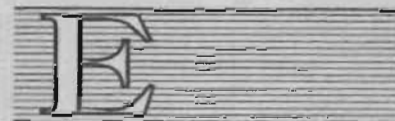
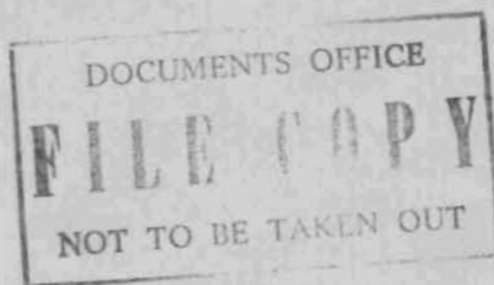




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ECONOMIC COMMISSION FOR AFRICA

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1-4 May 1995

PROGRESS REPORT ON PROGRAMME EVALUATION IN ECA

I. INTRODUCTION

1. At its 1994 meeting, the Conference of Ministers reviewed and endorsed the findings and conclusions of self-evaluation reports on the following programme activities:¹

- (a) Subprogramme 4: Marine affairs (non-living resources)
- (b) Subprogramme 5: Least developed, land-locked and island developing countries
- (c) Subprogramme 9: Environment and development
- (d) Subprogramme 12: Trade development and cooperation
- (e) Subprogramme 15: Natural resources; and
- (f) Subprogramme 16: Energy, including new and renewable sources of energy.

2. The Conference also reviewed two major in-depth evaluation reports, namely the report of the "Triennial review of the development issues and policies programme [Multinational Programming and Operational Centres (MULPOCs) and Pan-African Development Information System (PADIS)]" and the progress report in the in-depth evaluation of Programme 45: "Africa's critical situation, recovery and development".

3. In endorsing the recommendations emanating from the above-mentioned evaluations, the Conference adopted the following related resolutions: 776 (XXIX), "Development and strengthening of the Economic Commission for Africa's programme activities in the field of natural resources, energy and marine affairs"; 778 (XXIX), "The situation in the least developed countries"; 770 (XXIX), "Effective implementation of the United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF)"; 777 (XXIX), "Enhancing the capacity of the Multinational Programming and Operational Centres (MULPOCs)" and 789 (XXIX), "Strengthening information systems for Africa's recovery and sustainable development".

4. The purpose of the present document is to provide a progress report on the actions taken at the level of the secretariat, as well as at the level of United Nations Headquarters in pursuance of the implementation of these recommendations and resolutions.

5. It should be noted that progress was limited in certain areas due to a number of factors, both external and internal, among which were the worsening situation of the extrabudgetary resources and the impending restructuring of the secretariat. At the same time, however, many of the recommendations met with new opportunities provided by the ongoing restructuring of the economic and social sectors of the United Nations in the context of which the role and programmes of the regional commissions are being enhanced. Thus, as a result of the restructuring, ECA's institutional capacity has been strengthened to a certain extent, particularly with regard to the MULPOCs, the natural resources and energy programme, as well as the regular programme of technical cooperation.

6. It should also be said that the results of the evaluations including feedback from member States were duly taken into account in the formulation of the 1996-1997 programme of work which is also before the

¹ The subprogrammes here presented are as per the programme structure as it existed in the 1992-1993 biennium, when there were 21 subprogrammes. This structure has since been reorganized with the consolidation, beginning with the 1994-1995 work programme, of the former 21 subprogrammes into the present 9.

present meeting of the Conference.² The recommendations have also continued to contribute to the improvement of programme delivery.

7. The self-evaluation reports here reviewed were reflected in the Report of the Secretary-General on programme evaluation to the forty-ninth session of the General Assembly as the highest number of self-evaluation of programmes undertaken by any department within the Secretariat, including the regional commissions. The review of progress in the implementation of the recommendations should provide an added impetus for the completion of the programme of self- and in-depth evaluations for the 1992-1997 medium-term period which was approved by the Conference at its 1992 meeting (annex I).

A. Subprogramme 4: Marine affairs (non-living resources)

8. The following recommendations were made:

(a) The validity of the assumption that maximum relevance, effectiveness and impact would be derived from the split of marine affairs into non-living and living resources under two different subprogrammes and managements (effected under the Medium-term Plan 1992-1997) should be particularly reviewed and assessed in (i) the self-evaluation of subprogramme 3: "Poverty alleviation through sustainable development"; and (ii) the in-depth evaluation of subprogramme 7: "Natural resources and energy development" both scheduled for the 1994-1995 biennium; and

(b) The re-deployment to the marine affairs (non-living) sector of one P-5 level professional post approved in 1994-1995 programme budget should be implemented immediately.

1. Status of follow-up

9. A self-evaluation of subprogramme 3: "Poverty alleviation through sustainable development" has been scheduled for the biennium 1994-1995, and is expected to be completed in the second-half of 1995. An in-depth evaluation of subprogramme 7: "Natural resources and energy development" covering the period of the Medium-term Plan has been launched, in January 1995. The latter undertaking meets with the recommendations contained in resolution 776 (XXIX) on "Development and strengthening of the Economic Commission for Africa's programme activities in the field of natural resources, energy and marine affairs", adopted at the last Conference of Ministers, in May 1994.

10. The deployment of one P.5 level professional post approved in the 1994-1995 programme budget under the subprogramme could not be effected in 1994. This was due to resources constraints in other programme priority areas to which the post was temporarily assigned. The sector was strengthened to a certain extent with the establishment of a post of regional adviser in marine resources. This post was created in the context of the decentralization of additional resources under the regular programme of technical cooperation from Headquarters in the course of the second half of 1994. The eventual disposition of the regular P.5 post will be confirmed in the context of the organizational restructuring of the secretariat. The existence of a viable marine affairs programme in ECA will depend to a large extent on the availability of resources allocated to it.

2. Significant developments in 1994

11. Despite the continued lack of resources, some achievements in terms of programme outputs have been made in 1994. The most significant achievement was the organization of the Leadership Seminar on Marine/Ocean Development in Africa from 28 March to 2 April 1994. The output of the seminar, "A

² Document E/ECA/CM.21/12.

Strategy and Programme of Action for Marine/Ocean Affairs in Africa", will for a long time serve as a guideline in marine/ocean development in Africa.

3. Major problems in 1994

12. The greatest constraint has been lack of regular budget resources for this sector. Although resources were allocated to the sector, due to internal problems these resources have yet to be made available for marine affairs.

B. Subprogramme 5: Least developed, land-locked and island countries

13. The following recommendations were made:

ECA should re-examine its role as the regional focal point for both the follow-up and monitoring of the Programme of Action for Least Developed Countries (LDCs) as well as the programme for the sustainable development of small island developing States (SIDS);

(a) The substantive and organizational rearrangements of the activities of this subprogramme, reflected in the 1994-1995 programme budget and in the revised mandate and terms of reference of the ECA Conference of Ministers should be the subject of a specific study in 1994 to be based on an assessment of relevant substantive issues discussed and followed up in the context of the present meeting of the Conference of Ministers;

(b) The appeal made in Commission resolution 667 (XXIV) of 7 April 1989 requesting the Secretary-General to make available additional staff resources for strengthening ECA's special programme for the African Group should be revived in the light of the broadened objectives of the subprogramme; and

(c) LDCs, land-locked and island countries should review the present arrangements for round-tables and consultative groups with a view to associating ECA as their focal point in the preparatory, participatory and follow-up activities of these meetings.

1. Status of follow-up

14. In resolution 778 (XXIX) on "The situation in the least developed countries", the Conference of Ministers called upon ECA in cooperation with OAU to continue to give special attention to the plight of these countries, especially in the light of the impact of the Uruguay Round Agreements on them and to monitor and intensify efforts in assessing the situation in the least developed countries during the forthcoming mid-term review of the Programme of Action for the LDCs in 1995. It further requested the Executive Secretary of the Commission to submit to the next meeting of the Conference a report on the implementation of the Programme of Action. Accordingly, a progress report on the implementation of the Programme of Action has been prepared by the secretariat for submission to the present Conference. The secretariat has also in the same context reviewed related requirements to enhance and strengthen the activities under the subprogramme.

15. Developments at the global level aimed at ensuring appropriate implementation of the programme for the sustainable development of SIDS included the approval by United Nations General Assembly at its forty-ninth session of the allocation of additional resources for that purpose to the regional commissions. In this context, ECA is expected to benefit from the establishment of a new P.4 post which would essentially be concerned with the monitoring and assessment of the implementation of the Programme of Action for the SIDS in Africa, and in particular for assisting member States in carrying out substantive activities for operationalizing the programme at the country, subregional and regional levels.

16. The Commission is still not closely associated with the round-tables and consultative group meetings in spite of continued efforts by the secretariat to reach a better understanding on this issue with both member States and the lead organizations involved in these exercises. It may be recalled that the meeting of the Conference of Ministers of African LDCs held in Addis Ababa in 1992 adopted a resolution which was subsequently endorsed by the ECA Conference of Ministers which called upon the Executive Board of the World Bank and the Governing Council of the United Nations Development Programme (UNDP) to ensure that all necessary steps are taken to closely associate the Commission and its secretariat in the substantive preparation and organization of consultative group meetings and round-table conferences.

17. On the basis of this resolution, the Executive Secretary of ECA has taken various steps to pursue this issue at the highest level with the World Bank, UNDP and the United Nations Conference on Trade and Development (UNCTAD). While the outcome of these consultations is still awaited, the secretariat has initiated an assessment of the consultative group meetings to ascertain "What they have achieved and their impact on economic performance of those African countries for which these meetings are organized." The study will be submitted to member States concerned with a view to soliciting their reappraisal of the role of ECA in these activities.

C. Subprogramme 9: Environment and development in Africa

18. The following recommendations were made:

(a) The integrated programme approach to environment as reflected in the 1994-1995 programme budget should be further developed and strengthened by:

- (i) the designation of a focal point under each subprogramme responsible for the follow-up of environment issues in relation to the development sector(s) addressed by the former; and
- (ii) establishment of an inter-divisional committee under the chairmanship of the Policy and Programme Coordination Office to coordinate ECA's programme activities as a whole in support of environment issues and advise the Executive Secretary on related policy and coordination matters;

(b) A special study should be undertaken in the context of the work of the afore-proposed internal mechanisms to identify activities with environmental concerns in each subprogramme, assess availability of resources and/or requirements and formulate recommendations for maximizing overall programmatic and operational impact; and

(c) Ongoing efforts to relocate the Joint ECA/OAU/UNEP/AMCEN secretariat from the United Nations Environment Programme (UNEP) to ECA should be actively pursued with a view to better sharing of responsibilities and resources in joint activities.

2. Status of follow-up

19. The proposed establishment of an inter-divisional committee on environmental issues was over taken by new developments. Consultations with UNEP and Habitat resulted, in the course of 1994, in the establishment of a framework for joint programming of activities as well as for resource mobilization. One of the immediate results of these consultations was the establishment of a Joint UNECA/UNEP/HABITAT Task Force which produced a Plan of Action. The Task Force meets half-yearly, alternatively at the Commission's headquarters in Addis Ababa and at UNEP/HABITAT headquarters in Nairobi, to ensure monitoring and implementation of cooperative activities and identifying new and current issues for cooperation for consideration by the executive heads of the two organizations.

20. The first meeting of the Task Force held in Addis Ababa, in July 1994, identified the following areas of priority activities and agreed on the modalities for taking immediate joint actions on them:

- (a) Follow-up to international conventions and programmes of common interest to both organizations (i.e., the conventions on desertification, bio-diversity; Law of the Sea; the Regional Seas Programme; and Forestry Principles);
- (b) Capacity building, especially in the area of environmental legislation and accounting;
- (c) Information and public awareness activities;
- (d) Activities related to relevant resolutions adopted by relevant legislative bodies on major global and regional conferences;
- (e) Emerging issues (especially activities related to sustainable cities and the promotion of the relief-to-development continuum).

21. Future activities to be carried out in the context of the Joint ECA/UNEP/Habitat Task Force will continue to focus on the main priorities identified in the joint work programme. In this context, new modalities for joint technical advisory services to member States including the preparation, implementation and evaluation of joint project activities and the exchange and dissemination of relevant data and information will be formulated.

22. Already, however, the new cooperation established with UNEP and Habitat has shown tangible results in the course of 1994 and is expected to gain further momentum in the current biennium. The impact therefrom may be seen at both the level of inter-divisional cooperation within ECA itself as well as at the level of inter-agency cooperation and coordination. The effectiveness of the following activities have in particular been significantly enhanced through rationalization and cost sharing: the organization of the Preparatory African Ministerial Meeting to discuss the Biological Diversity Convention, held in Nairobi at the end of October 1994; the regional workshop on Implications of Agenda 21 on Water Resources Management in Africa, held in Nairobi in April 1994; the workshop on the Regional Seas Programme held in Addis Ababa in October 1994 on the contribution of the ocean sector to the GDP of African countries and the joint ECA/OAU/UNEP substantive servicing of the African Ministerial Conference on the Environment (AMCEN) on the conventions held in Nairobi in March 1995. These meetings were essential in the implementation of Agenda 21 and in utilizing the African strategies for the implementation of Agenda 21. The meetings were also successfully organized and in a way fully tapped ECA's technical capacity and role of coordinator on environmental issues at the regional level within the context of the joint programming framework with UNEP including the sharing of respective financial resources.

23. The related impact on cross-sectoral approaches to environment and development now actively pursued by ECA has benefitted from inter-divisional cooperation within the secretariat, in particular with regard to the integration of environmental impact assessment in the field of reconstruction, rehabilitation, and development activities carried out by ECA in a number of war-torn countries of the continent.

24. There was also noticeable change in the use of the regional advisory services of the Commission on related matters. Support was provided in this regard especially to relevant intergovernmental organizations such as the African Centre of Meteorological Applications for Development (ACMAD) and the Intergovernmental Authority on Drought and Development (IGADD).

D. Subprogramme 12: Trade development and cooperation

25. The following recommendations were made:

The lack of statistical data and information on trade and, in particular, on trade among African countries should be addressed as a matter of highest priority in the context of the new integrated subprogramme on "Statistical and information systems development" and the relevant 1994-1995 programme budget section by:

(a) Provision of training and advisory services to African countries in the improvement of the collection and processing of their trade data (direction of trade, commodity by section, intra-African trade and index numbers) so that these would be made available to users in a timely manner; and

(b) Provision of specific assistance to countries affected particularly by the lack of data including Benin, the Congo, Equatorial Guinea, Gabon, the Gambia, Ghana, Guinea, Guinea-Bissau, Lesotho, Mauritania, the Niger, Sao Tome and Principe, Sierra Leone, Somalia, Swaziland, Uganda, the United Republic of Tanzania, Zaire and Zambia.

1. Status of follow-up

26. The provision of training and advisory services to African countries on the improvement of the collection and processing of their trade data continued to be faced with serious problems essentially due to the lack of anticipated extrabudgetary resources for operational activities (i.e., advisory missions to member States). Practically, ECA had no means to carry out field activities, except for a few undertaken in conjunction with ECA-MRAG's regional advisory services. In the absence of direct technical assistance to member States, new efforts were made to develop exchanges of trade data at the international and regional levels in order to supplement the increasingly scanty country information received from member States. In this context, there has been a new development regarding cooperation with subregional economic groupings such as the Common Market for Eastern and Southern Africa (COMESA) and the Economic Community of West African States (ECOWAS).

27. At the global level which provides for an expanded networking with other organizations, including the Central Statistical Office of the United Nations (CSO), missing data (i.e., trade data which for one reason or another have not been reported on time by a country) have become more and more the subject of estimation techniques. Various estimation methods have been developed by ECA to fill data gaps.

28. However, the latter endeavour aimed at maintaining at the regional level, through ECA, a sound data base known as the Regional Statistical Data Base (RSDB) of which trade data is one of the largest components, should only be seen as a stop-gap measure to the problems experienced by member States in their various statistical operations, including collection, processing and dissemination of data. An ECA survey of international trade statistical operations in African countries carried out between May and October 1994 indicated the following problems:

(a) Regarding the collection of trade data, countries faced the following problems: delays in receiving customs forms for processing; missing custom forms; illegal trade (smuggling); lack of training for staff; lack of or inadequate transport facilities; lack of cooperation between the CSO and customs administration; and poor completion of custom forms;

(b) Regarding the processing of trade data, countries reported to have faced the following problems: inadequate budgets; low staffing levels; lack of proper software packages; lack of computers and priority setting;

(c) Concerning the dissemination of trade data, countries faced the following problems: printing delays; inadequate budgets; lack of printing machines; and delays in preparation of manuscripts.

29. The foregoing problems point to urgent measures required to be taken by the African Governments themselves to revitalize their statistical services which are a prerequisite for adequate socio-economic planning and monitoring.

30. The revitalization of statistical services at the country level is also a prerequisite for effectively benefiting from the integrated approach to statistical and information systems development as pursued by ECA under the current Medium-term Plan. The two types of information (quantitative as well as qualitative and descriptive) must bear a strong relationship to each other in order to ensure dissemination of comprehensive data for sound economic and social information.

31. The closer coordination of activities between PADIS and ECA's statistical development programme is a major objective during the current biennium. PADIS which comprises both an important information system and a network has the potential to significantly enhance access and dissemination of data and related development information. In this context significant steps were taken in the course of 1994 to launch various studies on regional and national trade information capacities and to establish the basis for a feasibility study on the integration of trade information systems in Africa. The realization of this objective has been greatly facilitated by a three-year project of assistance funded by the International Development Research Centre - Canada, entitled "Capacity building for electronic communication in Africa" (CABECA) which is aimed at improving information access and priority information linkage. The project provides technical assistance to bring about sustainable computer-based networking in Africa at an affordable cost and is accessible to a wide range of users from both the private and public sectors. It will train a corps of system operators who can train others in their area and offer continuing support to fledgling users to ensure the sustainability of national modes with connections to international networks. CABECA's goal is to strengthen the existing systems and initiate others in order to put computer networking on a firm footing by the end of three years. At the end of the three years, it is expected that 24 national nodes will be functioning on a sustainable basis. There are presently 34 countries in Africa which have access to electronic networking and the aim is to have it established in all countries of the region by the end of the project. Already, 23 countries have received training and equipment within the project. A training workshop was also organized for the Chambers of Commerce of the COMESA countries.

32. Progress in harmonizing development information systems for the furtherance of comprehensive data collection, processing and dissemination on trade will largely depend on the political determination of member States to; (a) revitalize their related statistical services; and (b) integrate modern technologies in their national information systems. It is on the basis of these premises that ECA's objectives may eventually yield long-lasting results.

33. It may be concluded that the integrated approach to "statistical and information systems development" as reflected in the 1994-1995 and 1996-1997 biennial programmes of work of the Commission has started to have an impact. This development, however, needs to be sustained by enhanced efforts by member States in support of this approach as well as by the secretariat through the mobilization of additional resources required to provide continued technical advisory services to countries that are particularly in need of it.

E. Subprogramme 15: Natural resources

34. The following recommendations were made:

(a) Programme issues

- (i) The focus on enhancing regional and subregional cooperation for multipurpose development of trans-boundary river basins with the perspective of promoting integrated development of natural resources should be vigorously pursued in the 1994-1995 biennium programme budget and the biennia to follow;
- (ii) The second area of focus should be published materials, including recurrent publications such as "MAJI", the cartographic and remote sensing bulletin and non-recurrent technical publications. However, in order to increase their impact, all publications should be made available in English, French and Arabic;
- (iii) The third area of focus should be the two existing regional conferences, namely the Conference of African Ministers responsible for the development and utilization of mineral resources and energy and the United Nations Regional Cartographic Conference for Africa. However, the new structure of the first conference which includes mineral resources and energy should be considered as a test. In addition, the second conference should be renamed "United Nations Regional Cartographic and Resources Information Systems Conference for Africa" to reflect more appropriately the scope and coverage of the conference. The adoption of a final name should await the cartographic conference in 1996, in order to incorporate the views of the experts in the field;

(b) Operational and organizational issues

- (i) ECA and IGOs should benefit from the activities of the MULPOCs to the extent that these Centres could identify country or inter-country projects, follow-up with the member countries in paying their contributions to the subregional institutions and improve ECA's image in these countries. Closer cooperation should be developed and communication improved between the substantive divisions and the MULPOCs to make them more involved in and useful to the implementation of this subprogramme;
- (ii) Desk officers at national level should be designated to attend to matters falling under the subprogramme, including in particular ensuring timely response by governments to ECA mission proposals and government participation in other ECA activities;
- (iii) The issue of lack of adequate resource should be seriously addressed by reviving and following up on ECA's original request for decentralization from Headquarters of programmes and activities in mineral resources, water and cartography and remote sensing. An appropriate resolution should be adopted by the Conference of Ministers in that context; and
- (iv) The present subprogramme and its new structure in the 1994-1995 biennium should be the subject of an in-depth evaluation to be completed by the end of 1995.

1. Status of follow-up

(a) Programme issues

35. Regional and subregional cooperation for multi-purpose development of trans-boundary river basins to promote integrated development of natural resources has been actively pursued within the 1994-1995 programme of work and priorities. This emphasis will be continued in the next biennium (1996-1997).

36. Assistance was provided to the Lake Chad Basin Commission (LCBC) on saving Lake Chad and for developing a strategy to convene a donors' conference. In this context, the secretariat through an inter-divisional effort including the ECA-MRAG, assisted LCBC in the preparation of bankable projects.

37. The secretariat continued to assist the Undugu Group of countries particularly with regard to the signing of the Memorandum of Understanding on the convening of the meeting of experts and the eleventh ministerial meeting of the Group. This effort was in keeping with the recommendation of the tenth ministerial meeting for the formalization of the Undugu Group having regard especially to its membership and responsibilities as an institution.

38. On the whole, focus in the sector continued to be placed on operational activities with emphasis on river basin development. The main problem faced has been stringent financial resources including lack of travel funds for advisory missions to member States. In order to alleviate these constraints, action was taken in the course of 1994 to strengthen the subprogramme by the establishment of a post of a regional adviser following the decentralization of regional advisers posts from Headquarters in the same year. The regional adviser has been on post since September 1994.

39. The impact of technical publications from the subprogramme continues to be constrained by the lack of resources to translate the publications in the three official languages of the Commission. An effort has been made to include articles in English and French in the Cartography and Remote Sensing Bulletin. Concerning the Information Bulletin on Water Resources Activities in Africa, necessary budgetary allocations have been requested under the 1996-1997 biennium for translation. The original purpose of publishing in the latter publication, with contributions mainly from member States and not just from the secretariat has yet to be met although the publication is very much appreciated by member States. More innovative measures need to be taken to induce experts from member States to contribute articles.

40. Substantive preparations for the two major conferences under the subprogramme are now under way. Particular efforts will be made to coordinate the meeting of the Conference of African Ministers responsible for mineral resources and energy development, scheduled to be held in the last quarter of 1995 in Accra, with other conferences taking place in Africa during the course of 1995, both in the field of mineral resources and energy. Notable related conferences are the World Energy Council meeting in Capetown in October 1994, to be followed by a ministers of energy conference in Tunis in May 1995; the minerals conference to be organized by the Institution of Mining and Metallurgy (IMM) in Namibia in June 1995 and the conference on investment in African minerals and oils in Johannesburg in March 1995.

(b) Operational and organizational issues

41. Cooperation with regional IGOs and the MULPOCs was significantly expanded especially in two sectors of the subprogramme, namely mineral resources and water resources. For instance, the Yaounde MULPOC was actively involved in the follow-up of technical advisory services to Cameroon and Gabon on small-scale mining. Little progress has, however, been made in the follow-up of payments of member States' contributions to the subregional institutions including the Eastern and Southern African Mineral Resources Development Centre (ESAMRDC), the Central African Mineral Resources Development Centre (CAMRDC), the Regional Centre for Services in Surveying, Mapping and Remote Sensing (RCSSMRS),

the African Organization for Cartography and Remote Sensing (AOCRS), the Regional Centre for Training in Aerospace Surveys (RECTAS), etc., falling under the purview of this subprogramme.

42. Several member States including Burkina Faso, Burundi, Côte d'Ivoire, Gabon, Ghana, Guinea-Bissau, Madagascar, Malawi, Mauritania, Morocco, Mozambique and Zimbabwe have designated at national level ECA focal points for mineral resources activities.

43. A major outcome of the self-evaluation of this subprogramme was the adoption of resolution 776 (XXIX) on "Development and strengthening of the Economic Commission for Africa's programme activities in the field of natural resources, energy and marine affairs". This resolution, *inter alia*, called for the decentralization of relevant global programmes and activities including posts from Headquarters in order to strengthen the subprogramme.

44. In terms of follow-up of this resolution, the two posts, one at the D.1 and another at the P.4 level, were decentralized to the natural resources and energy subprogramme by July 1994 to carry out specific activities within the subprogramme.

45. The recommendation to undertake an in-depth evaluation of the ECA natural resources and energy programme under the Medium-term Plan 1992-1997 was endorsed by ECOSOC in July 1994. The Under-Secretary-General for Internal Oversight undertook to secure the collaboration of the Department for Development Support and Management Services (DDSMS) for carrying out the exercise in close cooperation with ECA. Activities have started in early 1995 in accordance with a schedule jointly established by the Central Evaluation Unit (CEU) at Headquarters and ECA (annex II).

2. Significant developments in 1994

46. The most significant development in 1994 was the recognition, by member States, of the inadequacy of resources made available to implement the activities of the subprogramme. This was manifested in resolution 776 (XXIX) which they adopted in May 1994 in which they requested that the subprogramme be strengthened. The Secretary-General decentralized two professional posts to meet this need partially. The ECA secretariat should ensure that these decentralized resources are effectively utilized to meet the request of member States and that further strengthening of the subprogramme in terms of staff and financial resources be achieved internally.

3. Major problems in 1994

47. Although the decentralized posts were made available, in July 1994, due to internal problems, these have not been made available for the sector for which they were intended.

48. Limited travel resources have impelled delivering essential services in member States. Lack of resources has prevented translation of important publications (recurrent and non-recurrent) into the official languages of the Commission in order to make the information available to all language groups.

F. Subprogramme 16: Energy, including new and renewable sources of energy

49. The following recommendations were made:

(a) An in-depth evaluation of ECA's activities in energy development should be undertaken in 1995 in the context of the in-depth evaluation of the subprogramme "Natural resources and energy development", as approved in the revised Medium-term Plan and the programme budget for 1994-1995. This in-depth evaluation should, *inter alia*, further assess and appraise the extent to which the current subprogramme

and the activities envisaged in 1994-1995 would have led to the integrated and coordinated resolution of the problems in the development of natural resources and energy at the continental level;

(b) The mobilization of funding of the African regional component from the Global Environment Facilities (GEF) of the Global Energy Efficiency (GEE 21) project should be actively pursued through action to be taken by the Executive Secretary of ECA in concertation with the other regional commissions; and

(c) The issue of decentralization of programmes and activities in the energy sector from Headquarters should be part of the related resolution proposed under the natural resources subprogramme.

1. Status of follow-up

50. It should be noted that subprogramme 16 was integrated into the new subprogramme 7: Natural resources and energy development, with the inception of the 1994-1995 programme budget. Therefore follow-up of the self-evaluation of this former subprogramme is to be seen in the context of developments in the present subprogramme 7 (Natural resources and energy).

51. Follow-up to the recommendation for an in-depth evaluation of the natural resources and energy programme, as well as that on the decentralization of posts from Headquarters have been presented under subprogramme 15: Natural resources (see above).

52. The initiative to launch a GEE 21 project was taken by the Economic Commission for Europe (ECE). Consultations between ECE and the other regional commissions, including a series of meetings with potential donors, held at Geneva in 1992, however, failed to mobilize the necessary funds enabling the implementation of an integrated global project inducing the respective regional components. In accordance with the recommendations of these meetings, ECA briefed African member States on the outcome of the consultations and invited them to nominate their representatives to a regional steering committee which was set up and submit their proposals for possible implementation under GEE 21. The ad hoc meeting of senior advisers on energy strategies and policies, held in Addis Ababa in May 1993, approved the composition of the regional steering committee and mandated ECA to ensure the necessary follow-up. Repeated attempts over the recent past to mobilize funding for the African component within the global project have proven to be unsuccessful. New initiatives have been taken by ECA to secure support and funding for the project on a regional basis.

II. IN-DEPTH EVALUATION OF PROGRAMME 45: AFRICAN CRITICAL ECONOMIC SITUATION, RECOVERY AND DEVELOPMENT

53. The following recommendations were made:

(a) The first phase (progress report) of an in-depth evaluation of Programme 45, requested by the Committee for Programme Coordination (CPC), was undertaken in 1993-1994 by the Headquarters Central Evaluation Unit, based on inputs from the three United Nations departments involved in the implementation of the programme, namely Department for Policy Coordination and Sustainable Development (DPCSD) through the Office of the Special Coordinator for Africa and the Least Developed Countries (OSCAL), the Department for Public Information (DPI) and ECA;

(b) The progress report was submitted to the last ECA Conference of Ministers which referred to it in the context of resolution 770 (XXIX) on "Effective implementation of the United Nations New Agenda for the Development of Africa in the 1990s (UN-NADAF)". The report was further reviewed and its recommendations endorsed by CPC in May 1994 for submission by the Secretary-General to the General Assembly at its forty-ninth session;

(c) The report reviewed the development of programme 45 and its structure, resources and activities during 1992-1993. Recommendations were made (a) on resources mobilization, coordination of public information activities, need for greater publicity and resources; and (b) in relation with the work of the Panel of High-level Personalities on African Development and with the implementation of the System-wide Plan of Action for African Economic Recovery and Development;

(d) The report concluded with methodological recommendations for a follow-up study by the Joint Inspection Unit (JIU) of the United Nations system-wide response to the African critical economic situation including recovery and development;

(e) The findings and conclusion of the progress report on the in-depth evaluation, while embracing all three components (subprogrammes) of programme 45, had made specific observations on coordination at the regional level falling under subprogramme 2: "Monitoring, assessment and follow-up of the implementation of action programmes including their financial aspects", implemented by ECA;

(f) In this context, major emphasis was placed on the work of the Inter-Agency Task Force on African Economic Recovery and Development (UN-IATF) and the need for revising the System-wide Plan of Action. The report also endorsed the earlier conclusions of the UN-IATF on the proposed re-orientation of the System-wide Plan and made the following recommendation:

"The first revision of the System-wide Plan of Action should focus on the impact of the programmes and projects of the United Nations system in relation to the priorities and targets of the New Agenda, with due regard to African development strategies".

1. Status of follow-up

54. The above recommendation has been fully implemented by ECA in the course of 1994 when the System-wide Plan was revised accordingly. The final document was reviewed by CPC in September 1994 who endorsed it for submission to the General Assembly. CPC also commended the new orientation reflected in the revised version.

55. The revised version of the Plan introduced the concept of priority areas and lead and collaborative agencies for six selected areas of focus, namely: human resource development and capacity building; growth, equity and sustainable development; food, agriculture and agro-based industries; regional economic cooperation and integration; towards sustainable development; and energy relief, rehabilitation, reconstruction and development. In this context, the Executive Secretary of ECA (Chairman of the UN-IATF) also suggested the establishment of a high-level segment of the Task Force with a view to transforming it from a mere ad hoc consultative group into a decision-making organ. The initiative taken by the Executive Secretary was in conformity with the preoccupation of the Secretary-General to strengthen coordination at the regional level. The matter is still under consideration by the members of the Task Force.

56. The follow-up of the first phase of the in-depth evaluation of programme 45 resulted, *inter alia*, in new resource allocations among the three subprogrammes: Subprogramme 1 was considerably strengthened. Additional resources approved by the forty-ninth session of the General Assembly went to programme 1 in the form of one P.3 post. A D.2 level post was also redeployed from OSCAL to subprogramme 1. For ECA, an allocation of \$34,000 was approved for temporary assistance.

57. The last General Assembly also considered the redeployment of \$428,500 from Section 3 to Section 8 of the 1994-1995 programme budget with a view to strengthening programme 45. There is no indication, so far, on how these additional resources, would be distributed among the three subprogrammes.

58. It is, therefore, of paramount importance to accelerate the full in-depth evaluation phase which is expected to be more focused on those problems which are central to ECA's role in the implementation of UN-NADAF, namely the capacity of the United Nations system to effectively respond to it at the regional level.

59. The Joint Inspection Unit (JIU), commissioned to carry out the substantive phase of this in-depth evaluation, stated its work in February 1995. The report is expected to be submitted to the fiftieth session of the General Assembly.

60. In the same context, the question of ECA's coordinating role at the regional level, including the implementation of the Secretary-General's directives in this regard, are expected to be comprehensively addressed.

61. In spite of tangible results to strengthen programme 45 as a whole ECA's capacity to implement sub-programme 2 has remained unchanged and limited to only one professional (P.5) post: Secretary of UN-IATF. This situation has been a major concern for the secretariat which has unsuccessfully, however, pursued the decentralization of the other two subprogrammes (2 and 3) from Headquarters to the Commission.

III. TRIENNIAL REVIEW OF THE IN-DEPTH EVALUATION OF THE DEVELOPMENT ISSUES AND POLICIES PROGRAMME: ECA (MULPOCs AND PADIS)

62. The progress report on the triennial review of the above in-depth evaluation was considered and endorsed by CPC in May 1994. This report was also submitted to the last ECA Conference of Ministers which, *inter alia*, took note of it as indicated in resolutions 777 (XXIX) on "Enhancing the capacity of the Multinational Programming and Operational Centres (MULPOCs)" and 789 (XXIX) on "Strengthening information systems for Africa's recovery and sustainable development".

63. The following recommendations were made:

(a) Recommendation 1, MULPOCs: Priorities of each centre: "In the short term, each MULPOC should focus its activities on the rationalization of subregional groupings and their programmes, with due attention to country objectives, as well as regional strategies, taking into account the first phase of the implementation of the Abuja Treaty. Participation in the regional network set up by ECA for monitoring the implementation of the United Nations New Agenda for the Development of Africa in the 1990s should be the second highest priority";

(b) Recommendation 2, Overall priorities in ECA for subregional activities: "In time of budgetary restraint, and pending the rationalization of subregional programmes, resources available should be mobilized only to support projects of highest integration impact; and, of those projects, those which are most likely to be granted all the funds required for their implementation. ECA should continue to rely on temporary outpostting of headquarters staff to a subregion, and on the activities of the ECA-MRAG rather than attempt to provide all the MULPOCs at the same time with the critical mass of resources required";

(c) Recommendation 3, MULPOCs: Redeployment within ECA 1994-1995 budget: "The allocation of resources to the MULPOCs for the biennium 1994-1995 should be revised in the course of the biennium, and existing resources at ECA redeployed to match requirements, with due attention to non-staff resources";

(d) Recommendation 4, Resources of PADIS: "CPC had recommended that UNDP should provide adequate resources to allow PADIS to become fully operational. UNDP support of PADIS came to an end in 1992 (see para. 46 above). The ECA Conference of Ministers is concerned by the precarious

financial situation of PADIS and, the Economic and Social Council, in its resolution 1993/67, requested the General Assembly to ensure the provision of adequate staffing and resources for ECA's information systems development, beginning with the programme budget for the biennium 1994-1995 (see paras. 47-48 above). PADIS has made significant progress towards achievement of its objectives (see para. 43 above), and ECA is trying to diversify the PADIS donor base, as well as to increase cost recovery revenues (see para. 49 above). A review for future arrangements for PADIS will be submitted to the ECA Conference of Ministers at its session in May 1994. Should it be necessary, the Secretary-General would revert to this question following the outcome of the review".

1. Status of follow-up

64. As recommended, the refocusing of the MULPOCs activities, has been undertaken though unevenly in view of the peculiarities of each subregion. A study on "Framework for coordination, harmonization and rationalization of African economic grouping" has been completed. Already in 1993, a similar paper was prepared focusing on Central Africa. However, the difficulties facing the Economic Community of Central African States (ECCAS) and the transformation of the Central African Customs and Economic Union (UDEAC) into the Central African Monetary and Economic Union (CEMAC) added to the instability in the Economic Community of the Great Lakes Countries (CEPGL) area and made it impossible to hold consultations on the implementation of the recommendations.

65. Concrete steps have been taken to build in the 1994-1995 programme of work of the Economic Cooperation Office and the MULPOCs appropriate orientations and activities to focus on the objectives of the first phase of the Abuja Treaty establishing the African Economic Community.

66. In West Africa, as a result of several studies conducted by ECA in the past, the policy organs of the Economic Community of West African States (ECOWAS) entrusted the African Institute for Economic Development and Planning (IDEP) with the responsibility of coordinating a study on the rationalization of West African IGOs. ECA was very closely associated with this study which was considered at the last ECOWAS Summit held in Abuja, Nigeria. The West African MULPOC will play the role deemed appropriate by the member States themselves in the implementation of the recommendations of this study.

67. In Eastern and Southern Africa, a Ministerial Joint Southern African Development Community (SADC)/Preferential Trade Area for Eastern and Southern African States (PTA) Committee was appointed by the Heads of member States comprising the two institutions and met in July 1994 to consider a report drafted by an independent team of consultants on the relationships between SADC and PTA [now the Common Market for Eastern and Southern Africa (COMESA)]. Following the decision of the last COMESA Summit to convene a special Joint SADC/COMESA Summit to review this most sensitive issue, ECA is ready and willing to assist in the process of setting up an effective mechanism to ensure smooth working relations between the two institutions.

68. North Africa with only the Arab Magreb Union (UMA) existing as subregional economic grouping is not faced with any rationalization problems. Studies are being carried out to map out plans for the enhancement of economic integration in North Africa.

69. The MULPOCs were very closely involved in all the above activities.

70. The MULPOCs have taken more and more advantage of the services offered by the ECA-MRAG which supplements their own expertise. The decentralization of 12 additional regional advisers from Headquarters, which became effective in the second half of 1994, has considerably strengthened ECA's capacity to decentralize its activities to the MULPOCs. Consequently, eight regional advisers were programmed for deployment to the MULPOCs in accordance with the respective priority areas established by them. At the end of 1994, there were four regional advisers outposted; two to the Tangier-based North African MULPOC

and two to the Lusaka-based Eastern and Southern African MULPOC. Recruitment or reassignment of the remaining four is under way. However, the expected impact to be derived from these additional short-term advisory services would need to be complemented by regular staff able to work on a permanent basis. This is particularly so for the implementation of the multisectoral projects of ECCAS, UDEAC and ECOWAS which were completed. The follow-up of these projects has been included in the work programme of the two MULPOCs concerned.

71. Additional regular staff resources will be deployed to the MULPOCs, in the context of the new structure of the secretariat. Non-staff resources for the funding of consultancy and ad hoc experts will need to be redeployed accordingly.

72. The Conference of Ministers adopted, at its last meeting, resolution 789 (XXIX) on "Strengthening information systems for Africa's recovery and sustainable development" which requested the General Assembly, within the spirit of its earlier decision 48/453, to authorize the creation of four professional posts and four local level posts, to permit the delivery of programmed activities of the Commission's subprogramme on information systems development beginning with its 1994-1995 programme budget.

73. ECOSOC resolution 1994/42 on "Strengthening information systems for Africa's recovery and sustainable development" invited the General Assembly to review the programme budget for the biennium 1994-1995, in the spirit of its decision 48/453, with a view to permitting the delivery of the activities of the ECA subprogramme on statistical and information systems development.

74. The forty-ninth session of the General Assembly endorsed Commission resolution 789 (XXIX) and requested the Secretary-General to implement it fully, however, within existing resources.

75. Accordingly, in the proposed restructuring of ECA, the information systems section including PADIS has foreseen the allocation of four regular budget professional posts.

Annex I

PROPOSED AGENDA FOR PROGRAMME EVALUATION: 1992-1997

Subprogramme		Biennium 1992-1993	Subprogramme *		Biennium 1994-1995	Biennium 1996-1997
1. 5. 13. 14.	Development issues and policies (in part) Least developed land-locked and island developing countries Monetary and financial policies and strategies Management of Africa's external debt (in part)	*	1.	Development issues and policies		*
2. 12. 20.	Economic cooperation and integration Trade development and cooperation Tourism	*	2.	Trade, regional econo- mic cooperation and integration	*	
3. 4. 9. 10. 18.	Agricultural and rural development Marine affairs (non-living resources) Environment and development Human settlements Population	*	3.	Poverty alleviation through sustainable development	*	◆
6.	Public administration and fiscal affairs		4.	Development adminis- tration and management		●
1. 7.	Development issues and policies (in part) Social development		5.	Human resources development and social transformation	●	
1. 21.	Development issues and policies (in part) Statistical development		6.	Statistical and informa- tion systems development		●
4. 15. 16.	Marine affairs (non-living resources) Natural resources Energy, including new and renewable sources of energy	● ● ●	7.	Natural resources and energy development	◆	
11. 17. 19.	Industrial development Science and technology for development Transport and communications		8.	Infrastructural and structural transformation		●
8.	Advancement of women		9.	Women in development	●	
Total		6(*)			4(*) 1(◆)	4(*) 1(◆)

- Reflecting new structure of revised Medium-term Plan (MTP) and merger of former subprogrammes.
- * Self-evaluation
- ◆ In-depth evaluation

Annex II**TERMS OF REFERENCE OF THE IN-DEPTH EVALUATION OF THE ECA
SUBPROGRAMME ON NATURAL RESOURCES AND ENERGY DEVELOPMENT**A. Objective

To conduct an in-depth evaluation of ECA subprogramme on natural resources, and energy development as requested in paragraph 4 of Commission resolution 776 (XXIX). The study will (a) review the objectives and orientation of the subprogramme; (b) assess the performance and results of the subprogramme; (c) propose strategies and priorities in the light of concerns expressed by the member States in resolution 776 (XXIX), in order to improve the effectiveness of the programme.

B. Scope of activitiesPhase I: Preliminary activities

The evaluators will:

- (a) Carry out a desk review of ECA documents and other materials relevant to the subprogramme on natural resources and energy development in the light of the Commission's resolution;
- (b) Interview staff at Headquarters in United Nations programmes, and UNDP and other relevant agencies, who are knowledgeable about the issues and ECA programmes;
- (c) Prepare for discussion with the Central Evaluation Unit (CEU), in consultation with ECA, an analysis of issues to be addressed in the final report, and any preliminary findings that can be derived from existing documentation, including ECA self-evaluation studies of activities on mineral resources, water resources, energy and cartography and remote sensing and marine affairs;
- (d) Propose an appropriate methodology for the study, in consultation with ECA.

Phase I will be completed by agreement between the evaluators and CEU on the methodology and issues to be examined in phase II. A report will be prepared by DDSMS in close consultation with ECA on the proposed methodology for the study and issues to be examined in phase II which will be submitted, after endorsement by CEU, to the ECA Conference of Ministers, in April/May 1995 and to CPC in the same year.

Phase II

The evaluators will conduct structured interviews with ECA staff at ECA headquarters and the headquarters of selected MULPOCs and with representatives of member States of the Commission and some of their regional intergovernmental organizations, donor countries, UNDP and United Nations specialized agency staff.

Phase III

A draft of the final evaluation report will be submitted by Ms. Beatrice Labonne, Chief, Natural Resources, Environment Planning and Management Branch/DDSMS, to ECA for review and comments. The report, together with the comments of ECA will be forwarded to Mr. David Curzon, Chief of the Central Evaluation Unit (OIOS) for final review and comments and, upon agreement, for submission by Mr. Paschke, Under-Secretary-General for Internal Oversight Services to the Executive Secretary of ECA. The final report will be submitted to the meeting of the ECA Conference of Ministers responsible for mineral

resources and energy development and utilization to be held in Accra in November 1995 for review and comments and subsequent submission to the ECA Conference of Ministers responsible for economic and social development and planning in May 1996 and to CPC in the same year.