

TMJ/DBU/2191/11

10.83

10 DEC 1983



# UNITED NATIONS DEVELOPMENT PROGRAMME



New York  
October 1983

ASSISTANCE TO THE NATIONAL LIBERATION MOVEMENTS  
RECOGNIZED BY THE  
ORGANIZATION OF AFRICAN UNITY

Report of the Joint Midterm Evaluation Mission

6 - 24 September 1983



CORRIGENDUM

According to clarification received subsequently from UNESCO, the text of paragraph 31 on page nine of the report should be seen as relating only to SWP/82/003 : Training and Information for Upgrading Women's Role in Development, and not to SWP/82/001, as it appears in the report.



## ACKNOWLEDGEMENT

The members of the mission acknowledge, with great appreciation, the assistance and collaboration extended to them in the course of their visits and deliberations, by the many authorities and officials in the three countries concerned. Most particularly, the mission wishes to thank the Governments of Tanzania, Zambia and Angola for not only making it possible, over the years, for UNDP to extend development assistance to the national liberation movements based there, but also for giving in time the necessary clearances for the evaluation mission team to visit the areas - usually out of bounds - in Tanzania, Zambia and Angola where the NLMs have been given a home.

Thanks are extended also to the Executive Secretary of the Liberation Committee of the Organization of African Unity (OAU), Brigadier-General Hashim Mbita, for actively participating in the mission's programme of visits and discussions in Tanzania, and for designating his Deputy, H.E. Ambassador Laban Oyaka, as a full time member of the mission in the three countries covered.

The mission is highly appreciative of the positive disposition, cooperation and understanding of the leaders and officials of the NLMs contacted by it. Their understanding of the policy, operational and financial constraints of UNDP and, most particularly, their willingness to openly discuss problems and issues relating to their cooperation with UNDP contributed significantly to the mission's achievement of its goal. It was this positive disposition on their part that ultimately made it possible for exchanges on programme principles, objectives and procedures to take place in an atmosphere of mutual trust and confidence, and agreement to be reached on a number of issues and positions relating to the programme in general, and to specific projects in particular.

Acknowledgement is lastly made of the efforts and arrangements made by the UNDP field offices in Dar es Salaam, Lusaka and Luanda to assist the mission in satisfactorily carrying out its mandate. The Resident Representatives and Acting Resident Representatives at these offices personally undertook to hold discussions with the mission at the start and conclusion of its stay in each of the three countries, they assigned the staff members in their offices responsible for projects of assistance to NLMs as full-time guides and participants in the duration of the mission's visits, and placed at the mission's disposal such administrative and logistic services as were necessary to make the mission's work smooth and rewarding.

To all the foregoing, and to many others who were instrumental in making the mission successful the Team Leader and Members of the Mid-Term Evaluation Mission extend their heartfelt thanks.



## I. INTRODUCTION

1. UNDP has since 1974 provided assistance to African liberation movements (NLMs) recognized by the Organization of African Unity (OAU) for purposes of
  - a) training and adequately preparing the movements concerned for technical, administrative and managerial responsibilities on the accession of their respective territories to national independence and self-determination;
  - b) providing the movements concerned with technical skills in pursuing activities relating to ordinary community life, such as agriculture and food production, medical and health care, primary, secondary and vocational education of NLM children in countries of asylum, etc.,. Characteristically, the assistance financed by UNDP has consisted of activities in the education, health and agriculture sectors, and been based in neighbouring countries where communities of NLMs have found asylum.
2. The assistance UNDP has extended to NLMs has contributed, in part, to the preparation for independence and self-determination of such African countries as Mozambique (FRELIMO), Angola (MPLA), Guinea Bissau and Cape Verde (PAIGC), and Zimbabwe (ZANU, ZAPU) to name only some. Only three NLMs now remain, namely the South West Africa People's Organization (SWAPO) working for the independence of Namibia, on the one hand, the African National Congress (ANC) and the Pan Africanist Congress, both of South Africa and working for the right of all people in that country to play a role as citizens in the social, economic and political spheres of national life without regard to their race, colour or creed. With the collaboration of the OAU Coordinating Committee for Liberation, these NLMs continue to receive technical assistance funded by UNDP in projects executed by UNESCO and WHO.
3. A comprehensive evaluation of this assistance was undertaken in September - October 1981 by a team of UNDP consultants and was followed, between December 8th and 11th, by an inter-agency meeting in Dar es Salaam, Tanzania, on the subject. A number of important agreements were reached, and decisions taken at this meeting, pertaining to the content, form and orientation of future UNDP assistance to NLMs. Notable among these were the following: that
  - a) UNDP assistance has positively contributed to the preparation of NLMs in colonial territories for self-determination and independence and that such assistance should continue to be given to the remaining NLMs recognized by the Organization of African Unity;
  - b) Future UNDP assistance to NLMs should aim specifically at preparing NLMs for technical, managerial and administrative responsibility and self-determination in their countries of origin, and at promoting self-reliance among communities of NLMs in African countries of asylum;
  - c) Future projects of assistance to NLMs should, to the extent possible, be formulated in such a way as to have specific, quantifiable objectives, activities, inputs and envisaged outputs;
  - d) All NLM projects under implementation at the time of the inter-agency meeting in December 1981 should be completed by June 1982, and new ones formulated along the lines stipulated in (c), approved in July 1982 or there-after, for an initial period not exceeding two years.



4. With a view to keeping the Administrator and, through him, the Governing Council fully informed of the progress and trends of UNDP assistance to the national liberation movements, a mid-term evaluation mission was organized in September 1983. The mission assembled in Dar es Salaam on 6 September 1983, started its work in Tanzania from 7 to 14 September, was in Zambia from 14 to 20 September, and in Angola from 20 to 24 September 1983 when its work was officially completed. It was led by an independent consultant appointed by UNDP and comprised six participants in all. The complete list of the mission team is as follows:

- UNDP : H.E. Famah Joka-Bangura,  
Ambassador of Sierra Leone to France - Team Leader
- : Mr. Joseph R. Kotta,  
UNDP Senior Area Officer - Mission Coordinator
- UNESCO : Mr. Baba Haidara,  
Director of the UNESCO Regional Office for Africa in Dakar, Senegal
- : Mr. Arthur Bagunywa,  
UNDP/UNESCO Education Projects Coordinator, Dar es Salaam
- WHO : Dr. Abdulkarim Merazka,  
Programme Management Officer, WHO Regional Office for Africa,  
Brazzaville
- OAU : H.E. Ambassador Laban Oyaka,  
Deputy Executive Secretary, OAU Liberation Committee,  
Dar es Salaam

## II. TERMS OF REFERENCE

5. The terms of reference of the mid-term evaluation mission were as follows:

- a) Review the progress of each NLM project since its commencement relative to the objectives and activities outlined in the project document;
- b) Determine whether or not, and the extent to which the project has been able to benefit the numbers specified in the project document, and provide explanations or reasons in those instances where the envisaged number of beneficiaries has been exceeded or not attained;
- c) Establish how many beneficiaries have been educated or trained at each level and identify the number of those that have:
  - i) completed their education or training at the highest level;
  - ii) succeeded and continued their education or training at the next, identified, higher level;
  - iii) not been successful in their respective level of training and have either been allowed to repeat or drop out;



- iv) for other specific reasons not managed to follow their envisaged course of study or training and dropped out as a result.
- d) Determine the use to which the assistance or training received is being put and evaluate its impact and appropriateness;
- e) Determine to what extent the present objectives of each project respond realistically to the actual needs and situation of the NLM concerned;
- f) Analyse all possible factors affecting project implementation and recommend short-term measures for overcoming such constraints;
- g) Make concrete recommendations as to the future orientation, implementation and progress of the project including, where appropriate, an updating of objectives, activities and technical inputs, with a view to strengthening the project's overall contribution to preparing the NLM concerned for self-determination.

6. In undertaking its mandate as outlined in part II, the mission was expected to visit the sites of the projects listed below and these were the subject of the evaluation:

- a) ANC/82/001 : Mazimbu, Tanzania
- b) ANC/82/002 : Mazimbu, Tanzania
- c) PAC/82/001 : Dar es Salaam, Masuguri-Kitonga, Tanzania
- d) SWP/82/001 : Kwanza Sul, Angola
- e) SWP/82/002 : Nyango, Zambia
- f) SWP/82/003 : Luanda, Angola
- g) SWP/82/004 : Nyango, Zambia and Kwanza Sul, Angola
- h) NLM/82/002 : Morogoro, Tanzania
- i) NLM/82/003 : Dar es Salaam, Tanzania
- j) NLM/82/006 : Dar es Salaam, Tanzania

Evaluation of projects SWP/82/004 and NLM/82/002 were undertaken in conjunction with WHO, all the rest with UNESCO.

### III. METHODOLOGY OF WORK

7. In carrying out its work in each of the three countries visited the mission adopted a standard approach as follows. A meeting was first held with the Resident Representative on the first day of work for purposes of mutual briefing and discussion of what were considered to be issues of particular interest or concern to the NLMs. This was then followed by a meeting with the concerned officials of the



NLMs represented in each of the three countries visited - i.e. ANC and PAC in Tanzania, SWAPO and ANC in Zambia, and SWAPO alone in Angola - at which matters of general interest to the programme as a whole were discussed. Inevitably, discussion centred around UNDP policy and operational procedures, as well as on the relationship between the NLMs and the executing agencies.

8. Following these introductory and familiarization meetings, visits took place to project sites, where evaluation of the specific projects took place. This consisted in as detailed assessment as was possible, of the project's status, progress and accomplishment as weighted against the stated immediate objectives, activities, inputs and envisaged outputs. Detailed exchanges were entered into between the mission, NLMs and concerned field office personnel in regard of factors that adversely affected project implementation and progress, and agreement was sought on ways of overcoming these.

9. In Tanzania, at least, the mission's work at evaluating the education assistance projects was very conveniently facilitated by project progress reports prepared by the NLM Education Projects Coordinator, Mr. Arthur Bagunywa, along the lines of the reporting guidelines recommended by UNDP in March 1983. These were supplemented and updated, wherever possible, by documentation prepared and statements made by representatives of the NLMs themselves. The mission was also presented in Zambia, and took into due account in the evaluation exercise, a position paper on education projects, and a policy paper titled Education for the Future : Programmes, Prospects and Needs prepared by SWAPO.

10. At the end of the evaluation exercise in each country the six individuals comprising the joint evaluation mission met among themselves to discuss their findings, and to agree on the conclusions and recommendations they were to put forth as a team. Once agreement was reached, a meeting was arranged for debriefing purposes with the Resident Representative and the staff in his office directly responsible for managing projects of assistance to NLMs. This culminated in a joint session with representatives of the NLMs themselves at which views were exchanged on the mission's overall findings and the recommendations it proposed to make. In Dar es Salaam, Tanzania, this session was held with the participation and under the chairmanship of the Executive Secretary of the OAU Liberation Committee.

#### IV. FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

11. For purposes of giving a broadly comprehensive view of UNDP's cooperation with the three NLMs recognized by the OAU, the mission's findings, conclusions and recommendations will be presented on three distinct levels. In the first instance, the mission will discuss its evaluation of the individual projects approved since mid-1982 and pronounce its findings and recommendations thereon. In the second instance the report will examine the nature and status of UNDP cooperation with each individual NLM in the light of the specific circumstances surrounding that NLM, and endeavour to offer recommendations as to the most appropriate manner of furthering this cooperation. And, lastly, the report will address itself - in the light of the foregoing - to those issues, findings and recommendations applicable to all three movements regardless of the specific project or sector concerned.



## V. EVALUATION OF INDIVIDUAL PROJECTS

### ANC/82/001 : Education Manpower Development

12. The immediate objectives of this project are the following:

- a) To provide postgraduate training for five ANC students - one each in educational planning, educational administration, curriculum development, and two in adult education;
- b) To train seven secondary school teachers for the ANC Solomon Mahlangu Freedom College (SOMAFCO) in biology, geography, history, mathematics, physics, and two in chemistry;
- c) To provide for the undergraduate degree studies of 30 ANC students in law, the social sciences, geology, economics and other specialties;
- d) To provide for the primary and secondary education of 18 ANC students in national schools in Tanzania and Mozambique.

13. The draft project document was submitted to UNDP in July 1982 with a budget of \$965,421 over two years. Negotiations between UNDP, ANC and UNESCO for the finalization of the project document centred on limitations of UNDP financing available to all NLMs and implying drastic reduction in the amount requested and the need for the project document to provide precise information on the number of students covered, their subject and place of study, and actual costs charged. Because of delays in obtaining the above information from UNESCO advance authorization amounting to \$263,450 was given by UNDP Headquarters in December 1982 to facilitate early project implementation by the executing agency prior to signature of the project document. It was only in mid-March 1983 that UNESCO furnished UNDP with information on the number, place and subject of study, and related costs for all concerned students to make it possible for the project document to be finalized and approved by UNDP for \$449,200. Signature took place on 3 and 24 June 1983 in respect of the OAU Liberation Committee and UNDP, and on 1 and 24 August 1983 for UNESCO and ANC respectively.

### Assessment

14. The activities and results of the project up to the time of the evaluation have been as follows:

- a) Two education staff specializing in business education and adult education have been trained and taken up their posts at SOMAFCO.
- b) The number of secondary school teachers undergoing training in different subjects was reduced from seven to six following the death of one specializing in chemistry. Of the remaining six, one has returned to SOMAFCO having been trained in physics.
- c) Thirty-three instead of thirty undergraduate students have been placed in academic institutions in Bulgaria, Ethiopia, France, Mozambique, Tanzania and the United States. Twenty-one of these will have completed their studies in 1983, eleven in 1984 and one in 1985.
- d) All eighteen primary and secondary school students have continued to receive their education in Mozambique and Tanzania.



15. The Joint Evaluation Mission is of the view that overall, the project is successfully achieving its objectives. The Mission was apprised of the need to supplement the ANC unit responsible for identifying, processing and recommending students for placement, through provision of equipment and administrative support. The need for the project to continue beyond 1984 has also been indicated.

#### Recommendations

16. The Joint Evaluation Mission recommends that:

- a) UNDP give favourable consideration to any request to be submitted in due course by ANC for extending the project to 1986;
- b) UNDP give favourable consideration to ANC's expressed need for limited administrative support it being noted that such support would be in compliance with the UNDP approach of developing and strengthening the educational systems and institutions of the NLMs themselves.

#### ANC/82/002 : Assistance to the Solomon Mahlangu Freedom College

17. The immediate objectives of this project are to:

- a) Provide education to students at the primary and secondary school levels at the ANC-operated Solomon Mahlangu Freedom College in Tanzania as follows:
  - i ) 200 primary school pupils over a period of two years;
  - ii) 450 secondary school pupils over the same period;
- b) To meet the maintenance costs of these pupils;
- c) To provide adequate subsistence allowances to SOMAFSCO's teaching (21) and support (11) personnel;
- d) To supply SOMAFSCO with requisite equipment and teaching materials.

18. The project document was received at UNDP Headquarters in mid-August 1982 and because it was well prepared, it was approved immediately by the Administrator on 25 August. The budget of the UNDP contribution at the time of approval was \$1,074,694 over the period July 1982 to June 1984.

#### Assessment

19. As of the date of the mid-term evaluation the numbers of children enrolled at different school levels were as follows:

- a) 142 pupils at the primary school level;
- b) 266 pupils at the secondary school level.

These represented 71% and 59% respectively of the numbers foreseen in the project document. However, considering that another intake will be effected before the end of the project's current duration (there is an enrollment of 94 pre-school children), these proportions are likely to grow closer to those foreseen in objective (a), especially at the primary school level. Additionally, the mission was advised that adult education classes were held for 73 people of both sexes.



20. Allowances are paid on a regular basis to the 21 ANC teachers and 11 support personnel as foreseen in the project document. Locally available books, equipment and other materials have been purchased and delivered and supplies from overseas had arrived at the Dar es Salaam port but awaited to be cleared for delivery.

21. The mission was informed that the school had difficulties in securing qualified teachers and retaining them over long periods. At the primary school level there were currently four qualified and seven un-qualified teachers, while at the secondary school level 14 teachers were qualified and six were not. In curriculum development, although it is ANC's objective to develop the "well-rounded youth" by emphasizing a well-balanced mix of academic and vocational education, it was noted that vocational training does not as yet receive the attention it deserves. Also, because SOMAFCO is as much a home as a school for the youths attending, the need was expressed for provision to be made of transport whereby the students would be enabled to spend time away on field, familiarization and recreational trips during vacations.

#### Recommendations

22. The Mid-term Evaluation Mission recommends that:

- a) The ANC leadership take the necessary steps to ensure that a measure of permanence is achieved in the assignment of teaching staff at SOMAFCO;
- b) Concerted efforts should be made by ANC to promote the training of qualified teachers and curriculum development specialists, either through the facility of project ANC/82/001 : Education Manpower Development, or through upgrading courses and seminars;
- c) The concept of "developing both the mind and the hands" is a commendable one. While the workshops designed specifically for the purpose have yet to be constructed, practical vocational training could presently be given in the well established carpentry and tailoring workshops on the premises, and in different sections of the farm production unit;
- d) For immediate clearance of school materials and equipment lying in Dar es Salaam harbour, the assistance of the OAU Liberation Committee and the appropriate Government officials should be sought to avoid delays in project implementation;
- e) UNDP should give favourable consideration, subject to availability of resources, to possible requests for additional or continued assistance to this project, to the end of the current programme cycle in 1986.

#### PAC/82/001 : Educational Assistance to the Pan Africanist Congress of Azania

23. The immediate objectives of this project are to:

- a) Enable a specified number of PAC students, originally 37, to obtain their education at the secondary, technical and university levels;
- b) Train by the end of 1984, at least two educational staff in the fields of educational administration, educational planning, and curriculum development;



- c) Train up to four qualified teachers for a proposed PAC Multi-purpose Centre in Tanzania;
- d) Provide in-service training and upgrading courses to 12 PAC teaching and educational administrative personnel.

24. The draft project document was submitted to UNDP Headquarters in late July 1982. Negotiations with PAC and the Executing Agency - UNESCO - called for provision to UNDP of more precise information regarding the respective level and place of study, as well as the applicable actual cost in respect of each student. The project was approved by the Administrator and signed by UNDP in October 1982 with a budget of \$351,860 for the period July 1982 to June 1984. Signature by PAC, the OAU Liberation Committee, and UNESCO took place in Dar es Salaam on December 6, 16 and 24 respectively.

#### Assessment

25. The 37 original students had increased to 43 by the end of 1982 and continued to receive their education at institutions in Canada, Liberia, Lesotho, Tanzania, the United Kingdom and the USA. Seven completed their degree courses in 1982 in the areas of education, business administration, law, social work, and the natural sciences (3). Fifteen should have completed their degree and diploma courses by 30 September 1983, seven in 1984 and the remainder during 1985 and 1986. In July 1983 PAC submitted a request for the addition of 63 students. Eleven were accepted immediately on the basis of supporting documentation submitted by PAC, and similar documentation has yet to be received at UNDP and UNESCO in respect of the remaining 52.

26. The training of two educational personnel as envisaged in objective (b) has not taken off the ground. PAC informed the mission that two candidates had been identified, but have yet to arrive in Tanzania for the necessary steps to be taken toward their placement. No qualified candidates have been identified as yet for training as teachers for the PAC Multi-purpose Centre, (objective c) and in-service training could not be undertaken for the 12 teaching and administrative staff envisaged in objective (d).

#### Recommendations

27. The project has done well in respect only of the first objective wherein a larger than anticipated number of students have received scholarships for training at academic and technical institutions in different countries. The other three objectives have not been implemented due in large measure to the non-availability of qualified candidates from PAC. With this in mind, the Mid-term Evaluation Mission recommends that:

- a) Provision of secondary and higher education to PAC children and youth remains a valid objective of this project which UNDP should continue to support over the remainder of the current programme cycle;
- b) In proposing new students to be supported under this project PAC should always consult with the local offices of UNDP and UNESCO and submit requisite documentation and other information pertaining to each student's grade level, place of study and pertinent costs as charged by the school as this will facilitate speed in processing project revisions and recosting the UNDP contribution;



- c) PAC should embark with determination upon the identification and selection of appropriately qualified candidates for training as teachers, curriculum developers, educational planners and administrators to enable it to plan and manage the primary and secondary education of its youth in its own schools.

SWP/82/001 : Assistance to the Namibia Education Centre in Kwanza Sul, Angola

28. The immediate objectives of this project are as follows:

- a) To assist SWAPO in providing primary and secondary education in the schools it operates in the Namibian settlements in Kwanza Sul, Angola;
- b) To assist SWAPO in providing adequate facilities, schools materials and equipment in support of the technical assistance provided;
- c) To provide for consultancy services and facilities for seminars, workshops and in-service training.

29. The draft project document was received at UNDP Headquarters in early May 1982. Clarification was sought as to the school levels and number of students at each level to be covered under the project. Because the total budget by year of all SWAPO submissions to date far exceeded the authorized budget levels, suggestions were made to SWAPO as to how available resources should be repartitioned to accommodate all four priority requests submitted by SWAPO. Follow-up on SWAPO's part proved to be slow with the result that it was not until March 1983 that the project document was finalized and approved by the Administrator for a cost to UNDP of \$364,100 over the period July 1982 to March 1984.

Assessment

30. By the time the Evaluation Mission took place the project document had not been signed by all parties in order for disbursement of project funds to be made by the UNDP Treasury to the executing agency. The Mission was informed nevertheless that allowances were being paid to 21 Namibian teachers, three administrative officers and three support personnel as provided for in the project document. It was understood further that the executing agency, UNESCO, had initiated action towards immediate signature of the project document, and that UNDP Headquarters stood prepared to urgently make funds available on the basis of advance authorization if so requested by UNESCO prior to signature of the project document by all parties.

31. While in Angola the Mission was also apprised of an agreement reached at the end of July 1983 between SWAPO, UNDP Luanda and UNESCO to the effect that in view of the delays experienced in implementing the project, the evaluation thereof should be postponed to 1984. This agreement was regrettably not communicated to UNDP New York.

32. The Namibia Education Centre is a large complex comprising a total of 8,000 students and 200 teachers. Living quarters and classrooms are made predominately of temporary materials: basically tents and mud-and-wattle buildings and it is only now that with the assistance of the Swedish International Development Agency - SIDA - and other donors modern prefabricated buildings are being put up. Because classroom space is very limited, classes are organized in staggered shifts during the day. The school system covers education at the pre-school, primary, secondary and adult literacy levels. Teacher training and upgrading is most needed in view of the fact that a large proportion of the teachers are unqualified, and text books,



teaching materials, laboratory and other equipment are in short supply.

#### Recommendations

33. The Evaluation Mission is of the view that SWAPO has made a good start with impressive results in setting up its own community and schools system under very difficult conditions in Angola. The Mission considers it regrettable that despite the Administrator's effort in giving the project early approval in April 1983, signature of the project document had not been completed by September 1983. As a result, project implementation has been considerably delayed, much to the detriment of SWAPO. It is the Mission's understanding, however, that UNDP is prepared to make requisite funds available to the project on the basis of advance authorization prior to signature of the project document provided a proper request is made by UNESCO.

34. In the light of the foregoing, the Joint Mid-term Evaluation Mission recommends that:

- a) The project continue to receive UNDP assistance beyond March 1984 originally foreseen as the end of the first phase, and that UNESCO assist SWAPO in elaborating the additional assistance required beyond that date;
- b) UNDP give favourable consideration to approving within the limits of available resources, such assistance as may be requested by SWAPO in the light of (a) above;
- c) In dealing with and processing future requests for assistance, SWAPO, UNESCO and the UNDP field offices concerned should bear in mind that time is of the utmost importance and delays should be avoided.
- d) To further strengthen the teaching establishment the feasibility of assigning internationally recruited teachers in mathematics and English should be explored by UNESCO and SWAPO and provided for by UNDP;
- e) To assist SWAPO undertake its self-help classroom and dormitory construction programme, and to give the students the opportunity of occasionally going on field trips, sports competitions and educational visits to Angolan schools, provision should be made of at least one truck and a four-wheel drive bus.

#### SWP/82/002 : Assistance to the Namibian Education Centre at Nyango, Zambia

35. Together with the primary and secondary school project located in Kwanza Sul, Angola, this project is designed to assist SWAPO meet the educational requirements of Namibian youth in asylum settlements in Zambia and Angola. Its specific objective is to strengthen the Namibia Education Centre at Nyango in western Zambia and assist it educate Namibian youth at the primary and secondary school levels. To this end the project provides for:

- a) The assignment of two internationally recruited teachers in Mathematics and English for 18 months each, and one language laboratory consultant for six months;
- b) Subsistence allowances for 27 Namibian teachers and seven support personnel for 18 months;



- c) Equipment and school materials such as books, laboratory instruments, transport equipment etc.

36. Like project SWP/82/001, this project was submitted to UNDP in April 1982. Delays in obtaining information and clarifications from SWAPO with a view to finalizing the project document made it possible for approval to take place only in mid-December 1982, although project implementation had been allowed to commence under advance authorization. The project caters for 2,500 children mostly at the primary school level, but also at the pre-school and secondary levels, and includes literacy classes for adults. Sent to the UNDP field office during the last week of December 1982 for signature, it was not until July 1983 that the project document was signed on behalf of UNDP, UNESCO and OAU. By the time the evaluation took place, signature by SWAPO had not been effected.

#### Assessment

37. Despite the indicated delays in the negotiations, finalization, approval and signature of the project document, provision was made through advance authorization to cover since July 1982, the cost of SWAPO staff allowances, limited training, equipment and miscellaneous expenditures. This has enabled the Namibian children at the Nyango settlement to receive their education without interruption. However, considerable delays have been experienced in such other important activities as recruitment of three international staff, teacher training, purchase of books, furnishings, laboratory and other equipment deemed indispensable for the normal dispensation of primary and secondary education.

#### Recommendations

38. There is urgent need to get out of the present impasse and move toward full project implementation. To this end, the Mid-term Evaluation recommends that:

- a) Consultations be entered into by SWAPO and UNESCO with a view to assigning without delay the mathematics and English language teachers, as well as the language laboratory technician;
- b) UNESCO should assist SWAPO identify and select appropriate candidates for training as curriculum development specialists, and for in-service teacher training;
- c) UNESCO should assist SWAPO in compiling appropriate lists of the equipment, books, school materials, furniture, etc as provided for in the project document, with a view to placing orders without further delay;
- d) The need is apparent for extending the project beyond March 1984 and UNESCO should assist SWAPO in formulating a project proposal for continued assistance to the end of the current programme cycle. Such a proposal should be submitted to UNDP not later than mid-December 1983 and should be sympathetically considered by UNDP.

#### SWP/82/003 : Training and Information for Upgrading Women's Role in Development

39. The overall objective of this project is to assist the SWAPO Women's Council implement its programme of preparing women for active participation in the development of an independent Namibia. The immediate objectives are as follows:

- a) To appraise and analyse the current roles and needs in training, employment, etc with a view to formulating development planning strategies on the subject;



- b) To provide needed training and upgrading in the priority areas identified for the integration of Namibian women in development;
- c) To provide institutional support to the SWAPO Women's Council through training of women as trainers, planners and managers of the various development programmes sponsored by it, and through technical and material assistance to the programmes themselves;
- d) To provide training and practical expertise in communication and publication with a view to strengthening the Information and Mobilization Department of the SWAPO Women's Council.

40. Like the other SWAPO projects discussed earlier considerable delays were experienced in the finalization, approval and signature of the project document. The definitive version of the document was approved by the Administrator at the end of April 1983 but signing by all parties was not completed until the end of September 1983. Consequently, no implementation had started by the time the Mission visited Angola between 20 and 24 September 1983.

#### Recommendations

41. The Mid-term Evaluation Mission recommends that:

- a) Action be taken immediately by UNESCO and SWAPO to implement the project without further delay;
- b) With the six month delay that has been experienced in launching the project it is apparent certain activities, particularly those relating to group training and individual fellowships, will have to be pushed back. The need is therefore evident for extending the project's life beyond December 1984;
- c) UNESCO should work closely with the SWAPO Women's Council with a view to determining what other needs could be met with further UNDP assistance once project implementation has commenced.

#### SWP/82/004 : Health Assistance to SWAPO

42. The objective of this project is to help SWAPO develop a viable health service infrastructure in its settlements in Kwanza Sul, Angola, and Nyango in Zambia. The immediate objectives of the project are to:

- a) Provide health services to an estimated 53,000 Namibians in Angola's Kwanza Sul area and 7,000 at the Nyango settlement in Zambia;
- b) Strengthen and qualitatively upgrade existing medical and health facilities to enable them to provide quality service to increased numbers of Namibians;
- c) Train 24 para-medical staff in mid-wifery, pharmacology, radiography, dentistry, nurse education, nutrition and laboratory techniques;
- d) Develop, in the process, a dependable health services infrastructure including a corps of trained personnel, capable of ensuring adequate coverage on Namibia's accession to independence.



43. The draft project document was received in early July 1982 at UNDP Headquarters, which immediately offered its comments and observations on budgetary limitations, and requested additional information and clarification on specific issues. It was only at the end of December 1982 that the required information and clarifications were received at UNDP Headquarters, and further negotiation made it possible for the project to be approved by the Administrator in April 1983. In order not to delay project implementation further, UNDP gave advance authorization for WHO, the executing agency, to start committing prior to signature of the project document, the total funds allocated for the period April-December 1983.

#### Assessment

44. The efforts that have been made by SWAPO to provide health care in the Namibian settlements at Nyango in Zambia and Kwanza Sul in Angola are commendable indeed. The health centres at both settlements are manned by dedicated Namibian staff functioning under very difficult conditions characterized by inadequacy of equipment, medicines and, for that matter, appropriate accommodation for both the staff and the patients. Unfortunately, at the time the evaluation mission visited the settlements the project had not started being implemented. This was apparently due to the fact that WHO Brazzaville was not aware that the advance authorization given by UNDP Headquarters at the time the project was approved in late April 1983 had meant that the authorized funds were immediately available before signature of the project document was completed.

45. While the Evaluation Mission was in Angola the WHO representative on the mission undertook to initiate consultations with the concerned SWAPO officials with a view to expediting project implementation.

#### Recommendations

46. The Joint Mid-term Evaluation Mission recommends that:

- a) The World Health Organization - executing agency for this project - redouble its efforts to see to it that project implementation is not delayed further;
- b) There are other urgent needs necessary for the provision of proper health care that are not provided for in the approved UNDP project. These include refrigerated storage facilities for medicines and drugs, sundry medical instruments and tools, as well as diesel electric generators for proposed surgical theaters - one each at Nyango and Kwanza Sul. UNDP is urged to favourably consider providing financing for them when SWAPO submits a request in their regard;
- c) Continued assistance to this project is indicated beyond December 1984 and WHO should already assist SWAPO elaborate a proposal for extension of assistance to the end of the current UNDP programme cycle in 1986.

#### NLM/82/002 : Assistance to the NLM Health Training Centre

47. The project has the objective of assisting para-medical trainees formerly under project NLM/76/001, to complete their training requirements at the Morogoro Training Centre in Tanzania. Its specific objectives are to provide for:



- a) Eight trainers comprising three medical officers, one Health Education Tutor, one Laboratory Technician, two Nurse Tutors and one Dental Tutor;
- b) Fifteen Administrative support personnel;
- c) Maintenance costs and stipends for 56 trainees in all, comprising:
  - 29 Medical Assistants up to the end of 1984;
  - 10 MCH Auxiliaries up to June 1983;
  - 9 Health Auxiliaries up to June 1983; and
  - 8 Dental Auxiliaries up to June 1983.

48. The project was approved in July 1982, initially for a six month period to December 1982 and there were no delays in implementation, since all trainees were already in residence and the staff in place. The Administrator of UNDP approved further assistance in January 1983 for the period January 1983 to December 1984. Finalization and signature of the project document by UNDP and the OAU Liberation Committee was completed only at the end of June 1983, and although the Resident Representative in Tanzania informed UNDP Headquarters in his letter of 13 July 1983 that copies of the project document had been sent to WHO Brazzaville for signature, fully signed copies had not been received in New York for the UNDP Treasury to be able to disburse funds on request from WHO.

#### Assessment

49. As of the time of the mid-term evaluation the project had a total of 30 trainees in residence. Seventeen of these were sponsored by SWAPO and 13 by PAC. All were being trained as Medical Assistants and are expected to complete their course work by December 1984. ANC did not have a single trainee in residence and PAC was the only NLM to have sent a team of representatives to the review deliberations, along with the OAU Liberation Committee which executes the project on sub-contract from WHO.

50. The Evaluation Mission was informed by the management of the project, as well as the OAU Liberation Committee, that project implementation has been adversely affected by the lack of funds. It was indicated that of a total budget allocation for 1983 of \$245,666 only \$120,000 had been made available on an emergency basis through the initiative of the UNDP Resident Representative. Otherwise, no disbursements had been received from WHO, the executing agency. The Mission has learned that this difficulty has been a direct result of the delay that has been experienced in transmitting to UNDP Headquarters a fully signed copy of the project document. As a signed project document is the only legal authority on the basis of which the UNDP Treasury can make budgeted amounts available on request from executing agencies, until it was received at UNDP Headquarters money could not be released by the Treasury.

51. Other points brought up for discussion with the Evaluation Mission included the future of the project. The Executive Secretary of the OAU Liberation Committee expressed his disappointment and regrets over the fact that UNDP had decided to discontinue the project after December 1984, and the spokesman of the PAC delegation pleaded for the project's continuation. He felt that if continued, PAC would be able to place as many as 80 trainees over an unspecified period. The Mission considered it curious and expressed concern over the fact that neither of other two NLMs - SWAPO and ANC - was represented at the joint evaluation, and advised that it would independently seek their views on this issue at the NLM's respective headquarters in Angola and Zambia. The project staff indicated also that because, due to cash shortages, practical training for the Medical Assistants had not taken place on schedule, it would be necessary to extend the project by an additional two months to the end of February 1985.



52. The ANC and SWAPO officials responsible for health were contacted by the Mission in Angola. In a meeting held with them on 24 September 1983 the UNDP Headquarters representative on the Evaluation Mission explained that there was probably a misunderstanding of the position taken by UNDP in regard of this project. Following the evaluation exercise and inter-agency meeting that took place in 1981, the need had been recognized to rationalize UNDP assistance to the remaining three NLMs. UNDP recognized that the NLMs have different philosophies and different approaches to their development goals. As such, UNDP considered it more appropriate to direct its assistance to each NLM separately, in response to each movement's specific aspirations, goals and priorities. It was in line with this approach, therefore, that the training requirements of each NLM should be met through UNDP assistance to movement-specific projects based on the strategies adopted by each individual NLM. This would also contribute significantly to not only developing an institutional infrastructure within each NLM, but also to giving each NLM the experience to assume responsibility and leadership in development activities affecting its people. Closure of the project in 1984 did not mean, therefore, that health assistance would henceforth not be available to NLMs. Each NLM would continue to receive such assistance, but in the context of projects designed to serve the specific need of that movement.

53. The ANC and SWAPO officials stated categorically that they were not opposed to the project per se. On the contrary, they would be happy to see it continue but under conditions which would be a complete departure from the present state of affairs. Needed changes included the following considerations:

- a) The NLMs themselves must be consulted in all matters relating to the running of the school. They should be full participants in the planning, management and operation of the training programme, including the selection of teachers. This has not been the case to date.
- b) The health training given should relate to the needs, aspirations and environmental setting of the NLMs themselves;
- c) There is need to change the content of the curriculum offered by inclusion of science subjects in the teaching programme. The need is to train well-rounded para-medical staff capable of advancing their career and branching out to related fields;
- d) The quality of teaching must be high. It is important that the training and certificates given at Morogoro be recognized by other institutions to facilitate ease of placement of those who have the opportunity of continuing and perfecting their studies elsewhere. Up till now the NLMs have had difficulties in having Morogoro graduates accepted for advanced or specialized training at other institutions.
- e) In the event that it is not possible to continue the project beyond 1984, the school's books, equipment, vehicles, furniture, etc should be divided equitably between the three NLMs.

#### Recommendations

54. The Joint Mid-term Evaluation Mission has taken note of the decision taken by UNDP to discontinue assistance to this project and substitute it with assistance to movement-specific health projects as outlined in paragraph 52 above. It has noted that while this approach corroborates the views of both ANC and SWAPO, these movements would consider joint participation in the project worthwhile if modification of content, management and approach were brought to bear in the areas indicated in paragraph 53 above. With this in mind, the Evaluation Mission



recommends that:

- a) UNDP re-examine its position on this project with a view to determining, in consultation with WHO and the OAU Liberation Committee, whether the project can be retained beyond December 1984 but along the lines proposed by ANC and SWAPO. It is understood that this would entail:
  - i ) direct involvement of the NLMs in the management, administrative and other decision making processes of the health training centre including choice of curriculum and of teaching staff;
  - ii ) redesigning of the curriculum to include teaching of science subjects and upgrading of the quality of teaching;
  - iii) accreditation of the health training centre or under-writing by a recognized institution of its certificates and diplomas to facilitate ease of placement of its graduates at advanced or specialized institutions.
- b) In the event that agreement cannot be reached in time on the foregoing the UNDP approach of assisting each NLM individually should be seen as the best alternative. In this regard, the Mid-term Evaluation Mission has noted with appreciation that:
  - i ) a separate project of assistance in health has been approved by the Administrator that in addition to providing health services to the SWAPO settlements in Angola and Zambia, also covers training of health personnel in disciplines including those taught at Morogoro;
  - ii ) ANC has a functioning health clinic at its settlement at Mazimbu, Tanzania, and that if assistance in the training of more health personnel at recognized institutions in Africa is needed UNDP will be prepared to approve it within the limits of IPF resources allocated to ANC;
  - iii) PAC has still to establish its own settlement and social infrastructure in Tanzania but could already benefit from assistance in the training of health personnel at recognized institutions in Africa. UNDP should favourably approve such assistance if requested by PAC.

NLM/82/003 : Primary and Secondary Education for National Liberation Movements

55. The specific objective of this project has been to provide primary and secondary education to 89 primary and secondary school children receiving their education in Africa to mid-1984. Any students who will not have completed their studies by that time would continue to receive UNDP assistance under educational assistance already approved for each specific movement, provision being made for appropriate financial support in respect to the additional students. The project was approved in October 1982 but implementation had already been underway since July.



### Assessment

56. As of the time of the mid-term evaluation 89 students were receiving their education at primary and secondary school establishments in a number of countries. Of these 73 were in primary school, 15 in secondary school and one was in a commercial school. All except nine were in Africa: forty-six in Tanzania, 17 in Mozambique, nine in Swaziland, four in Lesotho, three in Zimbabwe and one in Botswana. The remaining nine were attending school outside of Africa with six in the United Kingdom, two in Sweden and one in India. All were reported to be doing well.

57. Discussion of this project centred essentially on the concern of ANC and PAC over the nine students at non-African institutions and in regard of whom UNDP had indicated it would bear no responsibility after the end of June 1984. On the one hand, representatives of ANC and PAC argued that the students studying in India, Sweden and the U.K. were children of NLM representatives to these countries and to whom the NLMs had some obligation. They were reminded of the position taken by UNDP on the issue, communicated to all NLMs and UNESCO in November 1982, that if NLMs could afford to assign their staff to overseas duty stations they had the moral obligation to provide for the education of the children of the concerned staff.

58. On the other hand, the issue was raised concerning those students outside of Africa who would be sitting for their final examinations after June 1984. It was indicated that UNDP had given the NLMs and parents of such students a period of two years to prepare themselves for such an eventuality. That notwithstanding, consideration could be given on a case by case basis for short extensions to be given to the scholarships of the concerned students to allow them to do their final examinations. On close examination of the progress report prepared on this project, however, it was seen that not one of the nine students in the U.K., Sweden and India would be due for terminal examination in 1984 at the primary or secondary school stage.

### Recommendations

59. The Mid-term Evaluation Mission has taken note of UNDP's decision to close this project in June 1984 and continue to support those students that will not have completed their studies through increased assistance to movement-specific educational projects. The mission has taken note also of the decision, conveyed to UNESCO and the NLMs in November 1982, and of the reasons on the basis of which the decision was taken, to stop assistance to the nine NLM children attending primary and secondary schools outside of Africa. In the light of this, the Mission recommends that:

- a) The project be allowed to expire at the end of June 1984 as already indicated;
- b) UNESCO and the NLMs concerned make timely arrangements to incorporate into movement-specific projects those students who, by June 1984, will not have completed their schooling under this project;
- c) UNDP provide under the concerned movement-specific projects the additional financing necessary for incorporating continuing students from this project;
- d) The NLMs themselves take the appropriate steps as suggested by UNDP, to make alternative financing or placement arrangements for the nine students at schools outside of Africa who will cease to be the responsibility of UNDP after June 1984.



NLM/82/006 : NLM Education Projects Coordinator

60. The immediate objectives of this project are to:

- a) Advise the education departments of the ANC and PAC on the selection, supervision and monitoring of students receiving UNDP assistance;
- b) Ensure proper liaison and coordination between the NLMs, UNDP and UNESCO Headquarters on the placement and follow-up of the NLM students supported by UNDP;
- c) Provide needed advice contributing to the creation by the end of 1983, of educational institutions in Tanzania for both NLMs.

61. The project was approved in November 1982 following submission and negotiation with UNESCO. It had started in July 1982 under advance authorization given in August. It provides for the post of the UNDP/UNESCO Education Projects Coordinator for National Liberation Movements, as well as one secretary, over the period July 1982 - June 1984.

Assessment

62. The Education Projects Coordinator has been involved, since the project was approved, in a number of activities relating to the other projects of educational assistance to NLMs. He took part in the preparation and coordination of an Inter-Agency Committee report on a proposed multi-purpose centre for the PAC at Kitonga in Tanzania. He provided advice to the ANC Education Department in the supervision and monitoring of academic and administrative progress at the Solomon Mahlangu Freedom College, and assisted SWAPO in the preparation of synoptic syllabi, and the design of curriculum units for its crash training courses. In addition to all this, the Education Projects Coordinator took active part in the processing of fees payments in respect of all students under UNDP-supported projects for NLMs, in their placement, and in preparation of progress reports for all NLM education projects based in Tanzania.

63. In the course of the evaluation, the Education Projects Coordinator informed the Mission that his work was hampered by inadequate office space and lack of administrative support. He was advised by the UNDP Headquarters representative on the Evaluation Team that UNESCO had brought this issue to the attention of UNDP Headquarters, which had in turn asked for justification that would enable it to consider approval of additional funds.

64. The Mission was informed by the Director of the UNESCO Regional Office for Africa that in response to UNDP's decision to discontinue support to this post, the Director-General had decided to assign a full-time Educational Adviser in Dar es Salaam to serve the interests of both Tanzania and the NLMs. UNESCO would be responsible for financing the post, but would probably approach UNDP and ask for a sharing of administrative costs. The UNDP Resident Representative welcomed this proposal, and the UNDP Headquarters member of the mission indicated that the UNESCO proposal for UNDP to share the administrative costs would be given due consideration when submitted, and the Administrator would state his position thereon.

Recommendations

65. The Joint Mid-Term Evaluation Mission has noted with appreciation, the fact that the Education Projects Coordinator has carried out a number of assignments of direct assistance to all three NLMs with inadequate administrative support and poor accommodation. The Mission takes note of the fact that for reasons conveyed to



UNESCO in October 1982, UNDP has indicated that this project will be discontinued after June 1984. With these considerations in mind, the Mission recommends that:

- a) UNDP give favourable consideration to the request, submitted with due justification by UNESCO, of additional administrative support to the end of the project in June 1984;
- b) UNESCO take the necessary steps for the appointment of an Education Advisor to serve both Tanzania and the NLMs;
- c) UNDP give due consideration, the proposal that UNESCO may submit to it to share the administrative support costs for setting up the Education Advisor post, particularly to the extent that this will be of direct benefit to NLMs in their relation with UNDP;
- d) UNDP take appropriate steps to provide, after June 1984 and in the context of at least one education project for each specific NLM, for the services of short-term consultancies in education planning and administration, curriculum development and educational evaluation.

#### VI. RECOMMENDATIONS ON UNDP ASSISTANCE TO EACH INDIVIDUAL NLM

66. The three liberation movements assisted by UNDP differ in many respects in their patterns of organization, aspirations, ability to attract assistance from external donors and absorptive capacity. These differences, minor as they might appear to be, tend to exert a considerable influence on the way in which each NLM perceives itself relative to the initiatives it ought to take in providing for its membership, on the attitude of bilateral donors towards it and, consequently, on the success with which it is able to meet its development objectives and goals in the short term.

##### The African National Congress of South Africa

67. The ANC is by far the oldest and most experienced political movement in southern Africa. It draws its membership from the different racial groups in South Africa opposed to the apartheid policies of the Afrikaner-dominated Nationalist Government. There seems to be basic understanding among its membership in exile outside of South Africa that the change which it desires in the thinking of Government to allow equal status to South Africans of all racial backgrounds will be long in coming. Consequently, the steps that ANC has taken in the settlements it has been allowed to establish in Tanzania and Zambia tend to be of a long-term character.

68. ANC has been very successful in attracting assistance from bilateral donors and national associations in Europe. With this assistance it has been able to establish well planned and well managed settlements in Tanzania and Zambia, with such social infrastructure as medical services, full-fledged education systems catering for pre-school, primary and secondary school children, and offering adult education classes, vocational training and production services, and farm production units. UNDP assistance to ANC has since 1982 been directed at strengthening its educational complex at the Solomon Mahlangu Freedom College in Tanzania, (ANC/82/002) and at helping ANC develop an institutional capability that would allow it to plan, manage and further develop its own educational infrastructure (ANC/82/001).



69. In the course of the Mission's discussions with ANC in both Tanzania and Zambia the need was expressed for additional assistance in equipping the movement's science and language laboratories at SOMAFCO and Dakawa, and in strengthening its farm production units in Tanzania and Zambia. The exact nature of the required assistance has yet to be worked out for the appropriate project proposals to be formulated and submitted to UNDP.

#### Recommendations

70. The Joint Mid-term Evaluation Mission is very encouraged by the initiatives, organization and efforts of the ANC in setting itself on the path to self-reliance in carrying out its responsibilities towards its settlements and communities. The Mission is cognizant of the fact that these efforts have been undertaken by ANC itself with the bulk of the financing and related technical assistance coming from sources other than the United Nations system. The Mission recommends that:

- a) ANC take immediate action to identify the additional technical assistance requirements it wants to be met with UNDP assistance and submit requests for such assistance as soon as possible for implementation during 1984-1986;
- b) If necessary, ANC should request the assistance of experienced consultants from concerned United Nations agencies and funded by UNDP, to help formulate project documents for the required assistance;
- c) UNDP give favourable consideration to approving such additional assistance as ANC may request, it being understood that such assistance will further strengthen the progress ANC is making towards self-reliance.

#### The Pan-Africanist Congress of Azania (PAC)

71. As an independent NLM, PAC is a relatively more recent political organization. It does not seem to have as many well-established contacts among international donors as is the case with ANC, nor indeed has it been fortunate enough to have established a "home base" in any African country along the same lines as ANC at Mazimbu and Dakawa in Tanzania, and SWAPO at Nyango in Zambia and Kwanza Sul in Angola. Having established a "transit settlement" at Bagamoyo, Tanzania in 1978, PAC has since then received assistance from UNDP mainly in the education, at the primary, secondary, technical and university levels, of its youth. UNDP has also contributed to PAC's efforts at food production at Bagamoyo, but this project had to be abandoned in 1982 due to lack of a permanent corps since 1979, to establish and work a farm (most were people in transit), and the announcement in 1981, of an FAO consultant that the land at Bagamoyo was unsuitable for meaningful agricultural production.

72. The Government of Tanzania allocated a new site to PAC at Kitonga in Ruvu District, Tanzania, in September 1982 and PAC has indicated that it wants to set up a multi-purpose centre of a more permanent character. An Inter-Agency Mission from various United Nations organizations visited Kitonga, an abandoned sugar plantation, in early 1983 and came up with proposals on how PAC could be assisted to develop the site. It is the opinion of the Joint Mid-term Evaluation Mission that two crucial issues will have to be resolved before any development can take place at Kitonga. The first is the rehabilitation of the 14-kilometre access road to the site. At present the road is passable only during the dry season - a total



period of 5-6 months in a year - and the site is totally cut off by swamps during the rainy seasons. Even during the dry season, the condition of the road is so bad that it takes one full hour to travel the 14 kilometers in a four-wheel drive vehicle.

73. The second priority issue concerns the provision of clean drinking water. There is need to either drill a year-round well, or series of wells, to supply any future settlement, or to install a dependable pump-pipe-tank network from the Ruvu river - some 5 kilometers away - to the site. Both will require relatively large investments, and PAC's approaches to bilateral donors have as yet to be translated into concrete efforts towards resolving the access road and water supply problems.

74. PAC has todate submitted and UNDP has approved a small project of assistance to food production through self-help. At the time the Evaluation Mission visited Kitonga the only work seen to have been done by PAC was ploughing of four to five acres of land adjacent to three old buildings rehabilitated to house about 20 PAC men. There was no indication that the ground had been prepared for planting.

#### Recommendations

75. The Mid-term Evaluation Mission is mindful of the fact that PAC has a long way to go to the establishment of a long-term integrated settlement as has been done by ANC and SWAPO. No basis exists yet, for an education, health and production infrastructure managed by PAC itself, and self-reliance in these areas will take a long time to achieve. Given the technical assistance mandate of UNDP, whereby assistance is given in support of development activities undertaken by the recipients themselves with a view to enabling them achieve self-determination, and considering that the problems faced by PAC are of such magnitude that they could not be resolved with UNDP assistance alone, the Mission recommends that:

- a) With the assistance of the UNDP field office in Dar es Salaam and the OAU Liberation Committee the possibility be explored with the concerned officials of the Tanzanian Government for the rehabilitation through a joint self-help scheme involving PAC and the local communities around Kitonga, of the 14 kilometer access road to the old sugar factory. The road would be most beneficial to the local residents themselves, and UNDP should be prepared to provide for the limited implements and equipment required for the job;
- b) Experience has shown that donors will more readily come to the aid of needy people who are already in situations in which their needs can be gauged relative to the setting and possibilities. There is presently no permanent PAC population at Kitonga to give such potential donors as PAC has approached for aid - e.g. the Netherlands, Norway, Denmark, etc - an indication of the seriousness with which PAC wants to establish a settlement. In the absence of a settled population most donors would be wary of making large investments lest the end result would not justify such investment. With this in mind and to help build the confidence of potential donors, PAC should make a determined effort to initially and independently settle at Kitonga in the same manner that SWAPO has done at Nyango and Kwanza Sul;
- c) UNDP should continue to assist and even expand on the project of food production through self-help;



- d) PAC may wish to brief UNDP on the outcome of the discussions it has had with the Dutch and Norwegian Governments with a view to determining whether, on the basis of the outcome of recommendation (b) above, technical expertise and some necessary supplies for the water supply network could be financed by UNDP;
- e) The need has been indicated for professional assistance to PAC, in surveying and planning the Kitonga site for development. Such assistance falls under the mandate of UNDP and a request may therefore be submitted for due consideration by it;
- f) PAC should redouble its efforts in mobilizing assistance for the development of Masuguri-Kitonga, and may wish to consider such other United Nations agencies as UNHCR, WFP and, at an appropriate moment, UNICEF.

The South West Africa People's Organization (SWAPO) of Namibia

76. The position and aspiration of SWAPO are that of a liberation movement preparing for the independence of its country. Starting at a time in the 1960s when discussion of Namibian independence was anathema to the Government of South Africa, SWAPO has moved to the stage where the issue is not whether, but rather when, Namibia will be independent. As such, the movement has seen its home base move from Tanzania, to Zambia and to Angola in the past eight years.

77. SWAPO has large settlements in Kwanza Sul, Angola, with an estimated population of around 55,000, and at Nyango, Zambia, where around 7,000 people live. Both settlements are relatively recent, and neither is more than five years old. They started as tented camps and although today, the tent continues to be the predominant form of shelter - for both housing, classroom and office - mud-and-wattle and, lately, brick housing put up by the Namibians themselves is progressively replacing the short-term canvas tent. In the Kwanza Sul, Angola, settlement prefabricated material - an improvement by far over what is now available - is used to erect classrooms, dormitories, hospital and kitchen facilities with the assistance of the Swedish International Development Agency. But SWAPO is not relenting in its own efforts of building through self-help. Because of the difficulty of finding water, clay bricks are made by hand alongside a river and carried - each weighing 20-25 kg when dry - 8 to 10 kilometers to the site where new classrooms and dormitories are constructed.

78. SWAPO has had the foresight of seeking the assistance of such other United Nations Agencies as the UNHCR, WFP and UNICEF. Notwithstanding, the need for assistance continues to exist. There is need particularly for transport, farm machinery and fertilizers to help develop a 40 hectare farm site at Nyango, Zambia, and an 80 hectare complex in Kwanza Sul, Angola; and for classroom, dormitory and hospital furnishings for both the Zambia and Angola settlements. The schools need, in addition, text books, laboratory equipment, recreational facilities, etc., all of which are essential for a balanced education and development of the young Namibians of tomorrow.

79. It will have been observed that SWAPO projects were finalized and approved much later than those of either ANC and PAC. The long delay that intervened between the time UNDP Headquarters first commented, offered suggestions for modification on the draft project documents and the time a response was received from SWAPO can be identified as the cause for this. On the other hand, it was explained to the Mission that SWAPO had begun to feel over the past four years, that UNDP was not keen enough to assist it. As a result, SWAPO had come to feel that any discussion of assistance



with UNDP would not lead to tangible results. Hence the apparent disinterest on its part to follow up on project proposals. The Mid-term Evaluation Mission succeeded in re-assuring the SWAPO leadership of UNDP's commitment to assisting the movement and helped re-establish the confidence necessary for mutual collaboration.

#### Recommendations

80. The Joint Mid-term Evaluation Mission is convinced that as long as negotiations for Namibian independence are stalled, and Namibians continue to remain in asylum in Angola, Zambia and other neighbouring states, SWAPO will need to receive assistance from UNDP. To this end, the Mission recommends that:

- a) SWAPO undertake with the expert advice of UNDP-financed consultants, if need be, to formulate project proposals for assistance over the period 1984-1986 for financing by UNDP within the limits of the budget levels authorized for these years;
- b) UNDP give favourable consideration to approving such projects as may be submitted by SWAPO in the areas of health, food production, education and training for manpower development;
- c) UNDP give favourable consideration to approving reasonable requests for transport equipment and farm machinery it being understood that the commendable efforts which SWAPO has mounted for self-reliance in developing schools, hospitals, housing and food production cannot be fully realized in the absence of appropriate provision for vehicles and machinery.

#### VII. OVERVIEW OF UNDP COOPERATION WITH ALL NLMS

81. Overall, the Joint Mid-term Evaluation Mission is of the view that following a relative lull between 1979 and 1981 in the cooperation of UNDP and the remaining liberation movements recognized by the Organization of the African Unity, a new era of positive cooperation is under way. Whereas in the past NLMS tended to submit as many project ideas as possible and left it for UNDP to decide which projects could be approved and for how much, emphasis is now on UNDP's advising each NLM how much of the IPF is available for programming, and encouraging them to submit their requests for technical and development assistance within the limits of resource availability. Whereas in the past project proposals have tended to be of a broadly general and diffuse character, emphasis is now placed on well defined objectives, inputs, activities and envisaged outputs. The result of all this has been to place greater responsibility on the NLMS themselves in the processes of determining their development priorities, identifying their immediate needs, and planning for the resolution of these. The NLMS are thereby being prepared for responsibility and self determination not only through the assistance they receive via the projects but also - and more importantly - in the actual making of decisions as to which needs have greater priority over others for the allocation of limited UNDP resources.

82. There have been difficulties in the first instances this approach was put into force in 1982. The assistance proposals submitted were, except for one or two, generally not as well defined as was expected by UNDP, and when totalled up the IPF



resources requested by some individual NLMs amounted to more than the announced authorized budget levels. The process of obtaining additional information from the NLMs and, occasionally, the executing agencies, and of modifying or rearranging project inputs in order to come down to the authorized budget levels contributed considerably to delays in approving the projects, as can be seen in the evaluation of individual projects.

83. Another major difficulty encountered is that once projects had been approved by the Administrator in New York, the signing of project documents has taken a considerably long time. This has been particularly true in the case of SWAPO, in regard of which as many as six months have elapsed between the time field offices and executing agencies were informed of the Administrator's approval of a project, and the time signing was completed by all concerned. Naturally, except in those cases where advance authorization was sought by executing agencies and given by UNDP this has resulted in delays in the commencement of project implementation, undue inconvenience and frustration on the part of the NLMs, leading to lack of confidence in UNDP even if it was not UNDP Headquarters' fault that project implementation could not start on time. The need is thus indicated for implementing corrective measures to get away from delays in signature of project documents once they have been approved by the Administrator. This is made even the more important when account is taken of the rule that the signed project document is the only legal authority on the basis of which the UNDP Treasury can make funds available for project implementation except in those cases where, due to foreseen delays, advance authorization has been given by UNDP.

#### Recommendations

84. In the light of the foregoing and with a view to expediting without delay and resultant undue inconvenience on the part of the assisted NLMs, the formulation, processing, approval and signature of project documents of UNDP assistance to NLMs, the Joint Mid-term Evaluation Mission recommends that:

- a) The NLMs identify and formulate their requirements for UNDP assistance - with the assistance of UNDP-financed technical consultants wherever appropriate - and submit them to UNDP in advance of the envisaged commencement date of the requested assistance, it being realized adequate time must be allowed for, for the negotiation, finalization and approval by the Administrator of the requested assistance;
- b) When requested by UNDP Headquarters for purposes of completing documentation in respect of project proposals, additional information or clarification should be supplied by the NLMs or the executing agencies, as appropriate, on a priority basis since failure to do so would only result in delays in approving the assistance requested;
- c) Once approved by the Administrator, the concerned UNDP field offices should see to it that signature by all concerned parties takes place within the shortest time possible. It is appreciated in this respect that the practice is for signature to take place in the field office, and for executing agencies to authorise UNDP Resident Representatives to sign on their behalf. Since UNDP Headquarters simultaneously informs executing agencies and field offices of the Administrator's approval by telex, executing agencies should immediately telex signature authorization to the field office - preferably within a week of approval by the Administrator.;



- d) Resident Representatives should see to it, once approval and authorization to sign have been received from UNDP and executing agency headquarters, that signature by representatives of the NLM concerned and the OAU Liberation Committee is accomplished within one week. The Mission has noted with regret that in some field offices as much as a full month has elapsed between the time the project document was signed by the Resident Representative and the NLM respectively;
- e) With a view to streamlining channels of communication and programme coordination, ANC and PAC should designate their respective offices in Dar es Salaam, Tanzania, as the official points of contact in all matters relating to technical cooperation with UNDP. Similarly, UNDP and agency headquarters should refer to the Dar es Salaam field office all correspondence relating to project formulation, negotiation and approval, including authorization to sign the approved project document;
- f) Insofar as SWAPO has its headquarters in Luanda, Angola, all issues relating to project formulation, negotiation, approval and signature - regardless of whether the projects concerned are located in Angola or Zambia - should be addressed to the SWAPO Headquarters in Luanda. Similarly, the UNDP field office in Luanda should be considered by UNDP and agency headquarters as the focal point for all communications relating to project formulation, negotiation, approval and signature.
- g) With a view to speeding up signature of approved SWAPO projects, and in view of the fact that it takes anywhere between three and four weeks for project documents to be moved by official United Nations pouch between Luanda and Dar es Salaam for the signature of the OAU Liberation Committee, the Mission recommends that once SWAPO project proposals have been endorsed by the Committee at the time of submission to UNDP, authority to sign the approved project document be delegated by the Executive Secretary of the OAU Liberation Committee in Dar es Salaam, to the Liberation Committee office in Luanda. This will considerably cut further the time presently needed between the signing of the project document by SWAPO in Luanda, Angola, on the one hand, and by the OAU Liberation Committee in Dar es Salaam, on the other hand.

#### VIII. CONCLUSION

85. It is the opinion of the Joint Mid-term Evaluation that if diligently implemented by all parties concerned, the foregoing recommendations should contribute considerably to the effective provision by UNDP, of constructive technical and development assistance to the three national liberation movements recognized by the Organization of African Unity.



ANNEX

LIST OF OFFICIALS AND OTHER PERSONS CONTACTED

BY THE MISSION

A. TANZANIA

1	Mr. Dramane Ouattara	:	UNDP Resident Representative
2	Mr. Richard Church	:	Deputy Resident Representative
3	Mr. Matthew Ganda	:	Programme Advisor
4	Mr. Bertrand A. Mahai	:	Programme Officer
5	Mr. P.J. Philip	:	WHO Expert
6	Mr. D. Wozab	:	FAO Country Representative
7	Mr. L. Dhollande	:	FAO Programme Officer
8	Mr. Mahomed Tickly	:	ANC Director, Mazimbu
9	Mr. Tim Maseko	:	ANC
10	Mr. M. Msimang	:	ANC
11	Mr. O. Denis	:	ANC
12	Mr. D. Gabro	:	ANC
13	Mr. H.G. Magkothi	:	ANC
14	Mr. P. Madura	:	ANC
15	Mr. S. Mohlala	:	ANC
16	Mr. T. Gqobose	:	PAC Projects Coordinator
17	Mr. T. Gola	:	PAC
18	Mr. L. August	:	PAC
19	Mr. E. Molan	:	PAC
20	Mr. J.R. Moabi	:	PAC

B. ZAMBIA

1	Mr. Dusan Dragic	:	UNDP Resident Representative
2	Mr. Chandra Malik	:	Deputy Resident Representative
3	Ms. Charity Ngondo	:	Programme Assistant
4	Mr. Bernard Muganda	:	Regional Representative, U.N. Commissioner for Namibia
5	Mr. Hage Geingob	:	Director, U.N. Institute for Namibia
6	Mr. Mark Bomani	:	Deputy Director, UNIN
7	Mr. Nahas Angula	:	SWAPO Secretary for Education and Culture



ZAMBIA (Cont'd)

8	Mr. Lebeus Nakashole	:	SWAPO Education Officer
9	Mrs. Susan Nghidima	:	SWAPO Womens Council
10	Mrs. Priscilla Geingob	:	SWAPO Womens Council
11	Mr. S. Molifi	:	ANC International Department
12	Mr. George Naicker	:	ANC Farm Manager Chongela Estates
13	Mr. Dun Ngubeni	:	ANC Radio Freedom
14	Mr. Ted Pekane	:	ANC Projects Co-Ordinator
15	Mr. Bunny Mackay	:	ANC Head of Agricultural Projects
16	Mr. Temba Luxumo	:	ANC Auditor

C. ANGOLA

1	Mr. Fernando Cossio	:	UNDP Acting Resident Representative
2	Ms. Else Kornerup	:	Assistant Resident Representative
3	Mr. Moses Garoëb	:	SWAPO Administrative Secretary
4	Mrs. Penduheni Kaulige	:	SWAPO Women's Council
5	Mr. Hifikepunye Pohamba	:	SWAPO Secretary of Finance
6	Ms. Ellen Musialela	:	SWAPO Assistant Secretary
7	Mr. Ulitala Hiveluah	:	SWAPO
8	Dr. Amathila	:	SWAPO Secretary for Health
9	Dr. Chabulala	:	ANC Secretary for Health