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S U P P O R T

PROGRAMME PLANNING: THE THIRD PROGRAMMING CYCLE, 1982-1986

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Relevant trends and problems in the country programmes
proposed for approval in June 1983

Report of the Administrator

Summary

The present report, prepared for the Governing Council's information, examines the trends and problems evident in 20 country programmes which the Council is requested to approve at this session.

The report is divided into nine sections, namely, the timing of country programmes and related aspects; nature of preparatory work; the co-ordinating role of UNDP; financial aspects; equipment component in country programmes; pre-investment and investment support activities; major development objectives; sectoral and thematic emphases; and global priorities.

Although the number of programmes available for analysis is limited, a comparison with the 25 programmes approved at the special meeting in February 1983 reveals several distinct trends. First, while country programmes are formulated within the framework of a national plan or programme, the majority are timed to coincide with the major part of the indicative planning figure (IPF) cycle. Second, the continuous programming approach continues to be a feature of country programmes, though to a lesser extent than was apparent for programmes already approved for the third cycle. Third, the sectoral allocation of resources follows a pattern similar to that of previous years. Fourth, greater emphasis continues to be given to the co-ordination of UNDP-assisted activities with those financed from other sources.

1. This report, which analyzes the trends and problem-oriented issues evident in the 20 country programmes submitted to the Governing Council of UNDP for approval at the present session,^{1/} has been prepared in compliance with the decision of the Council at its twenty-first session to be kept informed of relevant trends and problems in the country programmes presented to it for approval, and is the tenth in a series of such reports. With the submission of these 20 programmes, 135 of the country programmes for the third programming cycle will have been submitted to the Council for approval.

2. Although the present sample is relatively limited in size, the 20 country programmes cover activities in all regions: seven programmes are submitted from the Africa region, six the Asia and Pacific region and five from the Latin American and the Caribbean region. One programme each originates in the Arab States region and Europe.

3. Fourteen of the country programme documents conform to the short format required for programmes of less than \$20 million in available programmable resources, including four which fall under the "very small" category for programmes under \$5 million. The remaining six programmes, which exceed \$20 million in total available resources, conform to a 24-page limit and are accompanied by a note by the Administrator. Statistical information on the timing of the country programme and the nature of the programming exercise, financial aspects, sectoral distribution and global priorities, as well as an abstract of the orientation of the country programmes and their co-ordination with other programmes, is included in a series of annexes contained in an addendum to this document.

4. Although few generalizations or definite conclusions valid for the Programme as a whole can be made about the contents of such a small number of programmes, when compared with the 25 programmes approved by the Council at its special meeting in February 1983, certain common characteristics and patterns emerge, which are discussed below.

A. Timing and related aspects

5. Since country programmes may not start before the year in which they are approved, the programmes before the Council all commence in 1983 or later. With the exception of the programme for Sri Lanka, which is submitted for approval prior to its start in 1984, the Council, in accordance with decision 81/15, is requested to approve retroactively the first five months of the country programmes submitted to it, in order to facilitate their timely implementation.

6. Three countries (Kiribati, Tokelau and Tuvalu) are submitting country programmes for the first time. Five are presenting their second country programmes and twelve their third. The duration of the great majority of country programmes (18) extends over the remaining four years of the third planning cycle, i.e. 1983-1986. In the case of Nicaragua, a shorter plan period (1983-1985) was decided upon in view of the serious post-war difficulties which that country is experiencing and which make it difficult to

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programme with any exactitude beyond 1985. At least 13 country programmes correspond to the major part of the national plan periods of their respective countries. Thus, as was confirmed at the Council's special meetings in February 1983 and May 1982, country programmes for the third cycle, while formulated in full knowledge of national plan objectives and priorities, continue to be aligned with the time period of the indicative planning figure (IPF) cycle. In the case of Sri Lanka, the Government decided to limit the duration of its country programme to a three-year period so that it could be synchronized with the remainder of the third IPF cycle, and also with the remaining three years of the Government's five-year public investment programme for 1982-1986. Extensions of their second cycle country programmes until the end of 1982 were granted to the Governments of the Central African Republic, Colombia, Costa Rica, and Ghana, so as to allow time for the preparation of national development plans and the identification of national development priorities.

7. Six of the country programmes reviewed show a hiatus of three years or more between the end of the preceding country programme and the programme submitted for the third programming cycle. In Uganda, the lapse of six years between the end of the previous (first) country programme and the start of the present one was due to a long period of economic difficulty and the effect of the war in 1979, following which UNDP-financed activities were suspended. When activities resumed in 1980-1981, priority was given to rehabilitation and relief services, which delayed the preparation of the second country programme. UNDP activities in Iran came to a halt in 1979, resulting in a hiatus of three years between the second and third programmes. The lapse of five years between the preceding and present programme for Belize was due to the Government's decision, taken in consultation with UNDP, to forego the preparation of a country programme for the second cycle, in view of the limited resources available. In the case of Nicaragua, the hiatus of three years between the second and third programmes was caused, in addition to internal problems, by the Government's desire to await the formulation of its medium-term national development plan. The delay of five years in the submission by the Government of Equatorial Guinea of its second country programme was the result of the political situation that prevailed during the five-year period which did not permit a normal functioning of all national institutions. The events of 1974 and the subsequent instability of the social and economic life of Cyprus made it impossible for the Government to proceed, in orderly succession, with the preparation of a country programme for the second cycle, thus resulting in a hiatus of six years. The six Governments referred to above have been receiving assistance under the authority given to the Administrator by the Governing Council to approve UNDP assistance to projects pending the approval of the new country programme (see paragraphs 8-9.)

8. Twenty-nine country programmes ending in December 1981 were extended through 1982 by the Administrator. Sixteen of these countries submitted new country programmes to the Council at its special meeting in February 1983, and nine are submitting new programmes to the current session. In the case of Chad, which is among those whose programmes were extended through 1982, no

decision had been taken at the time of the writing of this report on whether a new country programme should be submitted to the Governing Council at its thirtieth session.

9. The Governments of Benin, Bolivia and Suriname, three of the 29 countries mentioned above, have encountered difficulties in the submission of their new programmes and have requested an additional extension of one year of their current country programmes. Since the duration of the extensions will be more than one year due to the further delay in the submission of a new country programme by these countries, a document reflecting the intended use of UNDP resources during the extension period is required to be submitted to the Governing Council in accordance with decision 81/15 adopted at its twenty-eighth session. The Administrator is therefore submitting to the Council for its consideration and approval requests for extensions of the country programmes for Benin, Bolivia and Suriname (DP/CP/BEN/EXTENSION, DP/CP/BOL/EXTENSION and DP/CP/SUR/EXTENSION), giving the justification, objectives and description of actions to be undertaken in 1983.

10. The Administrator also wishes to inform the Governing Council that he has approved the extension through 1983 of the country programme for El Salvador (DP/CP/ELS/EXTENSION), which ended in December 1982. The extension through 1983 by the Administrator of the country programme for Afghanistan was reported to the Council at its February 1983 meeting. No additional extensions of country programmes are required through 1983.

11. At its special meeting in May 1982, the Governing Council approved 21 requests by the Administrator for authority to approve assistance to projects submitted by Governments which either never had a country programme or for which the date of the next country programme could not be determined. At the Council's special meeting in February 1983, five of the Governments ^{2/} receiving such assistance presented their programmes. The Governments of Belize, Cyprus, Equatorial Guinea, Iran (Islamic Republic of), Kiribati, Nicaragua, Tokelau, Tuvalu and Uganda, which were also receiving assistance under this arrangement, are submitting their country programmes to the thirtieth session, leaving seven countries for which the arrangement is to be continued.^{3/} In the case of Swaziland, the authority to approve projects was granted to the Administrator until June 1983, at which time the Government had planned to submit its new country programme. However, the Government of Swaziland has subsequently informed the Administrator that it would be unable to submit a programme to the present session and a further request by the Administrator for approval authority is being submitted to the Council in document DP/1983/32. The decision regarding the submission of a new programme for Lebanon or a continuation of the arrangement for approving assistance to projects was still under consideration at the time of writing of this report.

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B. Nature of preparatory work

12. The recommendation of the Consensus of 1970 that country programmes should be based on national development priorities and objectives was also followed in the country programmes under review. The primary frame of reference for the formulation of 18 country programmes was the country's own development plan, economic programme or other guiding document. National development plans were still under preparation in the case of Ghana, Equatorial Guinea and Nicaragua. In Equatorial Guinea, the national plan is being elaborated with the assistance of UNDP and other organizations of the United Nations system.

13. An over-all identification of technical co-operation requirements was carried out in 13 countries, mostly for national planning purposes, while nine countries benefited from various sectoral studies or reviews undertaken primarily by the United Nations organizations in conjunction with the country programming process. In all countries, the preparation of country programmes was the subject of internal discussions among the various sectoral and planning ministries within the Government and the result of a continuing dialogue and close consultations between the Government authorities, the resident representative and United Nations agency representatives.

14. An assessment by the resident representative of the prior country programme experience was utilized in the formulation and preparation of 12 country programmes. These reviews usually provided an opportunity to identify successes or failures and to determine future directions for UNDP assistance. In the Central African Republic, following the evaluation of the second cycle programme, a general meeting was convened with the participation of the Government, agency project personnel and the UNDP field office for the purpose of drawing on the lessons learned from the past assistance in preparing the new country programme. In the Syrian Arab Republic, the resident representative conducted an assessment of all major activities implemented under the previous programme, and in Equatorial Guinea, which has not had a country programme since 1979, UNDP carried out a review of all ongoing projects and included in the resident representative's note to the Government an evaluation of the previous experience which incorporated the recommendations formulated in connection with the various tripartite evaluation reviews undertaken for key projects.

15. The resident representative's note, which provides the Government with the resident representative's views on the possible orientation of a new country programme, served as an important input in the programming dialogue between the Government and the United Nations system in nine countries. While in 1980 the Administrator proposed to the Governing Council that the resident representative's note should be made optional, further review of the issue led to the conclusion, reflected in document DP/1982/5, paragraph 54, that a note, drawn up after consultations within the United Nations system and reflecting the collective wisdom of the system in regard to specific country programmes, would be most desirable. For the preparation of future country programmes, the Administrator therefore intends to ensure that a more comprehensive discussion paper will be prepared.

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16. The participation of the organizations of the United Nations system in the formulation of country programmes included, in 12 countries, the undertaking of specific programming missions at the request of the Government. In almost all countries, the organizations of the United Nations system contributed significantly during the country programming exercise, either through their local representatives or project personnel or through technical missions or written submissions, to the identification and formulation of projects included in the country programmes. In Liberia, various missions were carried out during the country programming exercise, the most important of which was a United Nations inter-agency mission comprising representatives of 11 agencies which visited the country in March 1982. UNDP organized several sectoral missions to the Central African Republic comprising multidisciplinary teams, including representatives of the Food and Agriculture Organization of the United Nations (FAO), the United Nations, the International Labour Organisation (ILO), the World Health Organization (WHO), the World Meteorological Organization (WMO), the United Nations Educational, Cultural and Scientific Organization (UNESCO) and the United Nations Capital Development Fund (UNCDF). Other agencies, including the World Bank and the International Civil Aviation Organization (ICAO), also sent missions to that country which carried out sectoral reviews and project identification. Specific country programming missions were undertaken in Ghana by the United Nations Industrial Development Organization (UNIDO), WMO, FAO, ICAO and UNESCO, and in Uganda, a number of missions fielded by the agencies assisted the Government in the preparation of sectoral development strategies and the identification of projects to be financed with UNDP assistance. In Equatorial Guinea, project proposals prepared for the donors' conference held in April 1982 contributed to the country programming exercise.

17. In Iran (Islamic Republic of), in addition to some 12 programming missions, both sectoral and project-specific, fielded by various United Nations agencies, two separate programming missions were undertaken by UNDP to assist the Government in the preparation of the final draft of the country programme. In view of the diminishing level of IPF funds made available for the third programming cycle, the Government in Kiribati did not request the fielding of agency programming missions although the written views of the agencies were elicited in the determination of priorities for continuing UNDP assistance. Programming missions in Sri Lanka were deemed unnecessary since, in the Government's view, its sectoral policies and priorities were well known and an abundance of information was readily available.

C. Role of UNDP in co-ordination

18. Another distinctive feature of the country programmes examined is the important efforts made by resident representatives and Governments to secure more co-ordination and integration between UNDP-financed activities and those funded from other sources. In practically all countries, the resident representative was successful in stimulating a dialogue between the Government aid co-ordinating authorities and other members of the United Nations system, and in some cases, with bilateral donors. Nineteen country programmes indicated that UNDP activities in several sectors were closely related to or

complemented the assistance financed by other multilateral or bilateral sources. Also instrumental in promoting co-ordination and complementarity of assistance was the support provided by UNDP, and in particular the resident representatives, in assisting the Governments of the Central African Republic, Equatorial Guinea and Liberia in preparing for donor round table conferences, which provide an opportunity to review the assistance funded by other major donors.

19. Examples of co-ordinating functions follow: In Ghana, particular attention was given to ensuring that the UNDP country programme was complementary to the assistance programmes of other United Nations organizations as well as to those of other bilateral and multilateral donors operating in the country. To this end, the draft country programme was circulated to all agencies for review and consultations were held with key resident bilateral donors as well as with the European Economic Community (EEC) and the World Bank. The Uganda country programme contains certain catalytic elements whereby UNDP involvement has encouraged the participation of other multilateral or bilateral donors in projects such as anti-poaching activities, the government printer and a new project to provide training to women in primary health care which will involve WHO and United Nations Children's Fund (UNICEF). Efforts to achieve greater co-ordination with bilateral assistance programmes are exemplified in the country programme for Cyprus by the close co-operation between a UNDP-assisted project for the control and eradication of animal infertility diseases and the assistance in animal health provided by the Federal Republic of Germany. In Belize, in order to increase the impact of all the resources available to the country, the Government will use the country programme as the frame of reference for the co-ordination of all programmes of assistance, both from within and outside the United Nations system, linking multilateral and bilateral sources of assistance to country and intercountry projects.

20. In finalizing the assistance envisaged in its country programme, the Government of Liberia emphasized the need for co-operation between UNDP-funded projects and those of other multilateral and bilateral agencies. A notable example is UNDP assistance for a well-drilling project which is closely co-ordinated with inputs from EEC, UNICEF and other donors. UNDP assistance for the strengthening of community development in the Central African Republic is part of a larger project to which UNDP, UNICEF, the World Food Programme (WFP) and bilateral assistance programmes contribute. Similarly, in the United Republic of Cameroon, a UNDP-assisted project aimed at the training of staff for small-and medium-size enterprises was integrated with assistance from the World Bank and bilateral aid. In Costa Rica, the Government utilizes the UNDP office for ensuring co-ordination with bilateral assistance. For example, UNDP will play a co-ordinating role for the technical assistance provided by various programmes in energy planning. In Nicaragua, the Government will seek greater co-ordination between national and regional and interregional activities and has requested the assistance of UNDP in obtaining aid from other donor programmes for priority projects not included in the country programme, in order to supplement the assistance provided by UNDP. Activities in the country programme for Colombia are co-ordinated by the

Government's planning department with different sources of assistance, as in the case of a UNDP-supported project for the storage and marketing of food stuffs in urban areas, which will complement the assistance provided by the Interamerican Development Bank (IDB).

21. In Sri Lanka, the co-ordination of United Nations system assistance is carried out through mutual consultations and attendance by United Nations system representatives at each other's programming sessions. The UNDP country programme as well as the WHO and UNICEF programmes were prepared simultaneously in that country. Bilateral donors were also kept informed at every stage of the programming exercise through monthly donor and government meetings organized by UNDP. An outstanding example of co-ordinated programming in the Sri Lanka country programme is the expanded assistance to be provided in the third programme period for the training of settlement planners and managers, which will be closely co-ordinated with inputs from other United Nations agencies involved in financing settlement-related projects, as well as the Mahaweli down-stream development programmes financed by many donors. In the formulation of the country programmes for Tuvalu and Kiribati, account was taken of the complementary development assistance provided by UNDP intercountry programmes, other agencies, and bilateral and voluntary sources. Both Niue and Tokelau will take advantage of the assistance offered under the UNDP regional programmes to supplement their country programmes, especially in training and consultancies.

D. Financial aspects of country programmes

22. The 20 country programmes reviewed for the Council's thirtieth session represent, in financial terms, a total of approximately \$285 million in available programmable resources^{4/}. In terms of illustrative IPFs, they amount to \$362 million, or approximately 9 per cent of total UNDP illustrative country IPFs for the third cycle. The individual illustrative IPFs for these country programmes range in size from \$950,000 for Tokelau to \$76 million for Sri Lanka.

23. The financial information contained in annex III of document DP/1983/60/Add.1 shows the resources taken into account for programming as follows: (a) illustrative IPF resources for the third cycle; (b) less the unprogrammed balance; ^{5/} (c) less the authorized budget level for 1982;^{6/} (d) adjustment for the carry-over of unused resources from the second cycle or for funds borrowed from the third cycle IPF; (e) other resources, such as government or third-party cost sharing, the Special Measures Fund for the Least Developed Countries and special allocations for island developing countries.

24. The financial summaries annexed to the country programme documents do not reflect the reduction of the authorized budget levels from 80 to 55 per cent of the illustrative IPFs for the third cycle. Since the majority of country programmes were already in an advanced stage of preparation at the time the decision was made to limit the authorized budget levels to 55 per cent of the illustrative IPFs, the Administrator decided to retain the 80 per cent level

for all country programmes submitted to the Council at its thirtieth session. As a result of the 55 per cent programming ceiling, the actual use of resources will not correspond to that planned.^{7/} The Administrator is submitting a note to the Council (DP/1983/66) shows the resources available for programming at both the 80 and 55 per cent levels for the country programmes under review.

25. In cases where country programmes were prepared in full knowledge of the 45 per cent cutback from the illustrative IPF level, the amount set aside as unprogrammed reserve is considerably larger than would normally be the case. In seven country programmes, reserves amount to over 10 per cent of available resources; in two of those cases, reserves run as high as 40 per cent. Although the purpose of the reserve is to meet unforeseen needs, the impact of the decline in resources will necessitate accommodating these needs either by seeking alternative sources of financing or through major modifications in sectoral earmarkings and/or proposed new projects.

26. A larger percentage of resources has been allocated to new projects than to ongoing activities in 12 country programmes. Six country programmes contain predominantly new projects, while only one country devotes more than 50 per cent of its total resources to ongoing projects. New activities included in the country programmes but not yet approved may also have to be sacrificed or postponed, especially if sectoral earmarkings or reserves are not adequate.

27. Cost sharing, both recipient Government and third-party, is one of the important innovations that have been introduced to supplement the limited IPF resources. Of the programmes reviewed, half have some cost-sharing arrangement, involving close to \$29 million. Two country programmes rely on substantial Government cost-sharing contributions: in Colombia, the Government is financing nearly one half of the programme, and almost two thirds of the programme for Trinidad and Tobago is financed by that Government. In the latter case, the Government has increased its level of cost sharing for 1983-1986 by at least 100 per cent over the period 1979-1982 in order to offset the reduction in the allocation of UNDP resources.

28. It is worth noting that Government cost-sharing activities are not always limited to countries with a high per capita income. For example, Uganda, which is a least developed country, is providing a cost-sharing contribution of \$1.7 million. Examples of efforts to obtain third party cost sharing include the country programme for Liberia which is receiving a cost-sharing contribution of \$370,000 from the Netherlands, and the Costa Rica programme, which includes \$1.2 million in third-party cost sharing in addition to the \$1.3 million in Government cost sharing. Table 1 gives a breakdown of cost sharing by country and compares its volume to the total resources available for programming.

Table 1. Cost sharing resources

(Thousands of dollars)

	Total resources available for programming (see DP/1983/60/Add.1 column 7 of annex III)	Of which Government cost sharing	Of which third-party cost sharing	Cost sharing as percentage of total
Colombia	25 542	11 133	-	44
Costa Rica	6 053	1 322	1 200	42
Cyprus	3 472	22	-	1
Fiji	12 245	1 756	-	14
Ghana	10 550	-	370	4
Hong Kong	37 729	1 000	-	3
Indonesia	702	75	-	11
Jamaica	13 966	10 500	-	75
Kenya	47 428	1 780	-	4
Madagascar				
Mali				
Morocco				
Niger				
Nigeria				
Senegal				
Sierra Leone				
Tanzania				
Togo				
Tunisia				
Zambia				
Zimbabwe				
United Republic of Cameroon	21 160	1 097	-	5
TOTAL	178 847	28 685	1 570	

D. Other resources which supplement IPF resources in the programmes examined include funds from the Special Measures Fund for the Least Developed Countries in the country programmes for Equatorial Guinea and Uganda and for the former country a special allocation for island developing countries from the regional IPF for Africa. The Government of Sri Lanka also expects to benefit from the Governing Council's decision regarding the add-on to IPFs for government-executed projects.

E. Equipment component in country programmes

D. At its special meeting in May 1982, the Governing Council requested that a summary analysis of the equipment component in country programmes submitted for the Council's approval be included in the present report.

E. It is difficult at the onset of country programmes to establish firm figures regarding the level of anticipated expenditures for project equipment. A description of equipment requirements was given in only two of the programmes reviewed. A sizeable equipment component is envisaged for a telecommunications project in

Tokelau, but it is expected that this will not exceed 40 per cent of the UNDP-financed portion of the country programme and is within the guidelines adopted by the Governing Council. In 1981-1982, 22 per cent of UNDP resources were devoted to equipment in the current Sri Lanka country programme. It is anticipated that this proportion will be maintained in the third country programme and that all equipment provided will be in support of research and training activities.

F. Pre-investment activities and investment support

32. In the 20 programmes analyzed, it was found that most Governments continued to place emphasis on the investment orientation of their country programmes with particular attention to natural and mineral resource surveys. Country programmes for Belize, Colombia, Ghana, Tuvalu and Uganda are some examples. It should be noted, however, that some country programmes did not discuss projects in detail, while others omitted the clear identification of projects as pre-investment. In both cases, it is likely that a number of pre-investment projects will be identified when these projects are formulated in more detail, as has been the case in the past. The magnitude of the pre-investment content in country programmes is therefore expected to be considerably higher than the 10 per cent estimate of the aggregate IPF resources for such countries referred to in document DP/1983/2, which was submitted to the special meeting of the Governing Council in February 1983.

33. Also, as pointed out in document DP/1983/2, the Governments continue to make use of IPF resources to provide technical assistance with a view to supporting projects in which investment commitments have already been made. Such assistance is essential in the planning, preparation and implementation of viable investment projects. In the country programme for Cyprus, a significant role is envisaged for five UNDP-assisted projects in support of World Bank-funded projects.

G. Major development objectives and country programme emphases

34. Continuous programming, or programming by objectives, continues to be a feature of the country programmes for the third cycle, although to a lesser extent than was apparent for programmes already approved for the cycle. Eleven countries have taken advantage of the flexibility offered by continuous programming by earmarking, to varying degrees, resources by sectoral objectives for which projects are to be identified at a later time. In Iran (Islamic Republic of), a large share (72 per cent) of resources have been left available for continuous programming since the Government wished to keep the country programme sufficiently flexible to enable it to respond quickly to new priorities, particularly in view of the fact that details of its national development plan were still being worked out and might reveal new areas where the Government wished to use IPF resources. However, as a consequence of the 55 per cent ceiling, the continuous programming approach through sectoral earmarkings and financial reserves has been rendered less effective since a large proportion of available resources will be absorbed for the financing of ongoing projects and the firm pipeline. Very few resources will therefore be available for programming of future needs. This will be particularly marked for programmes in the "very small" category. (See paragraph 26.)

35. Objectives selected for UNDP assistance and their relationship to national development strategies and to regional, bilateral and multilateral programmes are shown in annex IV (see document DP/1983/60/Add. 1).

36. The point most consistently stressed in the country programmes under review is that their main objective is to support the national plan or similar national development framework. However, programme documents vary widely in the extent to which they explain how the UNDP programme relates to the Government's over-all development efforts and why particular objectives were selected. It should be kept in mind that substantive detail in country programmes must be limited since they are not intended to be a vehicle for presenting detailed project descriptions, in-depth analyses of national development issues, or the previous UNDP experience in programme implementation. Furthermore, country programme documents need to be kept brief in order to comply with restrictions on the length of documents presented to the Governing Council.

37. Nevertheless, there is considerable scope for improvement in country programme documents inasmuch as some documents present a clearer indication than others of both the content of the programme and the rationale behind its formulation. In fact, certain short-format documents, e.g. the ones for Belize and the Central African Republic, contain much more relevant information than some of the long-format documents, which contain little but a list of projects. The following types of information contained in a number of programmes are particularly helpful: (a) a clear statement of emphasis on themes or key sectoral objectives (e.g. rural and community development for the Central African Republic, mining in Ghana, pre-investment in Belize, etc.); (b) changes in orientation, reasons for them (e.g. shift away from pre-investment for Sri Lanka due to reduced need to develop new investment projects since a large pipeline of projects has been built up for the medium-term, or the shift away from assistance for short-term emergency requirements towards meeting medium-term objectives in Uganda, the shift in the Belize programme from a large number of small projects focusing on institution-building to more limited number of projects in fewer sectors aimed at closer linkage with pre-investment activities); (c) some discussion of the Government's development objectives, issues and strategy for relevant sectors (e.g. Central African Republic, Colombia, Ivory Coast, Kiribati, Sri Lanka, etc.); (d) emphasis on modalities of implementation (e.g. the use of short-term consultants, technical co-operation among developing countries (TCDC), national experts, etc. in Costa Rica, Nicaragua, etc.); and (e) clear statement on the criteria used in programming, e.g. the programmes for Colombia, Costa Rica, and Cyprus refer to factors such as areas where the United Nations system has proven capability, transfer of technology lacking in the country, absorptive capacity of national institutions, etc.

H. Sectoral and thematic emphases

38. The sectoral allocation of resources, shown in annex V, in the 20 programmes follows a pattern similar to previous years. Agriculture continues to be the largest sector, with an average allocation of about one third of resources programmed. Only four countries allocated greater resources to

other sectors: Equatorial Guinea and Niue to planning, Belize to natural resources, and Cyprus to industry. The next largest sectors, on average, are industry, transport and communication, planning, natural resources and education, which each receive between 9 to 13 per cent of the resources programmed. There is, however, considerable variation among countries. Those with higher per capita income or with greater skilled human resources tend to emphasize industry, viz. Cyprus, Iran (Islamic Republic of), Ivory Coast, and Trinidad and Tobago. Except Nicaragua, the programmes of Latin American and Caribbean countries have emphasized natural resource development more than the other regions.

39. A few of the 20 country programmes under review have clearly and deliberately concentrated resources on a few large projects, themes, or sectors. The Central African Republic and the Ivory Coast emphasize rural and community development, to which about half the resources are allocated. In Ghana, the programme is comprised essentially of large-scale projects of over \$1 million, while in the countries with very small IPFs (e.g. Cyprus, Kiribati Niue, Tokelau, Tuvalu), most projects are small-scale, i.e. under \$200,000. The small size of projects does not necessarily imply more limited impact. Small inputs in activities such as planning or research could have quite large impact at the national level, particularly in key areas such as national debt, energy, food, etc. Small UNDP project inputs are also sometimes complemented by other external inputs to enhance their impact.

I. Global priorities

40. As noted in previous years, it is clear that country programmes are formulated on the basis of national rather than global development strategies. Furthermore, UNDP country programmes do not support the entirety of a country's development efforts. Inasmuch as most country programmes seek to concentrate resources in supporting a few key objectives, country programmes cannot be expected to consistently support all global priorities even if the latter are objectives of Governments concerned. Nevertheless, UNDP is continuing to ensure that Governments are kept informed of the contributions which the United Nations system can make towards achieving global objectives. Governments are also being asked to elaborate in country programme documents the extent to which the UNDP programme is used to meet global priorities and the reasons for these decisions.

41. Annex VI of document DP/1983/60/Add.1 shows the extent to which the 20 country programmes under review promote development priorities endorsed by intergovernmental bodies, particularly by the Governing Council. These objectives include: meeting the needs of the poorest segments of society; promoting women's role in development; conserving the environment; TCDC; the International Drinking Water Supply and Sanitation Decade (IDWSSD); and the United Nations Decade for Transport and Communications in Africa.

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42. The degree of attention paid to global priorities does not differ markedly from previous years. Slightly less than half (40 per cent) of the programmes specifically point out that global priorities were taken into consideration in programme formulation. As in previous years, global priorities most consistently highlighted in country programmes are food security and meeting the needs of the poorest segments of society. Food security is promoted by 16 of the 20 programmes and is stressed as one of the major objectives in several, e.g. Liberia, Nicaragua, the United Republic of Cameroon, etc. Meeting the needs of the poorest is discussed in over one half of the programmes; however, only four have projects with the poor specifically identified as beneficiaries. This obviously understates the extent to which this objective is promoted, since virtually all 20 programmes contain projects for rural and community development, and for improving farm productivity, health conditions and education, etc., which will no doubt benefit the poorer segments of society. The enhancement of women's role in development is mentioned as a national objective in about one half of the programmes. There seems to have been a progressive increase in the discussion of this objective in country programmes since 1979, when comparable analysis began and only two of the 18 programmes presented mentioned the subject. The number of programmes which include projects specifically geared to improving women's participation in development has remained at about one fifth to one quarter of the programmes presented, but many more projects will benefit women and their role should be considered during final project formulation and implementation. Attention paid to TCDC, IDWSSD and protecting the environment has remained at about the same levels of 55 per cent, 40 per cent and 25 per cent, respectively. In addition, the United Nations Decade for Transport and Communications in Africa is discussed in five of the seven African programmes being presented and all seven programmes contain projects which contribute to the objectives of the Decade.

Notes

1/ At the time of the finalization of this report, decisions regarding the submission of the country programmes for Lebanon and Chad were still pending.

2/ Democratic People's Republic of Korea, Nigeria, the Sudan, Tonga and Vanuatu.

3/ Brunei, Hong Kong, Lebanon, Nauru, Qatar, Swaziland, the Trust Territory of the Pacific Islands.

4/ This includes authorized budget levels at 80 per cent of the illustrative IPFs for the third cycle and cost sharing.

5/ This represents 20 per cent of the illustrative IPF which has not been taken into account for programming.

6/ The authorized budget levels for 1982 and 1983 have been deducted in the case of Sri Lanka, since its new country programme commences in 1984.

7/ The setting of the 55 per cent ceiling will cause a further reduction of available programmable resources for the twenty country programmes reviewed by \$89 million. (See also DP/1983/66 for further details).