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S U P P O R T

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Trends and problems in the country programmes submitted
to the Governing Council for consideration and approval

Report of the Administrator

Summary

In accordance with the request of the Governing Council, this report analyses 45 country programmes which are submitted to the Council for approval at its thirty-third session.

This is the first submission of a significantly large number of country programmes under the fourth programming cycle, and the analysis reveals a number of trends in both country programming and the orientation of country programmes.

This report is submitted to the Council for its information.

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Introduction

1. This report is the latest in the series presented ever since the Governing Council, at its twenty-first session, requested the Administrator for an analysis of the relevant trends and problems in the country programmes submitted to each session of the Council. This report examines 45 country programmes submitted to the Council for approval at its thirty-third session. It is of special interest for the following two reasons.

2. First, the country programmes analysed in this report have all been prepared after the Governing Council decided at its last session on the allocation of country indicative planning figures (IPFs) for the fourth programming cycle. These programmes reflect the first major programming exercise under the fourth cycle by the Governments of a large number of recipient countries.

3. Second, this is the first submission of country programmes after the Council held a major debate at its last session on the quality of the programmes submitted for UNDP assistance and took a number of important decisions to effect improvement in the future programmes. A separate report on the action taken by the Administrator in compliance with those decisions is before the Council (DP/1986/13). Many of the country programmes analysed in the present report have been prepared following the guidelines developed and issued in pursuance of Governing Council decisions. However, as the new guidelines were issued only towards the end of the year, some of the programmes, whose preparation was well advanced at that time, have been prepared in conformity with the old guidelines. All of the larger programmes (i.e. those having more than \$10 million in programmed resources) have been scrutinized by a high-level Programme Review Committee established at UNDP headquarters for this purpose. Altogether 20 programmes were subjected to such special scrutiny by the Programme Review Committee.

4. As a part of the action mentioned in the foregoing paragraph, the format of the country programme document has been revised, and the revised format has already been followed in preparing most of the programmes under submission. In devising the new format, care has been taken to ensure that a country programme is formulated not only to promote the achievement of the Government's development objectives and priorities in the context of the current economic situation and longer-term development strategies, but also to ensure that it fits well in the overall context of the country's technical co-operation requirements and priorities, aiming at co-ordination and complementarity with the programmes of other sources of finance. Care has also been taken to apply the lessons learnt from past UNDP programmes in the country to the formulation of the new country programme. Under the new guidelines, an assessment of the technical co-operation requirements and priorities and an assessment of the previous or current country programme are now essential ingredients of the country programming process. The extent to which this approach could already be followed in preparing the submitted country programmes is discussed below.

5. As it happens, the composition of this set of country programmes is uneven not only in terms of regional representation but even more so in terms of resources. Whilst 16 programmes are from the Asia and the Pacific region and another 16 are from the Latin American and the Caribbean region, 8 of the former are from small Pacific island developing countries and 8 of the latter involve mostly Caribbean countries with an individual IPF each of less than \$2 million. Five are from Africa, another five are from Europe and three are from the region of the Arab States. Yet the sizeable number of programmes from the Asia and the Pacific and the Latin American and the Caribbean regions is helpful for drawing conclusions about trends and problems which are relevant to the programmes of these two regions in particular.

6. The sizes of the country programmes range from very large to very small. There are three very large programmes of over \$125 million - Bangladesh, China and Ethiopia, although the latter is different from the other two in that its size has been inflated by the inclusion of large non-IPF resources. On the other hand, there are as many as 21 small programmes of less than \$5 million (mostly island territories and European countries). The remaining 21 programmes range between \$6 million (Mongolia) and \$84 million (Viet Nam).

I. TIMING OF THE COUNTRY PROGRAMMES AND RELATED ASPECTS

7. Basic information on the timing and related aspects of the country programmes is provided in annex I in the addendum to the present document.

8. Most of the country programmes are the fourth in their respective series. Of the 45 country programmes submitted, 3 are the first programmes ever submitted by a country, while 8 are the second, 5 are the third and the remaining 29 are the fourth programmes.

9. Programmes have been submitted for the first time by Anguilla, Aruba, and St. Helena. The programme for Anguilla previously used to be combined with that of Saint Christopher and Nevis, but has now been prepared independently after the Territory's status reverted to that of a dependency of the United Kingdom. Similarly, the programme for Aruba used to be combined with those of the other islands of the Netherlands Antilles, but its programme has been separated because Aruba has been granted "Status aparte" from the beginning of 1986 and it has become an autonomous State within the Kingdom of the Netherlands. For St. Helena, the Governing Council approved its first IPF allocation in 1984, and therefore this is the first time the Territory has prepared a country programme.

10. For Suriname, whilst the country programme is its third and will utilize the fourth cycle resources, there was no regular country programme for the third cycle. Suriname's second country programme was prepared for the period of the last three years of the second cycle, 1979-1981, and was approved by the Governing Council at its twenty-sixth session. As the Government was unable to prepare a country programme for the third cycle, 1982-1986, Suriname's second country programme was successively extended and approved by

the Governing Council, and the latest extension was approved at the thirty-second session. There is, therefore, no legal hiatus between Suriname's second and third country programmes.

11. In accordance with Governing Council decision 81/15, country programmes may be approved retroactively for a period of up to six months. Since the previous country programmes for Anguilla, the Lao People's Democratic Republic, Nepal and Nicaragua ended in December 1985 and their new country programmes, as well as that of St. Helena, started in January 1986, the Council is requested to approve these new programmes retroactively for six months.

12. The country programmes presented in this document have been prepared mainly to utilize the respective IPF allocations for the fourth cycle, 1987-1991. The duration of all the country programmes except four (Bangladesh, China, Ecuador and the Lao People's Democratic Republic) coincides with the fourth programming cycle. The reason for the exceptions is discussed below. In three cases - Anguilla, Nicaragua and St. Helena - the duration of the country programmes has been deliberately extended to six years in order to cover the last year of the third cycle and the full fourth cycle. The overlap between the duration of the country programmes and the fourth programming cycle once again underlines Governments' preference for such synchronization for the sake of efficient resource management.

13. Whilst the above confirms the conclusion derived in the previous analyses of country programmes, it is noteworthy that in the present group of country programmes there is also a significant similarity in timing between the respective country programmes and national development plans. It was observed in previous analyses that, when a choice arose, most of the Governments chose to align their country programmes with the IPF cycle rather than with their national development plans. In the present country programmes, however, there is almost full overlap (divergences being no more than one year) between the time-frames of the country programmes and national development plans in 26 cases; the divergences range from two to three years in 11 cases, and there are no plans in 8 cases. The duration of the country programmes of Bangladesh, China, Ecuador and the Lao People's Democratic Republic has been deliberately made to coincide with the respective time-frame of the national development plans. In fact, the Government of China advanced its country programme by one year and the Government of Ecuador has restricted the time-frame of its country programme to three years in order to synchronize them with their national development plans.

II. NATURE OF THE PREPARATORY WORK

14. The 45 country programmes were finalized during the past year during which considerable discussion was under way both within UNDP headquarters and at the thirty-second session of the Governing Council concerning the manner in which country programmes were to be developed and presented. The revised format for the country programme document mentioned above has been designed to facilitate the necessary preparatory exercises before commencing the actual

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programming. The steps to be taken in this direction are: to make an analysis of recent economic development and the Governments' development strategies; to review the previous or current country programme; to make an assessment of the technical co-operation needs and their relative priorities and thus to note the focus and areas of activities of the various sources of technical co-operation; and to carry out sectoral or thematic reviews necessary to determine programme objectives and projects. Most of the country programmes submitted have already taken account of these steps, although in varying degrees, as the guidelines were only being prepared over the same period as these programmes were developed.

15. Basic information on the nature of the programming exercise is provided in annex II in the addendum to this document, and certain aspects are further elaborated in the Administrator's notes, prepared for all country programmes of \$10 million and above and for some country programmes of less than \$10 million.

A. National development plans and priorities
as the basis for country programming

16. Analyses of current economic trends as well as of Governments' development objectives and strategies were available in all the countries and provided the perspective for programming the available resources. A majority of countries had national development plans either completed or under preparation during the country programming period. Even in the countries where no formal development plans existed, the Governments had determined their development objectives and priorities. In some cases, special development programmes provided the basis for country programming. The Jamaica and the Philippines country programmes are based on structural adjustment programmes to stabilize their external financial situations prepared in consultation with the International Monetary Fund (IMF) and the World Bank.

B. Assessment of technical co-operation requirements and priorities

17. A country programme document is required to include an assessment of the country's technical co-operation requirements and priorities, because such an assessment provides the basis for defining the role of UNDP and those of other sources of assistance. It is thus putting into proper perspective the question of co-ordination among various sources of assistance.

18. The experience of the present country programmes shows that making a comprehensive assessment of technical co-operation needs is difficult for both conceptual and practical reasons. It can be done only over time and with substantial resources. It was expected that for assessing overall technical co-operation requirements the existing studies prepared in connection with national development planning would provide a sufficient basis. This presumption has not proven entirely correct. Whilst the Governments found the available studies and reviews conducted for planning purpose a sufficient basis to determine the focus and scope of their respective country programmes,

they were not always able to make a comprehensive assessment of technical co-operation needs based on these studies and reviews. There are also problems in developing methodologies for making a comprehensive assessment. However, it is expected that the experience gained from the National Technical Co-operation Assessment and Programmes (NATCAPs), especially in Africa, for which funds will be made available from the Special Programme Resources (SPR), will help to overcome these problems in the future.

19. Notwithstanding the problems discussed above, in preparing the country programmes for submission to the current session of the Governing Council, conscious efforts were made in many countries to make assessments of technical co-operation requirements. The Somalia country programme had the benefit of the UNDP/World Bank technical co-operation assessment mission conducted before the programming exercise. The country programme document for Cuba was prepared on the basis of special studies done by the State Committee for Economic Collaboration. The Nicaragua country programme document indicates that an assessment of technical co-operation requirements was undertaken by the Government through negotiations with bilateral donors and multilateral agencies. The Lao People's Democratic Republic document mentions that an in-depth analysis of the current situation in several sectors was undertaken in 1984 and 1985 which identified technical assistance requirements for the next five years, and these exercises laid the groundwork for the new country programme. Many other country programme documents describe how technical co-operation requirements were established in the various sectors. Whilst these have not always resulted from special assessments, they are derived from the priorities set up in the respective national development plans and various studies.

20. In some countries, the country programming exercise itself was used by the Governments as a wider frame of reference for their overall technical co-operation requirements, e.g. in Barbados, China, Peru and Trinidad and Tobago. In these and other countries, the estimated total cost of the priority project proposals identified for inclusion in the country programmes considerably exceeded the IPF resources available. Some Governments, whilst formulating the UNDP country programmes on the basis of the requirements identified at the outset, intend to make more comprehensive assessments of technical co-operation requirements during country programme implementation in keeping with the principle of continuous programming.

21. The country programme document for the Cook Islands makes an interesting comment in linking technical co-operation needs with the question of the emigration of the territory's nationals, mainly to New Zealand, stressing that whilst the territory lacks sufficient skilled manpower, the gaps constantly change and widen because of emigration. Similar special phenomena are present in varying degrees in many developing countries and have a bearing on the assessment of technical co-operation requirements.

C. Assessment of previous or current country programmes

22. For all the country programmes submitted, an assessment of the previous or ongoing country programme was an important step in the programming process. The assessments have been carried out jointly by the Governments and the local UNDP offices; in some cases with participation from UNDP headquarters and other United Nations organizations.

23. The country programme documents contain summaries of these assessments. They set forth briefly the objective content of the programmes, estimate implementation in terms of expenditure for the programme as a whole and also by project, make qualitative judgements on the output and impact of the projects and the programme toward achieving the target objectives, identify factors that affected programme implementation and draw lessons pertinent to the formulation of the new country programme. Whilst it is not possible to summarize in this report the findings of the assessments of all the ongoing programmes, certain lessons that bear relevance to the formulation of the new programmes are highlighted below.

24. Most programmes were found to be consistent with the development objectives and strategies of the Governments. Some of them were adjusted during the implementation period in the light of changing requirements. In a number of programmes, the emphasis on human resources development and the improvement of the planning machinery was enhanced during programme revisions and this emphasis has become more pronounced in the forthcoming programmes. Some of the assessments concluded that the nature and orientation of the new programme should be substantially different. The trend has been generally from scattered programmes to more concentrated programmes. Some of the previous country programmes were deliberately kept very flexible to help the Government to move into new activities during implementation, but it was concluded during the assessments that the new country programmes should be focused on selected objectives, maintaining some flexibility to respond to new demands. The assessment of several programmes confirmed also the continued usefulness of such innovative features as national project managers, large-scale government cost-sharing, government execution, promotion of technical co-operation among developing countries (TCDC) through the country programme, and resort to the mechanism of Transfer of Knowledge Through Expatriate Nationals (TOKTEN). In China the new Senior Technical Advisor Recruitment (STAR) system under which foreign experts are made available by the employing companies at little or no cost was found to be a valuable addition and will be continued in the new programme.

25. A number of lessons have been learnt from the implementation of the constituent projects, many of them well known. Among the noteworthy ones are: weak project design, especially in the form of poorly defined objectives; unavailability of national counterparts on a continuous basis; delays in expert recruitment; inappropriate qualifications of external experts; delays in equipment procurement; poor maintenance of equipment; delays in government clearance of fellowship candidates; high cost of experts; and the positive cost-effectiveness of United Nations volunteers and national experts.

D. Sectoral studies and programming missions

26. Since most of the country programmes have been prepared in the context of national development plans, sectoral studies exclusively for country programming were not often required, because such studies had been undertaken for preparing the development plans. Mostly the Governments themselves carried out the sectoral studies and reviews, but in some cases technical assistance was sought from the United Nations system. Studies conducted by the World Bank and regional banks provided valuable sectoral inputs for many of the country programmes. Programming missions from the organizations of the United Nations system were invited for some selected country programmes. In China and Jamaica, such missions made notable contributions. Five United Nations missions visited China to elaborate technical assistance requirements in industry, energy and natural resources, agriculture and agro-industry and income generation for the poor and those in remote areas. In Jamaica, three special missions were mounted to address the three priority areas selected for country programme orientation: a mission dispatched by the United Nations Educational, Scientific and Cultural Organization (UNESCO) provided analytical data on technology; the International Trade Centre (ITC), with inputs from the United Nations Conference on Trade and Development (UNCTAD) and the United Nations Industrial Development Organization (UNIDO), reviewed specific enterprise-level constraints on production for export; and UNDP and UNESCO, in collaboration with the World Bank, reviewed the education sector and produced a series of substantive papers. Programming missions were also undertaken in other countries including Ethiopia, the Lao People's Democratic Republic, Nicaragua, the Philippines and Trinidad and Tobago. For the preparation of all the country programmes, the respective resident representatives held consultations with the organizations of the United Nations system and in some cases involved selected project personnel.

G. Submission of the Resident Representative's note

27. As in the case of previous country programmes, the resident representatives submitted notes to the Governments embodying their views on the orientation and scope of the new country programmes, based on the past experience of UNDP assistance and the Governments' development objectives and priorities. The assessment of the current country programme has been the most important determinant in forming the views expressed in the Resident Representative's note.

III. FINANCING OF THE COUNTRY PROGRAMMES

28. One of the crucial measures taken by the Administrator to strengthen the country programming system is to widen the scope of the country programme. This measure is designed to help the Government to use the UNDP country programme as a frame of reference for the use of technical assistance from all sources. Whilst the indicative planning figure (IPF) allocated to the country remains in most cases the principal resource for the country programme, the financial scope of the country programme is broadened to cover those non-IPF

resources which clearly support the objectives identified for country programming so that such funds and programmes are to be integrated into the country programme. The new guidelines for country programming spell out at length the steps to be taken to bring the various non-IPF resources systematically within the scope of the country programme, with emphasis on the operational funds and programmes under the responsibility of the Administrator. It is, however, stressed in the guidelines that, in dealing with the broad spectrum of possible resources for the country programme, only those resources which support the objectives of the country programme and have been obligated for this purpose should be included, so that the country programme constitutes a common and realistic framework.

29. The resources which could become part of a country programme are: (a) IPF available for the country programme period, (b) Special Measures Fund for Least Developed Countries (SMF/LDCs), (c) other UNDP-administered funds, (d) government cost-sharing, (e) third party cost-sharing, (f) funds from other United Nations organizations, and (g) parallel funds from non-United Nations sources. In the financial summary attached to the country programme documents, they are listed if there is a firm enough commitment to justify their inclusion in the programmable resources.

30. In preparing the country programmes submitted to the current session of the Council, care has been taken to follow this broader approach. However, owing to the long lead-time required to apply this approach and the advanced stages of preparation of most of the country programmes at the time the guidelines were received by the Governments, there are cases where the new guidelines could not be fully applied. Nevertheless, 6 country programmes include Special Measures Fund resources, 6 include other funds administered by UNDP, 16 include government cost-sharing, 4 include third party cost-sharing, 8 include funds from other United Nations organizations, and four include parallel financing from non-United Nations sources. Some countries have succeeded in including a number of these sources. For example, the Nepal programme includes SMF/LDCs, other funds administered by UNDP, government cost-sharing, third party cost-sharing and funds from other United Nations sources. The Rwanda programme includes other funds administered by UNDP, limited government cost-sharing, funds from other United Nations organizations and parallel financing from non-United Nations sources; and the Somalia programme includes SMF/LDCs, other UNDP-administered funds, third party cost-sharing and funds from other United Nations organizations. The programmes for Barbados and Ethiopia are special cases in view of the preponderance of non-UNDP resources. In the case of Barbados, whilst the IPF is only \$1.38 million, the country programme is for \$17.84 million, the bulk of the difference represents the resource-gap to meet the requirements for technical co-operation, for which resources will be mobilized through the country programme. In the case of Ethiopia, the inclusion of \$70 million from the World Food Programme (WFP) makes this country programme the largest of all those submitted to this session. Information on the resources included in the country programmes is provided in annex III in the addendum to this document.

31. A financial summary for the 45 country programmes is presented below:

(in millions of \$US)

Balance from third cycle IPFs	66.4
Fourth cycle IPFs (adjusted)	670.0
SMF/LDCs and other UNDP-administered funds	67.4
Government cost-sharing	65.4
Third party cost-sharing	15.1
Other United Nations sources	115.9
Non-United Nations sources	22.8
Total programmed resources	<u>1 023.0</u>

32. The total resources programmed in the 45 country programmes amount to \$1,023 million. Of this, \$736 million or 72 per cent, are the IPFs, and the remaining \$287 million, or 28 per cent, are non-IPF resources. Of the IPF resources, \$66 million come as the balance from the third cycle and \$670 million are from the allocations for the fourth cycle. Whilst some countries (notably Bangladesh, China, Ecuador, the Lao People's Democratic Republic, Nepal and Viet Nam) have substantial resources from the third cycle, for some others (Mauritania, Peru, Philippines, Samoa, Solomon Islands, Somalia and Vanuatu), such resources are negative, since they had borrowed from their fourth cycle IPFs. Since the time-frame of the country programme coincides with the fourth IPF cycle for most countries, the entire fourth cycle IPF has usually been programmed; only in the case of the Bangladesh programme, which terminates in mid-1991, has a slight adjustment become necessary. Funds other than IPF administered by UNDP (including SMF/LDCs) constitute \$67 million. This element is significant in the programmes for the Lao People's Democratic Republic and Somalia.

33. Government cost-sharing is a significant feature in a number of country programmes. This element constitutes \$65 million in total. It has been observed from the country programmes for the third programming cycle that government cost-sharing is resorted to more commonly by Arab States and countries in the Latin America and the Caribbean region than in the other regions. The Arab States are represented by only three countries in the present submission, of which one (Saudi Arabia) has substantial government cost-sharing. Since many of country programmes from Latin America and the Caribbean cover small island territories, the share of government cost-sharing from that region is small in this submission. Third party cost-sharing is a significant element in the programme of Jamaica as well as that of Somalia. For the Jamaica programme, the anticipated government cost-sharing and the third party cost-sharing both exceed the available IPF.

34. The other United Nations organizations' resources programmed total \$116 million. They include \$70 million WFP food assistance in Ethiopia and World Bank assistance to Rwanda and Nepal amounting to \$23 million and \$7 million respectively. The participation of non-United Nations sources in the form of parallel financing amounts in total to only \$23 million, the bulk of which is for Barbados; the remainder is for Ethiopia, Peru and Rwanda.

IV. MAJOR DEVELOPMENT OBJECTIVES AND ORIENTATION OF THE COUNTRY PROGRAMMES

35. The country programmes have all been formulated with a view to assisting the Governments to achieve their respective development objectives. The basic long-term development objectives are of course found in most country programmes. They are accelerated economic growth, improved living conditions of the people; greater equity and social justice, structural changes in the economy, exploiting the potential of human and natural resources and attaining self-reliance. However, the objective conditions prevailing in the individual countries relating to the size of the country and population, the geographical location, the level of economic and technological development, the human and institutional development, the vulnerability to external economic movements, the dependence on external assistance and other major constraints, affect the short- and medium-term development strategies and policies. Some of the countries have laid stress on raising the output and productivity of agriculture to attain food self-sufficiency, some have put greater emphasis on employment generation, some are preoccupied with attaining the external balance of the economy by undertaking structural reforms and some pay greater attention to the development of the social sectors, whilst others (particularly the small island territories) are endeavouring to make their economies more diversified and less dependent on foreign supplies. An overview of the development objectives of the countries is provided in annex IV in the addendum to this document.

A. Orientation of the country programmes

36. The country programmes submitted to the current session have the distinction of being more consciously focused on some selected objectives than was the case previously. This has resulted from the endeavours made by the Governing Council and the Administrator to improve the relevance and effectiveness of UNDP country programmes.

37. The country programmes reveal some common programme themes in their orientation. They are improvement of the capacity of the Government in development planning and management, human resources development, increased agricultural productivity, improvement of the living conditions of the people especially through rural development and transfer of technology. Improved economic planning and management has been selected as a major programme objective in 17 country programmes which include countries afflicted by acute balance-of-payments problems as well as countries suffering from structural constraints. Human resource development, which is the subject of the policy-level segment in the current session of the Council, is a major objective of 14 country programmes, including Bangladesh, China, Ecuador, Jamaica, Saudi Arabia and Zimbabwe. Agricultural development, especially with emphasis on productivity, is a selected objective in 12 country programmes; in some it is linked with the objective of attaining food self-sufficiency and rural development. Improvement of the living conditions of the people, whilst explicitly made a programme objective in seven country programmes, is a theme common to almost all of them. Transfer of technology is the dominant objective in some country programmes, but it is present in varying degrees

also in most of the others. There are also a number of other objectives selected in individual country programmes. Development of tourism is the dominant objective in some of the Caribbean island territories. Among others, industrial development, increased exports, economic diversification, regional development, consolidation of the economic base and resource mobilization deserve mention.

B. Pre-investment and investment support

38. Like the country programmes for the third IPF cycle, the present group of country programmes also place emphasis on pre-investment activities. This feature is evident in a number of them, more notably in the larger ones of Bangladesh, China, the Lao People's Democratic Republic, Nepal and the Philippines. In Bangladesh, a significant portion of UNDP resources for the third cycle was used to carry out sectoral and feasibility studies to develop investment projects financed by the World Bank and the Asian Development Bank (AsDB). This feature will continue also in the fourth cycle. Pre-investment projects are prevalent mostly in the sectors relating to natural resources, industry, agriculture, fisheries and forestry and physical infrastructure. In the Philippines programme, a significant portion of resources is allocated to pre-investment activities in support of balanced agro-industrial development.

39. As has been found in the earlier country programmes, the Governments also continue to make use of UNDP resources to receive technical assistance in support of investment commitments already made. Such assistance is given both in the design and pre-engineering phases as well as during the implementation of investment projects. Most of these investment projects are financed by international financial institutions which often include technical assistance components in their own assistance projects to complement UNDP assistance.

V. ALLOCATION OF RESOURCES

A. Sectoral allocation

40. Information on the distribution of the programmed resources by sector (following the classification adopted by the Administrative Committee on Co-ordination (ACC)) is provided in annex V in the addendum to this document. The concentration of the country programmes on a limited number of objectives is well reflected in the sectoral distribution. The emphasis on strengthening the Government's capability for development planning and general economic management is manifest in the increased allocation to the general development policy and planning sector, which averages 17 per cent in these country programmes compared to 11 to 12 per cent in the country programmes for the earlier cycles. The allocation to the industry sector maintains an increasing trend, rising to 15 per cent in these programmes compared to about 14 per cent in the third cycle and 11 per cent in the second cycle. On the other hand, there is a declining trend in the allocation to the agriculture sector, which now stands at 25 per cent compared to around 30 per cent in the third cycle programmes, and even higher during the first two cycles. However, agriculture

still is the most dominant recipient (25 per cent), followed by general development policy and planning (17 per cent), industry (15 per cent), natural resources (12 per cent), transport and communication (9 per cent) and science and technology (6 per cent); the allocations to the other sectors are less than 5 per cent.

41. Whilst the shares of sectoral allocations described above are straight averages of the 45 country programmes, irrespective of size, there are interesting variations in the allocations among the programmes of different regions. The allocation to the agricultural sector is the highest in Africa where it is 35 per cent, followed by 27 per cent in Asia and the Pacific, 25 per cent in Latin America and the Caribbean and less than 20 per cent in the Arab States and Europe. The general development policy and planning sector is allocated 16 to 19 per cent in all the regions, except Europe where it is only 2 per cent. On the other hand, science and technology dominates the allocations in Europe receiving 24 per cent while industry, which is also technology-oriented, stands second.

42. The variation in the sectoral allocations among individual country programmes is, as might be expected, much sharper than the variation among regional averages. For example, Mauritania, Samoa and St. Helena allocated two thirds or more of their total resources to the agriculture sector, whereas Anguilla, Bulgaria, Jamaica, Saudi Arabia, the Solomon Islands and Tokelau allocated less than 10 per cent and Hungary and Malta none. The education sector, which on average received an allocation of 4 per cent, has been given 39 per cent by Jamaica. Hungary has allocated 45 per cent to science and technology.

43. It is noteworthy that, notwithstanding the extreme variations between individual country programmes and some shift in the secular trend discussed in paragraph 40, the analysis of every sizeable sample of country programmes has confirmed that the sectoral distribution of resources has held to a consistent pattern for over a decade at least among the principal recipient sectors.

B. Shares of ongoing and new projects and reserves

44. Another important conclusion of the present analysis is that programming has reached a greater degree of intensity in the fourth cycle than in the previous cycles. Whilst the average share of the ongoing projects in this group is slightly higher than the corresponding share found in the 72 programmes submitted to the special meeting of the Council in February 1983, at 26 per cent and 24 per cent respectively, the share of the new projects has risen significantly in this group to 53 per cent from 41 per cent in the earlier group. In other words, programming in terms of identified projects has risen from 65 per cent to 79 per cent between the third and fourth cycles. Also, the share of allocation by objectives, which is called programmed reserve in the new guidelines, is greater in the present group, averaging 14 per cent compared to 12 per cent in the group submitted in February 1983. This demonstrates that, in addition to the greater quest for more intensive programming in the fourth cycle, resort to the continuous

programming approach has also remained an important feature in recent country programmes. Consequently, the share of the unprogrammed reserve has been reduced, on average, to 7 per cent in these country programmes whilst it had been 23 per cent in the previous cycle.

45. The comparison between regions indicates that the share of ongoing projects is the highest in the Arab States, being 45 per cent, followed by 33 per cent in Asia and the Pacific, 24 per cent in Africa and around 20 per cent in Latin America and the Caribbean and Europe. The Europe region leads in having new projects, with a share of 68 per cent compared to 59 per cent in Latin America and the Caribbean, 48 per cent in Asia and the Pacific, 45 per cent in Africa and 38 per cent in the Arab States. The provision for programmed reserve is the highest in Africa, where it is 26 per cent with another 5 per cent as unprogrammed reserve. The corresponding shares are 13 per cent and 7 per cent for Asia and the Pacific, 12 per cent and 5 per cent for the Arab States, and 16 per cent and 7 per cent for Latin America and the Caribbean. There is no programmed reserve in the European programmes, but this region leads in unprogrammed reserve with a share of 12 per cent.

VI. GLOBAL AND REGIONAL PRIORITIES

46. The Governing Council in the past expressed interest in knowing to what extent country programmes paid attention to the global objectives agreed in international forums. It was consistently observed in the previous analyses of country programmes that the Governments' primary concern in country programming is to use UNDP resources to meet technical assistance needs in support of national development priorities, and therefore Governments have not consciously used global priorities as part of the criteria for country programming. This conclusion holds good also for the present group of country programmes. However, this does not mean that these programmes do not serve to promote global priorities. In fact, in many cases, some national objectives coincide with global objectives, particularly with regard to such general concerns as alleviation of poverty, ensuring food security, protection of the environment, increasing women's participation in development and providing safe drinking water and other social services. However, the relevant information about global priorities is rather scarce in the present set of country programme documents, because the new design of the document emphasizes the focus on national priorities which somewhat restricts the scope for reference to the global priorities. The information that could be obtained from the documents is provided in annex VII in the addendum to this document.

47. Available information indicates that the needs of the poorest have been highlighted in at least 16 country programmes, of which 10 include projects in support of this objective. However, this objective is implied in most of the programmes. The role of women in development is increasingly emphasized and is mentioned in 14 country programmes including 6 which have specific projects to this end. Environment is an expressed concern in 23 programmes and 13 of them have projects related to it. TCDC is a notable feature in 14 country

programmes. Since TCDC is a modality rather than an objective, it is not commonly apparent in the project lists, although some countries, notably China, have made TCDC an important feature of their country programmes. Food security tops the list among global priorities in receiving clear attention in the country programmes, for as many as 30 programmes have highlighted this objective and 22 have projects for it. The promotion of the International Drinking Water Supply and Sanitation Decade is discernable in 26 country programmes with 18 having projects.

48. Since this group contains a significant number of country programmes for small island countries and territories belonging to the Caribbean and Pacific subregions, the linkages between country programmes and the regional and interregional programmes of UNDP are particularly strong in these countries and territories which are greater beneficiaries of the economy of scale of UNDP's intercountry programmes. In many other country programmes - especially Bangladesh, El Salvador, Hungary, Mongolia, Nepal, Saudi Arabia and Yugoslavia - a number of country projects complement regional and interregional projects. In general, however, regional and interregional priorities have not been highlighted in these programmes.
