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PROGRAMME PLANNING

Country and intercountry programmes and projects

FOURTH COUNTRY PROGRAMME FOR BARBADOS*

<u>Programme period</u>	<u>Actual resources programmed</u>	\$
1986 - 1991	IPF for 1987	1 375 000
	Other resources programmed	<u>16 468 790</u>
	Total	17 843 790

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*Detailed listings of projects and other related data prepared as part of the country programming exercise are available on request. These listings include: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) distribution of new country programme by sector; (e) the Government technical co-operation programme

I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Recent economic performance in Barbados has been mixed. In 1978-1980, gross domestic product (GDP) growth averaged close to 6 per cent, unemployment was falling, and real wages were rising rapidly.
2. The 1981/1982 world-wide recession had its most direct impact on the sensitive tourism industry. A series of other problems affecting the sugar industry, including bad weather, labour problems, and cane fires caused a 29 per cent drop in sugar output in 1981, following the bumper crop of the previous year. The decline in output continued in 1982 and 1983. Furthermore, the appreciation of the US dollar more than offset the European Economic Community (EEC) sugar price increases. Since the sugar and tourism sectors together were contributing three quarters of the foreign exchange earnings, and are relatively large employers and supporters of ancillary activities, their performance had pervasive effects throughout the economy.
3. The decline in economic activity resulted in a serious drain on the nation's foreign reserves, which registered the first net loss, \$US 25 million, since 1977.
4. In response to the sharp deterioration in the economic situation in 1981/1982, the authorities imposed a series of austere monetary and fiscal measures that gained the support of the International Monetary Fund (IMF), and for the first time the Government entered into a stand-by arrangement with the Fund for a period of 18 months.
5. The tourism industry took steps to adjust its marketing strategy, targeting the US market more than before, in the light of the failure of some major Canadian tour operators on whom the industry had depended heavily in the past. In addition, hotel operators engaged in heavy discounting of room rates in order to attract visitors and boost occupancy rates.
6. By the end of 1983, Barbados had emerged from the recession with its economic structure somewhat shaken. Production was depressed, traditional markets had suddenly disappeared, unemployment had risen steadily to 15 per cent, and business losses had multiplied. The basis had, however, been laid for the resumption of economic growth.
7. In 1984, Barbados enjoyed positive growth for the first time in four years. GDP rose 2.4 per cent, mainly because of a 10 per cent increase in tourist arrivals, a 17 per cent jump in sugar output (the first increase in four years) and continued strong growth in the enclave electronics components industry. This growth was accompanied, however, by sharply rising unemployment, as several Caribbean Community (CARICOM)-oriented manufacturing firms closed or cut back their operations. Cost-cutting strategies in the hotel sector also made some labour redundant.

8. Overall, the economy remained vulnerable due to its small size, dependence on outside forces and reliance on a few economic sectors.

B. National Development Strategies

9. The underlying challenge facing Barbados is the need to facilitate the progressive restructuring of the economy to permit the expansion of production for extra-regional markets, promote inter-industry linkages and further encourage the growth of the service sector. Such an approach would raise output, which is now lower than the annual rate of 3.5 per cent projected in the 1983-1988 Development Plan; reduce unemployment, the current rate of which is 19.9 percent; and strengthen the balance of payments by increasing the exports of goods and services. The success of this strategy will depend on the degree to which the country can achieve and maintain international competitiveness. The World Bank Economic Memorandum, issued in April 1985, identifies the following goals which must be addressed as a matter of urgency: (a) to diversify markets and products and vigorously pursue new activities, such as linkage industries to maximize local value added, and off-shore financial services; (b) to rationalize industry operations and improve efficiency; (c) to formulate fiscal incentive reforms and packages, appropriately targeted and monitored and favouring extra-regional exports; (d) to provide infrastructure and other facilities, management and technical expertise, labour, and financial and other operational information necessary for good decision-making; (e) to monitor and control wage increases; and (f) to maintain appropriate exchange-rate policies.

10. The medium- and long-term economic outlook for Barbados hinges strongly on the ability to master these challenges. Both the Government and the private sector are aware of the need to address the issues involved and to take measures to promote structural adjustment. Some measures have already been taken to meet the present development challenges and other proposals are under consideration.

11. The Government of Barbados has, over the years, articulated its development strategy and policies in successive Five-Year Development Plans. The current Plan covers the years 1983-1988. There is no reason to expect any drastic changes in the policy orientation in the 1988-1993 Plan.

12. The development strategy articulated in the current Five-Year Plan for 1983-1988 as it relates to socio-economic goals is based on two broad principles. The first is that social progress can only be sustained if rooted in material prosperity. The second is that appropriate systems, for example, in education, health and socio-economic planning, must be put in place in order to translate material advancement into social upliftment. It is the intention of the Government to follow a strategy which harmonizes these two elements. Among the major development challenges on which national effort will be concentrated over the period are:

(a) To restore order to the balance of payments over the short term and to ensure that the basis for a lasting rather than transient recovery is established;

(b) To put in place systems that will render the economy less subject to the effects of international instability;

(c) To launch an assault on the remaining areas of abject poverty, especially inadequate housing conditions among low-income households;

(d) To spur on the material development of the society, over the medium term, by stimulating productive activities which make the most intensive use of the country's finest resources, namely, human skills and a fairly well-developed socio-economic infrastructure, with particular emphasis accorded to the fostering of service-related activities;

(e) To lay the foundation of a technologically dynamic society, over the long range, by bringing the education and training systems into the computer age, by infusing the traditional sectors with an industrial ethos and by fostering those types of new activities which can be viable in the long term in an increasingly competitive world;

(f) To broaden the base of resource ownership by widening the scope of operations of the small business and artisan sectors and by making them active agents in the mainstream of economic life.

13. The main thrust of the economic strategy over the five-year period, 1983-1988, is to generate real growth on the average of 3.5 per cent. To accomplish this, the economy will be kept on an export oriented path with tourism, manufacturing, export agriculture and services as the main generators of foreign exchange and employment. It is, however, not envisaged that this rate of growth will be attained until around 1990, as the economy is now projected to grow at about 2 per cent in real terms over the next two years.

14. The range of activities targeted for implementation in the principal productive sectors, including infrastructure, will involve public investment expenditure estimated at 722.7 million Barbados dollars (2\$B = \$US) over the five-year period (1983-1988), and will be financed from a combination of internal and external sources.

C. Technical co-operation priorities

15. The Government intends to mobilize to the fullest the resources available from the United Nations system and other multilateral and bilateral donors to meet its technical co-operation needs. In order to maximize the effectiveness of the available aid flows and to provide a rational basis for the integration of technical co-operation activities in the development process, the country programme is being utilized as a frame of reference for all external technical co-operation inputs. The Government has, therefore, prepared this country programme within the socio-economic development framework described earlier and on the basis of the overall needs reflected in its own technical

co-operation programme, which it intends to update yearly to coincide with an annual review of the country programme. This yearly exercise will permit the incorporation of new projects from donors/agencies having a programming period ending in 1986, but which have not at this stage identified the specific needs to be financed beyond that year. This exercise also relates to the decision adopted at the June 1985 meeting of the Caribbean Group for Co-operation in Economic Development (CGCED), which is a collective consultative group arrangement jointly sponsored by the World Bank, IMF, the Inter-American Development Bank (IDB), the Caribbean Development Bank (CDB), the Organization of American States (OAS) and UNDP, that UNDP should co-operate with the Caribbean Development Bank and the World Bank in preparing the technical co-operation programme for incorporating in the World Bank Economic Memoranda. The various multilateral and bilateral donors/agencies will be approached to supplement or co-finance projects included in the country programme, for which financing is still required. UNDP is therefore also being requested, during the implementation of the programme, to assist the Government in the mobilization of resources from all sources.

16. The total funds required to carry out the programme amount to \$US 17,843,790. These resources will be made up of \$US 1,375,000 from the IPF, \$US 7,439,525 from the other agencies and organizations of the United Nations system and \$US 9,029,265 from bilateral and other non-United Nations multilateral sources.

17. In terms of the allocation of IPF resources, 72.7 per cent is set aside for agricultural diversification, industrial diversification, and expansion, strengthening and streamlining of the services sector in the proportion of 48 per cent, 48 per cent and 4 per cent, respectively. The remaining 27.3 per cent is allocated to other activities directly supportive of the Government development thrust. The specific projects to which the IPF has been allocated either by itself or in combination with other resources of the United Nations system are indicated under the relevant programme objectives. The Governing Council is requested to approve the utilization of UNDP resources in the manner indicated and within the overall framework described in the country programme.

D. Aid co-ordination arrangements

18. UNDP and the United Nations agencies and organizations represented in Barbados, namely, Food and Agricultural Organization of the United Nations (FAO), Pan American Health Organization (PAHO)/World Health Organization (WHO), United Nations Industrial Development Organization (UNIDO), United Nations Childrens Fund (UNICEF) and World Food Programme (WFP), work closely in co-ordinating their activities in support of the Government development efforts. This is done through periodic meetings as well as consultations among the organizations on an ad hoc basis. Moreover, CGCED, in which Barbados participates as a beneficiary country, provides an important framework for promoting co-ordination among the various donor agencies both in terms of capital investment and technical co-operation and even on economic policy issues which are also discussed within the Group. As far as the Barbados Government itself is concerned, by deciding to use the country

programme as a frame of reference for external technical co-operation inputs, it has succeeded in establishing a more systematic arrangement for co-ordinating activities in this field.

II. THE COUNTRY PROGRAMME

A. Assessment of current country programme

19. The 1982-1986 country programme was valuable in contributing to the realization of the stated objectives, such as maximizing economic growth and productive employment by increasing economic diversification and self-sufficiency, and formulating an energy policy.

20. For the third cycle, priorities as identified by the Government were export promotion, energy and agriculture. These sectors received over 80 per cent of total IPF resources, which permitted the implementation of six projects for the period 1982-1986. The remaining 20 per cent of the resources were dedicated to planning, administration, and the development of co-operatives.

21. The agriculture sector received the largest portion of funds from UNDP, amounting to \$US 436,000 or 31 per cent of the total IPF. In addition, FAO provided a total of \$US 794,000. This combination of funds was used to upgrade and supplement the policy, planning and management capabilities of the Ministry of Agriculture, the Barbados Marketing Corporation (BMC) and other related institutions. These resources, especially those directed to the Planning Unit within the Ministry of Agriculture, did not always produce the expected results because of the lack of adequate Government counterpart staff; delays by FAO in fielding international staff, and the premature withdrawal of two associate experts in agronomy and planning. Consequently, the focus of assistance was switched in recent years from the Planning Unit to the BMC, and adequate counterpart staff were provided (a) to form the nucleus of the Agricultural Marketing Services Division of the BMC with a view to strengthening its capacity to perform its marketing functions; and (b) to undertake a national agricultural programme with emphasis on the monitoring of commodity programmes, the development of marketing information, and planning.

22. Other instances of FAO assistance are worthy of note. In the sugar industry, improvements were made in the operations of all six sugar factories, particularly in the areas of sugar recovery and process control. On-the-job training in these areas was provided and two nationals were trained in the USA in process analysis and crystallization as well as on computer programming for processing weekly factory returns. Major renovations, including the provision of specialized equipment, were carried out in the industry's research centre which now consists of a high pressure liquid chromatograph, an instrument laboratory, a microbiology laboratory and an entomology laboratory as well as a newly constructed cane analysis laboratory. Furthermore, successful interventions were made in irrigation, agricultural marketing, biogas technology, seed production, livestock and fisheries development, and aquaculture. Assistance to the Pine Hill Dairy led to improvements of its technical and managerial operations and an assessment of the feasibility of

converting to an Ultra System (USH). Feasibility studies resulted in major fisheries projects being funded by IDB and European Development Fund (EDF). Specialized missions and consultancies resulted in the submission of projects for funding to Canadian International Development Agency (CIDA), the World Bank, IDB and Commonwealth Fund for Technical Co-operation (CFTC) in the areas of milk record and herd improvements schemes; sugar rehabilitation and agricultural diversification; livestock development; and a feasibility study for a plant for processing livestock, poultry and feed waste into animal feed.

23. Although it is too early to assess the full impact of these studies and investment projects, the combined efforts of UNDP and FAO have made a significant contribution and will have a catalytic effect on the future development of the country.

24. The Barbados Export Promotion Corporation (BEPC) received 27 per cent of funds, i.e., \$US 428,000, permitting it to computerize its operations, train an overseas trade representative in New York and establish a design centre to upgrade garment design. Delays in implementing this assistance make it premature to assess its impact, but with the continuation of the project, BEPC capacity to serve Barbadian manufacturers in the critical areas of trade information and research will be enhanced.

25. UNDP assistance to the insurance sector amounted to 10.4 per cent of IPF funds, i.e., \$US 165,000. However, the impact of this project was significant in view of the strides made by the state-owned Insurance Corporation of Barbados towards self-reliance. For example, new portfolios in marine cargo, group life and sickness and accident insurance were introduced. The Corporation has also upgraded its technical and administrative capacity. Legislation has been enacted to accommodate obligatory reinsurance cessions previously underwritten by companies abroad.

26. In the energy sector, assistance was concentrated on developing energy saving devices and training technicians in the design, manufacture, installation and adaptation of the devices to a variety of hotels as well as in their commercialization. The desired objectives have been largely achieved. The training of two technicians has been completed and a small production line to manufacture energy saving units has been established. An amount of \$US 266,000, of which \$US 106,000 was contributed from the UNDP Energy Account, was allotted to this programme.

27. Despite a few difficulties faced in the implementation of the projects mentioned above, the Government has been generally satisfied with the quality and the performance of the international experts provided. Counterpart staff who will provide continuity to the various activities initiated have benefited significantly from this exposure.

28. Fellowship training played an important role in upgrading the skills of Barbadian nationals. The programmes were timely, of the desired quality and, in most instances, adequately met the needs.

29. The Government has benefited significantly from the efforts of UNDP to promote technical co-operation among developing countries (TCDC). Under this programme, for example, officials of the Government of Barbados have been exposed to various activities in the areas of agriculture, housing and industry through familiarization tours and study attachments in Argentina, Brazil, Costa Rica, Kenya and other developing countries. The Government intends to intensify such activities, both as a donor and as a recipient, during the fourth cycle.

30. Despite the reduced level of IPF resources, it is commendable that the United Nations system was able to provide an adequate complement of equipment which facilitated the successful implementation of other technical assistance inputs.

31. In addition to the technical assistance provided under the national projects outlined above, the country has benefited effectively from regional and interregional technical assistance projects. For example, Barbados is the host country of a number of Caribbean regional projects dealing with the training of allied health personnel, water resources assessment and development, meteorology and operational hydrology and development administration. In addition, it has participated in other Caribbean regional projects such as the Caribbean Project Development Facility, and the Caribbean Network for Innovation in Educational Development and Science and Technology. During the fourth cycle, Barbados is expected to continue to benefit from activities carried out under new phases of some of these projects, as well as under new Caribbean regional projects in the area of disaster planning and management, solid waste disposal, shipping and fisheries development. These projects have been identified as priorities for financing during the fourth cycle.

32. The Government will also, as appropriate, avail itself of the capabilities available at Economic Commission for Latin America and the Caribbean (ECLAC) in the fields of planning, statistics, etc., as well as drawing on its experience with regard to regional activities having a bearing on the priorities set for the Barbados country programme.

B. New programme proposal

33. The technical assistance needs enumerated in this country programme are meant to promote the following major objectives:

- (a) Agricultural diversification;
- (b) Industrial diversification;
- (c) Expansion, strengthening and streamlining of the services sector; and
- (d) Other activities directly supportive of the development thrust, identified by the Government in its overall technical co-operation programme.

34. In preparing the programme the Government took due note of the UNDP Resident Representative's note on the country programme, which was elaborated in close collaboration with other available international agencies. The Programme itself was in turn formulated in close consultation with the UNDP and the United Nations agencies concerned. In addition, as was pointed out earlier, the aid co-ordination mechanism existing under the CGCED provides for ongoing consultations on technical assistance programmes. The role of UNDP is likely to be further enhanced in this respect in light of the decision by the Group that it should co-operate with the World Bank in preparing the technical co-operation programme for inclusion in the Bank Economic Memoranda for the various countries served by the Caribbean Group, including Barbados.

35. Under each of the proposed main objectives for the country programme, needs largely exceed IPF resources. While it would present certain advantages to apply available IPF funds forthwith to one or more specific projects, this would limit UNDP capacity to assist the Government in mobilizing and integrating additional resources available both within and outside the United Nations system in support of its overall technical co-operation requirements. Consequently, the Government of Barbados sees UNDP resources, by and large, as seed money to be combined with other resources, while at the same time addressing specific technical assistance needs. This approach to the programming of IPF resources also allows the more detailed financial consideration of specific projects to be decided at a later stage (see paragraph 15).

Agricultural diversification

36. While efforts are being made to diversify the agricultural sector, sugar remains the dominant crop. The production of this commodity has been under severe strain in recent years due to the uncertainty of foreign markets, price instability and high production cost. It has been determined that this subsector is no longer in a position to generate the foreign earnings required to maintain a steady increase in the rate of growth of the economy. Therefore, the Government feels that agricultural diversification is imperative.

Projects

37. The Government has earmarked \$US 480,000 of the IPF to this objective. Projects dealing with the production and exportation of cut flowers and foliage; the strengthening of fishing co-operatives, capabilities and training; financial and management accounting; and training in agriculture have been earmarked for financing from this source.

38. The details of the other projects to be financed from the resources available under the programme in support of this objective are listed in the Government Technical Co-operation Programme, which is available for review upon request.

Linkages

39. Agricultural diversification envisages the implementation of additional production-oriented activities to complement and supplement or replace sugar production. Higher levels of food production will stimulate agro-industries, other related sectors and the establishment of new regional and extra-regional markets. To this end, and in addition to the resources identified in this country programme, the Government expects additional contributions from related regional programmes in the areas of agriculture and infrastructure development, as well as from RLA/82/023, Water Resources Development, in respect of the irrigation requirements of the agricultural diversification programme.

40. Furthermore, the Government also expects UNDP support in mobilizing financial assistance from the United Nations Development Fund for Women (UNIFEM) to promote women activities related to this objective. The services of interregional advisers in the areas of natural resources, public administration and development planning will also be utilized. The Government plans to use WFP food aid amounting to \$US 500,000 for projects in the fields of integrated rural development and agricultural diversification. It is understood that a formal Government request for food aid will have to be approved by WFP for pre-identified activities and beneficiaries.

Industrial diversification

41. Not unlike agriculture, the industrial sector has been concentrated in limited lines of production such as electrical components, garments, furniture and chemicals. This narrow base, in addition to instability within the CARICOM and extra-regional markets, has given rise to the need to diversify into new competitive lines of production with an export potential. By expanding existing industrial facilities, creating new ones, and strengthening related services, the Government also expects to increase employment opportunities.

Projects

42. The Government has allocated the sum of \$US 480,000 of the IPF in support of this objective. A project dealing with the improvement of production techniques for the garment industry has been identified for initial financing from this source.

43. Other resources available under this programme will finance, among other things, a feasibility study for a multi-purpose food processing plant; the establishment of an industrial repair and maintenance unit; cotton and peanut processing; as well as specific activities geared to the stimulation of increased export-oriented production. The details of these and other related activities are listed in the Government Technical Co-operation Programme.

Linkages

44. The major thrust of the industrial diversification programme is in the area of garments, furniture, building materials and agro-based industries. Concomitantly, activities in marketing, export promotion, the expansion of production facilities and related services will intensify, giving rise to added production and intersectoral linkages and employment. It is expected that UNDP assistance through related regional projects will facilitate the development of the necessary infrastructure, training and foreign trade. The assistance to this objective will be further enhanced by the UNIDO Special Industrial Services (SIS) programme which the Government will seek to utilize during the fourth cycle. In addition, assistance from the International Labour Organisation (ILO), the United Nations Conference on Trade and Development (UNCTAD), the International Trade Centre (ITC), and the Department of Technical Co-operation for Development (DTCD) will also be utilized.

Expansion, strengthening and streamlining of the services sector

45. Agricultural and industrial diversification will entail a number of structural adjustments in the economy, especially in respect of relevant support services, notably in the non-formal economy where opportunities must be given to craftsmen, artisans and technicians. A significant need for these services is expected in both the private and public sectors. Consequently, they will require strengthening and streamlining to meet these challenges.

Projects

46. The \$US 40,000 allocated from the IPF in support of this objective will be used to finance a project designed to carry out a national study on the role of services in the economic development of Barbados.

Linkages

47. The strengthening of services will play a dynamic role in the development of Barbados as a result of economic diversification and the need to meet the demands of a widening economic base. It is expected, therefore, that this project will form the basis for a more comprehensive programme in this area. Linkages in areas such as statistics and employment are expected to feature prominently. RLA/79/004, dealing with the development of a Programme of employment for Latin America and the Caribbean and the various regional projects executed by DTCD, focusing on economic and social planning, could play a catalytic role in the attainment of this objective. The Government expects that the experience accumulated in these areas can be utilized to enhance the development of this sector in Barbados.

Other activities directly supportive of the Government development thrust

48. Consistent with its decision to utilize this country programme as the instrument for the co-ordination of technical assistance from all sources, the

Government wishes to include in this document the remaining technical assistance needs which it has identified as being directly supportive of its development thrust.

49. The Government intends to make use of the opportunities available through its membership of the World Health Organization and the Pan American Health Organization in obtaining technical assistance for the health sector. The resources made available will be allocated through joint programming exercises and project development to reflect the priorities of the health sector. Barbados will participate in the initiative being developed by CARICOM and PAHO entitled, "Co-operation in Health", and through this initiative will seek to mobilize additional resources for the health sector.

Projects

50. The Government has earmarked the sum of \$US 375,000 from the IPF to finance projects relevant to these activities. This amount will be used in combination with resources from the United Nations system to finance projects dealing with the environmental health aspects of hotel operations; physical planning; the management and development of the Graeme Hall Swamp; and the strengthening of statistical services.

51. A detailed list of the other projects to be financed from the resources available under the programme is contained in the Government technical co-operation programme, to which reference was made earlier.

Linkages

52. The technical assistance needs outlined provide a wide array of opportunities for linkages at both the production and sectoral levels. It is expected that several of the projects identified under this objective will receive assistance from the following related United Nations agencies: PAHO, UNICEF, ILO, the United Nations Educational, Scientific and Cultural Organization (UNESCO), DTCD, the Universal Postal Union (UPU), the United Nations Fund for Population Activities (UNFPA), and the United Nations Environment Programme (UNEP). UNDP was specifically requested to establish early contact with these agencies to identify the manner in which their regular programmes could be brought to bear on the needs identified. Such co-operation is especially relevant in the areas of pollution control, education, culture, environment, health, family planning and overall development planning.

Annex

FINANCIAL SUMMARY

I. ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

A. <u>UNDP-administered sources</u>	\$	\$
Third cycle IPF balance	-	-
Fourth cycle IPF	1 375 000	
Subtotal IPF		1 375 000
Special Measures Fund for Least Developed Countries	-	
Special programme resources	-	
Government cost-sharing	-	
Third-party cost-sharing	-	
Operational funds under the authority of the Administrator	-	
UNDP special trust funds	-	
Subtotal, UNDP non-IPF funds		-
B. <u>Other Sources</u>		
Funds from other United Nations agencies or organizations (FAO, PAHO, UNICEF, IBRD) firmly committed as a result of the country programme exercise	4 912 350	
Additional funds to be provided by other United Nations agencies	<u>2 527 175</u>	
Subtotal, United Nations system	7 439 525	
Parallel financing from non-United Nations sources (EEC, IDB, CFTC, ODA, CIDA):	9 029 265	
Subtotal, other sources		16 468 790
TOTAL ACTUAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING		<u>17 843 790</u>

II. USE OF RESOURCES

Ongoing projects	2 176 970	
New project proposals		
(a) to which UNDP resources have been initially applied in com- bination with other resources	2 448 700	
(b) to which UNDP resources have not been initially applied	13 218 120	
Programmed reserve	-	
Subtotal, programmed resources		17 843 790
Unprogrammed reserve	-	
TOTAL USE OF RESOURCES		<u>17 843 790</u>

