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Executive Committee  
Extraordinary Meeting  
Addis Ababa, 16-18 February 1976

MEASURES  
TOWARDS THE REORGANIZATION  
OF ECA SUBREGIONAL OFFICES  
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MEASURES TOWARDS THE REORGANIZATION OF ECA SUBREGIONAL OFFICES AND UNDATS

1. Paragraph 18 of the terms of reference of the Commission provides for the establishment of such subregional offices as are found necessary to deal with problems of subregional interest. The subregional offices and UNDATs of ECA should be so designed as to be able to provide efficient technical services to Governments, individually and collectively. In brief, these functions consist in assistance to member States in the establishment of effective institutional machinery for policy and project formulation and the implementation of action-oriented programmes; identification and design of projects requiring concerted action among groups of member States; and establishment of effective working arrangements with the UNDP Resident Representatives, especially in the preparation of multinational projects.

2. Subregional offices were established at Tangiers (Morocco), Niamey (Niger) and Lusaka (Zambia) in 1963 while the Kinshasa subregional office was opened in 1964. In addition, three UNDATs are also in operation in Africa located at Yaoundé (Cameroon), Niamey (Niger) and Lusaka (Zambia). UNDATs have also been considered in the past for other groups of countries. The country coverage of each UNDAT has principally been based on the existence of core intergovernmental organizations and the presence of least developed and land-locked countries in the area. The creation of the UNDATs had been viewed by the General Assembly in resolution 2563(XXIV) and by the Economic and Social Council in resolution 1552(XLIX) as supplementary measures which might be particularly useful for some of the developing countries. Seven of the 12 countries served by the Lusaka-based UNDAT are classified as least developed and five of the countries are land-locked. The Niamey- and Yaoundé-based UNDATs serve three and two least developed countries respectively, four of which are also land-locked. <sup>1/</sup>

3. The past and present staffing provisions for each of the ECA Subregional Offices at Kinshasa (Zaire) and Tangiers (Morocco) are far from being adequate for the role which the ECA is expected to perform effectively in the various subregions. The reorganization envisaged for the subregional offices and UNDATs aims at equipping them with adequately qualified staff in key priority areas of development under the direction of a Director or Team Leader and other resources commensurate with the functions entrusted to them.

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<sup>1/</sup> The Lusaka-based UNDAT covers the following least developed countries: Botswana (land-locked), Lesotho (land-locked), Somalia, Malawi, Ethiopia, the United Republic of Tanzania, Uganda (land-locked) and Swaziland (land-locked). It also covers Zambia which is land-locked. The Niamey-based UNDAT covers the following least developed countries: the Niger (land-locked), the Upper Volta (land-locked) and Benin. The Yaoundé-based UNDAT covers, among others, Chad and Central African Republic which are both least developed and land-locked.

4. The second Conference of Ministers in February 1973 adopted resolution 241(XI) on the need to harmonize the UNDATs and subregional offices. Where the two programmes are located in the same country, as at Lusaka and Niamey, they have already been integrated.

5. Although the reorganization and programmes of the subregional structures have recently been discussed with the Administrative Management Survey, a joint ECA/UNDP/ESA review mission is planned for the first part of 1976. The mission will review both the UNDATs and subregional offices and determine, inter alia, the composition, institutions, future methods of financing, integration of the work programme to be implemented at the headquarters and at subregional levels and the contribution of Governments in material and personnel. The terms of reference of this mission are being worked out together with UNDP and a draft is annexed hereto for information only.

JOINT UNDP/ECA/ESA EVALUATION MISSION ON THE AFRICAN UNDATS

DRAFT TERMS OF REFERENCE

I. Background

The UNDAT (United Nations Multinational Interdisciplinary Development Advisory Teams) programme was initiated under General Assembly resolution 2563 (XXIV) which, inter alia, requested the Secretary-General and the heads of other United Nations bodies to intensify their efforts to meet more satisfactorily the requirements of member States in development planning, plan implementation, public administration and management, especially by organizing, wherever possible and appropriate, continuing advisory services in those fields. The Economic and Social Council, in resolution 1552(XLIX), considered that the provision of such technical assistance in the form of advisory services through subregional interdisciplinary teams might be a particularly useful way of assisting some of the developing countries to build up their own services in such fields. The history of the demand by African Governments for decentralization of ECA activities to the subregions is reflected in a series of resolutions which are reproduced in a supplementary document.

It was recognized that such basic assistance could best be provided by interdisciplinary teams of experts who had an intimate knowledge of a country and its problems and who were able to follow the progress being made on a regular basis. It was therefore decided to provide multinational interdisciplinary development advisory teams on an experimental basis to individual Governments within small groups of countries in the various developing regions. The delineation of the country coverage of each UNDAT is based on considerations of historical relations among the countries, the existence of core intergovernmental organizations and the presence of a number of least developed and land-locked countries in the area.

There are already seven UNDATs in operation - in the Caribbean, Latin America and the South Pacific and three in the African region, located at Yaoundé (United Republic of Cameroon), Niamey (the Niger) and Lusaka (Zambia). The Yaoundé UNDAT became operational in 1971 while the other African UNDATs became operational in 1974.

The initial financing for the UNDATs was provided by means of a special allocation under part V of the regular United Nations budget and the United Nations budget and the United Nations Trust Fund for Development Planning and Projections. Financial support has also been received from bilateral sources, namely the Swedish and Netherlands Governments and USAID. With financial support coming to an end, measures aimed at reducing staff levels in the UNDATs were taken in December 1974 and no further UNDATs were to be established. Discussions initiated late in 1974 by the Department of Economic and Social Affairs in New York with UNDP to explore possibilities of funding of the UNDATs by UNDP were continued by ECA. In further discussions among the regional commissions, the Department of Economic and Social Affairs and UNDP, it was decided that the question of funding during 1976 would be taken up with UNDP. The request for \$US 900,000 for UNDP funding for African UNDATs was approved in principle by the Regional Bureau for Africa on condition that all the parties concerned considered such action as a holding operation for 1976 only. The balance of the resources expected to be available to the African UNDATs in 1976 is estimated at \$US 214,000, making the total budget for the year \$US 1,114,000.

A series of recommendations and resolutions adopted in 1973 by the ECA Technical Committee of Experts at its third meeting, the Conference of African Planners at its fourth session, the Executive Committee at its eighth meeting and by the Conference of Ministers at its second meeting, particularly in resolution 241(XI) sought a re-adjustment of the terms of reference of the African UNDATs. Recognizing the potential contribution of the UNDATs to the promotion of regional technical co-operation and economic integration, the Commission proposed that the programmes of the UNDATs be, if not exclusively, at least mainly oriented towards the identification, joint evaluation and implementation of multinational projects by States members of each of the areas served.

In view of the financial crisis, the divergence between the initial terms of reference of the UNDATs and recent recommendations and resolutions adopted by ECA policy organs (the Technical Committee of Experts, the Executive Committee and the Conference of Ministers) as well as of the need to maximize the efficiency of multinational collective action aimed at increasing co-operation among African countries and in order to apply the principles of the new international economic order, ECA and UNDP decided late in 1975 that an evaluation of the whole African UNDAT programme should be undertaken by a joint mission early in 1976 which would make recommendations upon the role, financing and the composition of UNDATs.

The success of UNDAT projects as a long-term instrument for development and inter-governmental co-operation will depend on the existence of a clearly formulated policy and strategy in intercountry co-operation within which specific multinational projects may be selected and the extent to which such projects serve national development priorities to which Governments can and are willing to commit national resources.

## II. Scope and purposes of the review

The primary purposes of the review which should determine whether assistance beyond 1976 is in fact justified, are:

- (i) To evaluate the programme to determine how adequately its immediate purposes are being attained and how effective it has been or is likely to be in helping the Governments to achieve the relevant objectives;
- (ii) To identify the factors which may have facilitated or deterred the achievement of the programme's immediate purposes and ultimate objectives; and
- (iii) To make recommendations for future action, including the desirability of and justification for continuing assistance.

## III. Instructions concerning specific aspects of the project

To this end, the mission will consider in particular the following points:

- (a) The type of projects being undertaken by UNDATs and their implementation

The mission should determine how projects being undertaken by UNDATs can be action-oriented to achieve the objectives specified in policies to which the Governments served are committed, how project studies are related to concrete commitments in writing by

individual Governments before indepth studies are initiated, and how these projects are related to existing instruments and financial arrangements in the Government and/or beneficiary subregional organization for their implementation. The mission should assess to what extent the Governments have been prepared to fulfil these requirements in connexion with the projects undertaken by the UNDATs.

The mission should therefore examine the possibilities of government participation at all levels of project development beginning with the interpretation of project proposals, project design and the creation of facilities for project implementation where such facilities do not already exist.

(b) Country coverage of UNDATs

The mission will determine the most appropriate country coverage including the most suitable locations for the UNDAT teams taking into account recent developments since the UNDATs were established and the needs of the least developed of the developing countries. To the extent possible, the mission will also obtain the views of Governments and intergovernmental organizations on the possible need for additional UNDATs and the appropriate country coverage.

(c) Direct institutional assistance to subregional governmental organizations

The mission should also determine whether it would be desirable to provide, through the UNDATs, direct institutional assistance to the subregional governmental organizations, as a means of strengthening the technical and other capabilities of the secretariats or other executive bodies of subregional organizations.

(d) Effectiveness of institutional arrangements in the implementation of the programme

Concern has been expressed in the past over the unevenness of the contacts between the UNDAT teams and the agencies of the United Nations system in co-ordinating activities and programmes at the field level, and in the elaboration of programmes and projects. Such deficiencies have also been noted in respect of co-ordination with bilateral and other multilateral programmes. In particular more systematic contacts could have been forged with the UNDP Resident Representatives in the field, who have been delegated quite specific responsibilities for the co-ordination of development activities at field level, not only on behalf of the United Nations system, but also in respect of relations with bilateral and other multilateral sources of external assistance. Another factor is the specific designation of the UNDP Resident Representative as the representative of the Department of Economic and Social Affairs and of ECA.

Resident Representatives have well-defined roles in relation to projects in which there is a UNDP financial input and follow the same procedures in respect of regional projects. In accordance with this established practice, the following arrangements have been extended to the UNDATs starting with UNDP financial assistance as of 1 January 1976:

The Resident Representative:

- (a) Is the representative inter alia of ECA as executing agency;
- (b) Provides the main channel for communication, at the policy level, between the government and UNDAT;

(c) Is the co-ordinator of all UNDAT activities within the country, in relation both to government programmes and to programmes of United Nations organizations or bilateral and other non-United Nations programmes;

(d) The principal Resident Representative for UNDAT purposes:

- (i) Will be the one whose office is where the UNDAT has its headquarters. That Resident Representative will oversee the activities of the UNDAT, in co-operation with the Resident Representatives in the other countries served by the UNDAT;
- (ii) Will provide the channel of communication, on major policy issues, with ECA, UNDP, and the UNDAT, while communications on technical issues may still go direct to and from the UNDAT, to ECA, the United Nations or specialized technical staff;
- (iii) Will provide to ECA and UNDP his own reports on, and assessments of, the work of the UNDAT.

The mission should therefore assess critically the extent to which the principles and directives stated above have been implemented by the UNDP Resident Representatives, and the team leaders of the UNDATs. The mission should feel free to make any recommendations concerning improvements which might be possible or necessary within the context of the above principles and directives.

(e) The integration of ECA headquarters and subregional programmes

At present there is no clear link between the work programme of ECA as an executing agency and the projects which are undertaken by the UNDATs as units of ECA whether at the conception, design or implementation levels. The mission will therefore examine the mechanism for relating the two work programmes at the three levels of conception, design and implementation taking into consideration the views of the intergovernmental programming bodies and the Technical Committee of Experts of ECA which determine the UNDAT and ECA work programmes respectively. In this connexion the mission will specifically review the present terms of reference of the UNDATs.

The mission will also look into the ways in which a two-way flow of staff between ECA and UNDATs can be sustained and how such pooling of resources may affect the composition of the teams.

IV. Composition of the mission

The mission will be composed of the following:

\_\_\_\_\_, representing the United Nations Development Programme (UNDP);  
\_\_\_\_\_, representing the United Nations Economic Commission for Africa (ECA).

The mission will have available to it consultancy services from the United Nations.

V. Involvement of Governments and intergovernmental organizations

The Governments of the following countries served by the UNDATs are invited to associate themselves with the mission's work:

In West Africa: Benin, Ghana, the Ivory Coast, the Niger, Nigeria, Togo and the Upper Volta.

In Central Africa: The United Republic of Cameroon, Central African Republic, Chad, the Congo, Equatorial Guinea and Gabon.

In East and Southern Africa: Botswana, Ethiopia, Kenya, Lesotho, Madagascar, Malawi, Mauritius, Mozambique, Somalia, Swaziland, United Republic of Tanzania, Uganda and Zambia.

A precise itinerary will be established taking into consideration time and logistical constraints.

Interested intergovernmental organizations will also be invited to associate themselves with the mission's work.

VI. Consultations in the field

The mission will maintain close liaison with UNDP Resident Representatives in the countries to be visited, the relevant government departments, intergovernmental organizations and UNDAT Team Leaders as well as other members of international teams of experts and the programmes of the specialized agencies.

VII. Limitations of the mission

Although the mission should discuss with the authorities concerned anything relevant to its assignment, it is not authorized to make any commitments on behalf of UNDP or ECA.

VIII. Timetable

All members of the mission will first assemble on \_\_\_\_\_ 1976 at Addis Ababa where they will be briefed by the UNDP Regional Office and ECA.

For the area served by each UNDAT, the mission will first consult with the Resident Representative, the Principal Project Representative, and visit the headquarters of the UNDAT before proceeding to the capitals of the member countries.

The detailed itinerary for the visits of the evaluation mission will be established and communicated to all concerned.

All members of the mission will return to Addis Ababa for debriefing and preparation of the report.

The mission's work, including the report writing, should be completed within four months of the day of its assembly in Addis Ababa for briefing.

IX. Report of the mission

The report should be completed as far as possible in the field, so that there is an opportunity for whatever additional consultations are needed. It should be submitted in its final form (not in draft) simultaneously to UNDP and ECA.