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## COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

### Second Regional Programme for Africa

1982-1986

#### SUMMARY

This document is the product of a long programming process, based on extensive and varied in-depth consultations undertaken by UNDP since January 1980 with African intergovernmental organizations, the Governments of the region and the specialized agencies of the United Nations system, in particular with the Organization of African Unity (OAU) and the United Nations Economic Commission for Africa (ECA). The regional programme for Africa for the period 1982-1986 is based on the real needs of the region in terms of intercountry co-operation for an independent development oriented towards self-sufficiency and rapid economic growth, as defined in the Lagos Plan of Action adopted by African Heads of State and Government. Its efforts are focused on priority actions selected by African Governments, notably the promotion of food self-sufficiency; the implementation of the programme of the United Nations Decade for Transport and Communications in Africa; regional and subregional cooperation; desertification control and promotion of activities to protect the African environment; the development of human resources; special programmes for the development of least developed, land-locked and island developing countries; development planning and administration; and the promotion of industrial and energy development as well as of development-oriented science and technology.

1/ The previous regional programme for Africa (1977-1981) was issued under the symbol DP/219. No formal programme document was prepared for intercountry activities undertaken in Africa during the period 1972-1976.

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## INTRODUCTION

1. The regional programme for Africa for the period 1977-1981, approved by the UNDP Governing Council at its twenty-third session in January 1977, was an innovation in that for the first time a regional programme was submitted to the Council with a general indication of how the resources available for the financing of regional development projects would be utilized over a five-year period.

2. Subsequently, a new programming mechanism has been established. It is based on resolution 34/206 of the United Nations General Assembly, which introduced the notion of "collective involvement" of the countries of each region in the identification of regional programme priorities. This resolution prompted the UNDP administration to prepare instructions on its implementation, precise yet sufficiently flexible to take into account the existing structural differences between the regions. In the case of Africa, the Organization of African Unity (OAU), the continent-wide political body, as well as the Conference of Ministers of Economy and Planning which meets annually under the auspices of the United Nations Economic Commission for Africa (ECA), offer African Governments an opportunity to formulate and express their "collective views". The conclusions of these meetings of African high officials has guided the UNDP Regional Bureau for Africa in the preparation of the present Regional Programme.

### I. REVIEW OF THE 1977-1981 PROGRAMME

#### A. Examination of the resources

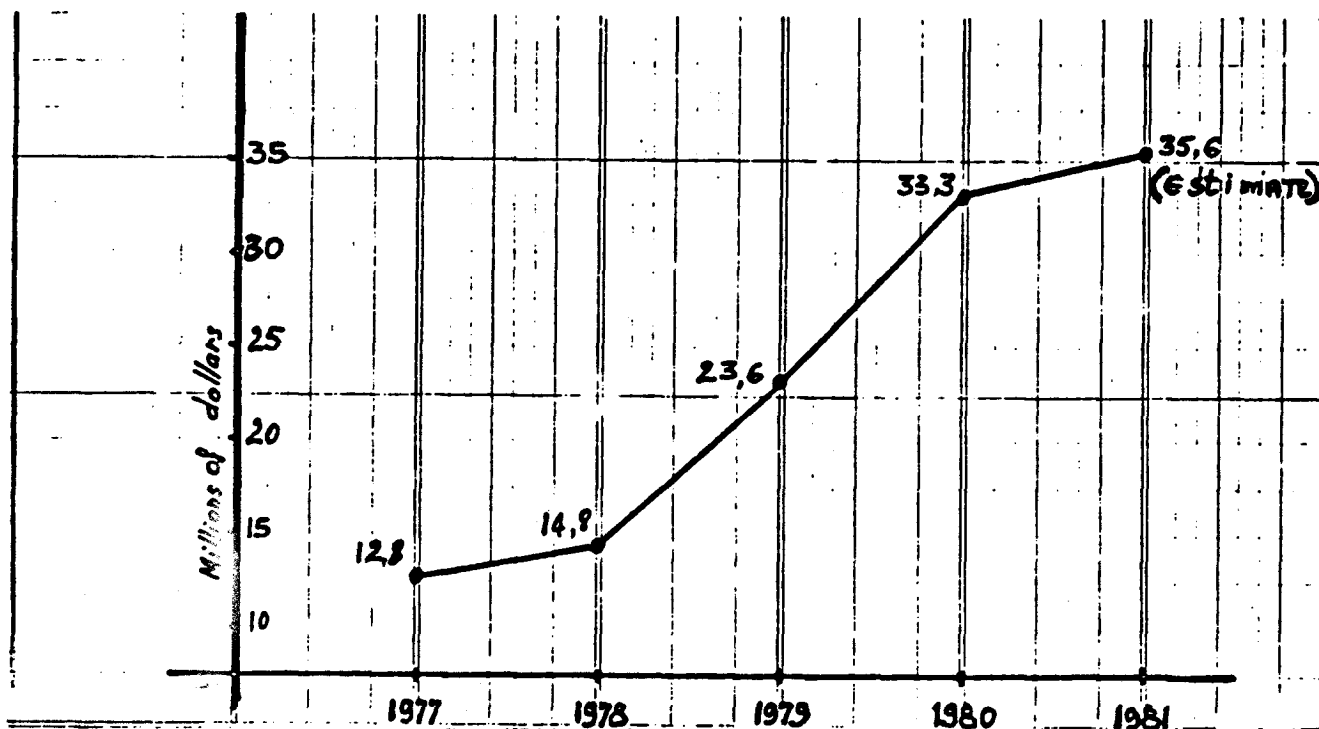
3. The regional IPF for the period 1977-1981 was originally \$109.4 million. However, the available resources were ultimately raised slightly above this level as a result of borrowing from the third cycle. This borrowing had become necessary because the dynamic progress of intra-African co-operation and the launching of the United Nations Decade for Transport and Communications in Africa called for an expansion of the programme which had not been foreseen. Without additional resources, programme implementation would have decelerated too fast with consequences that would have had an adverse impact on the co-operation between UNDP and Africa.

4. The financial elements given below illustrate the resources situation for 1977-1981:

	(\$ millions)
- IPF 1977-1981	109.400
- Overexpenditures in 1972-1976	(9.936)
- Adjusted IPF for 1977-1981	99.464
- Borrowing from 1982-1986 resources	20.700
- Total available resources	<u>120.164</u>

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5. The graph below shows the development of expenditures during the 1977-1981 cycle:



Spending started slowly in 1977, in which year the consequences of the 1976 financial crisis were still being felt, but attained in 1980/1981 a level comparable to programme expenditure envisaged for the years 1982-1986.

C. Examination of expenditures by priority areas

6. The programme for the period 1977-1981 (contained in document DP/219), as approved by the Governing Council, had given priority to five areas defining an "ideal" percentage of the total resources to be allocated to each, given the needs of the region as recognized at the time:

Per cent of total resources

(i)	Regional and subregional integration	35
(ii)	Food production and protection	21.5
(iii)	Development of human resources	21.5
(iv)	Promotion of science and technology	9
(v)	Development administration	13
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7. At mid-term the programme was reviewed in its totality, and adjustments were made as deemed necessary. However, the five priority areas were retained. As it turned out, programme expenditures did not in the end differ too much from the original forecasts, as shown in the table below which compares budgetary forecasts and actual expenditures:

Priority areas	Number of projects	Total costs (\$ millions)	Actual percentage	"Ideal" percentage
1. Regional and sub-regional integration	102	35.2	28.5	35.0
2. Food production	49	26.8	21.6	21.5
3. Development of human resources	81	31.4	25.3	21.5
4. Promotion of science and technology	30	9.3	7.5	9.0
5. Development administration	46	21.2	17.1	13.0
<b>Total</b>	<b>308</b>	<b>123.9</b>	<b>100.0</b>	<b>100.0</b>

8. As initially foreseen, the priority area "Regional and subregional co-operation and integration" received the largest part of the programme's resources. The support of the programme to such intercountry co-operation has been channeled in various forms to various intergovernmental organizations. Among recipient organizations were the Organization of African Unity (OAU), the Permanent Inter-State Committee for Drought Control in the Sahel (CILSS), the Organization for the Development of the Senegal River (OMVS), the Lake Chad Basin Commission (LCBC), the West African Economic Community (CEAO), the Central African Customs and Economic Union (UDEAC), the Economic Community of West African States (ECOWAS), the "Organisation Commune de Lutte Antiacridienne et de Lutte Antiaviaire" (OCLALAV), the "Communauté Economique des Pays des Grands Lacs" (CEPGL), the Kagera Basin Organization (KBO), the Southern African Development Co-ordination Conference (SADCC) the African Cultural Institute (ACI) and the West African Rice Development Association (WARDA). It is noteworthy that UNDP's efforts in this field actually anticipated one of the fundamental recommendations in the Lagos Plan of Action, as will be shown below.

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9. The projects of the United Nations Transport and Communications Decade in Africa, launched in 1978, were also included in this priority area. It is obvious that the development of transport and communications is an important element of economic integration in Africa.

10. Likewise, it was in support of "regional and subregional integration" that financial contributions from the regional IPF were made towards the organization of certain important meetings such as the Monrovia Colloquium on Perspectives of Development and Economic Growth in Africa up to Year 2000 and the UNDP Conference of Governmental Experts on Technical Co-operation among African Countries, held in Nairobi (Kenya) in 1980.

11. The second priority area in terms of allocation of regional IPF funds was "development of human resources". Three important categories of projects belong to this sector: health, training and employment. As far as health is concerned, the regional programme played an important role in the large scale onchocerciasis control project in the Volta basins (West Africa) in co-operation with the World Bank, WHO, FAO and several donor countries. The programme also participated financially in the special tropical diseases training and research programme (TDR), which covers the following wide-spread tropical diseases: malaria, filariasis, trypanosomiasis, leprosy, leishmaniasis and schistosomiasis. The programme also financed several study tours and seminars on public health and popular medicine problems, notably in the People's Republic of China, in the USSR and in the German Democratic Republic.

12. In the field of training, the regional programme made a considerable financial effort by means of approving specific projects to endow the African continent with appropriate regional and subregional institutions. In disciplines as varied as statistics, agrometeorology, civil aviation, the merchant marine, telecommunications and insurance, there are now regional African institutions that can respond to the needs for training technicians and cadres for the Africa of tomorrow.

13. To assist African countries in the elaboration and application of policies, plans and programmes in the fields of employment and manpower, a substantial contribution was granted to the Jobs and Skills Programme for Africa (JASPA). The regional programme, in co-operation with ILO and with the support of some other donors, has put at the disposal of African Governments a team of experts, based in Addis Ababa, which at the request of Governments determines the nature and extent of their employment and income distribution problems and proposes adequate measures to resolve these problems.

14. Priority was also given to "food production and protection". Programme assistance was granted for the development of animal husbandry, fisheries and forest resources, for crop protection and for the development of irrigation. Thus, the support provided to the organizations for development of river and lake basins such as the Organization for the Development of the Senegal River (OMVS) covered very diverse activities: irrigation projects study, agricultural

research, introduction of modernized cultivation methods, etc. Assistance was also provided for crop protection programmes undertaken in co-operation with OCLALAV and the International Organization against the African Migratory Locust (OICMA); for the development of such cereal crops as rice through co-operation with the West African Rice Development Association (WARDA); and for such research and training institutions as the Regional Aquaculture Centre in Nigeria.

15. As regards "promotion of science and technology", the programme both provided assistance to such sectors as energy, industrial development and mineral exploration, and also contributed to international efforts for drought control in the Sahel, particularly within the framework of meteorological projects.

16. Under "development administration" the contributions of the programme were concentrated to socio-economic planning and development and took the form of support to the African Institute of Economic Development and Planning (IDEP) and to the African Regional Centres for Labour Administration (CRADAT for the French-speaking and ARLAC for the English-speaking countries).

#### D. Projects of special interest

17 Four types of projects are of special interest: projects executed by Governments; investment-oriented projects; projects with a basic orientation towards technical co-operation among developing countries (TCDC) or economic co-operation among developing countries (ECDC); and projects promoting the participation of women in development.

18. During the second cycle, in line with the New Dimensions concept, three projects were approved under the regional programme for execution by intergovernmental organizations or regional institutions. The three executing agents were the "Banque de développement des Etats de l'Afrique centrale" (BDEAC), the West African Rice Development Association (WARDA) and the Mauritius Sugar Research Institute (MSIRI). The BDEAC served as executing agent for a bank staff training project. WARDA was helped to set up a mutual co-operation network among its member states (TCDC) by systematic exchanges of information and personnel relating to rice production. MSIRI, the Mauritius institute of high international repute, executed a project for training and consulting services in the fields of sugar production, use of sugar by-products and mixed cultivation (sugar cane together with other crops). All these projects are developing normally. It is hoped that the number of projects executed by Governments can be increased over the next cycle.

19. As regards investment-oriented projects, a number were undertaken within the framework of river basin development programmes (e.g. OMVS and the Kagera basin) or were related to specific projects of such intergovernmental organizations as the Liptako-Gourma Authority (LGA). Others provided funds for feasibility studies on mineral exploration: a copper production (co-operation between Nigeria and Zambia) and an iron ore study interesting Niger and Nigeria. The remainder of the investment-oriented projects dealt with development of infrastructure (roads, dams, etc.)

20. Generally speaking, most projects in the regional programme encouraged technical and economic co-operation among developing countries. For some projects, however, such co-operation was the main objective. This was the case with projects financing various meetings and conferences on the very subject of TCDC; the assistance to WARDA for the creation of an information and personnel exchange network between the member countries of this organization; the help given to the aquaculture centre in Nigeria to support efforts in promoting co-operation between interested countries with respect to information, training and research; and the NEIDA project which endeavours to establish a network for the spread of educational innovations in the interest of African development. This project, implemented by UNESCO, tries to collect co-operation experiences of developing countries in this field through selected national institutions, conferences and student exchanges. In addition, the support to the Pan African Documentation and Information System (PADIS), which is executed by ECA, is instrumental in the long-term promotion of both TCDC and ECDC

21. Finally, throughout the second cycle, the regional programme gave financial support to projects promoting the participation of women in development. Particular mention can be made of its contribution to the Women's World Banking, project promoting information exchanges on possibilities to improve bank services and mechanisms for access to them by women entrepreneurs. Similarly, within the framework of the programme's support to the "MULPOCs", funds were reserved specifically for the preparation and implementation of women's programmes in the fields of rural development, training, etc. The regional programme will pursue these efforts throughout the third cycle.

#### E. Comparative summary of inputs and outputs

22. It is not surprising that the most important input to a technical assistance programme is the expertise provided by technical personnel; for the regional programme the figure was 60 per cent of total resources during the second cycle. Other programme inputs, in decreasing order of magnitude, were training (over 11 per cent), equipment (about 11 per cent), and subcontracts (9 per cent). As the percentage of resources allocated to training may appear modest, it is important to note that fellowships for training in connection with regional projects were mainly funded from the national IPFs.

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23. While it is possible and even relatively easy to present in figures the inputs of the regional programme during the past cycle, it is more difficult to evaluate the results obtained. Given the many dimensions and varied aspects of development, it is indeed no simple matter to measure the short-term, socio-economic progress of countries and subregions. The only exception may be the investment-oriented projects. For the regional programme however, the "barometers" or success indicators used are the quality appraisals relative to the technical assistance provided which are communicated to UNDP by the beneficiaries, be they intergovernmental organizations or groups of countries. These appraisals are on the whole very positive, and there is no doubt that the UNDP regional programme for Africa is very much appreciated in the region. The third-cycle programming exercise attested to the fact that the limiting factor for the programme is the insufficiency of resources, not the quality of the projects to be financed. The impact of certain projects can be measured in some cases by the association of other donors with UNDP's efforts (as with respect to the development programmes relating to river and lake basins and with the programme of assistance to the Sahelian countries), and in other cases by the fact that the funding of the projects is shared with the recipient organizations (as with projects of co-operation with development banks).

24. The experience of this second cycle has shown the importance of maintaining permanent contact with the intergovernmental organizations in the region, the invaluable benefits to be had from field visits, tripartite reviews and evaluation missions.

## II. METHOD FOLLOWED IN THE PREPARATION OF THE REGIONAL PROGRAMME FOR THE PERIOD 1982-1986

25. The United Nations General Assembly, at its thirty-fourth session, adopted resolution 34/206 concerning the application of Section IV of the Annex to resolution 32/197 on the restructuring of the economic and social sectors of the United Nations system. Resolution 34/206 requested the Administrator of UNDP to "prepare, in co-operation with the executive secretaries of the regional commissions, proposals for enhancing the collective involvement of the countries of each region in the identification and initiation of regional projects and activities as well as in the determination of priorities for intercountry programmes". The Regional Bureau for Africa has prepared this present document in the spirit of these resolutions and on the basis of Governing Council decision 80/9 which endorsed the consultative process recommended in the relevant report of the Administrator (DP/435).

26. Preparation started with a working paper presented at the Regional Meeting of UNDP Resident Representatives in Africa, held in Mbabane (Swaziland) from 7 to 17 January 1980 and which was attended not only by representatives of all organizations in the United Nations system but also by the Secretary-General of OAU. The delegation of ECA was headed by its Executive Secretary.

27. In the working document submitted at the Mbabane meeting, UNDP presented its preliminary views on the strategy as well as on priority actions to be considered for the 1982-1986 regional programme. These views were based on important recommendations made in a series of African and international meetings on development problems in Africa. The most important of these meetings were the Buenos Aires Conference on Technical Cooperation among Developing Countries; the Mar del Plata Conference on the Development of Water Resources; the World Conference on Agrarian Reform and Rural Development held in Rome; the Vienna Conference on Science and Technology for Development; the Monrovia Colloquium on Perspectives of Development in Africa up to Year 2000, the report of which had been adopted by the Heads of State and Government of the OAU in July 1979; the Conference of African Ministers of Planning and of Transport and Communications, held in Addis Ababa in May 1979; and the periodic conferences of African Ministers of Economy and of Planning arranged under ECA auspices.

28. A consensus was reached at the Mbabane meeting on UNDP's preliminary views as well as on a work plan which took into account the dates of ECA ministerial conferences and of the UNDP Governing Council's twenty-ninth session. The work plan allowed for appropriate consultations prior to the preparation of the final document and its submission to the UNDP Governing Council and was implemented in the manner described below.

29. In April 1980, a note on relevant strategy and priority actions, as approved at the Mbabane meeting, was submitted to the Conference of African Ministers of Economy and Planning (ECA Conference of Ministers) for discussion, modification and adoption. It is noteworthy that, while this Note had been prepared before the OAU Economic Summit (Lagos, April 1980), the adoption by this Summit of the Lagos Plan of Action for African Development did not lead to any changes in the contents of the Note: the two documents were in perfect harmony.

30. In July and August 1980, letters were sent to African Governments, intergovernmental organizations in Africa and organizations of the United Nations system, informing them of the views on strategies and priority actions expressed by the ECA Conference of Ministers and asking them to present their own work plans and programmes in respect of intercountry co-operation in Africa over the next five to six years and within the framework of the established priorities. The letters also requested recipients to suggest what role UNDP could play in the implementation of their plans and programmes and to provide a general evaluation of results achieved through their co-operation with UNDP during the 1977-1981 cycle, with an indication of decisive factors leading to the success or failure of this co-operation.

31. The numerous replies to these letters, received at UNDP headquarters, were analyzed and used as basic elements for a first round of consultations with the Executive Secretariat of ECA and the General Secretariat of OAU in January 1981 at Addis Ababa. It soon became obvious that interagency consultations would be necessary to arrive at a good selection of priority project proposals for UNDP financing. It was consequently decided that UNDP

would organize interagency meetings with the participation of OAU and ECA as well as all organizations within the United Nations system, in addition to such multinational African funding agencies as the African Development Bank (ADB), subregional development banks and the Arab Bank for Economic Development in Africa (BADEA).

32. These interagency meetings were held from 19 to 20 March and from 21 to 25 April 1981 in Nairobi and Addis Ababa respectively. They provided an opportunity to examine in detail all submissions made by United Nations system agencies, bearing in mind those made by Governments and intergovernmental organizations in the region. As these proposals exceeded the resources available under the regional IPF, criteria were defined (without changing the already established sectoral priorities) in order to bring the proposals within the limits of available resources. The agencies were requested to modify their proposals themselves on the basis of the established criteria and to submit the results to UNDP by mid-June 1981.

33. UNDP headquarters subsequently examined in depth the modified proposals before finalizing a list of priority actions for regional programme financing for the period 1982-1986 and preparing the first version of the draft programme.

34. This draft version was submitted for information and examination to all African Governments, to OAU and other African intergovernmental organizations, and to ECA and all other agencies of the United Nations system. It has also been submitted to the African Ministers of Economy and of Planning. Given the established schedule for the preparation of this document, the collective views of these Ministers will be brought to the attention of the Governing Council.

### III. CONTENTS OF THE 1982-1986 PROGRAMME

#### A. Strategy

35. Since 1975-1976, when the first regional programme for Africa was being prepared, important recommendations on development problems in Africa have been adopted by a series of intra-African and international meetings (see paragraph 27 above).

36. At these meetings, particularly those held under OAU and ECA auspices, the obstacles to development in Africa have been identified on the basis of analyses of economic indicators for the last two decades.

37. In 1976, the ECA Conference of Ministers approved for the first time the outlines of a strategy for the implementation of the New International Economic Order in Africa. This strategy was endorsed at the 1977 OAU "Summit" in Libreville (Gabon). Later, the General Assembly referred to it and mentioned it in its resolution 33/193, Preparations for an international development strategy for the third United Nations development decade.

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38. On the basis of an effort to reappraise and start anew, the African Heads of State and Government later adopted the report of the Monrovia Colloquium on African Development Perspectives up to Year 2000, then the Monrovia Strategy and the Lagos Plan of Action for the Development of Africa (1980-2000).

39. The Lagos Plan of Action represents a new overall approach to economic and social development on the African continent (see Annex II). Whether developing human resources, strengthening scientific and technical capabilities, increasing food production or improving transport and communications, the guiding principle of the Plan is the effort, at regional and subregional levels, to achieve collective self-sufficiency in order to promote indigenous African development.

40. Hence, to respond to the wishes of the countries concerned, international assistance, and particularly UNDP's regional programme, was to be conceived and formulated in such a way as to contribute to the achievement of the objectives stated by these countries themselves.

41. The strategy adopted by the regional programme is totally in line with that of the Lagos Plan of Action. Its key objectives are enhanced national and collective autonomy of African states; food self-sufficiency; innovation in development efforts; mastery of the means to accelerate development (i.e. through promotion of science and technology for development and technical co-operation among developing countries); and improved infrastructure, especially in the essential field of transport and communications.

#### B. Priority actions

42. Most of the priority actions resulting from the overall strategy received UNDP's attention and had already influenced its programme of assistance to the region during the 1977-1981 period. The 1982-1986 regional programme deliberately puts a special emphasis on such priority actions that previously may not have received all attention that they merited. It was with this in mind that the African Governments, at the Conference of Ministers of Economy and Planning in Addis Ababa in April 1980, decided to adopt, for the 1982-1986 period, the following ten priorities:

- Promotion of food self-sufficiency, through the implementation of the Regional Food Plan for Africa;

- Development of subregional and regional co-operation including assistance to African intergovernmental organizations, river and lake basin development schemes in the region, and promotion of technical co-operation among African countries;

- Implementation of the Programme of the United Nations Decade for Transport and Communications in Africa;

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- Development of human resources through appropriate programmes in education and training, employment promotion and major disease control;
- Development of a programme for desertification control and for the protection of the African environment;
- Organization of special development programmes for the least developed countries, land-locked countries and island countries;
- Development of energy resources;
- Industrial development;
- Promotion of science and technology for development; and
- Development planning and management.

43. Obviously, these priorities can provide opportunities, for mutually reinforcing actions favourable to economic growth and in harmony with measures recommended in the Lagos Plan of Action for a self-sufficient and self-sustained development at regional and subregional levels.

#### C. The resources

44. The UNDP Governing Council originally approved a regional indicative planning figure (IPF) for Africa of \$283.4 million for the period 1982-1986. This figure was "illustrative" and was to be followed by an IPF "for programming purposes" in 1981 on the basis of a more precise estimate of the real financial resources likely to be available for the 1982-1986 period. This IPF for programming purposes was later fixed at 80 per cent of the illustrative indicative planning figure, or \$226.72 million.

45. As the regional programme for Africa for the period 1977-1981 had "borrowed" \$20.7 million from the third cycle, the net IPF available for 1982-1986 regional programming in Africa was limited to \$206.02 million. A financial summary table showing the details of the programme's financial situation is attached as Annex I.

46. This financial summary table illustrates two fundamental characteristics of the programme. The first is that 68.9 per cent of the programmed resources will be used for continuing projects. This indicates that the programme was already largely oriented towards the satisfaction of the priority needs of the region. The second is that more than half of all programmed resources (57 per cent) will be devoted to three priority sectors which were identified, during the consultations, as those most in need of UNDP support. These are food self-sufficiency, regional and subregional co-operation, and transport and communications. Likewise, it is these three sectors that will receive the

largest share of the funds earmarked for new projects (47.5 per cent). The high priority attached by African Governments to the promotion of food self-sufficiency is reflected in the programme, which has given the first place to this sector by earmarking for it 22 per cent of the funds for new projects.

D. Description of the priority actions included in the programme

1. Promotion of self-sufficiency

47. It is now an established fact that the agricultural production growth rate on the African continent is clearly insufficient to meet the growth in population. Consequently the imports of grain to Africa continue to increase year by year. Africa suffers from weak agricultural productivity stemming from a number of reasons including archaic cultivation methods, inadequate control of plant and cattle diseases, as well as insufficient protection against grain-eating animals, unsuitable means of maintaining stocks; and lack of production and marketing infrastructures.

48. In addition, Africa is today the most drought-affected region in the world. In 1980, three countries out of five suffered from drought; one out of two were very seriously affected.

49. UNDP's interventions, carefully selected, will tackle several aspects of the food problem. Bearing in mind first the emergency problems that appear from time to time due to the climatic hazards, a special allocation has been made for food security. This allocation will be programmed after in-depth consultations with FAO and the African Governments with a view to maximizing its impact. In this same context of climatic uncertainties, the programme will pursue its assistance towards the establishment of a co-operative agrometeorological system in the Sahel countries and will develop a similar system for the countries in Eastern and Southern Africa. UNDP will also support the development of irrigated agriculture as undertaken by WARDA and the intergovernmental organizations for the development of river and lake basins. Crop protection, before and after harvests, is one of the most important factors for the achievement of food self-sufficiency in Africa. The UNDP regional programme will concentrate its actions on controlling locusts and grain-eating birds through continued assistance to OCLALAV and OICMA. Its interventions will be part of an ensemble of activities with interregional and national components.

50. In the field of animal husbandry, the programme will chiefly try to contribute to improved livestock health by supporting applied research undertaken by the International Centre of Insect Physiology and Ecology (ICIPE) in Nairobi as well as the FAO trypanosomiasis control programme, including envisaged trials with a view to introducing trypanotolerant breeds.

51. Fishery, another important source of food in Africa, will also benefit from support by the Programme, which will contribute both to FAO's programme for fishery development in the South-West Indian Ocean, and also to the aquaculture project in Port Harcourt (Nigeria).

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52. It should be mentioned as well that UNDP will contribute, together with other funding sources, to the implementation of a vast village water development scheme in the region of the West African Economic Community (CEAO) and will also finance a rural training programme in Southern Africa under the auspices of the Southern African Development Coordination Conference (SADCC).

## 2. Regional and subregional co-operation

53. The importance of economic co-operation is obvious in the region where, out of 43 countries, 24 have a population below 5 million, 13 countries have between 5 and 10 million inhabitants, 4 have between 10 and 30 million and only 2 countries have more than 30 million inhabitants. Furthermore, over half of these countries have a gross national product (GNP) of less than 300 dollars per capita, and 20 of them figure among the world's 31 least developed countries. Finally, the typical African economy is characterized by poorly diversified production, a fragmented national market and a high degree of dependence on foreign countries. Under these conditions, a rapid self-sustained transformation of the economy presupposes regional and subregional co-operation.

54. In this priority sector, the UNDP programme for 1982-1986 will orient its efforts essentially in two directions:

(a) Assistance to a large number of African intergovernmental organizations in the form of institutional support and/or support to their multisectoral programmes including: the Economic Community of West African States (ECOWAS); the Southern African Development Co-ordination Conference (SADCC); the West African Economic Community (CEAO); the Central African Customs and Economic Union (UBEAC); the African Cultural Institute (ACI) the Permanent Inter-state Committee for Drought Control in the Sahel (CILSS); the "Communauté économique des pays des grands lacs" (CEPGL); and the Niger-Nigeria Joint Commission (NNJC).

(b) Support for the development of river and lake basins: the Organization for the Development of the Senegal River (OMVS); Organization for the Development of the Gambia River (OMVG); the Kagera Basin Organization (KBO); the Niger Basin Authority (NBA); the Lake Chad Basin Commission (LCBC); and the Mano River Union (MRU).

55. Apart from these two types of intervention in favour of African intergovernmental organizations, the programme will support such co-operation initiatives among African countries as the Pan African Documentation and Information System (PADIS) and a number of regional and subregional institutions for research, training and intergovernmental co-operation, most of which are part of other priority sectors in the Programme.

56. UNDP through this programme will also try to encourage more organized technical co-operation among African countries according to TCDC principles. Thus, for example, in a very specific field, UNDP will continue its support to the TCDC programme of the Mauritius Sugar Research Institute (MSIRI). More generally, UNDP will finance a certain number of measures envisaged in the

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Nairobi Recommendations for the establishment of a technical co-operation programme among African countries. Finally, UNDP will organize conferences on TCDC for African Government experts; the first such conference during the new cycle will deal with the development and use of human resources. This Conference may take place in Libreville (Gabon) in 1982.

57. Mention should also be made of the Interregional project TRAINMAR which will continue promoting TCDC among maritime training institutions, in the African region among others.

### 3. Transport and communications

58. Transport and communications is one of the most important sectors for Africa's economic development. This is why, at the initiative of African Governments, the years 1978-1988 were proclaimed as the United Nations Decade for Transport and Communications in Africa. The strategy for the implementation of the first phase of the Decade rightly gives high priority to intercountry projects.

59. During the 1977-1981 cycle the UNDP regional programme for Africa alone devoted more than \$25 million to the transport and communications sector. These efforts will be pursued and substantially increased during the 1982-1986 cycle, with more than 21 per cent of the programme's resources to be allocated to this vital sector. These allocations will make it possible to support such projects as the Pan African Telecommunications Network and the Trans-Sahara Highway and also to train administrative and technical staff in civil aviation, maritime transport and ports, telecommunications and broadcasting, postal services and railways. In addition, they will be used for the financing of certain economic and technical studies relating to various modes of transport (roads, railways, rivers, air, etc.) and communications (telecommunications, broadcasting, postal services, etc.)

60. It should be noted that in this sector the programme will assist several specialized agencies created under the aegis of OAU including the Pan African Telecommunications Union (PATU), the Union of African Railways (UAR), the African Civil Aviation Commission (AFCAC), and the Pan African Information Agency (PANA).

61. The Transport and Communications Decade will benefit from UNDP support also through the Interregional and Global Programme and the Programme Reserve in accordance with decision 80/30 of the Governing Council.

### 4. Human resources

62. The objective of self-sufficiency cannot be achieved unless serious attention is given to the development of human resources. For the 1982-1986 period, the programme will continue to support projects in the fields of health, training and employment.



63. In the health field, the assistance will focus on: (a) onchocerciasis control in West Africa; (b) the Expanded Immunization Programme (EIP); (c) the Water and Sanitation Decade Programme; (d) a programme for rehabilitation of the disabled; and (e) the Tropical Disease Research and Training Programme (TDR).

64. As far as training is concerned, account has been taken in the regional programme of a recommendation in the Lagos Plan of Action suggesting that "Co-operation and collective self-reliance in manpower development can only be effective when African States pool their resources to develop and operate newly established training and research institutions in support of the manpower requirements of priority development sectors and product lines, and to strengthen and make full use of existing institutions." The regional programme will support regional and subregional institutions, existing or in the course of being set up, and will help transform national establishments into schools with multinational roles and functions. It will in particular ensure the training of trainers, so that the replacement of international expertise can take place smoothly and within a reasonable length of time.

65. The regional programme will also continue its support to the study of employment problems. In addition to its contribution to the Jobs and Skills Programme in Africa (JASPA), it will support the activities of the African regional centres for labour administration, CRADAT for the French-speaking and ARLAC for the English-speaking countries.

#### 5. Desertification control and protection of the African environment

66. Under this heading, there are a large number of actions which need to be undertaken initially at the national level including identification of priorities and elaboration of policies, strategies and of realistic implementation programmes. Regional and subregional co-operation can then be developed and strengthened on the basis of these national actions.

67. During 1982-1986 the UNDP regional programme will pursue its present support to such intercountry co-operation ventures as the programme of the "Centre de formation et d'applications en agrométéorologie/hydrologie opérationnelle" (AGRHYMET) of CILSS. It will support similar activities in Eastern and Southern Africa. In the same vein, the wildlife management training programmes at Garoua (Cameroon) and Mweka (Tanzania) will be maintained and developed. These programmes appear more and more important in view of the increasing concerns, outside and inside the continent, about massive destruction of African fauna in general and the threatened existence of certain species in particular.

68. The programme will be particularly engaged in the protection of the sources of the main international rivers in Africa. For a start, it will participate in a regional and international effort to protect and rehabilitate the Fouta Djallon, watershed of West Africa, in close co-operation with OAU, UNSO, UNEP and such United Nations specialized agencies as FAO and UNESCO.

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69. Finally, the engagement of the regional programme for support of desertification control measures and protection of the African environment will take the form of financial assistance to the UNSO programme, within the framework of UNDP/UNEP co-operation, to allow UNSO to fulfill its mandate in this context.

## 6. Industry

70. The Lagos Plan of Action states that "twenty years after the attainment of political independence by a majority of African Countries, Africa is entering the 1980-90 decade in state of under development which makes the continent the least developed region in the world...". It is in recognition of this fact that the African countries have proclaimed the years 1980-1990 as the Industrial Development Decade in Africa. The objective established in the Lagos Plan of Action is to reach the level of 1.4 per cent of world industrial production. This will require increased co-operation at subregional and regional levels on the basis of precise measures identified in the Plan of Action. To provide support to the special Decade action programme that will be prepared, an initial earmarking is made in the regional programme for 1982-1986; this earmarking can be increased if the total financial situation of the programme improves.

71. Meanwhile, the Programme will continue to assist the Niger-Nigeria Joint Commission (NNJC) in the exploration of iron ore deposits and will also help the African Regional Centre for Industrial Design and Manufacture (ARCIDEM) in Ibadan (Nigeria) and the African Regional Standards Organization (ARSO). In addition, the Programme will co-operate with the Pan African Telecommunications Union (PATU) and with the "Organisation Africaine du Bois (OAB) for the development of telecommunication industries and wood industries respectively.

## 7. Energy

72. The rise in oil prices has had such dire effects on the economies of African countries that the energy situation in Africa is the cause of great concern. The Lagos Plan of Action puts special emphasis on this sector, identifies priorities and proposes a specific action programme with short, medium and long-term actions.

73. On the basis of this action programme, the immediate UNDP assistance will be concentrated on the following activities:

- Promotion of solar energy, mainly within the framework of the regional solar energy centre (CRES) created by CEAO and CILSS;
- Studies with a view to establishing an African Energy Commission;
- Study on the interconnection of electrical networks.

In addition, an earmarking of funds will be made for sub-regional and regional actions that will be requested by African Governments when the African Energy Commission will have progressed in its work.

#### 8. Implementation of special development programmes

74. The regional programme will endeavour to respond to specific requests from least developed countries (LDCs), land-locked and island developing countries. Concerning the LDCs, the Paris Conference allotted precise responsibilities to UNDP; an earmarking of funds that have not yet been programmed will be used by UNDP to assume some of these responsibilities in the Africa region. Similarly, a reserve not yet programmed has been set aside in favour of island developing countries to contribute to the solution of their special problems. The programme will also continue to support the land-locked developing countries, mainly through transit-transport projects in each subregion.

#### 9. Development planning and administration

75. While most of the actions needed in the field of development planning and administration are of a national character, certain measures, notably training, lend themselves to subregional and regional co-operation. This is why the regional programme will continue in 1982-1986 to assist the Governments through such institutes as the African Institute for Economic Development and Planning (IDEP), the African regional centres for Labour administration (CRADAT and ARLAC), the Statistical Training Programme for Africa (STPA) and the East and Southern Africa Management Institute (ESAMI).

#### 10. Science and technology

76. The African potential in the field of human and natural resources is considerable; the acquisition of scientific and technical competence to develop this potential is an essential precondition for achieving self-reliance. As recommended by the Lagos Plan of Action, African Governments "should adopt measures to ensure the development of an adequate science and technology base and the appropriate application of science and technology in spearheading development in agriculture; transport and communications; industry, including agro-allied industries; health and sanitation; energy, education and manpower development; housing; urban development and environment."

77. It is obvious that science and technology lend themselves particularly well to intercountry co-operation. Such co-operation is even indispensable. Aware of this, African Governments have created or intend to create a certain number of regional and subregional institutions which will serve as tools for cooperation. Thus, there exist institutional structures through which UNDP will be able to channel appropriate regional assistance.

78. One of these structures is the African Regional Centre for Technology (ARCT), based in Dakar, which will be given an important role in technological documentation. Another structure is the African Regional Centre for Industrial Design and Manufacture (ARCIDEM) in Ibadan (Nigeria), a research and development institute, which will also offer consultants' services to African Governments. These two centres, today embryonic, will benefit from UNDP support for their development.

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79. The African Regional Standards Organization (ARSO) and two intergovernmental Organizations - the African Intellectual Property Organization (OAPI) in Yaoundé and the Industrial Property Organization for English-speaking Africa (ESARIPO) in Salisbury - are already established organizations. The patent documentation and information centres (CADIB and ESAPADIC) of the latter organizations need assistance for the implementation of their programmes to provide technological information mainly based on patent documents.

80. The regional programme will also support efforts undertaken in some specific disciplines. It will help in developing marine science and technology in Africa through a joint UNESCO/ECA project and also support the Regional Centre for Surveying and Mapping in Nairobi as well as the African Remote Sensing Council.

81. TCDC efforts through networks of specialized institutions will also be supported by the programme: e.g., the African Network of Scientific and Technical Institutions (ANSTI) as well as the African component of a new interregional network for biological sciences which is being built up under UNESCO auspices.

#### E. Programme execution modalities

82. The action programmes in the Lagos Plan are designed for African Governments, individually and collectively. The resources of the UNDP regional programme will therefore be put to good use if utilized as far as possible to encourage and support action to create and develop regional and subregional mechanisms for economic co-operation and integration. This is a formidable task given the immense needs of Africa as compared to the relatively limited resources of the regional IPF. Particular care must therefore be taken that these resources are utilized for a limited number of projects with a real impact at the regional or subregional level. For this reason, the implementation of the programme must be governed by certain modalities, which in fact are a continuation or a reinforced version of policies already applied, and which are explained below.

##### 1. Regional character

83. Projects must be oriented towards specific co-operative action within the established priority sectors and must have an impact on at least two countries. They must be presented in such a way as to render obvious their regional character and must not be a simple assemblage of national elements brought together under a "regional" denomination. Possibilities for using national IPFs should be carefully examined when co-operation is between two or three countries only. Experiences from the 1977-1981 cycle have shown that this option is often more appropriate and even more justified than the use of the regional IPF.

## 2. New dimensions

84. The basic principles of the "new dimensions" of technical cooperation will be applied where possible, including execution of regional projects by governments or intergovernmental structures. The experiences of the 1977-1981 cycle (see paragraph 18) should be multiplied bearing in mind the nature of projects and the real capacity of proposed executing agents.

## 3. Timing of the implementation of new projects

85. The limited total resources and the established annual expenditure ceilings necessitate a gradual scheduling of new project start-ups. Sufficient funding will thereby be ensured for the uninterrupted continuation, particularly during the first two years of the programme, of ongoing projects that merit being extended.

## 4. Regional and subregional institutions

86. Existing regional and subregional institutions which operate with the full support of Governments will be priority beneficiaries of regional programme assistance. Such assistance will be approved for new institutions only to the extent they have guarantees of active participation by the Governments concerned who should accept to prepare for the ultimate takeover of management and financing. Thus, UNDP's participation will be of limited duration.

## 5. Training

87. If a regional or subregional institution receives for training students sent from countries that are members of the institution, scholarships and other costs must be charged to the national IPF of each concerned country. The regional IPF will finance only the training of trainers or officers who will remain attached to the institution. As to seminars, study tours and other regional and subregional meetings that may be arranged at the request of member States, the travel and subsistence costs will have to be borne by the national IPF of each country concerned. The regional IPF may absorb partially or totally, depending on the circumstances, the collective costs (lecturers, translators, etc.), if so requested.

## 6. "Networks"

88. Regional IPF resources may be solicited to finance preparations for the establishment of a "network" system, designed to serve as a tool for intercountry co-operation. It is understood, however, that the "networks" themselves will have to be charged entirely to the national IPFs; the regional IPF can only serve to support the co-ordinating element of the system.

#### 7. Regional advisers

89. The regional programme will not finance regional advisers in post for long periods with vast and general terms of reference. It would be desirable to replace the present system of regional advisers by consultants or advisers, who would serve for a limited period with strictly defined tasks related to precise programme activities.

#### 8. Project sites

90. It has been noted that the countries which host a regional project tend to show much more interest in these projects and give more support to them than do the other participating countries. Efforts will be made, as far as possible and without prejudice to decisions taken by the concerned Governments, to locate the various regional projects in more countries.

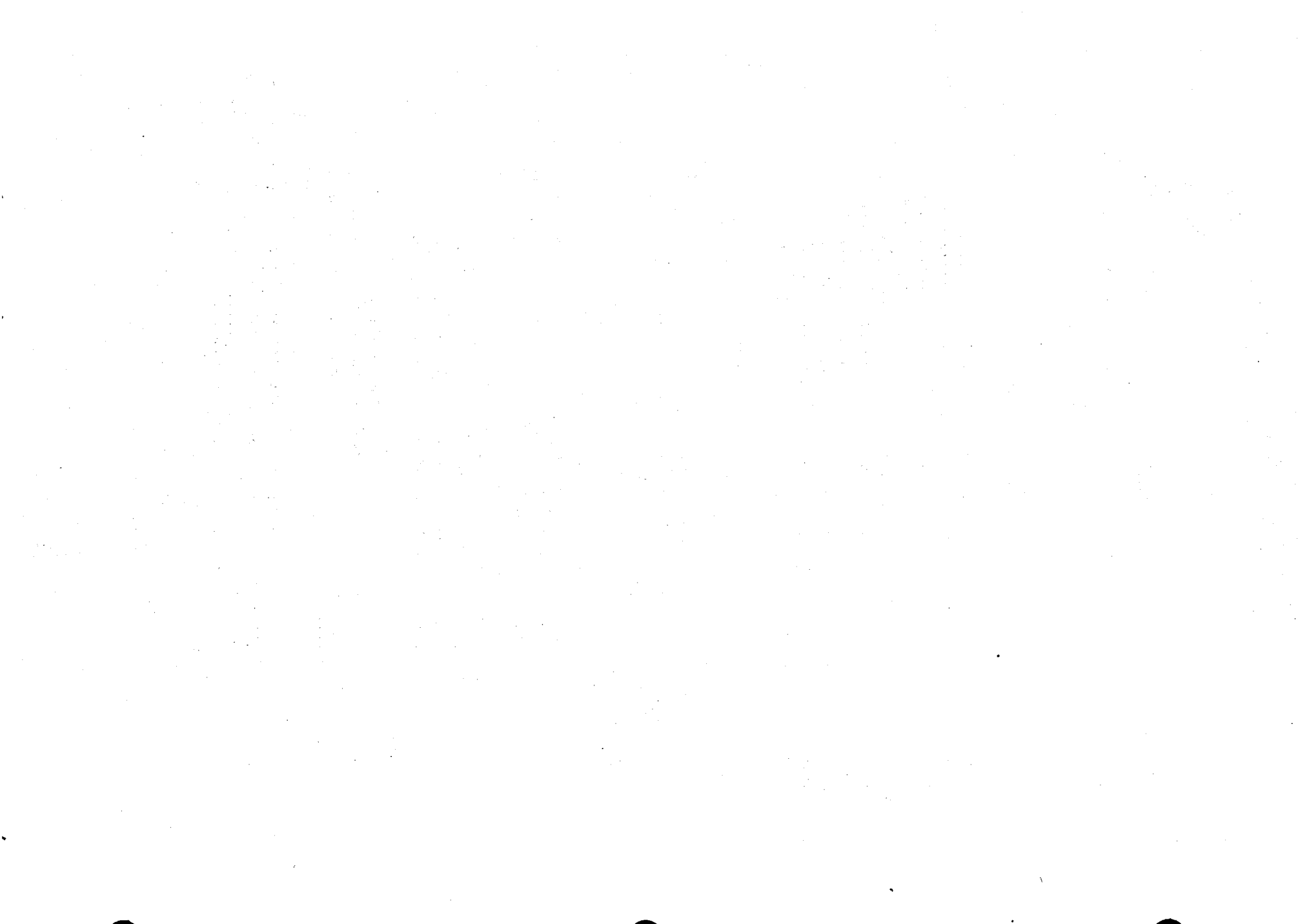
#### 10. Programme mid-term review

91. The experiences of the second cycle have proved the utility and even necessity of a timely review of the programme; such review should cover both the objectives and the implementation of the programme in the light of economic and social developments in the beneficiary countries. A mid-term review of programme activities and of the programme as a whole will be conducted in close co-operation with the Governments, the intergovernmental organizations and the executing agencies concerned. Thanks to this review, and to reserve funds, it should be possible to ensure the continued timeliness and relevance of the programme.

Annex I

FINANCIAL SUMMARY

A. <u>RESOURCES</u>	(\$ millions)	
a) Regional IPF for 1982-1986	283.40	
b) Regional IPF available for Programming (80 per cent)	226.72	
c) Loan to previous cycle (to deduct)	<u>-20.70</u>	
Total	<u>206.02</u>	
B. <u>USE OF RESOURCES</u>		
a) Total earmarkings for programmed activities (ongoing and new)		179.00
b) Earmarkings for specific objectives and activities, for which projects will be prepared later		14.00
- Food security	2.00	
- Women's activities programme	3.00	
- Industrial decade	3.00	
- Special programmes for island countries	3.50	
- Energy development	2.00	
- Programming, programme support, adjustments	<u>0.50</u>	
c) Reserve		<u>13.02</u>
Total	<u>206.02</u>	
C. <u>ALLOCATION OF RESOURCES BY PRIORITY ACTIONS</u>	<u>Millions of dollars</u>	<u>Per cent</u>
a) <u>All projects</u> (ongoing and new)		
- Transport and communications	40.724	21.1
- Regional and subregional cooperation	36.056	18.7
- Food self-sufficiency	33.078	17.2
- Human resources	28.621	14.9
- Special programmes	10.689	5.6
- Desertification	10.665	5.5
- Science and technology	9.571	5.0
- Industrial development	9.496	4.9
- Development administration	8.665	4.5
- Energy	<u>5.000</u>	<u>2.6</u>
	<u>192.565</u>	<u>100.0</u>
b) <u>New Projects only</u>		
- Food self-sufficiency	13.200	22.0
- Regional and subregional cooperation	10.851	18.2
- Human resources	9.080	15.2
- Special programmes	6.100	10.2
- Energy	5.000	8.3
- Transport and communications	4.360	7.3
- Industry	4.028	6.7
- Development administration	3.508	5.8
- Desertification	3.338	5.5
- Science and technology	<u>0.530</u>	<u>0.8</u>
	<u>59.995</u>	<u>100.0</u>
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Annex II

**EXTRACT FROM THE PREAMBLE OF THE LAGOS PLAN OF ACTION**

**FOR THE ECONOMIC DEVELOPMENT OF AFRICA**

**1980-2000**

1. The effect of unfulfilled promises of global development strategies has been more sharply felt in Africa than in the other continents of the world. Indeed, rather than result in an improvement in the economic situation of the continent, successive strategies have made it stagnate and become more susceptible than other regions to the economic and social crises suffered by the industrial countries. Thus, Africa is unable to point to any significant growth rate, or satisfactory index of general well-being, in the past 20 years. Faced with this situation, and determined to undertake measures for the basic restructuring of the economic base of our continent, we resolved to adopt a far-reaching regional approach based primarily on collective self-reliance.

2. Thus, following a series of in-depth considerations of the economic problems of the continent by our Ministers and by groups of experts, we adopted at our 16th Ordinary Session, held in Monrovia, Liberia, in July, 1979, the "Monrovia Declaration of Commitment of the Heads of State and Government of the OAU on the guidelines and measures for national and collective self-reliance in economic and social development for the establishment of a new international economic order".

3. In adopting the Declaration, we recognized "the need to take urgent action to provide the political support necessary for the success of the measures to achieve the goals of rapid self-reliance and self-sustaining development and economic growth", and declared as follows:

- (i) "We commit ourselves, individually and collectively, on behalf of our governments and peoples, to promote the economic and social development and integration of our economies with a view to achieving an increasing measure of self-sufficiency and self-sustainment.
- (ii) "We commit ourselves, individually and collectively, on behalf of our governments and peoples, to promote the economic integration of the African region in order to facilitate and reinforce social and economic intercourse.
- (iii) "We commit ourselves, individually and collectively, on behalf of our governments and peoples, to establish national, sub-regional and regional institutions which will facilitate the attainment of objectives of self-reliance and self-sustainment.

ANNEX II (cont'd)

- (iv) "More specifically, we commit ourselves, individually and collectively, on behalf of our governments and peoples, to:
- (a) give an important place to the field of human resource development by starting to eliminate illiteracy;
  - (b) put science and technology in the service of development by reinforcing the autonomous capacity of our countries in this field;
  - (c) achieve self-sufficiency in food production and supply;
  - (d) implement completely the programmes for the United Nations Transport and Communications Decade for Africa;
  - (e) realise the sub-regional and regional internally located industrial development;
  - (f) co-operate in the field of natural resource control, exploration, extraction and use for the development of our economies for the benefit of our peoples and to set up the appropriate institutions to achieve these purposes;
  - (g) develop indigenous entrepreneurship, technical manpower and technological abilities to enable our peoples to assume greater responsibility for the achievement of our individual and collective development goals;
  - (h) co-operate in the preservation, protection and improvement of the natural environment;
  - (i) ensure that our development policies reflect adequately our socio-cultural values in order to reinforce our cultural identity; and
  - (j) take into account the dimension of the future in the elaboration of our development plans including studies and measures aimed at achieving a rapid socio-economic transformation of our States.

Annex II (cont'd)

v) We hold firmly to the view that these commitments will lead to the creation, at the national, sub-regional and regional levels, of a dynamic and interdependent African economy and will thereby pave the way for the eventual establishment of an African Common Market leading to an African Economic Community.

(vi) "Resolving to give special attention to the discussion of economic issues at each annual Session of our Assembly, we hereby call on the Secretary General, in collaboration with the Executive Secretary of the United Nations Economic Commission for Africa, to draw up annually specific programmes and measures for economic co-operation on sub-regional, regional and continental bases in Africa."

4. In order to consider concrete measures for the implementation of the Monrovia Declaration, we resolve to hold this Extraordinary Session in Lagos, Nigeria, to be devoted to the economic problems of our continent.

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