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PROGRAMME PLANNING

Country and intercountry programmes and projects

THIRD COUNTRY PROGRAMME FOR THE COMOROS\*

<u>Programme period</u>	<u>Actual resources programmed</u>	\$
January 1987-December 1991	IPF for 1987-1991	6 783 000
	Balance from third cycle IPF	(146 000)
	Other resources programmed	2 223 000
	Total	8 860 000

CONTENTS

	<u>Paragraphs</u>	<u>Page</u>
I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES .....	1 - 13	2
A. Current economic trends .....	1 - 4	2
B. National development strategies .....	5 - 7	3
C. Technical co-operation needs and priorities .....	8 - 10	4
D. Aid co-ordination arrangements .....	11 - 13	4
II. THE COUNTRY PROGRAMME .....	14 - 53	5
A. Assessment of previous country programme .....	14 - 19	5
B. New programme proposal .....	20 - 52	6
C. Unprogrammed reserve .....	53	12
<u>Annex.</u> Financial summary .....		13

\* 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; and (d) planned activities of operational funds and programmes under the authority of the Administrator; (e) distribution of new country programme by sector.

## I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. The Islamic Federal Republic of the Comoros is an archipelago consisting of four islands with a total area of 2,234 square kilometres. The population is between 450,000 and 500,000 and is increasing at an annual rate of 3.3 per cent. More than 50 per cent of the population is under 15 years old; 35 per cent of the 6- to 12-year-olds attend school. Because of the high population density, (410 inhabitants per square kilometre of arable land, reaching a high of 813 on the 424 km<sup>2</sup> island of Nzwani), many Comorians, particularly those with some skills, have moved to other places, such as the Gulf countries or Madagascar where job opportunities are better; this has been going on for many years.
2. Since its accession to independence in 1975, the Comoros has had to deal with economic and social problems which stem from the fact that the country is almost totally dependent on a few cash crops, more particularly ylang-ylang (a perfume essence of which the Comoros has become the world's main producer) and vanilla (the Comoros is the second largest producer of this, after Madagascar), which are exported to France in exchange for foodstuffs, particularly subsidized rice which has become a staple food. The initial problems have been greatly aggravated by the inordinately high population growth, which is causing a serious decrease in forest cover and increased erosion of the hillsides, threatening the already meagre yields wrested from the arable land using the most archaic methods of farming; the critical shortage of proper infrastructure within each island, between the islands and between the Comoros as a whole and other countries (no shipping company has a regular service to the Comoros, notwithstanding the fact that there is a new port at Matsamada, which was built with funds from external assistance thereby further aggravating the debt-servicing situation); the shortage of water throughout most of the main island, Njazidja (formerly Grand Comoro), which has a total area of 1,148 square kilometres; the high cost of energy and the deteriorating terms of trade.
3. Following the internal difficulties of its early years as a State, since 1978, the Government has been trying continuously to resolve the specific problems of the Comoros and to place the economy firmly on the road towards sustained growth. Aside from the obstacles mentioned above, the shortage of trained cadres and of material and financial resources in Government continues to hinder accomplishment of even the most pressing tasks required for productive planning and rational management of the Comorian economy. The fact that collection and processing of reliable statistics started relatively recently and that only since 1986 has it been possible to divide the State budget between investments and operation, illustrates the difficulties which the country's leaders are facing.
4. In the early 1980s, an Interim Plan was drawn up for the period 1983-1986. The goals of that plan were to increase food self-sufficiency, to establish better communications, to improve water and energy resources and to develop the health and training sectors. Because it relies completely on external financing, the investment programme of that plan, in so far as it has been carried out, has if anything aggravated the country's financial situation, notwithstanding the appreciable growth - 5.6 per cent in 1981, 3.9 per cent in 1982, 3.7 per cent in

1983, 3.3 per cent in 1984, 4.1 per cent in 1985 - of gross domestic product (GDP), which, in 1985, amounted to almost 48 billion Comorian francs in real terms. At the same time the budget deficit came to 20 per cent of earnings and the trade deficit rose to 45 per cent of the value of exports; servicing of the external debt accounts for more than 30 per cent of the value of exports. Accordingly, in 1986, the Government adopted a programme of economic and financial recovery whose goals are: (a) to improve the administration and the entire public sector gradually; (b) to strengthen co-ordination of external assistance; and (c) to improve the choice and management of investments according to the principle of profitability.

### B. National development strategies

5. The goals of the Interim Plan reflect the major orientation of Government policy: effective and equitable improvement of the quality of life through accelerated economic growth, brought about by an active policy of regionalization, redistribution of income and protection of the human and by ecological environment, and by mobilization of the population's productive reserves, particularly in rural areas. The necessary investments will have to be financed largely through external assistance on favourable terms. At the same time, the Government will seek to lighten the heavy debt-servicing burden by renegotiating the terms and rescheduling repayment of the debt.

6. The main efforts will be concentrated on developing agriculture - the main source of revenue for more than 70 per cent of the active population - and increasing agricultural yield with a view to achieving increased food security by the year 2000 without a corresponding increase in the volume of foodstuffs imported. Major public and private investments will be needed in that sector and the active population will have to be mobilized and guided. Since 1979, UNDP has established and maintained the Federal Centre to Support Rural Development System and its 11 dissemination and extension offices in the islands. These Centres to Support Rural Development are an integral part of a functional research, training and extension system which has so far attracted external assistance resources amounting to \$40 million and which is expected to become the instrument of choice for organizing agriculture and enhancing agricultural productivity.

7. The other priority measures, namely, improving communications within each island, between islands and between the archipelago and the outside world, improving energy and water supplies; providing healthy accommodation; developing effective primary health systems and reorienting education and vocational training, will all serve to strengthen productivity by ensuring better utilization of human and natural resources. The haste with which the Interim Plan embarked upon implementation of these costly infrastructures is certainly the cause for the Comoros' becoming indebted beyond the critical threshold. Attention will therefore have to be focused henceforth on profitable sectors and programmes, including small-scale industry and selective tourism.

### C. Technical co-operation needs and priorities

8. Right from the start the Government's priorities in the field of technical co-operation with bilateral or multilateral donors such as the United Nations were predetermined by the acute shortage of national cadres for planning, supervision and management at different levels of the various productive, administrative and financial operations in light of the new goals arising from the need to find a path to sound development. Technical assistance personnel have consisted primarily of administrators and planners, teachers and health personnel, agricultural and rural development experts. Long and short training courses have been organized for national cadres.

9. Unfortunately no overall and sectoral evaluation of present and future technical assistance needs has yet been carried out systematically. The Government has identified some needs on the basis, on the one hand, of the skills needed by specific services and, on the other, on the basis of what the lenders feel is needed for the execution and maintenance of their projects. More recently, the Government made the role of international assistance more consistent by strengthening the cadres and role of the Ministry of Planning; the United Nations, the World Bank and the French Government, as the main partners, have been called upon to play a central role in this.

10. The imperative necessity to establish sectoral priorities and a rational hierarchy among projects is, however, being felt more and more. One basic measure being proposed in order to deal with institutional weaknesses, particularly in the area of public investment, is the establishment of a projects unit in the Ministry of Planning. This unit would be responsible for carrying out in-depth evaluations of all new project proposals, according to the sectoral priorities established within the framework of a consistent development strategy. Initially, support for such a unit would be the special responsibility of international technical assistance.

### D. Aid co-ordination arrangements

11. The round table held in July 1984 at Moroni was the first formal instance of co-ordination of international co-operation in the Comoros. Subsequently, a few sectoral meetings were held - for example the meeting on vocational training, held under the auspices of UNDP, and the one concerning the educational sector, organized by the World Bank. However, overall co-ordination of all external aid continues to be shared among the Ministries of Foreign Affairs, Finance and Planning. In 1986, the Government decided to institutionalize such co-ordination so as to give it an operational component, and it established a committee to see to the effective co-ordination of the various sources of development funds. The Committee consists of the principal directors at the central and project level.

12. The intervention of the Ministry of Planning, the Ministry most concerned by the global aspects of proposed projects and their impact on the development plan, could perhaps be based on the above-mentioned projects unit. This unit will be the operational entity of choice in support of any co-ordinated operation carried out

by the Government to manage external aid as part of the round-table system; the Government will endeavour to reactivate this system for the purpose of discussing and implementing the 1988-1991 plan.

13. As resident co-ordinator of the operational activities of the United Nations development system, the UNDP resident representative will see to the co-ordination and follow-up of all projects financed and executed by the various organizations of the United Nations system. In addition, he will respond to calls from the Government or from other lenders should they seek UNDP's co-ordinating action in connection with an entire multi-donor programme or in connection with only one aspect thereof.

## II. THE COUNTRY PROGRAMME

### A. Assessment of previous country programme

14. The second country programme for the Comoros (which coincided with the third UNDP programming cycle, 1982-1986) made available to the Government an indicative planning figure (IPF) of \$7,346,000 (including \$746,000 carried over from the previous programme). To this, one should add the contributions from other funds and agencies of the United Nations system, totalling approximately \$15.5 million, which brought the overall financing programmed in the framework of the second country programme to almost \$23 million.

15. On the expenditure side, there was a small deficit, since the resources allocated came to \$146,000 more than the IPF. A total of 26 projects were implemented; commitments were distributed among the statistics and planning sectors (9 projects, totalling \$1,306,000); natural resources (water: 3 projects, totalling \$1,020,000); agriculture/rural development (3 projects totalling \$2,665,000); housing (2 projects, totalling \$840,000); education, vocational training and health (8 projects, totalling \$1,893,000, including the United Nations Volunteers programme project); and tourism (1 project, totalling \$192,000). Funds allocated by the Special Measures Fund for Least Developed Countries (SMF/LDC) were used to build reservoirs, to finance a programme support project and to organize the 1984 round table, including certain follow-up activities (total committed: \$448,000).

16. Looking back, it becomes obvious that the programme consisted of a series of projects falling basically into two categories: (a) long-term undertakings which were clearly in line with the major development orientations of the Comoros, such as economic management and rural development; and (b) operations carried out to deal with a crisis or to resolve more immediate problems. It should be recalled, in that connection, that the period covered by the second country programme coincided generally with the Government's financial crisis and that, for more than 60 per cent of the time, it was accompanied by the 1983-1986 economic recovery plan.

17. The financial crisis meant that the Government was not always able to make its contribution as scheduled in the project documents. When designing future projects, account will be taken of the constraints, both in terms of finance and in

terms of skilled human resources, which the country will continue to experience during the period covered by the third country programme.

18. Communities will also be called on to participate actively in these projects which will provide them with techniques, seeds or management methods. This important aspect will receive the attention it deserves, both at the planning stage and during implementation of the project.

19. Finally, close co-ordination among donors is essential in order to ensure both the Comoros and the donors that their joint efforts will have optimum results. Such co-ordination would best be organized in the context of sectoral co-operation, firmly anchored on a strategy which all parties would follow with one accord.

#### B. New programme proposal

20. A total of \$6,783,000 has been granted for the third country programme. Of this, \$146,000 was spent on the second programme, leaving a net amount of \$6,637,000 for programming for the period 1987-1991. To this must be added project resources committed, approved or set aside by SMF/LDC, the United Nations Emergency Operation Trust Fund, the United Nations Fund for Population Activities (UNFPA), the United Nations Capital Development Fund (UNCDF), the United Nations Development Fund for Women (UNIFEM), the World Food Programme (WFP), UNICEF, the World Health Organization (WHO), FAO, and the United Nations Industrial Development Organization (UNIDO). These additional financial resources made available to the programme come to approximately \$2,223,421.

21. This project looks beyond the goals of the Interim Plan to the major orientations of the future. It thus fully satisfies the requirements and orientations contained in the United Nations Programme of Action for African Economic Recovery and Development (1986-1990). It was drawn up during a process of consultations between UNDP and the Government and the agencies of the United Nations system and it includes the results of discussions with other sources of technical and financial assistance to the Comoros.

The goals selected in this programme are as follows:

- (a) To increase food self-sufficiency and to achieve a greater degree of food security;
- (b) To improve the quality of life, particularly in rural areas;
- (c) To promote productive employment and training; and
- (d) To enhance the State's management of the economy.

22. To achieve these goals, the third country programme of the Comoros will place particular emphasis on national human resources; its overall goal must be to provide vocational skills.

23. Thirty per cent of the funds of this programme have already been committed to approved projects, 62 per cent have been programmed for new projects and 8 per cent (10.3 per cent of total IPF resources) have been set aside for an unprogrammed reserve.

#### Increasing food self-sufficiency/security

24. In food production in the Comoros emphasis is placed on cassava, bananas and coconuts, a diet that is supplemented by means of imported rice and meat. Small amounts of animal protein (kid, beef and fish), rice and vegetables are produced locally, but despite the major effort undertaken through the CEFADERS to introduce additional crops - for example, maize, leguminous plants and various types of lettuce - as well as small-animal raising (chickens and rabbits), with assistance from a number of other donors, so far the results have been meagre. The undertaking in question will be continued under this programme.

25. Comorian waters contain a high enough volume of fish in the tuna family for rational exploitation. A certain amount of infrastructure was established in the period between 1980 and 1985, thus making it possible to improve small-scale fishing techniques and increase the total catch. However, according to FAO estimates the total catch represents only one quarter of the exploitable quantity. The Government has requested FAO assistance in drawing up legislation on fishing in Comorian waters and organizing the fisheries.

26. An amount of \$1,649,000 (18.7 per cent of total resources) has been set aside for this priority goal, including \$1,125,000 (12.8 per cent) for a new project.

#### Ongoing projects

##### Support to the rural development programme (COI/82/001)

27. Project operations, including a mission for planning the next phase in order to facilitate the transition from the current phase to the new project, will continue until June 1987. An amount of \$190,000 has been earmarked for completing these operations.

##### Agricultural credit (COI/80/C03)

28. This project, whose purpose is to provide assistance in securing short- and medium-term agricultural loans, has yielded mixed results. Whereas the short-term operations have facilitated the financing of small seasonal loans (for example, for purchasing seed and fertilizers) with great success, a large amount of money has been lost as a result of the medium-term (development credit) operations. The remaining amount of \$334,000 will therefore stay frozen until new procedures have been developed.

New projectsSupport to the rural development programme, Phase III (COI/87/004)

29. This project will succeed the ongoing project, COI/82/001 (see para. 27 above), pending formulation and adoption by the partners concerned of the new concept of UNDP/FAO assistance with regard to both the central and the regional guidance structure. It is expected that in this phase greater emphasis than in the current phase will be placed on extension work among farmers. An amount of \$1,125,000 has been set aside in the third programme for this purpose.

30. Where fishing is concerned, provision is made under the programme - through FAO financing from the Action for Development Fund - for equipment and training for two fishermen's co-operatives that could serve as models for small-scale fishing enterprises and other groups of fishermen, which could obtain financing from the Comorian Development Bank. The Government is considering close co-operation with the regional project on fisheries management and development in the south-western region of the Indian Ocean (RAF/79/065), as well as the possibility of requesting additional FAO assistance in the area of fisheries organization and legislation on fishing. Moreover, the Government has expressed interest in using the third programme to finance activities planned for 1989 and 1990.

Linkages

31. Since its establishment in 1979, the CEFADER and CADER systems set up jointly by the Government and UNDP and FAO in order to develop and disseminate suitable models for farmers through the 11 CADERs distributed throughout the islands, with additional investment contributions from UNCDF and the World Bank, has attracted capital assistance funds from all the major donors - the World Bank/International Development Association (IDA), the European Development Fund (EDF), Belgian Co-operation, the Fonds d'aide et de coopération (FAC), FAO, the Caisse centrale de coopération économique (CCE) and the African Development Bank (ADB). Their contributions amount to a total of 13.3 billion Comorian francs (or \$40 million), of which only two thirds has so far been disbursed. All these projects have focused very successfully on the adaptation of agricultural technology and have not attached too much importance to extension work among farmers - an area on which the new UNDP/FAO project will seek to place maximum emphasis. A number of donors have already proposed that there should be closer co-ordination among projects funded under different programmes in order to guarantee a concerted endeavour to implement a national agricultural strategy, which is the only way of laying the foundation required for effective co-operation.

Improving quality of life, particularly in rural areas

32. To boost development of the most effective production systems, the improvement of quality of life by means of appropriate measures in the areas of education, primary health, drinking water and sanitation, road infrastructure, the marketing of agricultural products, and habitat also represents a major contribution to higher productivity. An amount of \$4,134,000 (46.9 per cent of total resources) has been earmarked for achieving this priority goal, including \$3,279,000 (37.2 per cent) for new projects.



Ongoing projects

Participation by United Nations volunteers in the development of the Comoros (COI/78/014)

33. This project, which has been successful in filling major gaps in the areas of school education and health through the provision of mathematics and science teachers and doctors for rural health clinics and centres, will be completed in 1987. It will be immediately followed by a second phase. An amount of \$200,000 has been earmarked for the ongoing project under the third programme.

Water resources development (COI/86/001)

34. The last programme revealed that there is underground drinking water on the island of Njazidja (which has absolutely no flowing or stationary surface water), by means of the COI/79/005 and COI/86/001 projects. The latter will be completed in 1987. An amount of \$240,000 has been earmarked for this programme. Later work, particularly the rigging-out of wells and the establishment of water-supply networks, will be funded by other sponsors.

Support for the maternal and child health and family planning project (COI/85/P01)

35. In the area of information, education and communications in the field of population, UNFPA adopted project COI/85/P01 in 1986, representing a total value of \$313,350, including \$219,830 for activities to be carried out in 1987 and 1988.

Construction of the Moroni market (COI/80/C04)

36. UNCDF has already provided funds in an amount of \$509,000 for the construction and improvement of a new market at Moroni (COI/80/C04). For 1987 an additional sum of \$120,000 has been approved for the rehabilitation of the old market.

Assistance to the human settlements programmes (COI/84/001)

37. The provision of salubrious housing for the less privileged population segments has been the goal of this project, which has been extended beyond 1986 in order to maintain continuity of operations; the new phase will begin in mid-1987. An amount of \$75,000 has been earmarked for this purpose.

New projects

Malaria-control programme (COI/85/011)

38. Although this project was approved in 1985, its preparatory activities did not begin until January 1987. It represents a first step towards reducing malaria - a debilitating affliction for a major proportion of the population - in the Comoros. Provision has been made for measures to be taken once the project has begun to raise the level of awareness of other backers or foreign partners with a view to securing the necessary funds for a more comprehensive and more effective programme. An amount of \$263,000 is included in the programme for this project.

39. Following the financing of the construction of a hospital on Moheli (the smallest of the inhabited islands), which was completed in December 1986, UNCDF will finance the construction of a health centre for Mitsoudje in 1987 in an amount of \$500,000 (COI/86/CO1). UNFPA will implement the project on strengthening of maternal and child health services and family planning (COI/87/PO1), which is receiving \$345,605 for 1987 and 1988.

Participation by United Nations volunteers in the development of the Comoros (COI/87/003)

40. As a follow-up to project COI/78/014 (see para. 33 above), which will come to an end in 1987, the Government feels obliged to continue to call upon UNDP for the further financing of 15 high-school teachers, 16 doctors and a number of other volunteer-experts until 1990, in a total amount of \$2,169,908, under this project.

41. UNCDF will continue to provide the Comoros with funds for the construction or rehabilitation of markets in a number of towns under the market rehabilitation project (COI/86/CO2), for which an amount of \$375,000 is planned for 1988.

42. An amount of \$200,000 from the remainder of the United Nations Emergency Operation Trust Fund (UNEOTF) has been approved for the construction of school storage tanks, in co-operation with UNICEF, which is in the process of setting up a school-meals programme.

Assistance to human settlements programmes, Phase II

43. The third phase of this project of the United Nations Centre for Human Settlements (Habitat) will be focused on completion of the urbanization plans for Njazidja, the principal island, and on the establishment of a building society to facilitate the implementation of a revolving financing system for new low-cost housing. UNCDF has received a request from the Government for additional financing in connection with this revolving fund. Provision has been made for a UNDP contribution of \$325,000, and the UNCDF contribution is worth \$625,000. UNCDF will not be able to consider the request in question until the Fund has been replenished.

Promotion of productive employment and training

44. With a view to creating more jobs in the areas of manual crafts, the small-scale services and processing industries and tourism, the Government intends, on the one hand, to promote the establishment of small enterprises on a nation-wide basis, and, on the other hand, to launch out into well-prepared development of tourism. The updating of the Investment Code and the promotion of the Comoros as a tourist attraction will pave the way for further action. An amount of \$852,000 has been earmarked for financing ongoing projects.

Ongoing projects

Programme for developing the training and promotion of Comorian human resources (COI/85/003)

45. In the area of vocational training, a dual goal is pursued in this project, which was approved in May 1966: first of all to train young Comorians at the renovated Ouani Vocational Training Centre to be mechanics, motor mechanics, electricians and specialists in electronics, carpenters and joiners, bricklayers, welders, plumbers and sanitary engineers, and specialists in domestic refrigeration, then to help them establish themselves in their occupations by directing them towards manual crafts in general and the establishment of their own small businesses. An amount of \$600,000 has been earmarked for this purpose for the period 1987 to 1988.

Strengthening of the State's institutional capacity in the area of tourism and vocational training (COI/85/012)

46. In the area of tourism, this project has already produced genuine results where the endeavour to draw up and implement a tourism policy is concerned. A sum of \$196,000 has been provided for the completion in 1987 of this project, which is closely linked to the Comorian private sector.

47. With a view to promoting the establishment of small industrial enterprises, the Government, with assistance from UNIDO and the World Bank, is continuing to conduct industrial feasibility studies on subsequent financing by the Comorian Development Bank. UNIDO will study small pilot industries, such as the processing and canning of agricultural products and the exploitation of coconut wood. Moreover, the Indian Ocean flying squad regional project (UCF/RAF/84/088) will continue to provide assistance in improving company management.

48. In 1986 UNIFEM launched a project to rehabilitate young people who have had to drop out of school, with a view to preparing them for a productive life in the area of manual crafts or small-scale industry (COI/85/W02). There is still a sum of \$56,198 to be spent by early 1988.

State economic management capacity

49. The Comorian Government's most pressing concern is economic recovery. It has therefore called upon a number of donors, particularly UNDP and France, for assistance in strengthening the structures in question by means of planning, management and monitoring of State activities in this field. Under the third programme, an amount of \$428,000 (48 per cent of total resources) has been earmarked for completing two projects that have been under way since the last cycle and setting up a project funded jointly by the IPF and UNIFEM dealing with Comorian women.

Ongoing projects

Training in the area of statistics and development studies (COI/84/003)

Assistance in economic and social planning (COI/85/009)

50. The activities carried out under the first project will be completed in 1987, with a budgetary allocation of \$77,000. Under the second project, which has been in operation since July 1985, the Ministry of the Plan will be provided with the services of a planner and a volunteer research assistant until mid-1988. An amount of \$272,000 has been budgeted for this purpose.

New projects

51. The Government has also requested UNDP to finance a two-year SMF/LDC project to provide the Ministry of Finance with assistance in the management of current economic trends. In the context of its endeavour to institutionalize the co-ordination of external aid, the Government will also rely on UNDP for funding for an assistance project in this area. In the mean time, UNDP and UNIFEM have approved a research project on the status of Comorian women, for a total of \$75,000, including \$51,000 from the IPF and \$34,000 from UNIFEM.

Linkages

52. The project to strengthen economic management capacity complements the activities carried out by the International Monetary Fund (IMF) at the Ministry of Finance, by the Fonds d'aide et de coopération (FAC) at the Customs Directorate-General and by FAC and the Arab Bank for Economic Development in Africa (ABEDA) at the Ministry of the Plan.

C. Unprogrammed reserve

53. An amount of \$631,000 has been allocated to an unprogrammed reserve in order to meet subsequent requests for assistance.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

<u>A. UNDP-administered sources</u>	<u>\$</u>	<u>\$</u>
Third cycle IPF balance	(146 000)	
Fourth cycle IPF	6 783 000	
Subtotal IPF		6 637 000
Special Measures Fund for the Least Developed Countries	-	
Special programme resources	-	
Government cost-sharing	-	
Third-party cost-sharing	-	
Operational funds under the authority of the Administrator:		
UNCDF	1 329 000	
UNIFEM	79 000	
UNDP special trust funds:		
UNEOTF	200 000	
Subtotal, UNDP non-IPF funds		<u>1 608 000</u>
<u>B. Other sources</u>		
Funds from other United Nations agencies or organizations as a result of the country programme exercise: UNFPA	565 000	
Parallel financing from non-United Nations sources	-	
Subtotal, other sources		<u>565 000</u>
TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u><u>8 810 000</u></u>

II. USE OF RESOURCES

<u>A. Programmed (all objectives)</u>		
Ongoing projects	2 702 000	
New project proposals	5 477 000	
Programmed reserve	-	
Subtotal, programmed resources		8 179 000
Unprogrammed reserve		<u>631 000</u>
TOTAL USE OF RESOURCES		<u><u>8 810 000</u></u>

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