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PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH COUNTRY PROGRAMME FOR COLOMBIA

Note by the Administrator

I. PROCESS OF THE PROGRAMMING EXERCISE

1. The Resident Representative's note was presented to the Government shortly after its inauguration in August 1986, thereby officially initiating the programming exercise. In the ensuing months, a dialogue was maintained with the new Government, which agreed to the fourth country programme at the end of December 1986.
2. The country programme is the result of a joint effort of the National Planning Department (the Government institution responsible for technical co-operation), ministries and sectoral governmental entities, and representatives of the United Nations system in Colombia.
3. In order to provide the Government with an integrated and co-ordinated framework within which to define the new country programme, a thorough analysis was made of the ongoing third programme. This analysis, which was a major component of the Resident Representative's note, attempted to examine the results obtained and their relation to the principal development actions of the Government, with a view to drawing some conclusions for the orientation of the fourth country programme. The note also contained suggestions for specific areas of action which were reached as a result of the technical contribution of representatives of the United Nations system in Colombia who had participated in working groups and task forces specifically for this purpose. One important working group, composed of the United Nations Development Programme (UNDP), the United Nations Children's Fund (UNICEF),

the International Labour Organisation (ILO), the Pan American Health Organization (PAHO), the World Health Organization (WHO), the World Food Programme (WFP) and the Economic Commission for Latin America and the Caribbean (ECLAC), concentrated on analysing approaches to the subject of critical poverty, which is central to the development strategy of the Government. The United Nations Fund for Population Activities (UNFPA) carried out its basic needs evaluation and programming exercise in co-ordination with the fourth programme exercise. The note focused as well on implementation modalities, which had included an increase in Government execution to 19 per cent of the programme and the use of national professional project personnel.

4. During the programming process, close contact was maintained with the World Bank and the Inter-American Development Bank (IDB) to ensure the continued, integrated relationship between technical and financial co-operation developed in the third country programme in projects such as Assistance to the Free Industrial and Commercial Zone of Cartagena (World Bank), the Port Training Development Programme (World Bank), and the new project on Development of Research Activities of the Colombian Institute for the Promotion of Higher Education, which will be financed through an IDB loan.

5. At the same time, various meetings were held with bilateral sources of technical co-operation to explore possible multilateral and bilateral activities and to ensure co-ordination among programmes and projects, in keeping with the Government policy of consolidating and co-ordinating all sources of technical and financial assistance.

## II. THE FOURTH COUNTRY PROGRAMME

6. The fourth country programme is fully concordant with the development strategy of the Government for the period 1987-1990 and will support the Government in achieving its goals in three areas by: (a) contributing to the programmes designed to strengthen the productive sectors; (b) supporting the fight against absolute poverty and promoting the generation of employment; and (c) strengthening the actions required to modernize and reform the State, and for the decentralized development of the State.

7. Under the first objective, the Government has targeted a number of activities, which include the strengthening of the productive sectors, the modernization of technology, the stimulation of production to satisfy basic necessities such as food, housing, health and education, improved fiscal controls to increase revenues, and the diversification of exports. UNDP will assist in supporting strategic activities that fall under this classification, in projects such as Capital Goods Industry, Development of the Cerrejón Block "B" Coal Mine, which is leading to the expansion of exports, the Integrated Audit Programme of the Controller General's Office and the Development of Small and Medium Industry.

8. Over half of the programme resources are devoted to activities related to the second objective, to which the Government attaches the highest priority. Indeed, in his address to the General Assembly of the United Nations in October 1986, the

President of Colombia made a proposal for promoting the struggle against critical poverty in Latin America. Since national efforts will have the greatest impact on reaching solutions to this critical problem, the Administrator notes with satisfaction that UNDP will be closely associated with this endeavour in Colombia and also that the projects in Colombia will be co-ordinated with the regional activities on critical poverty. Programmes in this strategy include the incorporation and rehabilitation of marginal areas in major cities; the strengthening of secondary cities and rural areas; and complementary programmes to improve essential public services. UNDP support is being sought in projects such as Primary Education, Reconstruction of the Damage Caused by the Avalanche of the Volcanic Eruption Nevado del Ruiz, Support to the National Rehabilitation Plan, in the Special Employment Programme, and in the Development of the Marginal Areas of Bogotá and of Medellín, as well as in the formulation and execution of the National Plan for the Eradication of Absolute Poverty.

9. The third objective, modernization of the State and improved fiscal management, are considered by the Government prerequisites for a more integral development of the country. This objective includes administrative decentralization and UNDP will be called upon to assist, inter alia, in strengthening the institutional capacity of the Administrative Department of the Presidency; in supporting administrative, operational and financial improvements of selected local governments; and in the training of public administrators.

10. As well as being complementary to the Government programmes, the new country programme will continue the catalytic role of assisting the Government to mobilize internal and external human and financial resources, including those of bilateral technical co-operation programmes and multilateral financial institutions, such as the World Bank and IDB.

11. Total programme resources are \$28.1 million, comprised of: \$11.9 million from the indicative planning figure (IPF); the unspent balance of \$1.3 million from the \$2 million Special Programme Resources allocation for reconstruction of the damages caused by the eruption of the Nevado del Ruiz volcano; \$40,000 from the United Nations Development Fund for Women (UNIFEM); \$2.6 million from the United Nations Fund for Drug Abuse Control (UNFDAC); and \$12.3 million in Government cost-sharing. The high proportion of Government cost-sharing is significant of the importance that the Government attaches to technical co-operation as a means of assistance in the achievement of its objectives. Thirty-seven per cent of the resources are devoted to the first objective; 52 per cent to the second objective; and 11 per cent will be devoted to the third. However, it should be borne in mind that there is an integral relation between all three objectives as articulated by the Government.

### III. MANAGEMENT OF THE COUNTRY PROGRAMME

12. Building on the experience of the third country programme, the fourth country programme will continue to use modalities such as Government execution and the incorporation of national expertise through individual recruitment and subcontracting with national entities. Grassroots and community participation will

also be a feature of the programme, particularly in the implementation of the second objective.

13. Linkages to other United Nations system activities, in co-ordination with UNDP projects, will be important, particularly the activities of WFP, UNFPA, UNICEF and UNFDAC, whose projects operate within some of the same areas as UNDP projects and complement each other; linkages to financial institutions will be further strengthened.

14. The international technical co-operation being sought from the United Nations system is only part of the overall technical assistance needs of Colombia. Within the framework of the country programme, sectoral missions will be carried out, with the participation of the specialized agencies, who will analyse in greater detail areas within their expertise, thus providing a basis for negotiating other bilateral and multilateral co-operation.

#### IV. RECOMMENDATION OF THE ADMINISTRATOR

15. The Administrator recommends that the Governing Council approve the fourth country programme for Colombia.

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