GOVERNING COUNCIL
Special meeting
14-18 February 1983
Agenda item 3(b)

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Consideration and approval of country programmes

THIRD COUNTRY PROGRAMME FOR
PAPUA NEW GUINEA

UNDP assistance requested by the Government of Papua New Guinea
for the period 1983-1986

Illustrative IPF for 1982-1986: $13.5 million

INTRODUCTION

Programming exercise

1. The third UNDP country programme for Papua New Guinea is the result of a programming exercise carried out during the first half of 1982 with the National Planning Office assisted by various technical departments. It covers the period 1983-1986 and corresponds to the revised National Public Expenditure Plan (NPEP). Given the limited amount of resources available for programming, most of which

* In accordance with decision 81/15, adopted by the Governing Council on 27 June 1981 (E/1981/61/Rev.1, Annex I), the third country programme for Papua New Guinea is being submitted to the Council without an accompanying note by the Administrator. The previous country programmes for Papua New Guinea and the accompanying notes by the Administrator were issued under the document symbols DP/GC/PNG/R.1-DP/GC/PNG/R.2 and DP/GC/PNG/R.1/RECOMMENDATION-DP/GC/PNG/R.2 RECOMMENDATION, respectively.
have been earmarked for proposals within NPEP, no special sectoral studies or agency programming missions were scheduled. Due consideration was given to bilateral and multilateral aid sources and to the major international lending institutions, two of which, the World Bank and the International Fund for Agricultural Development (IFAD), by virtue of sizeable projected loans to the agricultural sector, will have considerable bearing on UNDP activities in the third cycle.

2. To provide the Government with the additional time to assess UNDP inputs in terms of national development objectives and priorities, the second country programme was extended for one year, reducing the country programme for the present cycle to four years. UNDP resources taken into account for programming purposes total $8,167,000. This consists of 80 per cent of the illustrative indicative planning figure (IPF) for 1982-1986 reduced by the authorized budget level for 1982 of $1,925,000 and further reduced by overspending of the second cycle IPF by $732,000. However, included is an amount of $27,000 in Government cost-sharing funds. An amount of $2.7 million, representing 20 per cent of the illustrative IPF, has been set aside as an unprogrammed balance.

Significant features of the third country programme

3. In drawing up the country programme, specific steps have been taken to ensure that UNDP inputs are in conformity with the national development strategy and have direct bearing on achieving the strategic objectives established through the mechanism of NPEP. They also take account of decisions agreed upon at international fora establishing global objectives. UNDP assistance, like all other inputs, has been completely integrated into the national planning approach. In the face of severe financial constraints, which have resulted in a sizeable reduction in real terms of inputs available for programming (in comparison with programming resources available during the second cycle), it was decided during the early stages of the country programme exercise to focus resources on a small number of priority areas. A concentrated programme, avoiding unnecessary dissipation of inputs over a wide spectrum of activities, was considered, given present circumstances, to be the most appropriate and optimal way of preserving the integrity, cohesiveness and effectiveness of the programme.

4. Consistent with the paramount aim of upgrading the agricultural sector, the major share of resources available for programming (60 per cent) has been earmarked for ongoing projects, new project proposals and new initiatives in agriculture and forestry, including an amount of $2.5 million which has been reserved for one sub-sector - subsistence food production. The remaining resources have been allocated to public administration (20 per cent) to address the country's serious manpower shortages, telecommunications (15 per cent) and health (1 per cent), with the balance (4 per cent) set aside as a reserve for contingencies.

5. Although UNDP assistance is small in comparison with the national budget and other assistance sources, in terms of quality and flexibility (it was viewed during the second cycle as particularly helpful in enabling the Government to diversify its sources of expertise), it has significant value and is expected to contribute substantially to overcoming a number of serious impediments to the country's development. Government strategy is to make optimal use of the proven capacity of UNDP to provide new and diversified know-how. Experts and training abroad have
proved to be good vehicles for this. It is, in fact, the access to such know-how which has enabled UNDP to function with a significance beyond the relatively small money value of its programme. Hence, the great majority of funds will be utilized for experts, consultants and training programmes, as well as for the United Nations Volunteers (UNV) programme, which has been much appreciated in a period of declining resources and rising expert costs. In recognition of the UNV the UNDP contribution to its development efforts, the Government will continue to provide funds under a cost-sharing arrangement to a multisectoral project executed by UNV. The Government has on occasion resorted to government execution in response to urgent local requirements, but due to the nature of the country's technical assistance needs, which place a high premium on the diversified expertise which has been satisfactorily provided through the co-operation agencies of the United Nations system, this modus operandi is not expected to be employed to any great extent during the third cycle.

UNDP TECHNICAL CO-OPERATION ENVISAGED IN SUPPORT OF NATIONAL DEVELOPMENT PRIORITIES

General development situation, issues and prospects for development in the 1980s

6. Papua New Guinea is a tropical island developing country whose economy is predominantly rural and agricultural and will remain so for many years to come. Productive potential is great; not only does the country have rich veins of gold and copper (notably the Bougainville Copper Mine in the North Solomons and the Ok Tedi deposits in the Western Province) and possibly significant reserves of oil and gas, it is also endowed with abundant, rich agricultural land, large expanses of forest, substantial fishing resources as well as a plentiful supply of labour.

7. Papua New Guinea has plentiful natural resources and its development over the long-term will be limited only by the extent to which it can exploit them. One major limitation to their exploitation is the capital to invest in development, particularly in the agricultural sector. It is imperative, therefore, that the agricultural base of the economy be strengthened and that further development continue in the forestry, minerals and manufacturing sectors. This will result in an economy which is better able to withstand swings and shocks, such as the rise in oil prices and fall in commodity prices, which have contributed to a sharp deficit in the balance of payments. Particularly strong efforts will be devoted to the agricultural base of the economy, because it is here that the majority of the people earn their livelihood and it is here that the underlying strength of the balance of payments ultimately rests. The agricultural sector, including forestry and fisheries, contributes about one third of the country's total output, employs over four fifths of the population and contributes 50 per cent of export earnings; yet performance in this sector has been very weak in the last few years; and the output of some major crops has stagnated. Investment in rehabilitation and the people to manage its development are urgently needed. Employment is also restricted by relatively high wages, which contribute to reducing the country's competitiveness in plantation agriculture as well as in other economic sectors. To overcome these obstacles, the Government has approved a number of far-reaching proposals which will receive top priority in the 1983-1986 NPEP, including expanded agricultural extension and research, the sponsoring of more nationally-owned joint
venture operations in plantation agriculture and investment incentives to promote new agricultural investment in existing operations. In addition, conscious of the serious stresses affecting the traditional food system, the Government will give priority to strengthening subsistence food production.

8. The other main limitation to the development of Papua New Guinea is the shortage of trained manpower. Skill shortages exist at practically all levels and in all sectors. The shortage of trained manpower reduces both the level and quality of government services, weakens the management of enterprises, limits the expansion of production in many areas and accounts for the need to use expensive expatriate manpower on a large scale. The Government has set in motion a number of projects to meet the country's needs for skilled manpower. A recent national manpower assessment concluded, *inter alia*, that major sections of the training system require reorientation to meet current manpower needs and that, at least in the short-term, the country would continue to rely on overseas training institutions to meet its requirements for advanced degree holders in selected disciplines.

The national development strategy and its priorities

9. In 1976 the Government produced a national development strategy with a view to implementing the national goals and directive principles embodied in the constitution. At the core of the national development strategy is the conviction that jobs and economic opportunities must be provided predominantly in rural areas. At the same time, this strategy welcomes the participation of overseas capital in the development of the country's natural resources, but this must be on terms that are in the best interests of the country and under the control of the Government.

10. The mechanism employed to ensure that the strategy's prescriptions are followed in the national budget and reflected in the development path taken by the country is NPEP, which is operated on a rolling four-year basis. NPEP is thus the major policy-making tool to direct Government expenditure towards the goals of national development. It enables the Government to manage, monitor and progressively re-allocate its expenditure in relation to its priorities and policies. The plan allocates funds to the following nine strategic objectives rather than by department or general expenditure headings: increase in rural welfare; assistance to less developed areas; improvement of general welfare; increase in economic production; improvement of food production, subsistence and nutrition; improvement of training and increase in government participation in the economy; urban management; effective administration; and environmental protection.

External assistance and technical co-operation

11. A significant source of finance for government expenditure comes from foreign aid. The Government of Papua New Guinea has for some years held that foreign aid with the fewest possible strings attached to it is in the best interest of the country. An untied grant to the budget has the fewest strings of all because it can be used according to government priorities; it can purchase supplies and services from the best value sources and it does not have to be repaid. For historical reasons, assistance provided by the Government of Australia accounts for the largest sources of untied grant finance (amounting in 1982 to $273 million, constituting some 25 per cent of the national budget).

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12. Most foreign aid from sources other than the Government of Australia comes in the form of concessional loans for specific large-scale projects or as grants for technical assistance; major lending has been undertaken, or is under consideration, by the Asian Development Bank (AsDB), the World Bank, the International Fund for Agricultural Development (IFAD), the European Economic Community (EEC), the European Investment Bank (EIB), the Kuwait Fund for Arab Economic Development, as well as by the Governments of France, the Federal Republic of Germany and Japan. Excluding Australian grant aid (which because of its nature cannot be broken down into categories), the Government of New Zealand is the largest single bilateral donor in terms of technical assistance, followed by EEC, and the Governments of Japan, the United Kingdom of Great Britain and Northern Ireland and the United States of America.

13. Excluding IPF funding, a significant amount of technical co-operation resources are made available to Papua New Guinea through the special and regular funds of the United Nations. Assistance provided by the World Health Organization (WHO) for the biennium 1982-1983 amounts to $2.5 million and is expected to climb to $3.2 million for the biennium 1984-1985. Assistance will be directed mainly towards primary health care, better nutrition, malaria control, environmental health, community water supplies and sanitation. The United Nations Children's Fund (UNICEF) is expected to provide approximately $1.2 million for the period 1983-1986. Assistance will be provided for basic child health, training of aid-post orderlies, primary health care, water supply and sanitation and nutrition. The United Nations Fund for Population Activities (UNFPA) assistance for the period 1983-1986 will be reserved for family health care and demography. Three other sources that are likely to continue are the United Nations Industrial Development Organization (UNIDO)/Special Industrial Services (SIS) programme; the United Nations Financing System for Science and Technology for Development, which is assisting Papua New Guinea with research into sago palm as a source of power alcohol; and the Voluntary Fund for the United Nations Decade for Women, which has been promoting small provincial businesses for women.

14. As this wide range of multilateral and bilateral assistance sources indicates, the Government has made determined efforts to expand its foreign economic relations and diversify its sources of assistance. Its aid policy has operated under two basic principles applicable in equal measure to bilateral and multilateral donors. All projects for aid funding are selected from the Government's expenditure priorities presented in NPEP. The Government reserves the right to decide on the most efficient and satisfactory supplies of materials and services.

Relationships with activities at the intercountry level

15. Close ties have been established with a number of regional projects. Two projects: Regional Training in Malaria Control (RAS/79/021), and Small-scale Enterprise Development (RAS/79/016) are based in Papua New Guinea, whilst two others: Root Crops Development (RAS/74/017), and Rural Training in the Pacific (RAS/75/008) have outposted experts to Papua New Guinea.
Planned UNDP assistance

16. The summary of proposed country programme assistance presented below is arranged according to the main functional classifications of the Administrative Committee on Co-ordination (ACC) and not according to the strategic objectives assisted by NPEP. Proposals for UNDP assistance are composed of ongoing projects, new project proposals commencing in 1983, and objectives and activities against which new projects will be identified later, for initiation in the years 1984, 1985 and 1986.

A. Agriculture and forestry

17. In conformity with the Government's strategy of strengthening the agricultural base of the economy (to be sought, inter alia, by channelling much needed capital and technical know-how into the cash crop and forestry sector and by addressing the constraints and stresses on the subsistence food system), the major focus of the third country programme will be on this sector. In addition to ongoing projects for the promotion of the rural areas in general, the upgrading of cash crops (rubber) and the improvement of the quality of teaching and extension services (see below, paras. 24 - 29), major new initiatives are planned by UNDP in support of subsistence food production and forestry, details of which are set out below.

1. Subsistence food production

18. One hundred years ago, Papua New Guinea was completely self-sufficient for its people's subsistence needs. Today, the introduction of cash activities, diversification of enterprise and urbanization have led the country to import about 25 per cent of its food. Nevertheless, a large majority of the people still depend wholly or partly on their own food gathering and gardening efforts and subsistence food production remains the most important single agricultural activity in the nation.

19. Knowledge of the subsistence systems falls far short of their economic, social and political importance, in part because the systems are complex and the prospect of any over-all survey is daunting. Nevertheless, Government planning and policy and programme formulation require much more information about subsistence food production than is currently available. Nutritional surveys show significant levels of malnutrition in many parts of the country and agricultural surveys show seasonal food shortages to be not uncommon, while in a number of locations the subsistence system is coming under stress because of population pressures on limited land resources. The Government formulated a national food and nutrition policy in 1978 but its implementation, particularly in the subsistence food production area, has been hampered by lack of specific programmes. A review by the International Service for National Agricultural Research (ISNAR) consultants in 1981 was critical of its dispersed and largely unco-ordinated approach.

20. Clearly there is a pressing need to review present knowledge as a basis for setting priorities for future government support programmes. With this end in mind, UNDP has been designated by Government as the focal point for initiating studies which are intended to serve as a basis for planning all public sector activity relating to the food supply, with particular emphasis on subsistence food production, thus including activities under the recurrent budgets of the Department of Primary
Industry, the Department of Health, NPEP projects and relevant sectoral fund allocations operating through national or provincial departments. The studies will also serve to identify components to be funded under the country programme for the years 1984-1986. The groundwork laid by UNDP is also expected to provide necessary material for assistance in the formulation of the proposed programme for IFAD and will take full account of the potential linkages to the proposed agricultural support services project for World Bank funding.

21. In a field such as subsistence food production, there are problems of ordering activities in a coherent whole, of establishing useful priorities and of co-ordinating the efforts of a number of different agencies. The studies to be initiated by UNDP at the beginning of 1983, with the over-all objective of reviewing and establishing a national policy on subsistence food production and the development of a coherent programme of public sector activity in support of that policy, are designed to provide a unified planning basis that may help to overcome these problems.

2. Forestry

22. Papua New Guinea has a land mass of about 46 million hectares (ha.) of which 40 million ha. are covered with forest. The forest industry sector has provided a significant and growing contribution to the economy of the country in terms of employment for an expanding work force, in foreign exchange earnings and in revenue for the State. In June 1979 a revised national forest policy was promulgated. Relating mainly to the forest industry sector, the new policy outlines provisions for forestry to make a more meaningful contribution to certain national development objectives with respect to revenue generation, conservation and replenishment, greater national ownership and regional economic development. At the same time as the policy was announced, approval was also reached on the National Forest Development Programme, which has been designed to support the objectives of the new policy. The Programme provides for the development and exploitation of the country's forest resources in an orderly and regulated manner, taking into account current limitations in administrative capacity and financial resources, overseas markets for Papua New Guinea's forest products and the need to diversify markets.

23. The successful exploitation of the country's forestry resources will depend to a very large extent on two interrelated efforts: first, the ability to formulate and implement a policy in forest research, encompassing forestry management, silviculture, reforestation, forestry products and botany; and, second, the elaboration of a policy of resource replacement through reforestation. UNDP will play a key role by assisting the Office of Forests to achieve these objectives by means of a range of activities as outlined in paragraph 32 below.

(a) Ongoing projects

Assistance to the Crocodile Skin Industry (PNG/74/029)

24. The major objective is to assist those living in remote areas, which are unsuitable for most types of agricultural development, to establish an industry based on their own resources of crocodiles. Estimated IPF requirements for 1983 amount to $40,275.

Rubber Industry Development (PNG/78/005)

25. This project aims at the total modernization of all sectors of the rubber industry, with a complete phasing out of conventional export grades. Estimated IPF requirements for 1983-1985 amount to $533,600.
Staff Training and Development in DPI Colleges (PNG/79/034)

26. The provision of extension services to the rural areas places heavy responsibility on the teaching staff of colleges of the Department of Primary Industry (DPI). The project's objectives are to systematically upgrade the quality of the teaching staff in the DPI colleges. Estimated IPF requirements for 1983-1984 amount to $508,920.

West New Britain Fisheries (PNG/81/001)

27. The objective is to increase earning opportunities and reduce income inequalities in the West New Britain province by training village fishermen and national project staff in better fish handling methods. A United Nations volunteer will also provide services and training in the repair and maintenance of small fishing boats and engines and introduce and evaluate new fishing techniques to increase the fish catches. Estimated IPF requirements for 1983 are $22,325.

Upper Mendi High Altitude Research (PNG/82/001)

28. The major objective is to undertake research into subsistence agricultural systems in frost-prone areas. This involves establishing weather records, carrying out sample trails of frost-resistant vegetables, propagating appropriate planting materials for extension workers and monitoring the nutritional status of individuals in selected households. Estimated IPF requirements are $29,116.

Control of Salvinia Molesta (PNG/81/003)

29. The objective is to eliminate infestations of salvinia on the Sepik River system, through an integrated biological, physical and chemical management programme. IPF requirements for 1983-1985 are $380,716.

(b) New project to be initiated in 1983

Profile and Planning Study for Subsistence Food Production in Papua New Guinea

30. The project has two major aims: (a) to recommend alternative general policies and approaches for all public sector activity relating to subsistence food production; and (b) to recommend priorities and programmes to the National Agricultural Committee for all public sector activities relating to subsistence food production consistent with recommendations of (a) above and the identification of those components to be incorporated within the UNDP country programme for the years 1984-1986. Estimated IPF requirements for 1983 amount to $97,550.

(c) Activities to be initiated in 1984-1986

31. The specific objectives which will govern new UNDP assistance to the subsistence food production sector will be to develop a programme of action from the review of food and nutrition policy and programmes in 1983. Activities to be carried out in support of these objectives include:

(a) Assessment of the position and relative importance of subsistence food production within the over-all national food supply and the establishment of policies and programmes which, while assisting to strengthen subsistence food production, take full account of the potential for, and foster increased and improved links toward, marketed production;
(b) Development of a programme of applied research, taking account of existing farming systems and the dissemination of follow-up recommendations for improved farm practices through a strengthened research-extension link;

(c) Identification of food production and supply stress areas and the development of appropriate programmes to alleviate stress, giving due weight to the problems of lowland areas as well as the highlands;

(d) Assessment of the potential for, and the establishment of recommendations on, the application of agro-forestry techniques as appropriate to the farming systems in Papua New Guinea.

Total IPF resources required to support these activities in 1984-1986 are estimated at $2.5 million.

32. The specific activities which will govern new UNDP assistance to the forestry sector in 1984-1986 will comprise the following:

(a) Establishment of a management research team with responsibility for elaborating a comprehensive forest management research programme to include:
   (i) research into spacing trails, particularly with respect to such species as eucalyptus and araucaria aimed at reducing the period of uncommercial thinning; (ii) regeneration studies focusing on over-harvested logged-over areas; (iii) studies on grassland areas with an emphasis on mechanized planting and forest replacement costs; (iv) aerial sowing trails; (v) tree-breeding improvement trails on existing species; (vi) improved seed production schemes; (vii) analyses of mangrove forests and their regeneration aspects; (viii) reorganization of the country's herbarium, which will also involve indexing of local specimens and in-depth analysis of 3-4 selected species;

(b) Research into forest products. Major initiatives will include the reorganization of the Forests Products Research Centre, concentrating on a review of the lesser known species. Activities to be undertaken at the Centre will cover: (i) research into countervailing "soft rot"; (ii) identification, promotion and marketing at village level of minor forest products (e.g. bark, rattan, copal, gum, etc.);

(c) Review of current and future forestry manpower needs and the establishment of appropriate training programmes to meet these needs;

(d) Within the framework of the National Forestry Development Programme, an assessment of national forestry resources with a view to determining the existence of additional forestry areas for exploitation.

Total IPF resources to support these activities in 1984-1986 amount to $813,000.

B. Transport and communications

(Part of Telecommunications)

33. Papua New Guinea has a modern, high technology telecommunications system which spans most of the country. This system evolved as a result of a telecommunication expansion programme, partly financed with a loan from the World Bank, by the then Department of Post and Telecommunications over the period 1969-1972 and a further development programme completed in 1976, also with the aid of a loan from the World Bank.
34. Substantial UNDP assistance was provided under the second country programme for the equipping, staffing and introduction of new training schemes for a new Telecommunication Training Centre at Lae, in the Morobe Province. UNDP will continue, during the third cycle, to provide assistance to the Training Centre at a more advanced level to enable telecommunications personnel to perform duties at higher grades.

Ongoing project

Advanced Training in Telecommunications (PNG/81/002)

35. The aim of this project is, in accordance with course development procedures, of the International Telecommunication Union (ITU) to research, design, develop and introduce advanced training schemes for switching, radio and transmission, subscribers' apparatus, telegraph and external plant. These will be designed with a view to upgrading the skills and knowledge of technician level staff to enable them to perform technical officer grade duties. IPF requirements for 1983-1985 amount to $1,213,000.

C. Health

36. The primary focus of the health strategy is to expand and improve health services, particularly to the rural areas, through provision of health centres and aid posts and improved staff training, including the provision of specialized health functions. WHO, UNFPA and UNICEF are supplying technical inputs, whilst UNDP is providing limited funds in environmental health development.

Ongoing project

Environmental Health Development (PNG/74/019) - funded in conjunction with the WHO regular programme.

37. The objective is a progressive environmental improvement programme of inspection, advisory and health education services through the extension of environmental health services, the promotion of realistic standards of environmental improvement, and the enforcement of adequate standards of waste disposal, food hygiene, water supply and vector control. Estimated IPF inputs for 1983-1984 amount to $121,000.

D. General development issues, policy and planning

(Public administration)

38. The shortage of trained manpower at virtually all levels and in most industrial subsectors is a major hindrance to the country's development. While some significant progress has been achieved in the creation of a capacity to replace expatriates with local, national manpower at the first degree level in the 1980s, thanks to training programmes initiated in the previous decade, there is still insufficient capacity or ability to train high-level manpower in a number of specialist, first degree areas and in a wide range of post-graduate diploma/degree level areas.

39. These areas are considered of essential importance if the relatively large number of senior-level technical and management positions within the public sector are to be filled by Papua New Guinea nationals. The country has one individual with...
with a Ph.D. degree and an estimated 50 with masters degrees. Currently 54 per cent of all top level public service positions (level 8 and above) are held by expatriates. A similar picture emerges for other public sector institutions outside the public service such as the universities, the Electricity Commission and Posts and Telegraphs.

40. Furthermore, many Papua New Guineans currently holding senior positions need an opportunity to upgrade their skills. The country's tertiary educational institutions cannot possibly hope to cover all the specialities required to replace expatriates with Papua New Guinea nationals in many of these positions, given the wide range of skills required and the relatively small number required in each discipline (relative to the costs and benefits of fully establishing a domestic training capacity in each area). In a major training initiative, UNDP will provide funds to enable the Government of Papua New Guinea to acquire advanced specialist knowledge in overseas educational institutions needed to meet the country's manpower needs.

New projects to be initiated in 1984-1986

41. Fellowships will be awarded in the areas of management, social sciences, economics, transportation, engineering, health, science, agriculture, forestry, planning, and others to be determined. Estimated IPF requirements for 1984-1986 amount to $1.6 million.
Annex
FINANCIAL SUMMARY

A. Resources

IPF and other resources

(i) Illustrative IPF for 1982-1986 13 500 000
(ii) Less unprogrammed balance a/ (2 700 000)
(iii) Less authorized budget level for 1982 (1 925 000)
(iv) Previous IPF cycle balance (732 000)
(v) Other resources: Cost sharing 24 000

Total resources available for programming: 8 167 000

B. Use of resources

(a) Programmed

(i) Ongoing projects 2 849 000
(ii) New projects and new phases of ongoing projects included in the country programme 1 698 000
(iii) Earmarked for specific objectives and activities for which projects are to be worked out at a later stage 3 313 000

Subtotal: 7 860 000

(b) Reserve

307 000

Total programmed plus reserve: 8 167 000

C. Financial distribution of programme, by sector

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a/Representing 20 per cent of the illustrative IPF which has not been taken into account for programming.

b/According to ACC classification.