



**Governing Council  
of the  
United Nations  
Development Programme**

Distr.  
GENERAL

DP/CP/SWA/3\*  
10 February 1984

ORIGINAL : ENGLISH

Thirty-first session  
June 1984, Geneva  
Agenda item 5 (b)

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Consideration and approval of Country Programmes

THIRD COUNTRY PROGRAMME FOR  
SWAZILAND

UNDP assistance requested by the Government of Swaziland  
for the period 1984-1986

Illustrative IPF for 1982-1986:\$5,750,000

INTRODUCTION

1. The second country programme of Swaziland covered the period 1979-1981. Serious cutbacks in the programme were made necessary, however, by a high level of programming in 1981 and 1982 which could not be accommodated by the reduced resources available for the third cycle. The Government consequently requested an extension of the second country programme through the end of 1983, while the painful process of phasing down the programme level was completed.

\* In accordance with decision 81/15, adopted by the Governing Council on 27 June 1981 (E/1981/61/Rev.1, Annex I), the third country programme for Swaziland is being submitted to the Council without an accompanying note by the Administrator. The previous country programmes for Swaziland and the accompanying notes by the Administrator were issued under the document symbols DP/GC/SWA/R.1 and DP/GC/SWA/R.2 and DP/GC/SWA/R1/RECOMMENDATION and DP/GC/SWA/R.2/RECOMMENDATION, respectively.

2. The present country programme was drawn up by the Department of Economic Planning in consultation with UNDP, and in the context of the Fourth Development Plan now being drafted. The preparation of the Fourth Development Plan has been seriously delayed because of the death of His Majesty King Sobhuza II and the subsequent period of mourning. A new plan is being prepared for presentation to the Cabinet, but will not be available in time to be used as an input to the country programme. Since drafting of the plan was begun, there has been an election and an almost complete change in the Cabinet. It was therefore not considered feasible to use the priorities being defined in the new plan in the presentation of the country programme until the new Government has had an opportunity to review them completely.

3. Immediately prior to the preparation of the country programme a number of tripartite reviews were held on existing projects. Several were confirmed as of high priority, and resources were earmarked for their financing through part or all of the programming cycle. The Department of Planning selected priority areas for remaining funds based on the Government's identified priorities and the existing commitments of other technical assistance donors. Given the very low level of funds available for new programming, United Nations agencies were not encouraged to send programming missions to Swaziland.

4. The present authorized budget level under the IPF would make approximately \$1,928,000 available for programming in Swaziland in the period 1984-1986. Funds for 1984, however, are almost completely committed by ten ongoing projects, of which four are scheduled to terminate in that year. A total of \$1,228,000 is available for 1985-1986, of which \$742,000 is programmed for the continuation of ongoing projects and \$486,000 is available for new programming.

#### NATIONAL DEVELOPMENT OBJECTIVES AND PROGRAMMES TO BE SUPPORTED BY UNDP

5. Given the very low level of funding available, the Government of Swaziland is endeavouring to make increasing use of more cost-effective project procedures, including Government execution and the use of United Nations Volunteers. It also plans to concentrate resources in fewer sectors, phase out ongoing projects by the end of the third cycle and initiate activities, mainly in agriculture and public works, for funding in the fourth cycle, once the Fourth Development Plan has been approved. It should be noted that the continuing decline of UNDP resources, not only in real terms, but in monetary terms as well, has reduced the impact of the programme, whose main strength is no longer in its overall size but in the flexibility by which the remaining funds are used.

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6. The following presents a brief outline of conditions and development perspectives in the more important sectors. The projects funded through the indicative planning figure are to be extended beyond December 1983. While the proportion of ongoing to new projects may appear very high, it must be remembered that while Swaziland spent \$1,273,000 on all projects during 1981, only \$610,000 is available for 1985. The amounts of \$180,000 and \$298,000 are earmarked for new projects in 1985 and 1986 respectively. A large number of ongoing projects already have been cut, leaving only the hard core to which absolute priority has been given.

A. General development issues, policy and planning

7. A major problem facing the Government of Swaziland in its development efforts is the budget situation. This is characterized by highly fluctuating, yet generally stagnant revenues and by ever increasing recurrent expenditures.

8. The surplus available for directly productive capital investments has become increasingly limited. To assist in this area, UNDP is financing the services of a legal adviser to the Department of Income Taxes. The adviser reviews the income tax laws and assists in strengthening the methods of tax collection.

9. Another serious problem which has affected the ability of Swaziland to implement its development programme is the shortage of trained manpower at the senior and intermediate levels, particularly in such fields as engineering, architecture, surveying and mechanics which require long training periods. The capital budget, for example, is normally implemented at about 60 percent because of the Government's inability to provide the necessary technical inputs. UNDP is assisting the Government in this area under the project Engineering Assistance (SWA/78/009), by providing the services of a chief engineer to the Ministry of Works, Power and Communications. This project is currently scheduled to terminate in 1985. It is expected that an extension of the project through a second phase will be requested by the Government.

10. In addition, the Government has identified the works and communications as one of two areas for the launching of new projects within the country programme. Increased emphasis will be placed on assisting the Government in providing personnel in the fields of engineering, architecture, surveying and mechanics to support the technical services required in road, building, water supply, and vehicle maintenance programmes. An important consideration will be the cost-effectiveness of the manpower provided, many of whom will be in

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operational positions. The focus of activities will be on on-the-job training, rather than on formal training, for which funds from other sources are normally available.

11. The United Nations Financing System for Science and Technology for Development (UNFSSTD) is providing a more general support to the Government in realising its goal of increasing science and technology cadres. The project Assistance to the Faculty of Science in the University College of Swaziland (SWA/80/T01), is also being supported by a University lecturer and two United Nations Volunteers who are conducting teaching lessons to turn out five science teachers.

B. Agriculture and rural development

12. There is a sharp dichotomy in the agricultural sector between the formal sector, producing mainly for export, and the traditional sector, producing mainly for subsistence. Since the prospects for growth in employment in the formal sector are limited, the traditional agricultural sector will have to absorb substantial amounts of additional labour. The Government, through its Rural Development Area Programme, is encouraging an increase in the productivity of staple crops and the introduction of more profitable cash cropping in order to raise existing rural incomes. It is thus providing incentives for labourers to remain or return to rural areas.

13. Two projects in the agricultural sector are being carried out with UNDP assistance in support of these activities. Assistance in Marketing for Rural Development (SWA/78/014) is aimed at strengthening government facilities to provide marketing assistance for local producers. Women in Development (SWA/80/009), is designed to create opportunities for rural women to earn cash incomes, by training them in non-traditional cash earning activities, including shoemaking and manufacturing school uniforms.

14. Agricultural and rural development is the second area of concentration identified for the new country programme. In addition to the support provided to the two ongoing projects, which the Government sees as the key to its development programme, new assistance will be concentrated on strengthening the extension and research capacity of the Ministry of Agriculture. In this sector as well, emphasis will be placed on the cost-effective use of manpower and on-the-job training. An amount of \$264,000 has been earmarked for this sector for projects yet to be identified by the Government.

15. Two additional projects which are currently being implemented include the World Food Programme (WFP) funded Dairy Development (SWA/2541), which is designed to increase local whole milk production, and Quality Seed Production,

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(GCP/SWA/005 (DEN)), which is being executed by the Food and Agriculture Organization of the United Nations (FAO) under multi-bilateral financing from Denmark.

### C. Transport and communications

16. Priorities within this sector include the expansion of the post and telecommunications network and the upgrading of Matsapha airport to accommodate medium-range jets. The national airline will make efforts to attain more economically viable routes for both goods and passengers.

17. Assistance in this area is being provided through the projects, Training in Civil Aviation (SWA/79/002), which is funded through the United Nations Special Fund for Land-locked Developing Countries and Airport Construction (SWA/78/011). The latter is being executed by the International Civil Aviation Organization (ICAO). The project which is providing the services of eight engineers, three on the expert level, two associate experts and three United Nations Volunteers, is fully paid for through government cost-sharing. An amount of \$264,000 has also been earmarked for this sector for projects yet to be identified by the Government.

### D. Human settlements

18. In order to meet a severe urban and rural housing shortage, the Government will intensify efforts to provide low-cost housing, accommodations for middle-income groups, and to upgrade the living conditions of squatters.

19. Under the project Housing Development (SWA/82/001), which is financed by UNDP through the indicative planning figure, an architect and an associate expert are aiming to upgrade urban squatter areas and develop a rural settlement pilot scheme. The Government proposes to execute any project continuing beyond December 1984.

### E. Health and population

20. Under the Fourth Development Plan, health policy will be reoriented to shift priority from an urban and curative orientation to preventive and promotive health activities in rural areas.

21. Through the regular programmes, the World Health Organization (WHO), the United Nations Children's Fund (UNICEF), the United Nations Fund for Population Activities (UNFPA) and the World Food Programme (WFP) are making sizeable contributions towards programmes designed to meet the

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Government's objectives. Under the UNFPA/WHO funded project Family Planning, (SWA/75/PO.1) an adviser in health education is serving in the Ministry of Health and a United Nations Volunteer is involved in the development of health teaching materials.

#### F. Education

22. The Government assigns high priority to education in order to develop the human resources crucial for the socio-economic improvement of Swaziland. To this end, special emphasis will be placed on maintaining the cultural identity of the country.

23. In its efforts to provide facilities for all its nationals, the Government has developed programmes in adult literacy and vocational rehabilitation of the handicapped. In these two areas UNDP assistance has been concentrated on literacy training through Assistance to the National Literacy Programme (SWA/78/002). An advisor in adult literacy programmes and an English instructor have been strengthening and reinforcing the Government's programme. Through the project Vocational Rehabilitation, (SWA/78/004) an advisor has been assisting in the establishment of the Vocational Rehabilitation Centre at the Swaziland College of Technology where physically or mentally disabled people are being taught some basic trades and crafts. The literacy project is expected to end in its present form in December 1984; if its continuation will be necessary, the project will be executed either by the Government or the United Nations Volunteers.

24 The services of a museum director is being provided under the Government-executed project (SWA/82/002), to the National Museum. This project will be phased out in 1985.

Annex

FINANCIAL SUMMARY  
(U S dollars)

A. Resources

IPF and other resources

(i)	Illustrative IPF for 1982-1986	5 750 000
(ii)	Less unprogrammed balance <u>a/</u>	(2 588 000)
(iii)	Less expenditures for 1982	(775 000)
(iv)	Less estimated expenditures for 1983	(730 000)
(v)	Previous IPF cycle balance	271 000
(vi)	Other resources: Government cost sharing	208 000
	UN Special Fund for LLDC	55 000

Total resources available for programming: 2 191 000

B. Use of resources

(a) Programmed

(i)	On going projects	1 663 000
(ii)	New projects and new phases of on going projects included in the country programme	--
(iii)	Earmarked for specific objectives and activities for which projects are to be worked out at a later stage	528 000

Subtotal 2 191 000

(b) Reserve

Total programmed plus reserve 2 191 000

C. Financial distribution of programme, by sector

Sector <u>b/</u>	Ongoing projects	New projects	Sectoral earmarkings	Total
02 General development issues, policy and planning	161 200	-	-	161 200
04 Agriculture, forestry and fisheries	485 940	-	264 000	749 940
06 Transport and Communications	416 910	-	264 000	680 910
09 Human settlements	155 500	-	-	155 500
11 Education	184 200	-	-	184 200
12 Employment	230 950	-	-	230 950
15 Culture	28 300	-	-	28 300
TOTAL:	<u>1 663 000</u>	-	<u>528 000</u>	<u>2 191 000</u>

a/ Representing 45 percent of the illustrative IPF which has not been taken into account for programming.

b/ According to ACC classification.

