Thirty-third session
June 1986, Geneva
Item 5 (b) of the provisional agenda

PROGRAMME PLANNING
Country and intercountry programmes and projects

THIRD COUNTRY PROGRAMME FOR BELIZE*

<table>
<thead>
<tr>
<th>Programme period</th>
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Annex: Financial summary

*Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) planned activities of operational funds and programmes under the authority of the Administrator; (e) distribution of new country programme by sector.

86-05673
I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Since reaching independence in 1981, the country has strived with the task of nation-building in a difficult environment of reduced economic growth and serious qualified manpower shortages. The economy of the country had grown steadily during the 1960s and 1970s thanks mainly to the high price of sugar, but also to the implementation of several infrastructure projects and the establishment of a number of new industries. During this period the gross domestic product (GDP) grew about 5 per cent per year. The 1980s have seen a stop and even a decline of this growth. This resulted from the general deterioration of the terms of trade observed in commodities-exporting countries during this period, as well as from difficulties stemming from the perception of the Central American region by the international financing community. Thus, in spite of a unique democratic and socially stable environment, the level of direct foreign investment, a crucial element in generating wealth in Belize, has been well below what might have been expected. To a great extent also, the lack of adequate infrastructure inhibits the development of needed productive projects.

2. The GNP per capita was SUS 980 as of 1983 and GDP distribution by sector has changed from 1979 to 1983. The primary sector grew from 24.7 to 27.9 per cent of GDP, while the secondary sector decreased from 21.5 to 19.8 per cent. The services sector decreased slightly from 53.8 to 52.4 per cent particularly in the tourism and trade sectors.

3. The balance of payments of Belize has also deteriorated. The current account deficit stood at 15 per cent of GDP in 1982, up from 6.7 per cent in 1979. This gap has been covered basically by a heavy input of foreign public capital together with a decrease in reserves.

4. The social indicators for the country are relatively good for a lower middle-income country. The adult literacy rate (1980) stood at 92 per cent, with a primary school enrolment of 85 per cent. Moreover, 86.5 per cent of urban households and 33 per cent of those in the rural areas had access to electricity, and access to drinking water stood at about the same level. The population per physician was 2,202 and per hospital bed 261. The calorie intake was 125 per cent of the basic established requirements and the per capita protein intake was 69.3 gm/day in 1980.

B. National development strategies

5. The Government has recently approved the outline for a five-year development plan which states that "the overall goal of government policies and programmes is to provide a better quality of life for all Belizeans". To this effect, it encourages development at the community level as well as education and training and sees as an important political aim the transformation of Belize's society into one of economic independence.

6. These general goals are then further developed into specific objectives:

(a) Sustained economic growth is seen as a basic requirement for fulfilling the needs of the country. In this context, Belize, like other third-world countries, is faced with an economic crisis generated and maintained by the dynamics of change
in the global economy. Hence, an important subobjective is to provide for appropriate crisis management to overcome this dilemma;

(b) Full employment and equitable income distribution. Growth alone is not enough if the income generated by this growth is not shared by all. Hence, the economy must also be oriented towards a more equitable distribution of income;

(c) Nation-building. As a newly independent State with a segmented society, the task of nation-building assumes urgent proportions. Social cohesion must be promoted between the different ethnic groups in a way that emphasizes common values and traditions in order to create a national consensus that defines a Belizean way of life. At the same time, different groups should be encouraged to maintain their respective cultures. It is by promoting a form of nationalism that is firmly rooted in the economic process that this can ultimately be achieved.

7. The last objective, nation-building, is of a clearly political nature. The first two economic objectives involve an expansion of production, income and employment based on private sector initiatives of national and foreign investors and in the context of a dynamic partnership between the public and private sectors. The strategy involves production for export and for the domestic market. Emphasis is being placed on diversification of the economy which up to now has been dominated by sugar. The priority sectors for development in the productive sphere are: agriculture, livestock and agro-industries; light manufacturing industries and offshore assembly plants (export-oriented); forestry; aquaculture; deep-sea fishing and fish processing; tourism and tourism-related industries. The Government is also committed to developing an infrastructure which will stimulate an expansion of private sector activities, keeping in mind that the most urgent need is to implement projects that will accelerate the process of diversification.

8. Close linkages exist between external and public investments. However, there are difficulties in making this link explicit for the investment process at present, as the relatively new planning process has not yet incorporated any figures regarding project requirements for financial or other investment or technical needs. As a first exercise in this connection, the Economic Memorandum of the World Bank identified the level of public investment requirements at $17 million for 1983-1984, growing to $25 million in 1987-1988 and $38 million by the end of the cycle. Public sector savings are projected to be negative until 1987, with the net deficit being expected to decline from $25 million in 1984 to $19 million by 1987 and to grow to $25 million again by the end of the cycle. The external financing component is expected to grow from $17 million to $25 million over the cycle period, hence the importance of the external sector in the development strategy, although precise sources for covering the gap have not been identified so far.

9. Available sectoral data on public investments show that agriculture is expected to surge from 20 per cent in 1983-1984 to 31.1 per cent in 1985-1986 and then to decline to 15.4 per cent in 1987-1988. The Government is leaving actual investment in industry and tourism completely to the private sector. Transportation will absorb from 4 per cent to 18.1 per cent during the period, while power sector investment will grow from 5 to 50 per cent. The social sectors will have either stagnant or zero levels of investment by the Government with the noticeable exception of education, which will rise from 6.7 per cent to 15.7 per cent by 1986-1987, then decreasing to 12.2 per cent during the next year. 

/...
C. Technical co-operation priorities

10. Having established overall development strategies, the following three technical assistance priorities can be identified: (a) the need to strengthen the public sector's planning and co-ordination role; (b) the need to complement or give basic support to the productive sector; (c) the need to support the social sector.

11. The resource gap is linked to all developmental objectives: economic growth, full employment and equitable income and nation-building. Basic investment, equipment and technical services cannot be generated by the Belizean economy at the required levels, and a growing gap will have to be provided by external sources. The Caribbean Group for Co-operation in Economic Development (CGCED) is an important framework for the mobilization of resources to fill the gap.

12. Public sector improvements in co-ordination and planning are also needed in order to fulfil all three objectives. At present there are difficulties in ascertaining what is being done by whom and whether all needs are being looked at. Indeed, the very need to be able to quantify, request and direct technical assistance can be seen as a major technical co-operation need, as no central organization keeps comprehensive information on the supply or demand of technical co-operation.

13. Deriving from the first developmental objective, sustained economic growth, and to some extent from the distributional objectives, it is clear that technical co-operation will be needed in the productive sector, not only in terms of increasing productivity, but also for purposes of facilitating the export push, i.e. marketing, export promotion, etc. This applies also to the tourism sector to the extent that this is a productive service. The infrastructure sector, complementing the productive sector, will also need attention as efforts in that sector will be wasted in the absence of improvements in all modes of transport, energy, etc. In some cases (i.e. the review of the management of electrical power and other government statutory authorities), infrastructure improvements can also be seen in the context of public sector administrative reform.

14. Finally, the nation-building objective creates demands to be satisfied in the social sector. The general issue of labour, which in Belize is compounded by a small population basis and high emigration rate of skilled labour, is a problem needing study and policy elaboration. Vocational and other training developments in general need serious revision. Resulting from events outside of the country, settlements and other refugee-related activities will need increasing levels of technical co-operation as well. This sector is likely to receive attention from both non-governmental organizations (NGOs) and bilateral sources of technical co-operation. However, there is a need to improve co-ordination with and by the Government, particularly with regard to small, community-oriented projects.

15. The Government expects UNDP to assist in determining precisely the technical assistance gap, identifying sources of assistance within or outside the United Nations system and providing seed money to facilitate preparations for the mobilization of needed resources. This assistance will be provided through the technical assistance umbrella project described in section II.B below.
II. THE COUNTRY PROGRAMME

A. Assessment of current country programme

16. The ongoing, or second, country programme covering the period 1983-1986 was approved by the Governing Council at its thirtieth session in June 1983. The indicative planning figure approved for the period was $1,650,000. In accordance with the Government's stated goals and policies, this programme was aimed at supporting national efforts to increase the productive base of the country. Particular emphasis was given to the monitoring of petroleum exploration. The country programme also aimed to satisfy the Government's request that technical assistance preinvestment activities should be closely co-ordinated and that suitable bankable projects to be carried throughout the whole project cycle should be identified. Special mention was made of the need to co-ordinate the different sources of technical assistance, both multilateral and bilateral.

17. The first of these general country programme objectives was pursued basically through two large projects. Project BZE/83/001, Petroleum resources development, and its predecessor BZE/79/001, Energy development, have been instrumental in the creation of the Petroleum Office of the Ministry of Natural Resources, the objectives of which are to monitor the operations of oil companies offshore and inland and to analyse and interpret the sampling and seismic data obtained from exploratory drilling. In addition to helping to create the Petroleum Office, the project prepared a petroleum data base to facilitate monitoring of operations and organized on-the-job training in petroleum drafting, accounting and geophysics. This project has helped in generating some $2.5 million from drilling sites licensing. In addition, about $25 million has been invested in seismic surveys and drilling so far in the context of these licences.

18. The second objective of the second country programme, as well as elements of the first, were met through project BZE/79/002, Public investment project. This is a completed project which identified and prepared a set of bankable priority productive projects. Some of the areas identified for investment were banana and citrus industries, rice production, dairy and livestock projects and the Toledo integrated rural development project (which the International Fund for Agricultural Development (IFAD) is considering for financing). Fifty-nine reports were produced containing recommendations on many topics in the field of economic and social development and international co-operation. Some of these studies helped to attract about $22 million in investment in areas such as banana and horticultural exports, citrus industries, shrimp mariculture, hydro-electricity and roads, cassava and pineapple production, snake-farming and the Toledo integrated rural development project mentioned above. This was achieved by assisting in preparing loan documentation, contacting prospective investors, helping the Government in decision-making and directing foreign investors, mainly in conjunction with the World Bank on International Finance Corporation (IFC) projects in developing projects further. The project also contributed to the establishment of the Investment Task Force, subsequently transformed into the Office of Economic Development.

19. During the development of the project the Government felt a need for an instrument to measure impacts of investments on the Belizean economy. With this in mind, a further objective was added to the project, which resulted in the preparation of the basic input-output matrix for the country. Project BZE/84/001,
Socio-economic development planning, took this new objective, basic planning, a step further. This project consists of various technical missions aimed at assisting the authorities in the formulation of the 1985-1990 plan.

20. The Public investment project (BZE/79/002) showed how good co-ordination through UNDP could be highly profitable for the country by utilizing resources available from a variety of United Nations or other sources (at little or no cost to the Government) in order to obtain very specific assistance. Examples of this are important negotiations with transnational corporations in the sugar sector in Belize for which the United Nations Centre on Transnational Corporations (CTC) helped. The expertise of the Food and Agriculture Organization of the United Nations (FAO) was tapped from a regional project and assistance in the employment sector was obtained from the International Labour Organisation (ILO). This project also contributed to obtaining World Bank and IFC capital funds and was responsible for identifying a rural development project to be financed by IFAD. Project BZE/85/001, Programme support, was designed in the light of the experience with BZE/79/002 to facilitate ad hoc actions and co-ordination, satisfy the multisectoral nature of requests and continue with the satisfactory results obtained from the earlier project in responding to a variety of requests. About $20,000 is expected to be spent in 1985 on a variety of short-term consultancies. The level for 1986 is expected to grow to about $200,000 and is expected to be used to support the Office of Economic Development, train personnel, advance the preparation of specific projects for the sectors identified for the fourth cycle, and respond to specific requests for technical co-operation by the Government.

21. Both large-scale projects as well as the smaller ones have suffered consistently and pervasively from the impact of inadequate counterpart project personnel and delays in payments of the Government's cost-sharing contributions. This is a major difficulty to which serious consideration should be given. Manpower shortfalls are always a hindrance to development. In the case of Belize, their effect is felt more strongly. This is due to a situation of scarcity of population, compounded by a high level of migration of qualified personnel, further complicated by salary differentials between the public and the private sectors. The situation is likely to deteriorate in the future as the most senior level of public servants reaches retirement age while there is a paucity of trained replacement cadres. Low levels of general resources available to the Government are also reflected in the counterpart difficulties. Follow-up of project conclusions and recommendations, particularly in the case of pre-investment activities, is deficient, and expatriate personnel tend to be used on operational rather than technical assistance activities. A more continuous UNDP presence is foreseen as a way to help to overcome this situation by helping to keep an institutional memory.

22. Belize is a signatory to about a dozen regional projects covering a variety of subjects from Caribbean integration to agriculture and tourism development. Co-ordination difficulties have precluded taking full advantage of these possibilities. Where co-ordination has been feasible, these programmes have contributed quite positively. For example, RLA/81/010, the Caribbean Project Development Facility (executed by the World Bank/IFC), has been active in the follow-up of pre-investment activities. The Caribbean Regional trade promotion project and the International Trade Centre have been utilized for marketing purposes and other Central American FAO-executed projects have assisted in the context of the public investment project in developing agricultural development projects. No doubt remains, however, that more use of this mechanism, as well as
of other resources of the United Nations system - or those outside it but in contact with it - could be made available to Belize with better co-ordination.

B. New programme proposal

23. The Government has identified three main areas in the implementation of the above strategies in respect of which it wants UNDP assistance to be emphasized, and which as such constitute the objectives of this assistance. They are reinforcement of public sector planning and management; support of the productive sector (public and private); and assistance to the social sector. The relation of these areas to the development strategy has been developed in section I.C above.

24. In connection with public sector planning and management, the following aspects will be emphasized: global planning; public sector management; development project management from the stage of idea to final funding and implementation; and co-ordination and efficient programming of external co-operation.

25. The second area of need is support and monitoring of private sector activities and major public sector projects. In this connection, the Government requests UNDP assistance in overseeing these activities as the need arises.

26. The social sector will be assisted through help in the co-ordination of the activities of the numerous NGOs and other agencies involved in a multitude of small projects, as well as by providing elements of technical assistance for the projects of other United Nations agencies, such as the World Food Programme (WFP), ILO, etc. in their refugee and community efforts.

27. UNDP assistance will also help to identify technical co-operation needs within overall development strategies and sources of assistance within or without the United Nations system to fill technical co-operation gaps and provide seed money to facilitate preparations for the mobilization of needed resources.

Special considerations

28. The early stage of preparation of the national plan, the very small level of available funds for Belize, the multisectoral needs and the need for co-ordination with other sources, the experience from previous cycles and the difficulties stemming from the running of the programme from another country preclude the formulation of specific large-scale technical assistance projects. The Government feels that basic support to the development effort could best be provided mainly through a single overall technical support project with the sectoral distribution following government priorities as noted below. Such a project would provide the necessary support to the Office of Economic Development; identify specific projects to be developed, financed or referred to other sources; and identify and provide ad hoc assistance to the support and monitoring of private sector productive activities and social sector endeavours. Large projects could be formulated once specific sectoral activities are developed either for UNDP financing, for co-financing with other agencies or for complete referral to other sources.

Ongoing Projects to be continued in the third country programme

29. The petroleum resources project (BZE/83/001) is expected to continue until 1988 to further assist in the organization of the Petroleum Office. This project is also expected to prepare specific exploration projects, financing for which will be /...
requested from the Energy Account of UNDP. Other short-term support in specific matters will be obtained through the new technical support programme. The estimated funding for non-exploratory activities is estimated at $170,000 for the two years 1987-1988. This project relates mainly to the second area of UNDP's assistance, productive sector support and monitoring. To a limited extent, the first area, public sector planning and management, is also covered in the support to the Petroleum Office.

New projects

30. The technical support programme (umbrella project) will address three areas of interest to UNDP. About 24 per cent will be assigned to the public sector planning area, 63 per cent to productive sector assistance and 13 per cent to the social sector. The proposed umbrella project would cover the following activities:

Public sector planning and management

31. The public sector structure, inherited from the colonial administration, faces a number of problems of organization that will require specific consultancies, such as staffing, remuneration levels, which at present seem to encourage the brain drain, budgeting systems that need to be reviewed to assure that they can be used to monitor performance and accountability, etc. The Government intends to utilize the services of suitably qualified and competent Belizean professionals, either within the framework of the Transfer of Knowledge through Expatriate Nationals (TOKTEN) scheme, or as nationally recruited project professional personnel (NPPP) financed from the IPF.

32. The World Bank is prepared to consider financing a programme of public sector reform, which UNDP will be requested to join in a suitable modality within the umbrella project. Regional advisers of the United Nations Department of Technical Co-operation for Development (DTCD) will be provided with no charge to the IPF for other specific problems as required.

33. As this sector is one that has been analysed in a number of Latin American countries, activities relating to technical co-operation among developing countries (TCDC) will be encouraged. Close co-ordination will be maintained with the Commonwealth Fund for Technical Co-operation projects being planned in the same sector.

34. In terms of planning needs, the very decentralized nature of the Belizean economy as well as its heavy reliance on private sector initiatives and NGO participation requires that planning and monitoring be kept at efficient levels to ensure optimal use of resources and avoid duplication. Through the umbrella project, the planning process will be reinforced by upgrading the follow-up and monitoring activities of all sources of investments and the assistance of the Office of Economic Development by means of training, technical advice and the supply of basic equipment.

35. Continued planning of the economy at large is currently being supported by the Economic Commission for Latin America and the Caribbean (ECLAC), whose co-operation will be sought in the fourth cycle.
Productive sectors

36. The support given by UNDP in the previous cycle to the productive sector is still needed and constitutes the second priority assigned by the Government to UNDP. Careful attention will be given to co-ordination with bilateral agencies and other donors which have shown a definite shift to this sector, with a view to promoting foreign investment and exports.

37. Petroleum. The development of the Petroleum Office has been supported by the IPF for some six years, and this important sector should continue to be supported in the fourth cycle. Negotiations with transnational corporations for exploration rights and concessions will be accommodated within the umbrella framework, as well as occasional assistance to improve the Petroleum Office. The assistance of UNCTC and DTCD is foreseen in this connection, as well as possible exchanges in the TCDC framework. A continuation of project BZE/83/001, Petroleum resources development, is foreseen. Funds will be sought from the Energy Account for specific exploration to complement these activities.

38. Other minerals. An earlier DTCD mission recommended that a survey of feasible projects be undertaken, as well as a review of mining legislation. Both these items will be accommodated in the umbrella project. Once actual prospects for exploration are identified, the United Nations Revolving Fund for Natural Resources Exploration (UNRFNRE) will be requested to assist in undertaking these exercises.

39. Agricultural and related products. FAO intends to finance a project to diversify production in the sugar-growing areas. A number of projects in post-harvest handling, marketing and storage of crops have been identified by both FAO and other sources, e.g. World Bank, Public investment project (BZE/79/002), etc. Selective assistance will be requested in these fields within the framework of the umbrella project. Co-ordination with NGOs and bilateral sources will be closely monitored since most of their resources are channelled in this sector. The International Trade Centre and the United Nations Conference on Trade and Development (UNCTAD) will be requested to continue assistance related to trade through the umbrella project. The Special Industrial Services (SIS) funds of the United Nations Industrial Development Organization (UNIDO) may be tapped to complement agro-industrial project development activities. The new Toledo rural development project to be financed by IFAD was identified by UNDP, which is likely to act as co-operating agency as well. Technical assistance will be required once the project is launched.

40. Tourism. This sector has been supported since the previous cycle. A tourism development plan was prepared and, through the public investment project (BZE/79/002), advice was given in the selection of investments. The Government considers this sector a priority one in view of the maritime, natural and archeological endowments of the country and of the lucrative multiplier effects tourism development has on the construction and services sector. General tourism planning will be continued with ECLAC and World Tourism Organization (WTO) assistance.

41. The assistance of the United Nations Educational, Scientific and Cultural Organization (UNESCO) will be requested for advice on archeology and monument salvaging. The proposed umbrella project will assist in assessing specific projects.
42. The Belize Tourist Board will be strengthened through TCDC efforts with other Caribbean nations using technical assistance under the Third Convention of Lomé between the African, Caribbean and Pacific States and the European Economic Community in order to be able to comply with its statutory duties (hotel-grading, tax collection) and promotion activities.

43. **Infrastructure.** The limited transport facilities of the country are a hindrance to a number of development projects. Small ad hoc and pre-investment studies designed to complement or launch activities will be undertaken. The World Bank is preparing a loan for electricity distribution improvements. Hence, no UNDP assistance is foreseen in this subsector.

**Social sector**

44. **Community-level development** is a priority sector in the Belizean strategy as this is an important way of absorbing the immigrant population and of developing the Belizean way of life.

45. The United Nations Development Fund for Women will be requested to reactivate its activities to improve women's conditions.

46. The Office of the United Nations High Commissioner for Refugees (UNHCR) is providing assistance for refugees and will continue its support to the Refugee Office as well as primary assistance related to the basic needs of refugees.

47. A much more targeted use of NGO activities in the social sector will be achieved through improved planning and co-ordination. Suitable United Nations volunteers will be brought in for specific projects through the umbrella project.

48. **Health.** Various United Nations Children's Fund (UNICEF) and UNHCR projects are assisting with malnutrition and basic hygiene problems. A WFP programme will be requested to address the needs of the malnourished population in southern Belize with technical assistance support by UNDP. Co-ordination will also be maintained with the United Nations Fund for Population Activities (UNFPA) and the World Health Organization (WHO) activities in the sector.

49. **Education, training and employment.** The adequacy of the current education programmes has been questioned. Vocational training and equipment maintenance workshops are needed. ILO is in the process of preparing project proposals on vocational training and equipment maintenance workshops which UNDP will present to prospective donors for financing.

50. UNESCO has indicated that it is prepared to assist in establishing an educational planning unit and to undertake an assessment of educational policies and needs. UNDP will be requested to assist in securing additional funds once the projects are better defined.

51. The Government wishes to avail itself of the findings of the regional project "Programa Regional del Empleo para América Latina y el Caribe" RLA/79/006 PRELAC (phase II) (Spanish only), which reviews matters concerning employment, income and distribution.

52. **Housing.** The public investment project (BZE/79/002) developed a variety of low-cost homes, using local pine. Several financing schemes were started including...
the use of a Netherlands-financed fund administered by UNDP. Follow-up activities will continue. In addition, WFP will be requested to elaborate a complementary project designed to feed workers.

Proposed sectoral distribution

53. The umbrella project cannot be expected to cover every identified sector in need of technical assistance. In the light of present Government needs and considering alternatives and availabilities, the following distribution is proposed: 24 per cent for the public sector, 63 per cent for the productive sector and 13 per cent for the social sector.

Programmed reserve

54. Available funds are to be spent with a similar distribution of resources on the technical support project (i.e. 23.8 per cent for public sector and planning; 62.9 per cent for economically productive projects; and 13.3 per cent for the social sector) as these specific activities are identified through the above-mentioned project.

C. Unprogrammed reserve

55. Ten per cent of funds are being saved for unforeseen activities likely to be requested as the Government's planning exercise identifies further needs within the main country programme objectives.
# Annex

## FINANCIAL SUMMARY

### I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

#### A. UNDP-administered sources

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<td>Developed Countries</td>
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<td>Subtotal, UNDP non-IPF funds</td>
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#### B. Other sources

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<td>Funds from other United Nations agencies or organizations firmly committed as a result of the country programme exercise</td>
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<td>Parallel financing from non-United Nations sources</td>
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<td>Subtotal, other sources</td>
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<td>TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING</td>
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### II. USE OF RESOURCES

#### Programmed

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<td>New project proposals</td>
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<td>Programmed reserve</td>
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<td>Subtotal, Programmed resources</td>
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<td>Unprogrammed reserve</td>
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<td>TOTAL RESOURCES (Programme + reserve)</td>
<td>$1,325,000</td>
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