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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Regional Programme for Latin America and the Caribbean 1982-1986

SUMMARY

This document is the result of a programming exercise initiated early in 1981, which involved consultations with Governments, regional and subregional institutions and agencies of the United Nations system. Those consultations culminated in a meeting of senior government experts, held in May 1982 in New York, which advised the Administrator of UNDP on the preparation of this draft intercountry programme for Latin America and the Caribbean. The proposed programme for 1982-1986 is the outcome of a review of the development needs of the region and of the capacity of the system to satisfy the requirements identified, bearing in mind the experience acquired in the implementation of the 1977-1981 regional programme and earlier programmes. It is conceived within the context of the goals of the Programme of Regional Action for Latin America in the 1980s, adopted by the Economic Commission for Latin America (ECLA) and is designed to help promote the processes of regional, physical and economic integration. It incorporates integrated programmes linked to regional and subregional priority needs.

* The preceding regional programme for Latin America (1977-1981) was issued as document DP/225.

Criteria defined at the meeting of senior government experts have been applied in the formulation of the regional programme and in the selection, design and implementation of its constituent projects. The activities supported in 1982-1986 focus on specific aspects of programming and encompass such subjects as international trade; natural resources and energy; industry; agriculture, forestry and fisheries; transport and communications; science and technology; social development (health, education, employment and housing); and cultural aspects of development. The intercountry programme is submitted to the Council for its consideration.

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INTRODUCTION

1. The 1982-1986 regional programme for Latin American and the Caribbean was prepared in accordance with resolution 34/206 of the United Nations General Assembly, which establishes the procedures for the formulation of regional programmes. Furthermore, the consultation process was carried out in accordance with decision 80/9 of the Governing Council of the United Nations Development Programme (UNDP), as recommended by the Administrator in paragraph 9 of his annual report to the Governing Council (DP/435).
2. In order to facilitate the collective participation of all the countries of the region in the preparation of the 1982-1986 regional programme and ensure that it accurately reflected their needs, systematic consultations were initiated early in 1981. In May 1981 a special joint meeting of UNDP and the Economic Commission for Latin America (ECLA) was held in Montevideo, Uruguay, at which overall priorities for the regional programme were set and its relationship with the Programme of Regional Action for Latin America in the 1980s adopted by ECLA defined. 1/
3. In accordance with the decision of that meeting, the process of consultation with Governments, regional and subregional institutions and agencies of the United Nations system continued through April 1982 and culminated in meeting of senior Government experts held in New York in May 1982. 2/ One expert from each of the seven Latin American countries that are members of the UNDP Governing Council (Argentina, Barbados, Brazil, Ecuador, Mexico, Trinidad and Tobago and Venezuela) and a member from Panama representing Central America were invited to participate in the meeting of senior Government experts.
4. The documentation made available to the meeting of government experts included specific project proposals, suggestions and general policy comments submitted by Governments, regional and subregional institutions and specialized agencies of the United Nations system. The Central American countries and the member countries of the Caribbean Community (CARICOM) submitted detailed subregional proposals for consideration by the expert group. The meeting produced recommendations concerning not only the policy framework of the regional programme, but also its content, including guidelines and criteria for its formulation and implementation.
5. An assessment of the 1977-1981 regional programme was carried out as part of the process of consultations for the preparation of the 1982-1986 regional programme and prior to the meeting of the group of experts. This process led to the orderly conclusion of various ongoing projects under the 1977-1981 programme during the second half of 1981 and in 1982.
6. The regional programme is designed to contribute to the promotion of regional, physical and economic integration processes. By reason of its character, the regional programme takes into account and incorporates integrated activities related to subregional technical co-operation needs. Sectoral and subsectoral requirements were likewise placed within an integrated and dynamic framework at both the subregional and regional levels. The special needs of the least developed subregions, namely the Caribbean and Central America, were given special consideration.

7. The development of science and technology, the training of human resources, physical and economic integration and technical and economic co-operation among developing countries influenced the content of the entire programme and of each individual project and activity. The limited number of specific activities proposed for inclusion in each of these areas reflects only partially the scope and character of the work envisaged on those subjects, which constitute the main elements of the programme.

8. The meeting of senior government experts, defined a number of basic criteria, which were applied in the formulation of the regional programme and in the selection, design and implementation of its constituent projects. According to the these criteria, the regional programme should:

(a) Facilitate the participation of all countries concerned in projects carried out within the framework of the programme, either as contributors or beneficiaries. Furthermore, machinery will be established to keep all countries of the region duly informed of the various stages in the process of programming and implementing the projects and their results.

(b) Include only those activities which require effective joint action by at least three countries of the region as a prerequisite for the attainment of their objectives. The projects should be based on a proposal by one or more countries, regional or subregional bodies, agencies of the United Nations system or other intergovernmental bodies;

(c) Promote intra-Latin American horizontal co-operation in all its forms and co-operation with other regions of the developing world with a view to maximizing the potential of the region;

(d) Consider integration-oriented projects and projects which help to strengthen Latin American and Caribbean integration schemes;

(e) Support activities that contribute to the dissemination and exchange of technical know-how and information generated by the international community; maintain the pioneering character of the regional programme, selecting a limited number of advanced technologies and innovative ideas in order to test their possible application in the region;

(f) Include mechanisms that ensure the effective participation of Governments in the formulation, monitoring and evaluation of projects. These mechanisms should include the regional and subregional bodies in the case of projects involving co-operation with those bodies;

(g) Encourage the utilization of national institutions of excellence which have a regional orientation and possess an adequate infrastructure and the establishment of networks consisting of such institutions. UNDP support for regional and subregional institutions should be of limited duration and be directed to projects that contribute to the carrying out of specific activities. With regard to the establishment of new institutions, UNDP co-operation could be provided only when that involves no duplication of effort and when time-limits for such co-operation are set. The institutions receiving UNDP support should also offer the prospect of becoming self-sufficient within a reasonable period of time;

- (h) Concentrate the utilization of available resources on projects of strategic importance for each area or sector. The capacity of the suggested projects to attract co-financing or mobilize additional resources should be a fundamental consideration in their selection. Furthermore, the necessary efforts will be made to obtain co-financing for the projects from the countries concerned and from bilateral and multilateral sources both within and outside the region;
- (i) Include projects which have the necessary infrastructure and for which there are national counterpart contributions in cash or in kind. At the same time, the projects selected should be specific and have clearly defined objectives and feasible goals, and their duration should be established from the outset;
- (j) Identify specific activities which promote the financial co-participation of the private sector in the effort of the international community to promote the development of the countries of the region, with due respect for the national legislations in force;
- (k) Support those activities that supplement national projects and other UNDP activities relevant to the region;
- (l) Facilitate the transfer and acquisition of knowledge and of existing technologies both within and outside the region. This objective should be attained through maximum use of human resources by means of advisory services, consultancy services and training. The limited provision of equipment to optimize the transfer of technology should, in principle, be financed by the recipient countries except when the special characteristics of the recipient country do not permit such demonstration equipment to be obtained from sources other than UNDP.

I. EVALUATION OF THE PROGRAMME FOR THE THE SECOND CYCLE (1977-1981)

9. An analysis and evaluation of the regional programme for the second cycle (1977-1981) formed part of the preparatory work for the formulation of the regional programme for the third cycle (1982-1986).
10. The 1977-1981 programme resources, amounting to \$66.1 million under the Indicative Planning Figure (IPF), were allocated to the following three main development sectors: (a) planning, integration, administration for development and co-ordination of economic policy - 38 per cent; (b) production, infrastructure and natural resources development - 37 per cent; (c) social and cultural development - 25 per cent. Activities relating to training, pre-investment, the generation of employment, horizontal co-operation, and science and technology were incorporated in each of these three main development sectors.
11. The 1977-1981 regional programme was conceived, and its financing structured, during a period of general economic expansion when it was anticipated that the resources available to UNDP would continue to grow. Consequently, the programme's commitments were allowed to increase during the course of its implementation, generating approximately \$4,640,000 in additional costs over the adjusted regional IPF.

12. An innovation introduced during the second cycle involved the co-financing of projects by participating Governments, using their own resources, and by other international and bilateral co-operation agencies. In addition, in some cases national IPF funds were allocated to regional projects. It also proved possible in the case of some other projects to mobilize supplementary funding from other participants, both within and outside the region, for the financing of activities relating to the objectives of those projects, and for which the regional projects provided basic support.

13. The co-financing and supplementary financing efforts initiated during the second cycle have been analysed in depth with a view to greater use of these mechanisms, which will make it possible to mobilize additional resources over and above the IPF for the third cycle programme. During the period 1977-1981, co-financing and supplementary financing generated approximately \$30 million.

14. The review of the second cycle programme included an analysis of the impact of the programme as a whole on regional development the results of its sectoral activities, its effect on the subregions and on systems of physical and economic integration, and the degree of efficiency at the level of specific projects. In cases where a high degree of efficiency was evident, it has been recommended that the specific programming or implementation methods used should continue to be applied in the third cycle.

15. The second cycle programme emphasized and successfully initiated various activities relating to subregional physical and economic integration. This has helped to spur regional integration, which is one of the basic objectives of the third cycle programme. Furthermore, the promotion of technical co-operation among developing countries (TDC), which was one of the most important facets of the 1977-1981 programme, will be one of the main elements of the third cycle programme.

16. The programme provided a mechanism whereby UNDP and other participants could co-operate, through co-financing, in the development and strengthening of various national and intergovernmental regional and subregional institutions. As a result of this co-operation, many of these institutions are currently functioning effectively as co-ordinating centres, either individually or as part of a network, providing technical support to participating countries and promoting interregional and intraregional horizontal co-operation. Some of these institutions will evolve in such a way that in the third cycle programme they can serve as executing agencies for UNDP-financed projects, transferring to other participating countries and institutions the experience they have acquired.

17. Another successful aspect of the 1977-1981 regional programme which has served as a basis for the formulation of the 1982-1986 programme is the use of regional projects to supplement national development activities, many of which will be promoted by national programmes. Furthermore, the programme review has revealed that many projects were linked with global and interregional development activities, as indicated in various United Nations forums.

18. The analysis of the second cycle programme shows that the results of many of these projects are also applicable to countries not formally participating in them. However, the lack of an appropriate mechanism for the dissemination of information on the activities and results of regional projects has limited the ability of non-participating countries to obtain and use that information. The arrangements for the implementation of the third cycle programme include measures aimed at ensuring better dissemination of information on projects to all the countries of the region and to intergovernmental institutions.

II. AVAILABLE RESOURCES

19. In the preparation of this regional programme, UNDP was faced with escalating requests for technical co-operation at a time when the actual regional IPF was decreasing in both real and nominal terms. The programme has been prepared in line with the available resources; however, more effective implementation and an eventual broadening of its scope to meet new requirements as they arise will make it necessary to obtain additional resources. Consequently, it is hoped that in the period 1982-1986 the regional programme will be able to mobilize additional resources at least equal to the resources available under the adjusted IPF.

20. The short-fall in UNDP resources is already having adverse effects on the third cycle regional programme, making it possible to initiate only a very limited number of new activities in 1982 and 1983. It has also a very limited Latin American regional participation in global and interregional programmes, reducing prospects for interregional TCDC.

21. Many projects currently included in the programme, like others that could be included subsequently if resources permit, will make it possible to use UNDP inputs as a catalyser to mobilize additional supplementary financing from other sources. The reduction or lack of a UNDP contribution to those projects thus limits the possibility of mobilizing additional resources for broader co-operation programmes within the region.

22. The limitation of resources has also affected certain sectoral activities with the result that the countries in which the regional programme was the only link with various activities of the United Nations system may be deprived of access to some specialized agencies.

23. The Governing Council has approved an illustrative IPF of \$76.5 million for the 1982-1986 regional programme for Latin America and the Caribbean, but it has been possible to programme only 80 per cent of that illustrative IPF, i.e. \$62.2 million. After deducting second cycle overspending of \$4,640,000, the amount actually available for financing regional projects is \$56,560,000, to be distributed annually as follows:

<u>Years</u>	<u>Amounts</u>
1982	11 111 000
1983	10 649 000
1984	11 173 000
1985	11 565 000
1986	12 062 000

The financial summary relating to the resources of the third cycle regional programme is provided in annex I.

III. THE 1982-1986 REGIONAL PROGRAMME

A. Concepts and objectives in programming and implementation

24. The regional programme for the third cycle reflects global concerns, is formulated in conformity with the UNDP mandate and is consistent with the Programme of Regional Action for Latin America in the 1980s adopted by ECLA. This UNDP regional programme has been formulated with a view to strengthening the overall development process in Latin America and the Caribbean and forging links with national development programmes and development activities at the continental and global levels.

25. The programme seeks to promote efforts to break away from some of the traditional types of projects and activities which were at one time of great importance for development but are no longer of relevance given the progress already made in the region. During the third cycle, it is intended to pursue a process of technical co-operation geared not only to the current needs of the region but also to future development requirements. The programme's ability to meet those requirements will depend partly on IPF financing and partly on complementary activities of a promotional and catalytic nature that will have to be carried out by the countries concerned in co-operation with other development agencies.

26. By its very nature, the regional programme is basically a mechanism for promoting technical and economic co-operation among developing countries. The programme is designed to strengthen this mechanism, not only in terms of its application to intraregional horizontal co-operation, but also where possible at the interregional level, a task for which the countries of Latin America and the Caribbean are well qualified and in which they are already involved.

27. The regional programme was prepared at the same time as the majority of the Latin American and Caribbean country programmes. That made it possible to formulate the programme in the light of the objectives and content of the country programmes, thus ensuring the complementarity of national and regional development efforts.

28. In contrast to the more specifically national orientation of country programme projects, the subjects covered by the regional programme encompass a wide range of substantive sectors, so that the regional programme provides a mechanism that will make it possible, if necessary, to undertake a detailed examination of general issues or substantive aspects of sectoral development. It also provides the UNDP Regional Bureau for Latin America and other regional and subregional institutions with a useful basis for their own sectoral activities and also for general orientation and service functions for regional development and integration.

29. In selecting activities for inclusion in the 1982-1986 regional programme, preference was given to those which embodied an interdisciplinary and multisectoral approach and were also designed to satisfy the medium- and long-term needs of regional development and integration. Furthermore, in certain sectors it was possible to consolidate various proposals into general projects covering a range of objectives and activities relevant to related aspects of the development of a particular sector.

30. An effort was made to select areas which allow for concentration on activities having a major impact on development in priority areas, avoiding the dispersal of resources among projects and programmes having little relationship to each other.

31. The elimination of many ongoing projects included in the 1977-1981 programme has reduced the number of operational projects from 100 in January 1981 to 63 in January 1982; the number of ongoing projects carried over from the second cycle is expected to decline still further in 1983. Consequently, subject to the availability of resources, new project activities for the third cycle regional programme will not begin until 1983, with a few exceptions.

32. UNDP has received from Governments, regional and subregional intergovernmental institutions and agencies of the United Nations system, 170 new project proposals to be considered with a view to their inclusion in the 1982-1986 regional programme. These project proposals were reviewed within the context of the identified priorities and needs of the region. Furthermore, in line with the foregoing, an effort has been made, in co-operation with the agencies of the United Nations system, to introduce a number of innovations, with a view to making the programme more relevant, taking into account recent technological advances and economic and social developments.

33. The programme has been formulated in line with the objective recommended during the consultation process, within a framework that facilitates the selection of a balanced mix of new proposals and the extension or approval of new phases for some ongoing projects within the context of sectoral and subregional priorities.

B. Sectoral areas of the regional programme

1. Development planning and policies

34. The objectives of the projects included in these sectors are geared to issues relating to the region's development needs as identified in the Programme of Regional Action for Latin America in the 1980s adopted by ECLA.

35. The Programme of Regional Action identifies the economic differences among the countries of the region, and their common problems, such as high levels of indebtedness, the heavy burden of servicing external financing, the deterioration in the terms of trade and the possibility that the industrialized countries may adopt more protectionist measures. The Programme likewise focuses on the increasing social problems resulting from the region's economic situation. Since there seems to be little indication that any fundamental factors capable of significantly improving this situation will emerge, it is necessary to seek alternatives so that national policies can be aimed at establishing institutional and strategic conditions that will change the course of the development process with a view to reaching the desired economic and social objectives.

36. The 1982-1986 regional programme thus represents an effort to co-operate with Governments which are seeking alternatives that will make it possible to overcome current difficulties by adjusting their development processes to the new international situation.

37. With regard to direct planning assistance, UNDP and the organizations that preceded it have assisted the countries of the region and have also provided long-term institutional support to intergovernmental planning organizations such as the Latin American Institute for Social and Economic Planning (ILPES).

38. A new approach has been taken in formulating the third cycle regional programme. Instead of providing more technical assistance for institutional support to planning organizations, it is planned to concentrate on providing inputs to assist the countries of the region in carrying out specific activities.

39. Similarly, support will be provided for specific activities carried out by various subregional and regional intergovernmental mechanisms, such as the Programme of Joint Studies on Latin American Economic Integration (ECIEL), the Research Programme for International Economic Relations (RIAL), the Latin American Economic System (SELA), the Board of the Cartagena Agreement (JUNAC), the Caribbean Community (CARI COM), the Permanent Secretariat of the General Treaty on Central American Economic Integration (SIECA), the Latin American Integration Association (ALADI), the Regional Employment Programme for Latin America and the Caribbean (PREALC) and the Inter-American Vocational Training Research and Documentation Centre (CINTERFOR).

2. International trade and development financing

40. In the 1982-1986 regional programme, this sector responds to the need to promote the expansion of the trade of the countries of the region, particularly intra-Latin American trade and trade within specific subregions, with a view to reducing the level of external dependence. Although the circumstances of the various countries differ, some of the international economic problems facing Latin America and the Caribbean can be tackled more effectively if they are viewed in an overall context, regional in some cases and subregional in others. Co-operation activities with SELA, ALADI and the subregional integration schemes are of particular importance in this connection.

41. In order to assist in the effort to counter the deterioration in the terms of trade, which has created external payments problems and increased indebtedness, UNDP will support the improvement of trade information systems, market diversification, the formulation of appropriate trade policies and the adoption of suitable policies concerning commodities of interest to the region, such as sugar, bananas and fisheries products.

42. In view of the continuing decline in the world economy, which has affected trade and accentuated external imbalances, co-operation will be extended in connection with the dissemination of information that will enable countries to achieve a greater degree of integration within the region and with the international economic system.

43. If the technical co-operation needs already identified in this sector are to be met satisfactorily, it will be necessary to mobilize more financial resources to supplement those available under the regional IPF.

3. Natural resources and energy

44. This sector encompasses support services for other productive and economic development areas with regard to data collection and analysis, training and research. Here, too, an effort will be made to introduce new technologies to promote the development of natural resources. Although some of these activities were proposed for, and are relevant to, implementation at the regional level, they also provide essential inputs for national development programmes, and linkages to related global and interregional activities. Other sectors of the regional programme likewise encompass activities directly related to the development of natural resources.

45. Another important aspect of the development of natural resources which directly affects the well-being of the population of the countries of Latin America and the Caribbean relates to the exploration, identification, development and use of those countries' energy resources. In this connection, UNDP and the Latin American Energy Organization (OLADE) are promoting closer collaboration at the regional level.

4. Industry

46. The attainment of an annual rate of growth of approximately 8.5 per cent in this sector during the 1980s, as established in the Programme of Regional Action for Latin America, implies a more rapid process of industrialization than in the past. Appropriate technological development, the improvement of human resources, increased capital investment and an expansion of trade, both within and outside the region, will be required in order to ensure that this target is met. Furthermore, that rate of growth can only be achieved within a context of economic efficiency that takes social, cultural and environmental factors into account.

47. While industrial development is basically a national endeavour and in most countries involves significant participation by the private sector, Governments have an essential role to play. The regional programme includes various activities aimed at strengthening the relevant national, subregional and regional institutions so that they may assist Governments to play that role.

48. Where possible, provision has been made for collaboration with the private sector and specific activities for that purpose have been included in the programme. Wherever it is determined that the private sector benefits directly from assistance rendered by UNDP to industry, efforts will be made to ensure that that sector participates in the financing of those activities.

5. Agriculture, forestry and fisheries

49. The wide diversity of the agricultural problems affecting the various countries makes it difficult to undertake production-oriented activities effectively at the regional level. Consequently, the activities included in the regional programme are limited mainly to support services for production at the national level and the provision of linkages with global programmes.

50. In this sector, the regional programme was formulated within the basic framework of the recommendations of a joint UNDP/FAO Working Group which worked out a regional programme consisting of 12 projects. The recommendations of this Working Group were endorsed by the twenty-sixth FAO Regional Conference in 1980. The meeting of senior government experts reviewed all the proposed projects and suggested a phased period of initiation. The twenty-seventh FAO Regional Conference for Latin America, held in September 1982, indicated the need to give priority, among regional projects, to those aimed at small-scale farming and the traditional agricultural sectors, and to refrain from concentrating exclusively on the modern sector. The Conference also requested that greater importance be given to the countries of the Caribbean in regional programmes and projects.

51. With regard to the recommendations of the UNDP/FAO Working Group, the Conference noted that although the 12 projects identified form a coherent and interrelated regional programme in the agricultural sector, they do not constitute an immutable entity but should be continually reviewed and revised in the light of new realities and needs.

52. Forestry resources are an important resource base for the rural development of the countries of Latin America and the Caribbean. The development of forestry industries and training in forestry and forest management are the main activities in this sector envisaged in the regional programme, although activities relating to other sectors and many aspects of agriculture have a bearing on forestry development. The envisaged UNDP inputs in this area are limited in comparison with the large capital outlays required, but they will be designed to serve as a catalytic element for the mobilization of additional resources from both the public and the private sector.

53. The development of sea fishing implies the dissemination of information on the marketing of fish products. Activities along these lines are expected to continue, providing an effective link between work relating to fisheries development at the national level and the regional marketing of the products. With a view to assisting the development of fishing in internal waters, ongoing activities relating to training, research and demonstration relating to aquaculture will continue during the third cycle. Other activities relating to the utilization of the exclusive economic zone have been included in other sectors of the regional programme.

6. Transport and communications

54. Because of the size of the countries of the region and the scattering of their populations, transport and communications are vital elements of economic integration.

55. In many countries, access to domestic, regional and extra-regional markets is limited by the lack of an adequately developed transport and communications infrastructure. Moreover, the increasing degree of integration of the region's road, ship, rail and air transport has exerted great pressure on existing facilities and equipment. The postal services too must cope with an ever-increasing volume of traffic, leading to serious financial and management problems.

56. Work is being carried out on different aspects of intermodal transport and on the establishment and support of intraregional networks. In order to ensure that the identification of real needs, including those relating to infrastructure investments, is properly geared to economic development goals, it will be necessary to intensify the training of human resources and to co-ordinate the planning and identification of the activities and operations of communications and transport systems.

57. The regional programme will continue to help countries to improve their planning and operational structures in this sector and to train personnel.

58. The programme emphasizes the enhancement of the capacity of regional agencies and the need to strengthen institutional aspects relating to civil aviation, maritime transport and postal and other communications systems.

59. With regard to civil aviation, particular importance has been assigned to joint efforts with regard to planning, information and institution-building, and in the case of maritime transport special emphasis will be given to training. The activities relating to the postal service will involve the strengthening of national institutions through the introduction of modern planning and administrative procedures, and personnel training. In the field of telecommunications, provision has been made for co-operation in the establishment and management of networks backed up by computerized systems and support will be provided for radio broadcasting services geared to the development of rural areas.

7. Science and technology

60. In addition to the subjects included in this sector that are directly related to science and technology, various aspects of science and technology constitute components of virtually all sectors.

61. These activities are closely related to the strategy outlined in the Programme of Regional Action for Latin America in the 1980s which refers to the importance of strengthening the region's scientific and technological capacity as an important component of the overall development process. It also calls attention to the need to rationalize scientific and technological policies and management, to allocate more resources for this purpose, and to facilitate better co-ordination among higher education institutions, research centres and public and private enterprises in the sector.

62. The programme includes innovative activities relating to molecular biology, natural resources prospecting (including remote sensing), industrialization, industrial property, human resources improvement and data processing. Special attention will be given to the technological aspects of technical co-operation required by the entry into force of the United Nations Convention on the Law of the Sea and in particular the requirements of the exclusive economic zone.

63. It is also planned to support the development of a network of institutions concerned principally with training, research and development in the field of science and technology.

8. Social development

(a) Education

64. In the third cycle, Governments will continue to devote special attention to education and give it high priority. Consequently, the regional programme provides for the continuation of work already under way with a view to consolidating results and improving the educational capacity of the countries of the region.

65. In the case of education, as in other sectors, the regional programme is based on the assumption that in order to achieve positive results it is necessary to use the available resources in a concentrated way, avoiding the dispersal of activities. The basis for this action is the major project of the United Nations Educational, Scientific and Cultural Organization (UNESCO), which has been endorsed by the ministers of education of all the countries of the region. The goals set for the major project are: extension of basic education, eradication of illiteracy and improvement of the quality and efficiency of education systems. Its operational modalities are based on the determination of countries to achieve the objectives of the project through the implementation of national strategies. The major project also incorporates activities and resources that will facilitate and support horizontal co-operation.

66. As regards activities aimed at reducing illiteracy and promoting adult education, the regional programme is not designed exclusively to support existing educational systems, but provides additional support for the attainment of multidisciplinary goals that require a comprehensive effort of social participation linked to the development of the economic, social and physical infrastructure of the various sectors: environment, science and technology, cultural development, social and scientific studies and productive activities.

(b) Employment

67. The Programme of Regional Action for Latin America in the 1980s acknowledges that unemployment persists, although the region has experienced an increase in production capacity, sectoral and technological changes in the economy and an increase in the productivity of labour and management.

68. In recent decades, the social process of the region has been marked by demographic pressure and increasing migration from rural to urban areas, which have affected the productive structure and obliged Governments to consider different specific employment policies oriented towards the modern or traditional sectors in large, medium or small-scale enterprises. Emphasis must also be placed on the formulation of concrete measures for low productivity urban and rural marginal sectors where unemployment and underemployment are most likely to increase. There are various ways of assisting these social groups with a view to transforming them into entities capable of generating adequate levels of employment and income. This requires the efficient training and organization of the groups concerned.

69. The regional programme is designed to back up national efforts by the provision of continuing support to certain ongoing projects which make it possible to process information on the labour situation and hence to formulate appropriate policies and legislation for the sector. At the same time, these projects have contributed to the establishment and strengthening of a network of training institutions. These activities will be continued in the third cycle.

(c) Health

70. UNDP will continue to support activities relating to the formulation of policies and projects related to the main health problems of the region. According to the priorities established by Governments through their ministers of health at the Pan American Health Organization (PAHO), and in line with the goal of "health for all in the year 2000", the programme activities will be aimed at the implementation of the following activities: (a) extension of health services coverage and improvement of environmental sanitation; (b) increasing operative capacity through support for the planning, organization and administration of health systems; (c) development of intersectoral linkages through integration of the health sector in the programming and implementation of other development projects, especially those relating to physical and regional development; (d) production of essential drugs, including quality control and low-cost marketing; and (e) training and use of human resources.

(d) Housing

71. The search for solutions to housing shortages in both urban and rural areas constitutes one of the priorities identified at the regional level in the Programme of Regional Action for Latin America in the 1980s. The programme recognizes the need for countries to accord high priority to the solution of these problems and particularly those affecting low-income sectors. To that end it will be necessary to mobilize resources on concessionary terms, to intervene in the housing market, to promote the low-cost housing industry, including the use of local materials and to encourage self-help construction programmes.

72. Through technical co-operation activities the regional programme will help the countries of Central America to optimize the inputs of Governments and financial institutions both technically and financially, in order to reduce construction costs.

9. Social sciences

73. The accelerated process of social change in the countries of Latin America and the Caribbean has led Governments to become increasingly concerned with the formulation of their social policies.

74. The development of the social sciences in Latin America and the Caribbean has been concentrated in various focal points in the public sector, universities and private institutions. Basic and applied research in the social sciences has played an important role in the analysis of basic socio-economic issues and elements, thus providing inputs essential to the formulation of alternative social policies. The nature and magnitude of the region's development problems make it necessary to continue this work with a view to promoting sustained economic growth and the redistribution of the benefits of development.

75. Within this context, the activities in this sector of the regional programme are aimed at strengthening national and regional training in the social sciences through co-operative efforts. Furthermore, the efforts proposed in the area of development planning and policies likewise contribute, directly or indirectly, to the strengthening of the social sciences in the region.

10. Culture

76. Because it considers that cultural values are an essential component of the general process of development and integration, UNDP has for a number of years been providing continuing support for cultural projects in the region. The regional programme has made a substantial contribution to this effort, promoting activities in countries which helped to develop a regional infrastructure that will make it possible to evaluate and preserve the cultural heritage. In the third cycle, the UNDP contribution will be essentially catalytic and promotional in nature, while the countries and institutions already involved in the process will continue to receive UNDP support and to pursue complementary activities in this sector.

C. Integration schemes

77. One of the purposes of the regional programme is to promote greater economic and physical integration in the region.

1. Economic integration

78. The continued strengthening of economic integration constitutes a major objective of the 1982-1986 regional programme. The activities undertaken under the various sectors of the programme are expected to promote closer links between countries within each economic integration grouping, strengthen the integration secretariats and increase trade and commercial relations. To that end, UNDP is assisting SELA, JUNAC, ALADI, CARI COM and SIECA.

79. In Central America, UNDP assistance can help to strengthen the institutional bases necessary for effective co-operation programmes in the fields of energy, commodity marketing and promotion of agricultural and industrial investment.

80. In the case of the English-speaking Caribbean countries, UNDP is providing assistance to enable the CARI COM Secretariat to strengthen its technical capacity through the recruitment of technical specialists in agriculture and industrial and macro-economic planning, and also to undertake an expanded programme of technical co-operation in the subregion, involving a substantial TCDC component.

81. In addition to the support being given to formal integration structures, assistance is being provided to regional and subregional intergovernmental institutions in various sectors to enable them to undertake joint action and carry out activities relevant to the expansion of co-operation among the countries of the region. For example, in the case of sugar production, UNDP is co-operating with the Economic Group of Latin American and Caribbean Sugar-Exporting Countries (GEPLACEA) with a view to improving the marketing of sugar and molasses through the adoption of joint strategies and improved information systems. Similarly, UNDP is helping to promote the export of bananas to non-traditional markets through support to the Union of Banana-Exporting Countries (UBEC)/Multinational Banana Marketing (COMUNBANA). UNDP is also co-operating with ECIEL with a view to promoting the process of economic integration in the region.

82. All these activities are contributing to the process of linking the Latin American economies as regards trade, physical infrastructure and social and economic planning within the framework of interregional economic co-operation.

2. Physical integration schemes

83. The main physical integration schemes with which it is proposed to collaborate in the third cycle regional programme relate to programmes for the development of two river basins in the region: the Amazon and Rio del Plata basins.

84. In view of the great technical complexity and wide scope of these two integration programmes and the amount and variety of resources and services required for the implementation of such development schemes, UNDP inputs could relate mainly to data collection and analysis.

3. English-speaking Caribbean countries (CARI COM)

85. The CARI COM regional treaty constitutes the framework for economic and functional co-operation among the English-speaking Caribbean countries and the central mechanism for the programming of UNDP collaboration with this subregion.

86. Most of the CARI COM member States are island developing countries which the United Nations General Assembly has indicated should receive preferential treatment. They are also newly independent countries and need assistance in order to lay the foundations for self-sufficiency. In this respect they could also benefit from any additional co-operation that can be provided by the more developed Latin American countries.

87. At its 18th meeting, held in Kingston, Jamaica, in January 1981, the CARI COM Council of Ministers identified the following priority areas for co-operation between UNDP and the subregion during the third cycle: health, agriculture, industry, improvement and training of human resources, communications and transport (including air and maritime transport), science and technology, and the administration, promotion and development of intraregional trade. Subsequently, consultations were held between UNDP, the Governments and the intergovernmental institutions of the subregion, such as the CARI COM Secretariat, the Secretariat of the Organization of Eastern Caribbean States (OECS) and the Secretariat of the Caribbean Development Bank (CARIBANK). In May 1982, the CARI COM Secretariat submitted to the meeting of senior government experts a number of specific project proposals prepared according to the priority areas previously identified by the CARI COM Council of Ministers for inclusion in the regional programme.

88. In order to cope with some of the problems of development, the Caribbean countries included in the chapter referring to the subregion activities designed to satisfy technical co-operation needs in the areas previously identified, as well as specific aspects of co-operation with subregional institutions such as the CARI COM Secretariat and the OECS Secretariat which relates to problems of the territories of the eastern Caribbean.

89. In view of the development difficulties facing those countries, the subregional component of the programme takes into account the need for technical co-operation in the main development sectors and stresses practical aspects of the operation of subregional institutions, particularly in the case of the islands of the eastern Caribbean.

90. Many of the activities included in the regional programme coincide with those being carried out within the framework of the regional programmes of the Caribbean Group for Co-operation in Economic Development, of which UNDP is a sponsoring agency with responsibility for co-ordinating technical co-operation. These activities are likewise related to the programmes being carried out by the Caribbean Development and Co-operation Committee (CDCC).

4. Central America

91. The Governments of Central America have collectively established their priorities for UNDP assistance to the subregion during the third cycle. The main areas they identified as being of common interest are education, health, employment, energy, development of natural resources, transport, environmental protection and food production.

92. The Governments have drawn up a specific programme of co-operation for this subregion with a view to consolidating various aspects of its integration process. The objectives of this programme are: (a) to contribute to the eradication of poverty; (b) to generate employment; (c) to increase both private and public sector investment in priority areas; (d) to improve the basic health care and food supply provided to low-income population groups; (e) to develop subregional trade and promote trade expansion; (f) to promote TCDC among the countries of the subregion.

93. Activities involving co-operation with the countries of Central America relating to the areas identified above by the Governments of those countries and the development objectives of the subregion have been included in the programme.

5. Andean Group

94. The Cartagena Agreement envisages three basic mechanisms for economic integration: the creation and development of a subregional market through a trade liberalization programme and a common customs tariff, industrial complementarity, and harmonization of economic policies.

95. Despite the difficulties arising from the general economic situation that have impeded the operation of the aforementioned mechanisms, subregional trade has expanded considerably during the Andean Pact's 12 years of existence. It should also be noted that this integration scheme has expanded its sphere of activity and incorporated new modalities of co-operation.

96. The main priority areas agreed upon by the member States of JUNAC are: (a) the agricultural sector, in order to reduce dependence on foreign markets and achieve a certain degree of self-sufficiency in food; (b) industrial rationalization programmes, particularly in the basic infrastructure sectors which support the metallurgical, metal-transforming and automotive industries. Importance is also attached to activities aimed at the establishment in the industrial sector of a subsystem for standardization, certification and quality control. With regard to new activities that will strengthen the integration process, the following have been proposed: (a) promotion of increased trade between member States and other countries through the compilation and analysis of data on the supply of and demand for export products; (b) reorganization and strengthening of industrial property boards; (c) expansion of occupational health services; (d) co-operation in the development and maintenance of hospital equipment and installation.

IV. ARRANGEMENTS FOR PROGRAMME IMPLEMENTATION

97. Parallel to the formulation of the regional programme, guidelines were prepared for the management of regional projects both at UNDP Headquarters and in UNDP field offices. It is hoped that these guidelines will facilitate the attainment of the goals of the programme, particularly with regard to more effective monitoring of its implementation, the promotion of TCDC, better use of regional institutions, further decentralization of project management, increased mobilization of non-ITF supplementary resources and promotion of the operational integration of national and regional activities.
98. This regional programme document outlines the action envisaged in each sector as defined during the consultation process. However, the specific projects constituting the programme will be designed and finalized by the UNDP Regional Bureau in close collaboration with Governments, intergovernmental institutions and executing agencies. This will be done on a phased basis during the period 1983-1986 in accordance with the availability of resources and in line with the criteria for continuous programming.
99. The implementation arrangements are designed to facilitate a common approach to project implementation. Basically, this would necessitate greater delegation of the operational aspects of the programme to the UNDP field offices, which will receive backstopping from Headquarters with regard to operation and overall policy issues.
100. The modalities will promote a continuous programming process through the monitoring and evaluation system that will make it possible to identify new specific issues at any moment, thus making it possible to meet other demands.
101. The proposed execution process provides for the enhancement and use of national, subregional and regional institutions, and includes the use of existing operational networks and promotion of the establishment of other networks. This is intended to avoid the proliferation of new agencies and ensure effective project implementation at lower cost and with better results.
102. The guidelines for project implementation will generate a process of consultation and communication, not only between UNDP Headquarters and the field offices, but also between field offices and among Governments and intergovernmental agencies participating in the projects. This will help to improve the efficiency and impact of the projects and the regional programme in general, and will likewise promote TCDC.
103. A guiding principle in the formulation of the regional programme as regards its implementation is that, in order to attain the objectives set, the constituent projects should be related to activities for which collaboration among participating countries is essential. Another noteworthy aspect is that while regional implementation of selected project activities can be justified on the basis of economies of scale, those activities are geared to strengthening or transformation at the national level.

104. Lastly, it must be repeated that the entire programme is oriented towards science and technology for development, physical and economic integration, co-operation among developing countries and the training of human resources. It should be pointed out once again that a basic modality of the regional programme is the promotion of TCDC, and that in all sectors and at all levels it is hoped to include in the projects to be prepared for this programme components that permit and promote both intraregional and interregional TCDC.

Annex

FINANCIAL SUMMARY

<u>A. Resources</u>	\$
<u>(a) IPF and other resources</u>	
(i) Illustrative IPF for 1982-1986	76 500 000
(ii) Less unprogrammed balance <u>a/</u>	(15 300 000)
(iii) Carry-over from previous IPF cycle	(4 640 000)
(iv) Other resources: includes only co-financing in the form of cost sharing	12 012 000
	<u>68 572 000</u>
 <u>B. Use of resources</u>	
<u>(a) Programmed</u>	
(i) Ongoing projects	24 440 000
(ii) New projects and new phases of ongoing projects included in the regional programme	4 546 000
(iii) Earmarked for specific objectives and activities for which projects are to be worked out at a later stage	33 586 000
	<u>62 572 000</u>
	Subtotal
	62 572 000
<u>(b) Reserve</u>	<u>6 000 000</u>
Total programmed plus reserve	<u>68 572 000</u>
	TOTAL
	<u>68 572 000</u>

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

C. Suggested sectoral distribution

<u>Sector a/</u>	<u>Allocated resources b/</u>	<u>Unallocated resources c/</u>	<u>Total</u>
		\$	
02. General development issues:			
(a) Development planning and policies	8 558 000	5 371 000	13 929 000
(b) Social sciences	1 780 000	2 015 000	3 795 000
03. Natural resources and energy	675 000	3 360 000	4 035 000
04. Agriculture, forestry and fisheries	5 295 000	5 035 000	10 330 000
05. Industry	1 450 000	1 680 000	3 130 000
06. Transport and communications	1 755 000	1 680 000	3 435 000
07. International trade and development financing	2 934 000	3 360 000	6 294 000
09. Human settlements (housing)	360 000	670 000	1 030 000
10. Health	1 812 000	2 350 000	4 162 000
11. Education	532 000	2 015 000	2 547 000
12. Employment	1 730 000	1 680 000	3 410 000
15. Culture	700 000	340 000	1 040 000
16. Science and technology	1 405 000	4 030 000	5 435 000
TOTAL	28 986 000	33 586 000	62 572 000

a/ According to ACC classification.

b/ Includes approved projects, new phases of ongoing projects and new projects.

c/ Includes resources allocated to specific objectives and activities for which projects will be formulated.

Annex II

SECTORAL ACTIVITIES INCLUDED IN THE REGIONAL PROGRAMME FOR LATIN AMERICA
AND THE CARIBBEAN 1982-1986

I. Development planning and policies

- Advisory services and training in planning
- Integration systems and mechanisms
- Training in transnational corporation operations
- Development administration

II. International trade and development

- Promotion of and training in trade information systems
- Research, training and advisory services in economic, financial and trade policies and relations systems for the production and marketing of commodities

III. Natural resources and energy

- Latin America and Caribbean energy programmes
- Remote sensing
- Petroleum exploration

IV. Industry

- Programming and investment promotion
- Industrial products
- Capital goods
- Research and development relating to pharmaceutical products
- Maintenance of sugar factories
- Tourism development

V. Agriculture, forestry and fisheries

- Agricultural programming and investment
- Research on agricultural marketing and supply systems
- Research on tropical agriculture
- Research and training in aquaculture
- Strengthening of and training in rural development
- Forestry development
- Marketing information on fish products

VI. Transport and communications

- Training in civil aviation
- Training in ports and maritime transport
- Maritime infrastructure assistance
- Postal services
- Telecommunications network; radio and communications management

VII. Science and technology

- Development of science and technology policies
- Training in meteorology and hydrology
- Scientific networks
- Water resources surveys
- Research and development on river basin hydrology
- Studies on coastal and maritime phenomena
- Technological studies in microelectronics and biochemistry
- Industrial property
- Exclusive economic zones

VIII. Social development

A. Health

Health training and manpower planning
Water supply and sanitation
Health information network
Research and training in parasitic diseases
Health equipment maintenance
Training in animal health

B. Education

Curriculum development and educational innovation
Adult education
Training in teaching and education administration
Higher education in science and technology
School-building in the Caribbean

C. Labour

Manpower planning, employment policies and employment generation
Labour administration
Vocational training
Occupational health and safety

D. Housing

Housing in Central America

IX. Social sciences

- Research and training in social sciences
- Crime prevention
- Information sciences
- Youth development

X. Culture

- Preservation of cultural heritage