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S U P P O R T

COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Trends and problems in the country programmes submitted
to the Governing Council for consideration and approval

Report to the Administrator

SUMMARY

This report analyses eight country programmes, and is presented in the standard format. The group of country programmes being small and disparate, it is not feasible to find meaningful trends. The report, therefore, is primarily limited to providing the information in which the Council has expressed interest.

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INTRODUCTION

1. This report presents an analysis of the eight country programmes submitted for the consideration and approval of the Council at its current special session. The countries are listed below:

Africa: Equatorial Guinea, Gabon and Sierra Leone
Arab States Jordan, Libyan Arab Jamahiriya and Yemen
and Europe: Portugal and Romania

2. The small number of country programmes reflects the approach of the end of programming for the fourth indicative planning figure (IPF) cycle. It was noted in a similar report submitted to the Council at its thirty-fourth session (1987) that at that time 25 country programmes for the fourth cycle remained to be submitted. Of these, eight are being submitted at the current special session, leaving the remainder to be submitted at the thirty-fifth session in June 1988. However, there are uncertainties about a number of country programmes. Therefore, the number of country programmes to be submitted to the Council at its June 1988 session will also be small.

3. The present group of country programmes are not only small, they are also unrepresentative: since most of the programmes from the Asia and the Pacific and Latin America and the Caribbean regions have already been submitted to the Council, there are no programmes from these two regions included in the present group. To find meaningful trends in such a group of programmes is not feasible and will not be attempted. Instead, this report is limited to providing the information in which the Council has expressed interest. Basic data on different aspects of the programmes are provided in the annexes.

4. It is proposed that for the thirty-fifth session of the Council an analysis be made comparing all the country programmes for the third and the fourth cycles, instead of preparing the traditional report on trends and problems in the country programmes.

I. TIMING OF THE COUNTRY PROGRAMMES AND RELATED ASPECTS

5. Six of the eight country programmes submitted to the Council are the fourth in their respective series and thus correspond to the fourth IPF cycle of the United Nations Development Programme (UNDP). The two exceptions are Equatorial Guinea and Portugal, which started country programming with the second IPF cycle; their present country programmes are therefore the third in the series.

6. The time-frame of the country programmes overlap well with the fourth IPF cycle. The slight divergence at the start, i.e., the country programmes begin in 1988 though the fourth cycle began in 1987, reflects more a delay in programme preparation than a conscious decision to begin the programmes later. The previous programmes for all the countries were extended through

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1987 in order to allow adequate time to prepare the new programmes, but the activities carried out in 1987 were well within the context of the new programmes since the basic programme strategies had already been fixed.

7. There is also almost complete overlap between country programmes and national development plans already in existence or under preparation. The Gabon country programme is deliberately limited to three years, 1988-1990, because the Government is currently preparing a development plan for this period. On the other hand, the country programmes for Sierra Leone and Yemen go beyond the fourth cycle and include one year of the fifth cycle in order to correspond fully with national development plans.

8. Basic information on the timing and related aspects of country programmes is provided in annex I.

II. PROCESS OF COUNTRY PROGRAMME PREPARATION

9. The progress achieved in preparing high quality country programmes for the fourth cycle, through the application of the prescribed guidelines, has been maintained in these country programmes. Basic information on the preparatory process of country programming is provided in annex II.

10. An analysis of the current economic trends and development constraints, together with the strategies for medium- and long- term development adopted by the Government, provided the foundation for country programming in each case. The next step was to make an assessment of the technical co-operation requirements and their relative priorities emanating from the Government's development strategies and objectives. The country programme was then formulated to make the most effective use of the IPF and other resources included in the programme to meet the priority technical co-operation needs, in co-ordination with the assistance programmes of other sources. The assessment of technical co-operation requirements, while primarily based on the Government's development strategies, has in some cases been helped by the preparation for round-table meetings and other major exercises. However, a comprehensive assessment of technical co-operation has remained a difficult task, as was observed for the country programmes considered by the Council at earlier sessions.

11. UNDP has taken full care to ensure that the country programmes are of the highest possible quality. In all cases, an assessment of the previous country programme was made. Based on the past experience of UNDP programmes in the country and the Government's development priorities, the Resident Representative submitted to the Government a proposal suggesting the objective thrusts and content of the new country programme. This was done in a note which was prepared with guidance from headquarters. The organizations of the United Nations system also made important contributions by preparing sectoral studies and fielding programming missions. In the preparation of the Sierra Leone country programme, agency co-operation was at a maximum with missions from six agencies. The Food and Agriculture Organization of the United Nations (FAO) and the United Nations Industrial Development Organization

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(UNIDO) have been the most active agencies, followed by the International Labour Organization (ILO), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the World Bank, the Department of Technical Co-operation for Development (DTCD), the United Nations Conference on Trade and Development (UNCTAD) and the United Nations Centre for Human Settlements (Habitat) (UNCHS).

III. FINANCING OF THE COUNTRY PROGRAMMES

12. The inclusion of non-IPF resources in the financial scope of the programmes is an important part of the progress achieved for the fourth cycle. The trend has been maintained in the present group of country programmes. The non-IPF sources are: UNDP-administered funds; Government cost-sharing; third-party cost-sharing; funds from other United Nations sources; and funds from non-United Nations sources. All these eight country programmes, except that for Romania, include at least one non-IPF source of financing. The programme for Sierra Leone includes four sources, although the funds from some of them are quite small. Data on the financing of the country programmes are provided in annex III.

13. The total resources programmed in the eight country programmes amount to \$117 million, as summarized below:

	(Millions of US dollars)
IPF balance from the previous programme	4.7
IPF for this programme period	71.3
Other UNDP-administered funds	16.4
Government cost-sharing	21.0
Third-party cost-sharing	0.7
Other United Nations sources	1.4
Non-United Nations sources	<u>1.1</u>
	116.6

14. The IPF resources constitute 65 per cent of the total programmed resources, amounting to \$76 million. This is almost unchanged from the 64 per cent share of IPFs in the financing of the 42 country programmes analysed for the June 1987 session of the Council. Thus, the share of non-IPF funds has been maintained at more than one-third in two consecutive sets of programmes; in the earlier two sets, submitted to the February 1987 and June 1986 sessions, the non-IPF funds accounted for 32 per cent and 28 per cent respectively.

15. Funds administered by UNDP, other than IPF, amount to \$16.4 million, or 14 per cent. This component has reached the highest percentage in this group of country programmes, compared to 12 per cent in the last group and much less in earlier groups. While the programmes for Equatorial Guinea, Sierra Leone and Yemen include relatively small amounts of special measures funds for the least developed countries (LDCs), the largest contributor is the United Nations Capital Development Fund (UNCDF), participating in the programmes for

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Sierra Leone and Yemen. The United Nations Development Fund for Women (UNIFEM) and the United Nations Fund for Science and Technology for Development (UNFSTD) have also participated in these two programmes and that for Gabon.

16. Government cost-sharing is \$21 million, which is 18 per cent of the total resources programmed, the highest share achieved so far. This element is very impressive in the programmes for Libya and Gabon, where it accounts respectively for 6.4 times and 3.3 times the IPFs programmed. Third-party cost-sharing has been quite low in all groups of country programmes; in fact, it is presently the lowest, although such participation is present in three of the eight programmes.

17. Other United Nations organizations participate only in the programme for Sierra Leone, while non-United Nations sources feature only in the programme for Yemen. In both cases, the participation is around one per cent, significantly less than that observed in previous sets of country programmes.

IV. MAJOR DEVELOPMENT STRATEGIES AND ORIENTATION OF THE COUNTRY PROGRAMMES

18. Information on the major development objectives and the orientation of the country programmes is provided in annex IV.

19. The countries submitting country programmes to the Council at this session, although small in number, are diverse in their economic characteristics. The three LDCs have common problems, but Yemen of the Arab States has an economic setting different from those of Equatorial Guinea and Sierra Leone in Africa. In addition, among the three Arab States, Jordan and Yemen depend heavily on income transfers by their nationals working in oil-producing states, while Libya is a principal labour importer. The recent decline in the price of oil has, however, hurt all three countries, although differently. The two European countries, Portugal and Romania, also differ from the others and between themselves in their economic background and policy frameworks.

20. It is, therefore, difficult to find common development themes among these countries. However, all the countries face the common problem of adjusting to the recent trends in the international economic scene, which have created great strains on their balance of payments and budgetary positions. Thus, all the countries are undergoing some structural adjustment process, stressing the monetary and fiscal situations in the short- and medium-term but maintaining the long-term development goals. The development of the productive sector is the most common priority in these countries, with special emphasis on food production and production for export. Increased investment is also a common goal, as is increased output from the existing investment, particularly in Libya. The common long-term objectives of attaining economic growth, increased employment, equitable income distribution, and self-reliance underlie the development strategies of all these countries.

21. The orientations of the country programmes reflect the above-mentioned development objectives and strategies. As in the earlier country programmes for the fourth cycle, a prominent feature for these programmes is to strengthen economic management and raise average productivity. The development of human resources and of physical and social infrastructures and improved technology are among the other programme objectives, the latter is the most dominant objective in the Romania programme.

V. ALLOCATION OF RESOURCES

22. The distribution of programmed resources by sector, following the classification adopted by the Administrative Committee on Co-ordination (ACC), is provided in annex V.

23. In discussing the sectoral distribution in these eight country programmes, it should be made clear that the distribution is presented here and compared with that of the earlier sets of programmes without meaning to draw any definitive conclusion. In the report to be submitted to the Council at its thirty-fifth session in June 1988, an attempt will be made to analyse sectoral distribution of programmes by region, by income group and by size of programmes, which should produce meaningful conclusions.

24. In the present group of country programmes, the largest allocation has gone to general development planning and policy, which accounts for 26 per cent of total resources. In the programmes for Equatorial Guinea, Gabon and Portugal, this allocation ranges from 43 to 48 per cent. This has resulted in the relegation of the agricultural sector to the second position, receiving 18 per cent of resources, falling from its historical first position. The third position is now occupied by the natural resources sector, with 15 per cent, and the fourth by the industry sector, with 12 per cent. Traditionally, these two sectors have shared between themselves the third and fourth positions. The education sector now occupies the fifth position, employment the sixth, and transport and communication the seventh. Traditionally, the latter has held the fifth position. However, as noted earlier, the present sample is too small and disparate to attribute any meaning to the observed changes.

25. The sectoral allocations in some individual country programmes are more interesting. Of the three African programmes, Sierra Leone has allocated the largest amount to agriculture, while the other two make the highest allocation to development planning and management. Jordan has made the highest allocation to education, while Libya has done so to employment. In Europe, while Portugal has allocated most of its resources to development planning and transport and communication, Romania has concentrated predominantly on the industry sector.

26. Previous analyses of country programmes had confirmed that the programmes for the fourth cycle were more project specific than were those for the third cycle. In other words, the extent of reserves is much less in the fourth cycle country programmes than in the third cycle programmes. This conclusion also remains valid for the present set of programmes, in which the

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allocation to specific projects constitutes 86 per cent of the total resources, leaving 14 per cent as reserves. This is similar to the allocations found in the earlier programmes for the fourth cycle. In the third cycle, reserves constituted more than one-third of total resources.

27. The division between ongoing and new projects is also similar to that observed for the fourth cycle: 33 per cent for ongoing projects and 53 per cent for new projects. The division between "programmed" reserve, i.e. allocation by objectives, and unprogrammed reserve is also similar to that observed earlier, 9 per cent and 5 per cent respectively.

28. The distribution of resources by ongoing projects, new projects, programmed reserves and unprogrammed reserves is shown in annex VI.

29. The equipment component is not high in these country programmes, except for Romania, where it constitutes about two-thirds of UNDP inputs. However, the expenditure on equipment from UNDP resources will be only 2 per cent of the combined expenditures by UNDP and the Government on the projects contained in this country programme. The technology orientation of the country programme explains the reason for the high equipment component in UNDP outlay.

VI. ATTENTION TO GLOBAL OBJECTIVES

30. This document has traditionally reported on the attention given in the country programmes to six selected global objectives, which are: the needs of the poorer section of the population; women's role and participation in development; environmental protection; technical co-operation among developing countries (TCDC); food security; and the promotion of the objectives of the International Drinking Water Supply and Sanitation Decade (IDWSSD).

31. The present group of country programmes pays due attention to these global objectives, as did the earlier country programmes for the fourth cycle. The objective of women in development has received the greatest attention; all the eight country programmes have highlighted it and five have projects. The needs of the poorest and IDWSSD are highlighted in five country programmes, with the former having projects in four and the latter in three country programmes. Environmental protection is highlighted in four programmes, with three having projects, while food security is highlighted in three programmes, all having projects. Food security is a programme objective of Sierra Leone and Yemen. TCDC is highlighted and has projects in two programmes. However, TCDC has been specially selected as a programme objective by Portugal.

Annex I

BASIC INFORMATION ON THE TIMING OF THE COUNTRY PROGRAMMES AND RELATED ASPECTS

Region/ country	Sequence of country programme	Duration of country programme	Time-frame of national development plan	Overlap with fourth cycle	Overlap with national development plan	Number of months for retroactive approval
<u>Africa</u>						
Equatorial Guinea	Third	1988-1991	1987-1991	Full	Full	2
Gabon	Fourth	1988-1990	1988-1990	Full	Full	2
Sierra Leone	Fourth	1988-1992	1989/90-1991/92	Almost full	Full	2
<u>Arab States</u>						
Jordan	Fourth	1988-1991	1987-1991	Full	Full	2
Libyan Arab Jamahiriya	Fourth	1988-1991	1986-1990	Full	Almost full	2
Yemen	Fourth	1988-1992	1988-1992	Almost full	Full	2
<u>Europe</u>						
Portugal	Third	1988-1991	-	Full	-	2
Romania	Fourth	1987-1991	1986-1990	Full	Almost full	-

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Annex II

BASIC INFORMATION ON THE PREPARATORY PROCESS OF COUNTRY PROGRAMMING

Region/ country	National plan or other guiding documents	Sectoral studies	Assessment of technical co-operation requirements	Assessment of prior country programme	Agency programming mission	Co-ordination with other sources
<u>Africa</u>						
Equatorial Guinea	Development strategy formula- ted for round- table meeting	Sectoral studies undertaken for round-table meeting	Assessment carried out in connection with round-table meeting	Yes	DTCO mission	Yes
Gabon	Three-year plan under preparation	Studies by World Bank	Assessment based on structural adjustment programme	Yes	UNDP mission	Yes
Sierra Leone	Economic recovery programme, public investment prog.	FAO, HABITAT, UNESCO, UNIDO, ITC and IMF	Assessment in co-oper- ation with UNDP and United Nations agencies	Yes	FAO, HABITAT, UNIDO, UNESCO, World Bank and IMF	Yes
<u>Arab States</u>						
Jordan	Five-year develop- ment plan	FAO, UNIDO, ILO and World Bank studies	Assessment based on the objectives and strate- gies of five-year development plan	Yes	FAO, ILO and UNIDO fielded missions	Yes
Libyan Arab Jamahiriya	Third transforma- tion plan	Government sectoral studies for plan preparation	Assessment based on the objectives of planned economic development and shortage of national manpower	Yes	FAO and UNIDO missions	Yes

Annex II (continued)

Region/ country	National plan or other guiding documents	Sectoral studies	Assessment of technical co-operation requirements	Assessment of prior country programme	Agency programming mission	Co-ordination with other sources
Yemen	Third five-year plan	UNDP-World Bank sector studies	Technical co-operation needs identified in joint study by Govt., UNDP and Federal Republic of Germany	Yes	UNIDO, ILO, UNCTAD and UNESCO fielded missions, FAO and ILO local represent- atives collaborated	Yes
<u>Europe</u>						
Portugal	No plan	Government studies	Technical assistance needs and priorities determined in negotiations with donors	Yes	No	Yes
Romania	Five-year plan	Government studies	Technical co-operation needs identified and based on five-year plan	Yes	No	Yes

Annex III

FINANCIAL RESOURCES INCLUDED IN THE COUNTRY PROGRAMMES
 (Thousands of United States dollars)

Region/ country	IPF		Other UNDP- administered funds	Cost-sharing		Other sources		TOTAL
	From previous programme	From present programme		Government	Third party	Funds from other United Nations sources	Non- United Nations sources	
<u>Africa</u>								
Equatorial Guinea (1 770)		8 782	333	-	-	-	-	7 345
Gabon	492	1 584	640	6 858	-	-	-	9 574
Sierra Leone	920	20 814	2 730	5	68	1 363	-	25 900
<u>Arab States</u>								
Jordan	306	8 250	-	1 502	90	-	-	10 148
Libyan Arab Jamahiriya	228	1 760	-	11 987	-	-	-	13 975
Yemen	3 600	24 198	12 741	-	577	-	1 100	42 216
<u>Europe</u>								
Portugal	342	1 760	-	635	-	-	-	2 737
Romania	536	4 125	-	-	-	-	-	4 661

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ABSTRACT OF MAJOR NATIONAL DEVELOPMENT OBJECTIVES, COUNTRY PROGRAMME ORIENTATION
AND RELATIONSHIP WITH BILATERAL, OTHER MULTILATERAL, AND REGIONAL PROGRAMMES

Region/ country	Special classification	National development objectives & strategy	Objectives selected for UNDP assistance and country programme orientation	Relationship with bilateral, other multilateral, and regional programmes
<u>Africa</u>				
Equatorial Guinea	Least developed country	Development of productive sectors with emphasis on export and food production; achievement of basic social needs; recovery and expansion of infrastructure; training of human resources; strengthening of public administration	Improve institutional development; meet basic needs of the population; lay institutional and organizational ground-work for strategic productive sectors	Round-table meeting provides common framework for bilateral and multi-lateral assistance, including UNDP country programme
Gabon		Creation of favourable condition for development of productive sectors with emphasis on export activities; improvement in competitiveness of enterprises through market liberalization; restructuring of public sector and control of Government finance	Agricultural and rural development; strengthen economic management of public sector; natural resources development; human resources development	Co-ordination ensured with World Bank and IMF through support to Structural Adjustment Programme
Sierra Leone	Least developed country	Increased food production and commercial crops; rehabilitation of physical infrastructure; development of social sector and rural development	Support to public sector management and planning; promoting food self-sufficiency; promoting grassroots participating in development	Country programme has linkages with IDA, UNFPA, FAO, UNIDO, WFP, UNESCO, DANIDA, FRG, USAID and UNDP regional programme
<u>Arab States</u>				
Jordan		Economic growth; increased job opportunities; increased domestic savings; rationalization of Government expenditure; improved balance of payments; increased Arab economic co-operation and distribution of development gains between regions	Human resources development; support to productive sectors; macro-economic management; natural resources; and science and technology	Co-ordination ensured with programmes of World Bank, WFP, UNICEF and UNFPA, and with some bilateral programmes through third-party cost-sharing. Linkages with regional projects.

Annex IV (continued)

Region/ country	Special classification	National development objectives & strategy	Objectives selected for UNDP assistance and country programme orientation	Relationship with bilateral, other multilateral, and regional programmes
Libyan Arab Jamahiriya		Further improvement in the living standard; increased domestic production; structural adjustment and balanced growth; diversification of the non-oil sectors; human resources development; import sub- stitution and increased foreign exchange reserves	Human resources development, production diversification	Country programme is co-ordinated with programmes of other United Nations organizations
Yemen	Least developed country	Increased productivity of agricultural energy and manufacturing; achieve self- sufficiency through exploitation of natural resources; development of human resources at all levels	Raise agricultural productivity and enhance food security; rationalization of the use of water resources; improved productivity and efficiency of industrial sector; raise the level of health	Major bilateral and multilateral donors were involved in country programme preparation and there are possibilities of various co-financing arrangements
<u>Europe</u>				
Portugal		Balanced economic growth; increased productivity; upgrading human resources, balanced regional development and improvement of rural environment	Modernization of the economy; improve- ment of environment; promotion of TCDC	Country programme has linkages with projects of EEC and other multi- lateral and bilateral assistance
Romania		Two main objectives: reduction and eventual elimination of foreign debt and expansion of national scientific and technological capabilities	Development of energy and natural resources; improvement of technological level in industry	Projects have linkages with European regional programme

Annex V

DISTRIBUTION OF RESOURCES BY SECTOR
(percentages)

Region/ country	Planning & adm.	Natural resources	Agric.	Industry	Transport & comm.	Trade	Population	Human settlements	Health	Education	Employ.	Science & tech.	Other
<u>Africa</u>													
Equatorial Guinea	48.0	15.0	11.0	7.0	-	-	-	-	6.0	13.0	-	-	-
Gabon	42.9	15.9	37.8	-	1.3	-	-	-	-	2.1	-	-	-
Sierra Leone	31.0	4.5	33.0	1.8	6.0	-	4.5	-	0.3	13.7	2.0	0.8	2.4
<u>Arab States</u>													
Jordan	12.7	9.3	13.9	8.7	-	7.5	-	-	2.3	29.5	5.8	8.0	2.3
Libyan Arab Jamahiriya	15.5	11.7	18.1	9.9	-	-	-	-	-	-	44.8	-	-
Yemen	8.3	11.9	25.1	11.9	4.5	1.0	-	-	17.0	1.8	0.7	2.3	15.5
<u>Europe</u>													
Portugal	46.5	11.4	-	-	29.4	-	-	-	12.7	-	-	-	-
Romania	0.3	37.0	0.9	58.9	2.9	-	-	-	-	-	-	-	-

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Annex VI

USE OF RESOURCES BY STAGES OF PROGRAMMING
 (percentages)

Region/ country	Ongoing projects	New projects	Programmed reserve	Unprogrammed reserve	Total
<u>Africa</u>					
Equatorial Guinea	26.8	67.0	4.8	1.4	100.0
Gabon	73.8	-	26.2	-	100.0
Sierra Leone	45.0	34.8	12.5	7.7	100.0
<u>Arab States</u>					
Jordan	20.1	65.1	4.0	10.8	100.0
Libyan Arab Jamahiriya	35.1	63.1	-	1.8	100.0
Yemen	15.7	68.8	3.6	11.9	100.0
<u>Europe</u>					
Portugal	36.4	41.3	14.6	7.7	100.0
Romania	11.4	79.4	-	9.2	100.0

Annex VII

ATTENTION TO GLOBAL PRIORITIES

(Country programmes were examined with respect to whether six selected global priorities were highlighted as being a national or country programming objective and whether the country programmes included projects specifically related to these objectives)

Global priority	<u>Needs of the poorest</u>		<u>Women in dev.</u>		<u>Environment</u>		<u>TCDC</u>		<u>Food security</u>		<u>IDWSSD</u>	
	Highlight	Project	Highlight	Project	Highlight	Project	Highlight	Project	Highlight	Project	Highlight	Project
<u>Region/country</u>												
<u>Africa</u>												
Equatorial Guinea	Yes	Yes	Yes	Yes	-	-	-	-	Yes	Yes	-	-
Gabon	Yes	Yes	Yes	Yes	-	-	-	-	-	-	-	-
Sierra Leone	Yes	Yes	Yes	Yes	-	-	-	-	Yes	Yes	Yes	Yes
<u>Arab States</u>												
Jordan	-	-	Yes	Yes	Yes	Yes	Yes	Yes	-	-	Yes	Yes
Libyan Arab Jamahiriya	-	-	Yes	-	Yes	-	-	-	-	-	Yes	-
Yemen	Yes	Yes	Yes	Yes	-	-	-	-	Yes	Yes	Yes	Yes
<u>Europe</u>												
Portugal	Yes	-	Yes	-	Yes	Yes	Yes	Yes	-	-	Yes	-
Romania	-	-	Yes	-	Yes	Yes	-	-	-	-	-	-

