of which call for privatization.

H. Technical assistance modalities used to complement country programmes

31. Several interregional and global programmes complement national programme expertise and capabilities. For example, global crop-variety testing programmes complement and serve national programmes by providing genetic materials, research methodologies and trained professional assistance for national programme scientists in their testing efforts. Unfortunately, because this assistance mode is not well understood, few UNDP country programmes give direct support to the national co-operators.

32. In the Energy Sector Management Assistance Programme, country level collaboration is often stimulated with third-party cost-sharing contributions. This has generated significant additionality for many UNDP country-level activities.

IV. EVALUATION REQUIREMENTS

33. The mid-term review contained an analysis of evaluations that have been carried out or envisaged during the fourth programming cycle. For global agricultural programmes conducted under the auspices of CGIAR, in-depth technical and management reviews are carried out by the CGIAR Technical Advisory Committee. Other multi-donor global research programmes have had similar external reviews and evaluations. All major interregional programmes have had or will be subject to independent external evaluations before the end of the current cycle.

V. RECOMMENDATIONS

34. The mid-term review concluded that global and interregional programmes are generally on track and current projects should continue as planned. Unfortunately, however, some major downward adjustments will be necessary if additional financial resources cannot be made available. It is obvious that emerging problems relative to HIV/AIDS, the environment, global warming, the global debt crisis and associated structural adjustment and trade problems have placed on interregional and global programmes burdens of responsibility not foreseen when the fourth cycle allocations were made. DGIP is a logical arm within UNDP to develop programmes to combat these global and interregional problems. This role has been played in complete co-operation not only with other units of UNDP but also with multilateral and bilateral donors and with recipient countries.

35. The other problems and opportunities that global and interregional programmes address in the fourth cycle have not diminished. In fact, some have intensified. For example, there are more hungry people in the world today than when the fourth cycle started. While the food problem is more highly publicized in Africa, the

absolute number of hungry and starving people is far greater in Asia. Food surpluses in North America and Europe tend to mask the severity of the world-wide food shortages. The recent one-year drought in the United States and the concomitant drop in world food stocks brought starkly to the world's attention the fragility of the global food production system and the vulnerability to starvation of the world's poor.

36. Similar comments can be made about human disease problems. Malaria is re-emerging as a major health threat over wide areas of the tropics. Inadequacies of currently available vaccines and of appropriate family planning programmes are seriously constraining the productivity and well-being of poor people around the world. Likewise, rising energy costs and rapidly declining forestry resources, coupled with inefficient energy utilization, are placing heavy burdens on the citizens, industries and Governments of the developing countries.

The mid-term review overall recommendations follow.

Recommendation 1

37. The financial situation facing UNDP global and interregional programmes, especially in the light of global and interregional problems not foreseen at the beginning of the fourth cycle is such that, were they available, additional resources could be effectively utilized by these programmes.

Recommendation 2

38. DGIP should continue to play a critical role in consultative groups, should encourage improvements in the policies, strategies and programmes of these groups and should assess the need for similar groups in development areas not currently covered by such groups.

Recommendation 3

39. During the remainder of the fourth cycle, extreme care must be taken to resist the temptation to initiate new interregional programmes. Only those critical to the continuation of high priority current efforts should be considered.

Recommendation 4

40. DGIP should critically assess its future goals and strategies as the fourth cycle comes to a close and as preparations are made for the fifth cycle. A combination of external consultations and internal evaluations will be needed to develop these future programmes. Increased interregional and global resources should also be made available to DGIP in the fifth cycle.

Annex I

FINANCIAL SUMMARY

	<u>Millions of United States dollars</u>
I. GLOBAL (IPF 1987-1991)	93.159
IPF funds committed to new projects during the period under review	30.817
IPF funds committed to ongoing projects during the period under review	29.090
Uncommitted IPF balance	<u>33.252</u>
Expenditures against approved projects during the period under review (as of 30 November 1989)	47.618
Unexpended balance of funds committed to projects (as of 30 November 1989)	12.289
II. INTERREGIONAL (IPF 1987-1991)	53.877
IPF funds committed to new projects during the period under review	32.579
IPF funds committed to ongoing projects during the period under review	11.420
Uncommitted IPF balance	<u>9.878</u>
Expenditures against approved projects during the period under review (as of 30 November 1989)	33.183
Unexpended balance of funds committed to projects (as of 30 November 1989)	10.816

Annex II

NUMBER OF FOURTH CYCLE PROJECTS, NEW PROJECTS
AND PROJECTS DELETED

<u>DGIP programme area</u>	<u>Projects approved</u>	<u>Projects not in</u>	<u>Projects deleted</u>	<u>Total</u>
Agriculture research and technology transfer	11	1		12
Health, water and sanitation	4 8	11 -	-1 -	14 8
Energy development	4	-	-	4
Trade and economic co-operation	5	5	-	10
Fisheries development	6	4	-	10
Management development training	3	3	-	6
Education		1	-	1
Other programmes	4	4	-	8
New programme initiatives	<u>4</u>	<u>-</u>	<u>-</u>	<u>4</u>
Total	<u>49</u>	<u>29</u>	<u>-1</u>	<u>77</u>

Annex IIILIST OF NEW PROJECTS NOT REFERRED TO IN THE FOURTH CYCLE
PROGRAMME DOCUMENT (DP/INTGLO/1)

<u>Project No.</u>	<u>Brief title</u>
<u>Agriculture</u>	
GLO/87/001	Human Resource Development for Generation and Transfer of Root and Tuber Crops Technology
GLO/87/002	Technology Transfer on Selected Food Crops for the Semi-Arid Tropics
GLO/87/003	Development of Wheat Varieties for Marginal Areas
<u>Science and technology a/</u>	
GLO/86/001	Field Testing and Demonstration of Integrated Pest Management Strategies
GLO/87/004	Improved Control of Animal Trypanosomiasis
GLO/89/002	Development of Environmentally Acceptable Alternative Strategies for Desert Locust Control
<u>Health</u>	
INT/85/009	Task Force for Child Survival
GLO/87/008	Human Reproduction
GLO/87/007	Global Programme on AIDS
GLO/88/002	UNDP/WHO Financing Facility (AIDS)
GLO/88/004	Global Blood Safety Initiative (AIDS)
INT/87/011	Safe Motherhood Operational Research
INT/87/017	Independent International Commission on Health Research
INT/88/006	Institute on Aging (Malta)
INT/88/015	Special Programme for Research on Aging
INT/88/040	Support for Disabled Persons
INT/88/028	Acute Respiratory Infections in Children
INT/89/045	Initiative Against Avoidable Disablement (IMPACT)
<u>Trade, finance and investment</u>	
INT/86/038	UNDP/OXFAM/EEC Marketing and Assistance Artisanal Products
INT/87/021	Foreign Direct Investment Advisory Services
INT/88/020	Support to the Uruguay Round
INT/89/039	Asset and Liability Management

Fisheries development

INT/88/001 Study of International Fisheries Research
INT/86/001 Fisheries Development Donor Consultation
INT/88/018 Genetic Improvement of Farmed Tilapia
INT/89/046 Expert Consultation on Fisheries Statistics

Management development training

INT/87/029 Entrepreneurship Development Programme
INT/87/012 Training Development for Civil Aviation
INT/88/029 On-the-Job Training in Shipping and Ports (JOBMAR)

Other programmes

INT/87/026 Interregional Network on Privatization
INT/86/032 Automation of National Meteorological/Hydro Services
INT/87/031 Indian Ocean Marine Affairs Co-operation
INT/89/020 South Atlantic Marine Affairs Conference
INT/87/010 Educational Materials Donation Scheme
INT/88/018 Improvement of Basic Education Services
INT/89/008 Support to Collaborative Council
INT/89/025 Investment Support for Women Entrepreneurs
INT/89/042 International Women's Grassroots Network (GROOTS)
INT/89/064 Global Consultation on Safe Water for the 1990s

a/ Involves basic scientific research with close links to agriculture.