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Annex

Resource mobilization target table for Albania (2002-2005) ............................ 10
Introduction

1. The country cooperation framework (CCF) builds on the results and lessons learned from previous cooperation and has benefited from the process of undertaking a Country Review in early 2001. It addresses those development priorities of Albania that correspond to the common concerns of the Government and UNDP, and focuses on those areas in which the national comparative advantage of UNDP allows it to have the most impact and achieve the most visible results. The CCF is for the four-year period 2002 to 2005, and this timeframe will facilitate the harmonization of country programme cycles with UNICEF and UNFPA. The process of developing the Common Country Assessment/United Nations Development Assistance Framework (CCA/UNDAF) has also contributed to the formulation of the CCF and a first issue of the CCA is expected in December 2001. National ownership of the CCF has been a key feature and the document has been prepared with the full participation and collaboration of the Government and civil society, as well as the United Nations system and UNDP international development partners. Representatives from these groups joined UNDP Country Office staff in the Local Project Appraisal Committee.

I. Development situation from a sustainable human development perspective

2. Since 1992 substantial progress has been made in implementing the structural and institutional reforms required to establish a functioning market economy and the creation of a democratic system of governance. The Albanian Government is dramatically reducing its role in almost all fields of economic activity and the most important elements of a market-based economy have already been established. The results of these efforts have helped the Government to put the economy on a path of rapid growth. The process of transition in Albania has not, however, been without serious setbacks. The inability of the emerging state institutions to deal with the effect of the collapse of the so-called Pyramid schemes in 1997 discredited the new institutions created in the preceding years and fuelled the still-existing distrust of citizens in the state. The scheme wiped out an estimated 60 per cent of private savings, and led to a widespread breakdown in public order and political upheavals in 1998. The Kosovo crisis in 1999 stretched the capacities of the state institutions with the sudden influx of almost 500,000 refugees from Kosovo, equivalent to 15 per cent of the country’s population.

3. Since the Kosovo crisis, Albania has completed an Interim Poverty Reduction Strategy Paper (I-PRSP) and is working closely with the World Bank and the donor community on a more comprehensive PRSP (locally referred to as a Growth and Poverty Reduction Strategy – GPRS) to be presented to the international financial institutions at the end of 2001.1 The I-PRSP emphasizes the need to promote economic growth as “the main instrument for sustained improvements in the living conditions of the population and the elimination of poverty”. Albania is also negotiating a Stabilisation and Association Agreement (SAA) with the European Union, which will provide guidelines and conditions for the country’s eventual incorporation into the EU. The policies that need to be adopted and actions taken by the Government successfully to meet the requirements of an SAA are complementary to those of the GPRS process in key areas, and these instruments will be the main focus of government policy and donor support. Albania is an active member of the Stability Pact for South Eastern Europe, a forum for increased regional cooperation for a country that was formerly the most isolated in Europe. This in turn will complement the conditions for an SAA, which require formal steps on regional integration. International support for Albania has been strong, but this has led to Albania becoming a highly aid-dependent state, particularly in relation to financing public investments.

Progress towards democratic governance

4. Regardless of the difficult conditions within which the process of democratization has taken place,

1 UNDP contributed to the PRSP process through supporting a qualitative assessment of poverty in Albania and providing advisory services to the Government by fielding a consultancy mission from Bureau of Development Policy, New York.
Albania is now well on its way to establishing a democratic system of governance. Two years after the Kosovo crisis, the state institutions appear to have stabilized, opening the possibility of engaging more actively in capacity-building and re-building trust between state and society. Local elections in 2000 were held and generally assessed as satisfactory. General elections in 2001 were held without serious problems. However, it is generally acknowledged that significant capacity-building support to the management of elections is still required and improvements to the electoral system are needed.

5. The capacity of Parliament to play an effective role in the policy process has increased, though further efforts are needed to build a professional parliamentary institution. The Albanian parliament in its modern form is a young institution that has been plagued by setbacks in institutional development since the first democratic elections were held in 1992. Violence has marred parliamentary sessions, in particular in 1997 and 1998, and frequent boycotts by key political parties have further undermined the credibility of parliament. A civil service law was passed in 1999, which has created the basis for the development of a professional system of state administration. However, it is generally accepted that the stabilization and professionalisation of the state administration can only be achieved in the long term, and a major support effort will be required. The process of decentralization and development of accountable and professional self-government at the local and regional level has gained momentum. This constitutes a major step forward in bringing government closer to citizens and thus reducing the still-prevalent distrust of citizens in the state. In addition to the development of institutions and the decentralization of powers, the development of effective governance practices is also required. Broad participatory approaches to policy formulation still need to be built, tapping the potential of emerging civil society organizations (CSOs).

Low levels of human security

6. Despite progress, Albania ranks low in comparison with other south-eastern and Central European transition countries in terms of commonly used indicators of human development. The UNDP Human Development Index places Albania 85th (based on 2000 data) out of 162 countries ranked, significantly below the rankings for other transition countries in south-eastern (55-73) and Central Europe (33-47). Poverty in Albania is relatively high, owing mainly to limited job opportunities and low incomes, particularly in agriculture. Unemployment levels are high in both urban and rural areas, but official unemployment figures (18.3 per cent in 1999) significantly underestimate real levels. Moreover, poverty in Albania not only manifests itself in low income for part of the population, but also in limited access to, and poor quality of, basic services like education, health, water, and sanitation. In addition, large differences and inequalities exist between rural and urban areas.

II. Results and lessons of past cooperation

8. The first CCF for Albania (1998-2001) was designed around three main thematic areas, which together aimed to contribute to poverty reduction and to promote a process of sustainable human development: (a) good governance and public administration; (b) economic recovery and employment; and (c) social sector development. Both
the formulation and implementation of the CCF were negatively influenced by the incidence of serious crises. The need to respond to these resulted in a change in the thematic focus of the country programme towards addressing urgent short-term issues as they occurred.

A. Key results

9. The specific results of UNDP cooperation during the period of the first CCF as identified in the Country Review (February 2001) include the following:

(a) UNDP targeted three prefectures with an innovative project aimed at linking weapons collection with developmental activities. The project supported the collection of approximately 12,000 weapons. It was pointed out to the Country Review mission by the Mayor of Gramsh, one of the project prefectures, that the incidence of firearms-related accidents and crimes in her municipality and the surrounding district had been reduced to zero over the last two years. It may be assumed that the UNDP project may have contributed to the increased sense of stability and to the marked reduction in weapons-related incidents.

(b) Assistance channelled through UNDP resulted in the creation of a registry of voters in Albania for the first time. Since the local elections, a Central Electoral Commission has been established which will take the lead in the management of the parliamentary elections. The UNDP project provided computer equipment, essential software and high-grade peripherals required for servicing the elections. Technical assistance was also provided and voter identification cards were issued for the first time under the project. In this way, UNDP interventions have contributed to the sound nature of the recent national elections.

(c) In the area of job creation and private sector development, UNDP supported the development of an SME Strategy that was subsequently adopted by Government. Two regional business centres were established under the SME project and the reconstruction of 15 enterprises has been undertaken under the Restructuring Enterprises project, 12 of which are now profitable.

(d) Through UNDP/GEF support, approximately 40 NGO/community-based organizations (CBOs) have been involved in about 35 sub-projects undertaking local activities that address global environmental problems. Networking among NGO/CBOs, both formal and informal, has been promoted partly through joint implementation of the sub-projects. Building on the initial mandate to offer small grants to NGOs and communities, the programme is considered a model venture in terms of participation and transparency, geographic distribution, replicability, and sustainability. UNDP has also had an impact on national environmental policies and donor agendas by increasing public awareness of global environmental issues and communicating lessons learned from its community-based experiences.

(e) UNDP support addressed women in development issues focusing on advocacy, policy formulation, data collection, capacity-building and empowerment. Concrete results were achieved in all these areas. In cooperation with the Albanian Government and NGOs, the project formulated the Albanian Platform for Action, a basic policy document which is widely used in the country in response to the Fourth World Conference on Women, held in 1995 in Beijing. For the first time, the project assisted and trained government officials and INSTAT specialists to disaggregate statistics by gender. The project also resulted in increased awareness, networking and advocacy activities among women’s NGOs.

(f) Eight local research NGOs participated in the preparation of the NHDR 2000. This is the first time that NGOs have been invited to join such a process, which previously involved only individual experts. It is expected that supporting NGOs and involving them will increase their skills and contribute in building/improving their capacities as integrated research teams.

B. Lessons learned

10. The main lessons learned at the country level during the first CCF include:

(a) The fragmented nature of the country programme points to the need to develop a more programmatic, focused and strategic approach. In this way, UNDP will be able to focus on exploitation of synergies between the different interventions and achievement of greater impact.
(b) The focus of the country programme needs to move from short-term rehabilitation requirements to upstream policy dialogue. For this to occur, capacity to undertake substantive pro-poor analysis on which to base options, positions and proposals for dialogue should be supported. In addition, greater visibility of the organization, more effective advocacy and demonstration of results are required.

(c) There is a need for UNDP to develop stronger partnerships among different development partners, national and international, including the United Nations system. The position of UNDP and that of the United Nations as a whole in such situations would be greatly enhanced through a more concerted United Nations system-wide strategy.

(d) Sustainability issues need to be addressed at the very outset of programmes and should be pre-negotiated with project partners as necessary. This may in some instances require commitments from the Government for subsequent follow-up with the payment of operational costs.

III. Objectives, programme areas and expected results

11. Learning from the lessons of the previous CCF, the structure of the UNDP programme is based around two narrowly and more strategically focused programme areas: (a) democratic governance; and (b) human security. In the present context of Albania, interventions in these two areas represent an important step in creating a pro-poor enabling environment for greater sustainable human development in the country. In addition, these two major programme areas will be supplemented by cross-cutting interventions, namely (a) gender and (b) information and advocacy. Resources will be allocated to the different areas as follows: (i) democratic governance, 43 per cent; (ii) human security, 36 per cent; (iii) gender, 7 per cent; (iv) information and advocacy 14 per cent. Although the resources devoted to gender are proportionately small, gender issues will be mainstreamed across all UNDP activities in Albania.

12. The above programmes will obviously not address all issues within each programme area, but have been designed based on national priorities and also within the parameters of the UNDP global mandate and national comparative advantage. Intended and ongoing actions of UNDP international donor partners have also been taken into account and the programme and cross-cutting areas are firmly placed within efforts to implement the GPRS and SAA. Moreover, the country programme will be closely coordinated with the Stability Pact and its regional initiatives, and will provide additional support, where appropriate, to regional linkages and approaches.

13. Within the longer-term objective of achieving high levels of sustainable human development, this country programme will focus on two major objectives: (a) to support the development of a democratic system of governance in Albania through the development of democratic governance policies and practices, open and transparent governance institutions and the introduction of innovative governance tools; and (b) to support strengthening of the ongoing efforts for human security as a key element of poverty reduction through the development of human security policies, institutions and practices and the establishment of innovative tools for human security.

A. Programme area 1. Democratic governance

Sub-programme 1.1. Public administration and civil service strengthening

14. Four key areas have been identified for UNDP assistance: (a) Policy support. A small support facility will be put in place to support the Department of Public Administration in obtaining urgent policy advice in relation to implementation of the new civil service law. (b) Civil service training. UNDP will support the implementation of a training programme for the core staff of the Institute of Training for Public Administration (ITPA). Additional efforts will be made to make training an integral part of the institutional development process and to develop capacities in personnel departments in the line ministries to conduct
training needs analyses. (c) Aid management. Support will be provided to upgrade aid management capacities and to assist the Albanian Government in developing its own coordination, monitoring and evaluation capacity, in order to move from a donor-driven system to a nationally driven one. (d) Economic management. Support will be given to build national capacities to identify socio-economic policy options, vet them and monitor their implementation and impact (for example, in relation to the GPRS). The result of this sub-programme will be an increase in efficient, transparent and responsive government and administrative structures in Albania and with it a better management of the public sector. Key partners in this area include the Department of Public Administration, the EU, the World Bank, Spain and the Netherlands.

Sub-programme 1.2. Decentralization and local governance

15. The sub-programme has four components: (a) Policy support. At the central government level, UNDP will assist the Ministry of Local Government to develop: (i) adequate legal and policy frameworks for the development of regional government; and (ii) practical policy solutions to key problems related to decentralization in areas critical to achieving improved levels of human development, such as health and education policy. (b) Local government training and management. UNDP will support collaborative initiatives between local and regional authorities to create locally owned training capacities to improve the qualifications of local and regional government civil servants. In addition, advice will be given to selected regional councils on the organization and management of regional administrations, in particular in key areas in which competencies are being transferred. (c) Participatory planning. Support will also be given to the development of participatory planning through support to the development of grass-roots level self-governing community organizations. (d) Albania Agenda 21. UNDP will support the development of Albania Agenda 21 through strengthening local capacities for sustainable development planning and the development of local Agenda 21 strategies in demonstration areas. Expected results of the sub-programme are (i) an effective legal and policy framework for decentralized authority and management, (ii) more effective delivery of training for local government, and (iii) planning and budgeting processes at the local level that more effectively reflect community-level perspectives, participation and needs. Key partners will include the Inter-Ministerial Committee on Decentralization, the Decentralization Task Force, the Ministry of Local Government, local and regional government institutions, USAID, SNV (Netherlands), the Council of Europe, GTZ (Germany), NGOs and CBOs.

Sub-programme 1.3. Strengthening governing institutions

16. UNDP will focus on support to two key governing institutions: (a) Parliament. UNDP support will focus on capacity-building of members of the parliament and their staff by training and exposure to other parliamentary experiences. In addition, support will be provided to increase the capacity of parliamentarians to participate effectively in round-table discussions on national priority issues, and the establishment of such discussion forums. (b) Election. UNDP will continue to support institutional development for the Central Elections Commission and in supporting capacity-building at the local level. Assistance will also be provided to strengthen the civil registry for more effective voter registration. The expected results of the sub-programme are (i) increased consultation by the legislature with civil society, academia and the public as inputs into the legislative processes, and (ii) a decrease in the incidence of disputed or contested election results. Other partners will be the OSCE, the Inter-Parliamentary Union, IDEA, Norway and USAID.

B. Programme area 2. Human security

Sub-programme 2.1. Enabling environment for human security

17. UNDP will support the development of a stronger enabling environment for human security through promotion of the concept in the Albanian context and through improved information collection and
dissemination related to human security to facilitate national reaction to important issues before they become serious. Two areas will be addressed: (a) Human Security Policy. UNDP will facilitate the integration of human security into overall development planning. It will cover assistance to identifying the appropriate concept for Albania and, in turn, identifying the human security situation in Albania through focused research. Special efforts will be made to identify the link between human security and poverty. (b) Early Warning Systems. Effective systems will be put in place to provide information on broad public security issues, for example crime and human trafficking, at the local level to facilitate preventative actions being undertaken. The expected result will be improved national preventative actions aimed at promoting human security. Partners will include national NGOs, think tanks and polling agencies, the Ministries of Public Order, Justice, Social Affairs and Local Government, the National Statistical Office and the RBEC SURF.

Sub-programme 2.2. Personal and community security

18. UNDP will focus on two key areas of personal and community security that pose obstacles to the full resumption of normal economic activity, reintegration, reconstruction and sustainable development: (a) Small arms and light weapons control programme. Based on the lessons learned from the weapons in exchange for development programme, UNDP will continue its support for small arms and light weapons collection and control. UNDP will also consider national weapons collection programmes within a broader regional cooperation framework. (b) Support to national mine action programme. UNDP will facilitate the elaboration and implementation of a comprehensive mine action programme by national authorities. UNDP will also work to ensure that the foundations are laid for strengthening the Albanian Mine Action Committee and the development of local management capacity. The expected result of the sub-programme is increased security of the population through a reduction in the proliferation of small arms, light weapons and mines. Key partners include the Ministries of Public Order, Defence and Local Government, national and international NGOs, the Department for Disarmament Affairs of the Secretariat, the BICC, NATO, Sweden and the Netherlands.

Sub-programme 2.3. Socio-economic security

19. The sub-programme will support increased levels of socio-economic security. (a) Income generation: Socio-economic security among vulnerable groups at the local level will be supported through a number of interrelated activities aimed at supporting poverty reduction and the development of sustainable livelihoods and implemented in close collaboration with the decentralization and local governance sub-programme. Activities will include (i) improving access to credit for members of vulnerable groups (in partnership with other national and international organisations); (ii) the development and provision of business development services for small and micro-enterprises, and (iii) implementation of small-scale public-works-type interventions aimed at addressing locally identified environmental concerns, especially in relation to solid waste management. The expected result of the above is increased income from employment (including self-employment and short-term employment) for vulnerable groups in the project areas. Partners will include the Ministries of Social Affairs and Local Government, financial organizations offering micro-finance services, the private sector (including private sector-related NGOs) and local government. (b) HIV/AIDS: As a key element of socio-economic security, UNDP will continue to provide advisory services to the Government to formulate and implement a national HIV/AIDS strategy in partnership with the Ministry of Health, the Institute of Public Health, other members of the United Nations HIV/AIDS theme group, Italy, UNAIDS and national NGOs. The expected result is implementation of a comprehensive national HIV/AIDS strategy addressing the impact of HIV/AIDS on poverty and human development.

Sub-programme 2.4. Environmental security

20. UNDP will play a lead role in strengthening environmental security through: (a) Disaster management, preparedness and reduction. UNDP will
support government efforts to reduce the disaster risks faced by the vulnerable populations in Albania by improving disaster preparedness and emergency response capacities at various levels in the country. (b) **Strengthening the Ministry of the Environment.** Advisory services will be provided in priority areas identified by the new ministry, including, where appropriate, the development of feasibility studies and resource mobilization to address urgent environmental needs. (c) UNDP (through GEF resources) will continue, and expand where appropriate, its ongoing support in the areas of (i) wetlands and coastal conservation, (ii) compliance with international environmental conventions, and (iii) small grants to national NGOs for the implementation of environmental projects. Expected results are (i) reduced disaster risk through better policies, strategies and capacities in place, (ii) more effective environmental policies and strategies aimed at priority concerns developed and implemented. In addition to the Ministry of the Environment, partners will include the Ministry of Local Government, local authorities, national and international NGOs, the EU, UNEP and Capacity 21.

**C. Cross-cutting areas**

**Cross-cutting area 1. Gender**

21. UNDP will support the design and implementation of a gender mainstreaming framework that will ensure effective mainstreaming of gender issues in both overall government planning and UNDP programming. In addition, and complementary to the above, support will be provided to build capacity at the Gender Studies Centre to provide advanced training and policy support. Other key partners will include the Committee of Equal Opportunities, the University of Social Sciences (Faculty of Sociology), the Parliamentary Commission for Women, the Soros Foundation and national NGOs. The expected results are (i) increased responsiveness of national and local plans towards the reduction of gender gaps and (ii) national machinery in place for policy and strategy formulation on the advancement of women and gender equality.

**Cross-cutting area 2. Information and advocacy**

22. UNDP will support these areas in a complementary manner: (a) **Information and communication technology for development (ICTD).** UNDP will provide high-level advisory assistance to develop an understanding and capacity to pursue informed ICT policy making in Albania. ICTD will also be mainstreamed across all UNDP projects and programmes and support will be given to government and NGO partners to develop ICT capacities and to promote e-governance. In addition UNDP will support the demonstration of ICTD and e-governance through assistance to (i) establishing a Trade Information Centre, and (ii) introducing the ASYCUDA customs management system. (b) **Advocacy, public information and social marketing.** These will be strengthened throughout UNDP projects and programmes in a strategic and coordinated manner. Assistance will also be provided to government partners. Support will include the use of the National Human Development Report, television soap operas, road shows and other innovative social marketing tools. The expected results of UNDP intervention in this area will be (i) effective policies, strategies and programmes in place for ICTD and e-governance in Albania and (ii) increased use of sustainable human development concepts in policy making and strategy development. International partners in this process include USAID, the Open Society Institute, Accenture, the Markle Foundation, the Global Internet Policy Initiative, the Stability Pact's E-SEE initiative, UNCTAD/ITC, national NGOs and the Albanian Media.

**IV. Management arrangements**

23. **Programme management.** Each programme area has been developed as an umbrella to bring together the different interventions in a comprehensive and programmatic manner that will facilitate the mutual achievement of programme objectives. Matrix management will be introduced to ensure coordination both between and within the frameworks and to facilitate linkages between upstream and downstream interventions. The recent re-profiling of the UNDP

3 The Trade Information Centres and ASYCUDA interventions will be fully financed by donor funds.
Country Office in this direction will also facilitate these linkages. National execution (NEX) will be the primary execution modality and will facilitate greater national ownership of UNDP interventions. UNDP may also consider using direct execution (DEX) in order to ensure flexibility and speedy delivery of inputs especially in the case of donor involvement in programme/project funding. At the local level, UNDP will take an integrated approach to implementation within the framework of the Local Governance Project. This will promote more effective and cost efficient interventions, facilitate exploitation of synergies between activities and reduce the burden on local government and communities. Appropriate use will be made of United Nations Volunteers (UNVs), both national and international, in the management and implementation of developmental activities. UNDP will work closely with national and international NGOs in programme and project implementation.

24. Monitoring and reporting. In line with the new Results-based Management tools, a system will be established within the Country Office to monitor the performance and results of the country programme as a whole and to identify corrective measures as needed. Results management will be incorporated as a fundamental requirement in each project or programme and management will be facilitated by a monitoring and impact assessment database of results-oriented indicators. Baseline and progress indicators will be collected through the NHDR, CCA, Early Warning Systems and GPRS monitoring interventions described in section III above. Partner organizations will be encouraged to participate in the monitoring and evaluation processes. Independent reviews will be conducted as appropriate to improve programme performance and impact.

25. Coordination. The donor assistance environment is highly competitive and as noted earlier, Albania has become a highly aid-dependent country. Donor coordination mechanisms have been developed by the OSCE “Friends of Albania” mechanism and by the World Bank. UNDP will fully participate in these mechanisms but take measures to promote greater government ownership of the development process. The aid management project will strengthen overall aid coordination in the sense of integrating external assistance into national programmes and strategies. In addition, the ongoing CCA/UNDAF process will lead to greater coordination within the United Nations system in Albania.

26. Strategic partnerships and resource mobilization. The development of strategic partnerships is a key feature of the country programme and efforts will be made to ensure that all activities comply with this approach. In particular, a strong link will be kept with the Regional Cooperation Framework (RCF) in areas such as decentralization/local governance, environmental governance and ICTD. In addition, significant resources will need to be mobilized to achieve the objectives and expected results of the country programme. It is estimated that resources of US $25 million will be required in addition to UNDP core funding. A Resource Mobilization Strategy has been developed within the aid management project and its implementation will be facilitated through increased visibility of UNDP (and the United Nations system) in Albania, and strengthened results orientation. According to this strategy, the following actions will be taken: (a) target donors who have already supported UNDP projects, as well as donors who do not have an aid structure; (b) undertake a brief analysis of which sectors are not using all funds committed and which donors are having difficulty in disbursing. Such an analysis would help UNDP to draw attention to some of these sectors in which it has an interest to participate and help to identify which donors it can work with; (c) as part of this analysis, a prioritized list of donors, by sector or issue, will be prepared. These donors will then be contacted to discuss how UNDP could partner with them to improve their delivery rate; (d) build a strong partnership with the Government to pursue resource mobilization jointly; and (d) develop steady coordination within the United Nations system.
## Annex


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**UNDP other resources**

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<td><strong>Subtotal</strong></td>
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**Grand total**                  | 31 592\(^*\)                                 |

\(^{1}\)Not inclusive of TRAC 1.1.2, which is allocated regionally for subsequent country application.

Abbreviations: AOS = administrative and operational services; GEF = Global Environment Facility; SPPD = support for policy and programme development; STS = support for technical services; TRAC = target for resource assignment from the core.