



**Governing Council
of the
United Nations
Development Programme**

Distr.
GENERAL

DP/1990/38/Add.9
28 March 1990

ORIGINAL: ENGLISH

Thirty-seventh session
28 May-22 June 1990, Geneva
Item 5 (b) (i) of the
provisional agenda

SUPPORT

PROGRAMME PLANNING

COUNTRY, INTERCOUNTRY AND GLOBAL PROGRAMMES

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

Mid-term review of the regional programme for Africa

Report of the Administrator

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I. FINANCIAL ANALYSIS

1. The total amount of resources available for the fourth cycle regional programme for Africa was estimated at the beginning of the cycle at \$211.891 million. This figure represented: (a) the originally approved indicative planning figure (IPF) of \$195.750 million; (b) Special Programme Resources (SPR) of \$5.928 million; (c) third-party cost-sharing of \$10.554 million; (d) special trust funds of \$0.659 million; and (e) the estimated third cycle overexpenditure of \$1.0 million.

2. On 30 June 1989, the mid-point of the fourth cycle, the actual total resource base for the fourth regional programme had risen to \$243.048 million. This improved financial situation was the net result of the following developments: (a) by its decision 88/31 of 1 July 1988, the Governing Council increased the regional IPF by \$30.32 million; however, at the time of the mid-term review, only 75 per cent of this increase - \$22.74 million - had been released for programming; (b) non-IPF funds (SPR, third-party cost-sharing and special trust funds) had increased to \$30.879 million, almost double the amount anticipated at the beginning of the cycle; and (c) the third-cycle overexpenditure - originally estimated at \$1.0 million - turned out instead to be \$6.321 million (for further details, see annex I).

3. At the half-way point of the fourth cycle, approved budgets for regional programme activities amounted to \$243.433 million. Compared with the \$243.048 million at the disposal of the regional programme, this figure represented a commitment level of 100.2 per cent. The commitment build-up had been particularly rapid for the IPF component, i.e., from \$18.213 million in January 1987 to \$218.131 million in June 1989.

II. PROGRAMME AND PROJECT DATA

4. In the fourth cycle regional programme (DP/RAF/3), programme resources were allocated to four main areas of concentration: (a) research and development for food production - 16.6 per cent; (b) productivity and management for production of goods and services - 36.1 per cent; (c) natural resources - 12.6 per cent; and (d) infrastructure - 22.2 per cent. In addition, the programme allocated 8.8 per cent to other areas, including health, international trade, cultural and social dimensions and designated 3.7 per cent as unprogrammed reserve.

5. Within these overall objectives, the regional programme document made particular provision - in the form of a programme reserve - for the following special sectoral purposes: (a) subregional organizations for economic integration and river/lake basin development - \$25 million; (b) women-in-development - \$8 million; (c) measures to combat drought and desertification - \$5 million; and (d) support for the United Nations Transport and Communications Decade in Africa - \$5 million.

III. PROGRAMME ANALYSIS

Evolution of the fourth cycle

6. The fourth regional programme for Africa, which represents the beginning of a new approach and conceptualization of UNDP technical co-operation in Africa at the regional level, was prepared following the adoption of Africa's Priority Programme for Economic Recovery 1986-1990 (APPER) in 1985.
7. The new orientation applied to both the consultation process in developing and designing the programme and the content and direction of the programme itself.
8. The orientation paper, prepared jointly with the Economic Commission for Africa (ECA), was extensively discussed with all the UNDP major partners and endorsed by the African Ministers of Planning held in Yaounde, Cameroon, in April 1986. After the adoption of the United Nations Programme of Action for African Economic Recovery and Development, 1986-1990 (UNPAAERD), the paper was reviewed to ensure its consonance with the priorities set out in the Programme of Action. The regional programme document was then drafted, reflecting not only the areas of concern embodied in the orientation paper but also the lessons learned from an evaluation of the third regional programme.
9. Agreement on the strategy and the areas of concentration of the fourth regional programme was reached at the Extraordinary Session of the ECA Conference of Ministers held in Addis Ababa in October 1986. Subsequently, an independent advisory panel on project selection was set up to review all proposals in the light of the established priorities and project selection criteria, drawing heavily on the evaluation report of the third regional programme. During 10 weeks of work, the panel appraised some 540 projects with a total cost estimated at nearly \$1 billion submitted by 28 executing agencies, 57 African intergovernmental organizations (IGOs) and 15 non-governmental organizations (NGOs) for possible inclusion in the fourth regional programme. The panel found that many of the projects did not address themselves to the clearly identified concentration areas of the fourth cycle. It was, therefore, necessary to extend the time for project formulation and consultation.
10. During the period since then, UNDP has endeavoured to implement the programme as approved and, at the same time, continue its dialogue with its partners in Africa about technical co-operation needs and priorities.

The mid-term review

11. The mid-term review of the fourth regional programme for Africa started in April 1989. During the remainder of 1989, visits were made by staff members from the Division for the Regional Programme of the Regional Bureau for Africa (RBA) to African IGOs and United Nations executing agencies. Extensive consultations were held with a number of Resident Representatives on the views of their host Governments and their insights on the regional programming process. The findings of the review were summed up in a mid-term assessment paper, which was discussed in-depth by the Directorate of RBA and staff of the Division for the Regional Programme on 15 December 1989.

12. Since most of the projects had not been operational for long, the mid-term review did not attempt to assess the impact of the programme as a whole. Instead, it examined a number of conceptual and practical issues that have affected the programming and implementation process.

Compliance with the priorities of the fourth regional programme

13. A comparison of the planned allocations with the actual commitments at the half-way point of the fourth cycle for each of the four areas of concentration is found in annex II. It shows that the original intentions were adhered to very closely in the course of implementation. As for the four special sectoral purposes, the commitment level as of 30 June 1989 exceeded the original earmarkings for subregional organizations and women-in-development as well as drought and desertification, while the programming process for the Transport and Communications Decade had not yet been fully completed; this was accomplished, however, very soon after that date.

14. As stated earlier, while there were no deviations from the original plan, there was a need for additional resources in almost all the areas of concentration. The programme was able to meet this need by utilizing partly the unprogrammed reserve and partly the additional resources that were made available.

A. Preparations for the fourth cycle

The consultation process

15. There was general agreement among the African partners of the fourth regional programme that the process of consultations with African Governments, IGOs, ECA and the agencies prior to the formulation of the programme document was not only useful but essential in ensuring the relevance of the programme and should be continued.

16. In discussions with the specialized agencies, essentially three views were expressed: (a) UNDP was complimented on the intellectual quality of the orientation paper as well as on the thorough and extensive manner in which the fourth regional programme had been prepared; (b) some agencies voiced self-criticism for not providing UNDP with sufficient input/feedback at the conceptual stage of the programme; (c) other agencies felt that UNDP had not involved them sufficiently in the conceptualization process.

Choice of priorities

17. None of the areas of concentration was considered irrelevant or secondary to the present needs of Africa, but some of the partners stressed that important sectors such as health and trade should have featured more prominently. Concern was also expressed that the priority sectors were too broadly defined, and that they lacked focus. This was particularly true for the management and public administration sector, which appeared to include an assortment of projects that did not fit into other areas.

Project selection

18. Opinions were divided as to the role and usefulness of the advisory panel on project selection. It was generally accepted that at the start of the fourth cycle, UNDP had to resort to extraordinary measures to cope with the overwhelmingly large number of proposals submitted. Some UNDP partners, especially the executing agencies, questioned whether any group of six individuals - however well-informed and competent - could be expected to arrive at an objective and balanced judgement regarding Africa's technical co-operation priorities during the period covered by the Fourth Cycle.

19. In response to this observation, UNDP emphasized that the orientation paper was intended to spell out the priorities of the continent, and that the task of the advisory panel was essentially limited to an assessment of the quality of the proposals submitted and their conformity with the agreed priorities.

B. Project identification and formulation

20. The project proposals submitted to UNDP at the beginning of the fourth cycle emanated mainly from five different sources: (a) African Governments; (b) African IGOs; (c) United Nations specialized agencies, including ECA; (d) NGOs active in Africa; and (e) UNDP itself.

The need for a comprehensive strategy

21. The report of the advisory panel to UNDP was severely critical of the quality of many of the individual project proposals submitted. More importantly, however, the panel observed that for many of the organizations proposing projects the total amount requested was clearly unreasonable as a share of the total funds available to RBA. In such cases, it was difficult to discern significant priorities - every project was strenuously argued as having equal importance with the others. In one specific instance, which appeared to be rather typical, particularly of the specialized agencies, the panel stated that there was quite simply no coherence of approach among the 25 proposals submitted. It was quite obviously a packet of proposals formulated by different departments, with little, if any, co-ordination between them.

22. During the UNDP mid-term review consultations with its partners, this observation was referred to. Several partners acknowledged that their individual project proposals had tended to be department-driven rather than part of a coherent package. They also recognized that, if the agency with the technical competence failed to screen and rank its proposals in order of priority, then UNDP would by default be placed in the awkward position of having to do so - without the benefit of detailed knowledge of the technical issues involved.

23. Most of the specialized agencies agreed that a more strategy-oriented approach was called for. It should be based on careful analysis of the assistance needs in all fields covered by their respective mandates and it should map out the priority problems to be solved, the likely inputs from other donors, and the role of UNDP within a comprehensive strategy.

The regional approach

24. The mid-term review also stressed the need to develop genuinely regional projects. It is generally clear what is meant by a regional approach in sectors such as telecommunications and transport; it is, however, less obvious in other sectors. The problem seems to be that neither UNDP nor its partners have a clear set of criteria as to what constitutes a regional project. It is not enough to cluster a group of national project activities and carry them out simultaneously, nor is it enough to bring various nationals together in one location for training purposes. Such action must be followed by a deliberate attempt to establish some form of permanent system of interaction between the involved individuals and their home institutions, be it by formal linkages through regional institutions or by informal channels of communication or networking.

25. Too often, the main rationale for a regional project is that it is more economical to provide assistance regionally than at the national level. But the alleged economies of scale cannot automatically be assumed in all cases, and UNDP regional programmes in Africa and elsewhere are more than simply an instrument to save money. Indeed, they have a clear mandate to promote and strengthen regional integration, i.e., to set in motion integrative processes that will improve collaboration and communication in the future between countries, institutions and individuals that perform specific economic and/or technical functions within a given region.

Linkages between national and regional projects

26. There was general agreement that close linkages between UNDP-funded projects at the national and at the regional level are desirable, but concrete cases where such linkage had been successfully established were few and far between. The most important reasons for this are: (a) the five-year period covered by the fourth regional programme does not coincide completely with the period of the respective country programmes - parallel programming is therefore often impractical; (b) most regional project ideas are conceived in the secretariats of IGOs or in the specialized agencies - without close consultation with the planning authorities in the countries concerned. By the time the national authorities are briefed about new regional initiatives, the formulation process is often too far advanced for major changes to be introduced or for synchronization of national and regional efforts to be built into the project design. Another problem is that some of the linkages identified are in effect little more than similarities of purpose. Genuine linkages would require joint programming, common activities (e.g., training), shared facilities, institutionalized exchange of data and expertise, regular contacts through networking or other such concrete interactions.

Project formulation

27. The task of developing and formulating regional technical assistance projects normally involves consultations with a wide variety of partners in different locations. The task is simplified in cases where there is a regional mechanism for consensus-building, such as an IGO with a mandate from its member States to negotiate projects on their behalf. Even then, however, it is both a complex and a time-consuming process to formulate sound regional projects.

28. A number of UNDP partners devoted a substantial amount of their own staff time and resources to the formulation of projects for the fourth special programme and managed in a relatively short time to draw up acceptable proposals. In other cases, UNDP provided preparatory assistance to enable the designated executing agency to develop an attractive project idea into full-fledged project proposals. The end result was that a healthy pipeline was built up, and that the programme went through a very rapid build-up of commitment during the first two-and-a-half years of the cycle.

Multi-sectoral versus sectoral assistance

29. The process of identifying and formulating projects was not without its problems, however. Among the more difficult ones was the choice faced in particular by the African IGOs involved in economic integration: should they seek UNDP assistance on a sector-by-sector basis or should they adopt a multi-sectoral approach?

30. Some of the IGOs - the most prominent among them being the Preferential Trade Area for Eastern and Southern Africa and the Southern African Development Co-operation Conference (SADCC) - opted from the start of the fourth cycle for a sectoral approach to their technical assistance needs and proceeded to develop project proposals in collaboration with the relevant specialized agencies of the United Nations system. Other IGOs, particularly the Economic Community of West African States (ECOWAS), the Mano River Union (MRU), the Economic Community of Central African States (ECCAS), the Central African States Customs Union (UDEAC) and the Economic Community of the Great Lakes Countries (CEPGL), chose a multisectoral approach, and in the majority of cases, ECA was identified as the appropriate executing agency. Initially, CEAO expressed a preference for multi-sectoral assistance, but its position was subsequently changed in favour of the sectoral approach.

31. It is too early to draw definitive conclusions on this issue. The evidence suggests that sectoral projects are easier to formulate and tend to pass through the appraisal and approval process in less time than the multisectoral ones. The multisectoral approach is more complex, and it requires a high degree of collaboration and communication among the various departments of the IGO concerned as well as among the associated specialized agencies. Towards the end of the fourth cycle, it might be possible to ascertain whether the benefits of the multisectoral approach (e.g. closer integration of the various substantive functions of the IGO secretariats, improved intersectoral linkages) outweigh the disadvantages caused by delays and complications at the inception stage.

C. The project appraisal and approval process

32. A number of UNDP partners made reference to what they saw as the slow appraisal and approval process for regional projects within UNDP. Although it is not difficult to find individual examples that might seem to support this, such criticism was not considered justified for the regional programme as a whole, as is shown below.

The Action Committee

33. There was general agreement among UNDP partners that the requirement to present large-scale projects to the Project Appraisal Committee (PAC) at the Bureau level and thereafter to the Action Committee tended to enhance their relevance and quality. It was made clear that this procedure does not in itself impose undue delays, as it is possible to obtain approval by both Committees in less than three weeks for a fully developed and well-designed project proposal.

The commitment build-up

34. More than 200 regional projects with budgets totalling almost \$200 million were approved during the first two-and-a-half years of the cycle. On average, a regional project was approved by the UNDP Action Committee at two out of every three of its weekly meetings during this period. As a result, virtually all available resources had been fully committed at the half-way point of the cycle.

35. In the opinion of UNDP, the delays that occurred in the appraisal and approval process for a number of individual projects were not caused by slow procedures, but rather by a backlog of project proposals that developed in 1987-1988. The following reasons explain this: (a) there was a very large number of new project proposals presented for UNDP consideration during a very short period at the beginning of the fourth cycle; (b) many of the new project proposals submitted were poorly formulated and required substantial redrafting based on detailed discussions, consultancy missions, preparatory assistance, etc.; (c) there is a severe shortage of senior staff in the Technical Advisory Division who are responsible for the technical appraisal of all major project proposals from all the Regional Bureaux; and (d) a substantial work-load faces the professional staff of the Division for the Regional Programme, each one is responsible for 50-60 regional projects on average.

36. In early 1989, as it became clear that the fourth special programme was rapidly approaching full commitment of all available resources, an internal pipeline review was held. It was decided to impose strict limitations on the number of new projects that would be brought forward for approval. In many instances, the partners concerned were told that consideration of their project requests would be deferred until the fifth programming cycle. Obviously, this decision was taken in the interest of prudent financial management of the fourth regional programme; unfortunately, however, it reinforced the impression of some UNDP partners that the appraisal and approval process within UNDP is very slow.

D. Implementation problems

37. During the early stages of the fourth cycle, most energy was undoubtedly devoted to programming activities i.e., identification, formulation, appraisal, and approval of projects. But in step with the start-up of a growing number of new projects, the focus of attention shifted to operational issues associated with project implementation. What follows is a summary of the main conclusions drawn during the mid-term review regarding implementation.

Government endorsement of regional projects

38. It is UNDP practice in the case of regional projects that they be formally approved and signed by only a few governmental signatories, e.g., the Government hosting the headquarters of the project, the Governments of those two to three countries where most of the project activities are planned to take place, or an IGO mandated to act on behalf of its member States. In addition, after the project document has been formally signed, the explicit endorsement of the project by other participating Governments is often sought.

39. In a number of cases, it turned out that, while the sectoral Ministry concerned had been involved in the preparation of a particular project and supported it, the central Ministry responsible for the co-ordination of external assistance did not have any prior knowledge of its existence. The problem often occurred because of a breakdown of communications between the sectoral ministry and the central co-ordinating Ministry on the one hand and between the executing agency responsible for formulating the project and UNDP on the other hand. It is therefore clearly necessary to establish a standard procedure whereby advance information is circulated to all concerned parties at the formulation stage so that the start-up of project activities is not hampered by confusion or uncertainty over the issue of endorsement by the participating Governments.

Lack of counterpart staff

40. A number of projects suffered from lack of counterpart staff. In some cases, the regional project experts worked for a considerable period of time without local counterparts. In other cases, it turned out to be necessary to provide project funding to recruit nationals for counterpart positions which the host institution had been unable to fill. Problems of this nature obviously defeat the purpose of technical co-operation, particularly in institution-building projects. It may be therefore necessary in the future to defer the start of particular projects until the availability of adequate counterpart staff has been confirmed.

Project management by the executing agencies

41. The evidence gathered so far suggests that most projects are being implemented as planned and are making satisfactory progress, even if it has turned out to be impossible in many cases to adhere to the original timetable. There is ample evidence, however, that the executing agencies do not comply with UNDP rules on progress-reporting and budget control. The internal RBA data base shows clearly that in many cases the prescribed progress reports have never been submitted, while in other cases they were submitted with considerable delays. In a disturbing number of instances, the agencies have failed to prepare agency terminal reports for completed projects; reminders from UNDP have frequently been ignored for months, even years.

The role of resident representatives

42. There seems to be a consensus that the UNDP resident representatives are not at present sufficiently involved in the activities of the regional programme.

There are a number of reasons for this, one being that they are in daily contact with the Government in their country of residence, and that they are therefore called upon to focus their attention much more frequently on national than on regional matters. Another reason was brought out at the October 1989 cluster meeting of resident representatives from the Central African region, where dissatisfaction was expressed about the amount of information provided to resident representatives and their involvement in the regional programme. At that meeting, the Division for the regional programme was also urged to keep more in touch with resident representatives to ensure that regional projects are given higher priority in the field office.

43. These valid and understandable reasons notwithstanding, there is also a clear will among many of the RBA resident representatives to become more closely involved in the inception and implementation of regional programme activities and to develop closer linkages between UNDP country programmes and the regional programme. Moreover, the establishment in 1989 of three new posts as Regional Project Officers in the UNDP offices in Abidjan, Libreville and Lusaka is meant - along with the UNDP representation to the Organization for African Unity (OAU) and Liaison Office with ECA in Addis Ababa - to ensure more effective monitoring and follow-up for regional projects at the field level.

Project steering committees

44. One of the most obvious manifestations of UNDP determination to strengthen its monitoring role is the creation of steering committees to oversee the implementation of particularly large and complex and innovative regional projects. In such cases, it was found that the normal tripartite review mechanism was inadequate inasmuch as (a) it is normally convened only once a year; (b) it is limited to the three parties immediately concerned; and (c) it is empowered only to recommend, not to make final decisions.

45. Close to 20 steering committees for large regional projects in Africa are already in existence. They meet normally every three or every six months and comprise all the normal parties to the tripartite review. They are, however, also open to (a) other involved donors; (b) technical experts from other projects which are of direct relevance; and/or (c) representatives of the private sector and NGOs. Chaired by UNDP, they also review the technical aspects of the project and ensure co-ordination with other relevant activities. The experience has been positive so far, and it is therefore likely to be a project-monitoring tool that will continue to be used.

E. Relations with regional programme partners

Relations with Governments

46. For most Governments in Africa, UNDP is a highly appreciated development partner. Nevertheless, according to the resident representatives who were consulted for the mid-term review, only a few people within the Government in any given country are aware of the distinct character and special objectives of the fourth regional programme. Because of its dispersed nature, the regional

programme, as a programme, is neither a very visible, nor a very concrete part of development in Africa.

47. This assessment is modified substantially, however, if one probes into specific cases. Most Governments appreciate and are very supportive of the assistance given to regional institutions based in their country. Support to particular IGOs is also valued, even if quite a few of the IGOs are themselves seen as somewhat removed from the daily concerns of their member Governments.

Relations with the African IGOs

48. The relations of the regional programme with the African IGOs fluctuated during the period under review. The low points were related primarily to the following two factors: (a) the declared intent for the fourth regional programme to move away from general assistance to broad secretariat activities of the IGOs in favour of more specific objectives, such as increasing production in the sectors of agriculture, industry and energy; and (b) the protracted period spent on appraisal and reformulation of many of the IGO project requests.

49. Although taken after extensive consultations with African Governments and IGOs and supported by the Governing Council, the decision to move away from institutional support for African IGOs - many of whom faced rather severe financial problems - was not fully accepted by some of them. Certain IGOs did not seem to understand the rationale, others seemed to accept the intention, but considered implementation of it to be premature. The latter group, while agreeing with the need for sustainability and self-reliance, felt that UNDP expectations were unrealistic, and that the UNDP five-year time frame was much too short, given the financial crises facing the region during this period.

50. Gradually, however, most of the IGOs seem to have understood (a) that the UNDP position was based on a desire to enhance their credibility and viability as regional institutions explicitly supported by their member Governments; and (b) that they would ultimately benefit from the improved quality in the design of their UNDP-funded projects. Following a series of three UNDP-sponsored seminars on UNDP philosophy and procedures for senior IGO programme staff in 1988-1989, and with the ultimate approval by mid-1989 of most of the IGO pipeline projects, the relationship between UNDP and the African IGOs has now entered a more constructive phase.

Inter-agency relations

51. The Division for the Regional Programme has maintained very close contact with most of the executing agencies throughout the first two-and-a-half years of the fourth cycle. There have been differences of opinion at times, but there has also in most cases been a clear determination to seek common ground and to close ranks in the face of Africa's overwhelming technical co-operation needs. Relations have been most fruitful with those agencies that have established one focal point for programme development with UNDP, while it has been more difficult to deal with agencies that operate in a decentralized manner.

52. There have been many examples of positive inter-agency collaboration during the fourth regional programme. The most complex is probably the SPR-funded programme for human resources development in the transport sector, involving parallel activities among six United Nations agencies (the World Bank, ECA, the International Civil Aviation Organization (ICAO), the International Labour Organisation (ILO), the International Maritime Organization (IMO) and the United Nations Conference on Trade and Development (UNCTAD). Unfortunately, there have also been a small number of cases in which misunderstandings and frictions between agencies that were called upon to collaborate in the development of particular projects caused substantial delays or even the ultimate collapse of an otherwise good project idea.

IV. ACTIONS REQUIRED DURING THE REMAINDER OF THE FOURTH CYCLE

53. Based on the above observations and conclusions, the mid-term review considered in detail what actions would be required for the remainder of the fourth cycle.

54. Given the fact that the resources of the fourth regional programme are already overcommitted, there will be little scope for any new initiatives before 1992. In fact, one of the key objectives to be pursued during the remainder of the cycle will be to contain the overcommitment through rigorous budget control, as otherwise the programme will end up utilizing considerably more than its IPF entitlement and will thus mortgage a substantial part of the resources of the fifth cycle.

Schedule of reviews and evaluations

55. Another key objective for the remainder of the fourth cycle will be to ensure very close monitoring of the implementation of all projects. A rigorous schedule of steering committee meetings, tripartite reviews and in-depth evaluations has been established for 1990-1991 to ensure (a) that the objectives of the fourth regional programme are fulfilled and (b) that sufficient facts on the impact of the programme are available at the end of the cycle.

IGO evaluation

56. Considering the important relationship of RBA with the IGOs in regional co-operation and economic integration, the mid-term review decided that a separate thematic evaluation of the IGO component should be carried out during the second half of 1990. It should focus on all the general issues and common problems that emerged during the development and implementation of the IGO projects, e.g., multi-sectoral versus sectoral assistance, institutional support versus support of productive IGO activities, but it should also attempt to develop appropriate guidelines for future IGO projects during the fifth cycle.

Evaluation of the fourth regional programme

57. The thematic evaluation of the IGO component is to be followed by a comprehensive evaluation of the fourth regional programme as a whole. It will be designed to assess, inter alia: (a) the relevance of the programme to the current

problems of the Africa region; (b) the usefulness of the programme as an instrument to promote regional co-operation and economic integration in Africa; (c) the effectiveness of the approaches to technical co-operation adopted within the context of the regional programme; and (d) the actual impact of the programme on the problems which it was intended to address. The results of this evaluation will form the basis for the formulation of the fifth regional programme for Africa.

Preparations within IGOs and executing agencies

58. It is of primary importance that UNDP partners, particularly the IGOs in Africa and the United Nations specialized agencies, be asked at an early stage to prepare a strategy paper for their region or sector of expertise, outlining what they see as the principal priorities for technical co-operation in the 1990s within the context of the new regional programme for Africa. These papers should draw upon and be linked to existing sector analyses and identify opportunities for regional co-operation.

The priorities for the fifth regional programme for Africa

59. The mid-term review concluded that the major declarations and policy commitments (i.e., the Lagos Plan of Action and the Final Act of Lagos, APPER and UNPAAERD, on the basis of which the fourth special programme for Africa was formulated still constitute a valid and accepted framework for development in the continent. It further concluded that in addition to any new themes that might be selected, the main thrusts of the current regional programme are likely to require continued attention during the fifth cycle.

Involvement of the resident representatives

60. A more active involvement of the resident representatives should be sought at the inception stage of the fifth regional programme. They should be asked for their views on regional programme priorities and for assistance in ascertaining the views of the respective Governments, IGOs and NGOs. In particular, they should be urged to identify specific instances where genuine linkages can be established between the regional programme and projects funded from their national IPFs. Conversely, prior to the preparation of the UNDP advisory note on a new country programme, RBA should prepare a detailed account of ongoing and planned regional programme activities affecting that country, thereby facilitating the incorporation of a regional perspective into each advisory note.

Project selection for the fifth regional programme

61. RBA experience suggests that many new project proposals for the fifth special programme will be submitted to UNDP for funding during the coming two years. It follows that UNDP will be faced once again with a difficult project selection exercise. The formation of a task force comprised of both UNDP staff and independent experts was considered the best means of dealing with the problem of project selection.

Unprogrammed reserve

62. During the first two-and-a-half years of the fourth regional programme, many new initiatives emerged. Partly because of the unprogrammed reserve and partly because additional sources of funds were mobilized, UNDP was able to engage in a continuous programming process. In retrospect, it is clear that the \$7.7 million (3.6 per cent of the estimated resource base) initially set aside as an unprogrammed reserve for the fourth regional programme was grossly insufficient. To preserve the ability of UNDP to respond adequately to new initiatives and needs in the course of the fifth cycle, a much larger unprogrammed reserve is required. A minimum of 15 per cent but preferably 20 per cent of available resources should remain unprogrammed at the outset, if the concept of continuous programming is to remain meaningful.

Cost-sharing

63. The mid-term review recommended that a vigorous effort should be made to increase the cost-sharing component of the programme. It suggested that such resource mobilization could start at the project formulation stage by actively involving other donors. As a first step, the Division for the Regional Programme should carefully select those projects that by their nature tend to attract other donors and draw their attention to the potential merits of such projects.

Schedule for the fifth regional programme

64. It was generally agreed by all UNDP's partners that consultations for the formulation of the fifth regional programme should start early in order to allow sufficient time for its preparation. In response, the mid-term review adopted the following tentative schedule for the preparation of the fifth regional programme.

June 1990	Drafting of RBA Director's note
July 1990	Invitation to executing agencies and IGOs to prepare sector strategy papers
September 1990	In-depth review of IGOs component of the fourth cycle
October/November 1990	Evaluation of the fourth regional programme
November 1990	Receipt of sector strategy papers from executing agencies and IGOs
December 1990	Draft orientation paper
January 1991	Circulation of orientation paper
April 1991	Discussion/endorsement of the orientation paper at the joint meeting of ECA Ministers of Planning/Resident Representatives, Addis Ababa

May/July 1991	Draft regional programme document
July/August 1991	Preparation of financial annex and project short list
September 1991	Clearance by Programme Review Committee
October 1991	Finalization of regional programme document and submission to Department of External Relations for final editing
February 1992	Governing Council approval

Annex I

FINANCIAL SUMMARY

	Planned <u>01/01/87</u>	Actual <u>30/06/89</u>	Change %
	(Thousands of US dollars)		
<u>UNDP-administered sources</u>			
Third-cycle IPF balance	(1 000)	(6 321)	
Fourth-cycle IPF	195 750	218 490	11.6
Special Programme Resources	5 928	9 073	53.1
Third-party cost-sharing	10 554	18 588	76.1
UNDP special trust funds	<u>659</u>	<u>3 218</u>	<u>388.3</u>
TOTAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING	<u>211 891</u>	<u>243 048</u>	<u>14.7</u>

Annex IIFOURTH CYCLE REGIONAL PROGRAMME FOR AFRICA (1987-1991):
DISTRIBUTION OF RESOURCES BY OBJECTIVES

<u>Area of concentration</u>	Planned	Planned	Actual	Actual
	allocation	allocation	commitment	commitment
	<u>01/01/87</u>	<u>01/01/87</u>	<u>30/06/89</u>	<u>30/06/89</u>
	\$000	%	\$000	%
Research and development for food production	35 256	16.6	34 064	14.0
Productivity and management for production of goods and services	76 474	36.1	88 997	36.6
Natural resources	26 691	12.6	31 793	13.0
Infrastructure (transport and communications)	47 116	22.2	54 971	22.6
Others	<u>26 354</u>	<u>12.5</u>	<u>33 608</u>	<u>13.8</u>
TOTAL	<u>211 891</u>	<u>100.0</u>	<u>243 433</u>	<u>100.0</u>
