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Elements of UNDP Strategy

Towards Developments in South Africa

1. Introduction

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UNDP's response to the developments in South Africa is still based on its mandate and its on-going co-operation with the National Liberation Movements recognised by the Organisation of African Unity (OAU). UNDP is guided by the United Nations General Assembly Declaration on Apartheid contained in Resolution S-16/1 as well as General Assembly Resolutions 44/244 of 17th September 1990 and 45/176A of 19th December 1990. All these resolutions while advocating the continuation of sanctions, also appeal to the international community, including the UN System to increase economic, humanitarian and other assistance to the victims of Apartheid. In this regard, the Secretary-General was requested to ensure the co-ordination of the activities of the United Nations System activities.

2. UNDP On-going Activities

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Like other UN agencies, UNDP has no official mandate to support operational activities within South Africa. Therefore, UNDP has limited its involvement to externally-based projects to assist the National Liberation Movements (NLMs) since 1974. The Special Assistance Programme for NLMs continues to be implemented in close collaboration with and under endorsement by the Liberation Committee of OAU in Dar-es-Salaam. The on-going programme for 1987-1991 includes over 30 Projects with a total funding of US\$17 million. More than two thirds of this is allocated to projects in training and education. In June 1990, the Governing Council allocated an additional US\$12 million to continue the NLM programme during the 5th programming cycle. The development priorities for the new cycle are expected to continue to emphasize the need for human resources development and basic education. When this programme for the 5th Cycle will be drafted the results of "the assessment of prior experiences will be a guiding factor. The priorities would have to be adjusted to accord with the new needs assessment for assistance in South Africa.- At the same time the new programme should include a schedule for phasing out the outgoing NLM assistance and phasing in a transition programme.

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3. Approaches from South Africa

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Since the Secretary-General's visit to South Africa in September 1989, which was followed by Under-Secretary Abdulrahim Farah's South Africa's mission in early 1990, several South African groups have approached UNDP and other UN System Organisations such as UNFPA, UNICEF, UNESCO and the World Bank to discuss technical co-operation and other measures that could support a prospective transitional effort. The approaches to UNDP, which have always been informal, were made by, amongst others, officials from the Government of South Africa, Universities, NGOs and the Development Bank of Southern Africa as well as other private sector entities. The South African Government was particularly interested in learning about UNDP's activities and experience in the development field. These contacts are, of course, additional to UNDP's on-going dialogue with the African National Congress (ANC) and the Pan African National Congress (PAC) on the need to identify strategies that could strengthen and expand the human resource capacities within the black community.

4. UNDP Response and Initiatives

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As a first step in preparing for the emerging situation, and following the visits of the Secretary-General and Mr. Farah, the Director of the Regional Bureau for Africa made unofficial visits to South Africa, in order to get a sense "in situ" of the major social and political changes in the country and find out the attitudes and thinking of the various parties directly involved in the dismantling of the apartheid system and the building of a multi-racial democracy.

In February 1991 UNDP/RBA fielded a mission to Southern Africa and Europe to hold informal consultations with the NLHs, prospective training institutions, and selected UN technical agencies concerning future technical co-operation initiative in a post-apartheid South Africa. Simultaneously, (5-8 February 1991) UNDP was represented at the African National Congress Donors Conference in Arusha, Tanzania. The conference had been called by ANC to obtain clarity and to inform existing and potential donors, about the ANC approach to political organisation and community development. To achieve these aims, key priorities within a wide range of sectors were mapped out. The conference was attended by 150 delegates with one third coming from the ranks of ANC, its allies and other segments of the South

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African liberation movement. Following this conference, another meeting took place among OAU, UNDP, ANC and PAC to discuss the 5th Cycle Special Programme for the NLMS. UNDP/RBA has further exchanged views with the World Bank and the Commonwealth Secretariat on possible co-ordinated approaches to the changing situation in South Africa.

Based on the above contacts and discussions within RBA, ideas are emerging which would form the basis of a UNDP Action Plan/Strategy on South Africa. The following section deals with those ideas.

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. ZroposaISZDecisions

UNDP should not move beyond the legal parameters of the existing resolutions of the UN General Assembly and those of the Organisation of African Unity until these resolutions have been rescinded.

Within the framework of a co-ordinated approach by the UN system, it is proposed that consultations should be held with the UN Secretariat in order to determine those conditions under which the UN System could assist the internal victims of apartheid.

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UNDP should continue to implement the on-going technical assistance programme for National Liberation Movements with no substantive change. However, it is suggested that a schedule of phasing out of the ongoing programme be included in the 5th Cycle Special Assistance Programme, and a transition programme be provided for. At the same time, a dialogue should be initiated with other UN agencies to launch a series of needs assessment analyses in the education, health, training, housing, employment and small enterprise sectors. In the short and medium term there is a clear need to build capacity in general development strategies and options, social and economic reconstruction, public business management, support to small and medium scale enterprises promotion and development, and an immediate need to focus on teacher training. In this connection it is suggested that the results of the already ongoing activities of some international agencies should be noted and analyzed. These include consultancies on economic, social and scientific aspects, assessments of human development needs, undertaken by World Bank and Commonwealth Fund for Technical Co-operation. UNDP should also assist in identifying key sectoral issues in a parallel exercise which could expand into a shadow programme. UNDP should establish a trust fund to mobilize additional

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donor resources. It has been proposed to the NLMs and OAU, that the core for such a trust fund could be established by setting aside part of the 5th Cycle NLM IPF funds. The idea is to generate donor interest towards the proposed trust fund by allocating the UNDP contribution as a catalyst for other sources; The proposal was, in principle, accepted by the CAD and the two liberation movements. While formulating the UNDP strategy on assistance to South Africa the regional issues should also be taken into account. The democratization process will have impact on labour migration, regional trade balance, the employment situation in the neighbouring countries, regional economic and educational co-operation. co-ordination of transport systems, to mention a few. This is linked with the question of South African relations with such subregional organizations as SADCC and PTA. UNDP should support SADCC and PTA as appropriate to plan for greater economic co-operation and integration in a post-Apartheid South Africa.

In order to advance the needs assessment process, it is proposed that UNDP help establish an information exchange mechanism composed of a small group of development partners: United Nations Centre against Apartheid, African Development Bank, World Bank, Economic Commission for Africa Commonwealth Secretariat, and the European Economic Community. This informal consortium could conduct perspective planning of human resource capacity requirements with the participation of representatives of some South African groups and help shape consensus on appropriate technical co-operation responses to the South African milieu. Its findings would also help prepare the ground for future donor resource mobilization efforts. It is tentatively proposed that the first meeting of the group would take place 30 September 1991. I

In order to oversee and assist in the development and review of the UNDP strategy towards South Africa an internal UNDP Task Force has been established: 1

Chairman: Mr. Basem Khader

Members: Mathias Lubega, RBA/DSA

Anne Forrester (David McAdams). RBA

Markku Visapaa (Secretary, Task Force), RBA/DSA

Eric Kashambuzi. RBA/DRP

Paul Matthews (or Sheila Smith), BPPE

Jan Beagle, OA

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To assist in overall implementation of the future action plan, the Administrator made a decision to create a post of a Senior Focal Point, based in Zambia. The Co-ordinator will fall under the supervision of the Regional Director for Africa, with day-to-day support and guidance from the Division for Southern Africa. It is anticipated that this position would commence in September 1991.

6. Conclusion

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The approach outlined above is intended to build up a consensus just within UNDP, second within the UN System and thirdly within the donor community. Close collaboration should be emphasized with the other members of the JCGP in order to achieve a well co-ordinated and practical approach right from the beginning. The UNDP actions would be firmly based on our own assessment of comparative capacities, and would also be guided by the policy framework for the 5th Programming Cycle. UNDP should firmly agree with the parties concerned on the development priorities for its assistance programmes for the NLM's and eventually to a democratic South Africa. These priorities will be stated in the 5th Cycle Special Assistance Programme for NLM's and in the proposed Transition Programme.

To the extent feasible, UNDP should seek to fashion a programme approach emphasizing human resources capacity and a strategy focusing on human development goals and objectives since our own resources for South Africa will be limited. Our proposed programme approach must be attractive to other donor partners so as to mobilize the much larger funding necessary to meet some of the more pressing needs of the black community there. A well-delineated analysis of existing programmes and the current in-house resource picture could help ensure that UNDP will play a significant role on technical assistance issues not only for the transitional period of South Africa's transformation but also with regard to long-term impact on integrated development of the Southern Africa region overall.

SUMMARY AND RECOMMENDATIONS

Informal consultations on development and technical assistance needs in South Africa, Geneva, 30 September 1991

The Core Group of Multilateral Organizations held informal consultations on South Africa in Geneva on the 30th of September 1991. The organizations represented at the meeting included the Commonwealth Secretariat, the European Economic Community, the U.N. Centre against Apartheid, the World Bank and UNDP. Also invited were the African Development Bank and the UN Economic Commission for Africa.

The meeting was considered by all participants to be useful and well timed. It was agreed that these informal consultations should be continued in the present form, perhaps on a rotationary basis, roughly twice a year. It was agreed that the composition of the Core Group would remain as it was now, but some organizations not present in this meeting would be urged to join. A specific reference was made to ADB and ECA. It was the meeting's opinion that the bilateral and other UN organizations and South African partners could be contacted and consulted in other fora. It was agreed that the second meeting of the Core Group would be held in New York in January prior to the UN/CAA organized meeting in Windhoek in February 1992.

Following the participants' presentations of their programmes and views on the future it was agreed that the group would endeavour to implement their ongoing and future programmes in coordination, and in certain areas of concentration. These included training in management and public administration, urban development, education, employment, social services (health, water and sanitation) and rural development. The issue of land reform was also discussed, but it was agreed to be a highly political one and therefore to be dealt with primarily by the South Africans themselves.

It was generally understood by the meeting that there would be a transition period of 2 to 3 years, starting from the multiparty conference, currently planned to be held by the end of 1991. Following its current session, the United Nations General Assembly was expected to review the Declaration on Apartheid, and in December 1991 a resolution in this respect was likely to be issued. Thereafter the Core Group was expected to review its position and plans for assistance in South Africa. It was agreed that assistance to the present government should not be planned and discussions on the issue should not be held with it either. It was seen as important that there should be no encouragement to give any party the impression that support was rendered to the present Government. The question of the future counterpart in South

Africa 'should be addressed at a later stage, when the beginning-of the transition period was confirmed. It was understood that the needs for technical assistance were very extensive in South Africa and the planned programmes would clearly exceed the external resources that would be available. It was also understood that there were considerable domestic resources that would be mobilized once the democratization process was confirmed to have commenced. Regarding the co-ordination of donors' activities it was felt that for the Core Group the consultative meetings would be a good and sufficient mechanism. It was agreed that information would be exchanged between the consultative meetings as and when appropriate. UNDP would act as a "clearing house" for information exchange at the initial stages. Co-ordination between UN agencies would remain the responsibility of CAA until such time as normal UN mechanisms were in place. Co-ordination with the bilateral donors would be desirable on an informal basis locally, and UNDP would participate through its focal point on South Africa when the situation so warranted. EEC, being already a participant in the informal donors' group meetings in Pretoria, would enhance the exchange of information between the multilateral organizations and bilateral donors. It was finally agreed that the South African counterparts would be met in Windhoek in February 1992 at the CAA meeting to which they will be invited. The meeting recommended that a survey be made on the amounts. involved and objectives set for the existing and planned assistance to South Africa. For the next meeting the participants agreed to have their own information available.