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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Consideration and approval of country programmesFIRST COUNTRY PROGRAMME FOR
DOMINICAUNDP assistance requested by the Government of Dominica
for the period 1982-1986

Illustrative IPF for 1982-1986: \$ 2.3 million

INTRODUCTION

1. The first country programme for Dominica is presented for approval by the UNDP Governing Council at its special meeting in May 1982. The second country programme for the Caribbean in which Dominica participated came to an end in December 1981. In the intervening months, preparatory activities leading to new project proposals were carried out.

2. Preparation for the first country programme (1982-1986), which commenced in April 1981, was essentially regional in nature and fully involved those executing agencies with representation in the Caribbean. Representatives of the Food and Agriculture Organization of the United Nations (FAO), the United Nations Educational Scientific and Cultural Organization (UNESCO), the United Nations Industrial Development Organization (UNIDO), the Pan-American Health Organization (PAHO), World Health Organization (WHO) and the World Food Programme (WFP), accompanied by an

Note: In accordance with decision 81/15, adopted by the Governing Council on 27 June 1981 (E/1981/61/Rev.1, Annex I), the first country programme for Dominica is being submitted to the Council without an accompanying note by the Administrator.

The previous UNDP supported activities in Dominica were described under the country programme for the Caribbean and the accompanying notes by the Administrator which were issued under the document symbols DP/GC/CAR/R.1-DP/GC/CAR/R2 and DP/GC/CAR/R.1/RECOMMENDATION-DP/GC/CAR/R.2/RECOMMENDATION, respectively.

adviser from the International Telecommunication Union (ITU), visited Dominica for three days under the leadership of UNDP. All executing agencies received copies of the Resident Representative's note, listing on developmental priority issues for the country, and a detailed statement on resources well in advance of the country visit. Following on the visit, UNDP hosted a two-day country programme meeting at which representatives of the above agencies participated in addition to the United Nations, the International Labour Organization (ILO), the Caribbean Development Bank (CDB), the World Bank and several economic planning advisors in the region. Consequent to this meeting, the draft country programme was prepared by UNDP and transmitted to the Prime Minister's Office for finalization by the Government. The copy of the draft country programme was also circulated to all agencies for comments.

3. A UNESCO/World Bank education sector study was carried out around the same time of the country programme visit and preliminary results were made available for consideration by the Government for inclusion in the country programme. The Caribbean Airports Maintenance and Operations Study (CAMOS) undertaken by the International Civil Aviation Organization (ICAO) on behalf of the CDB was also valuable for the country programme exercise. Another sectoral study on civil aviation development was also prepared by ICAO, the results of which were made available to UNDP and the Government in the form of technical assistance projects.

4. The country programme discussion with the Government centred around the programming of scarce UNDP financial resources, development of cost-effective modalities of implementation through pooling of all United Nations resources, and contribution of Indicative Planning Figure (IPF) resources to multi-island activities, sharing of international and regional expertise available throughout the Caribbean giving practical effect to technical co-operation among developing countries (TCDC), Government execution, multilateral operations and repatriation of nationals a modified TOKTEN approach.

5. During the programming exercise it became evident that, in the absence of a long-term development plan, the Government was unable to forecast all its technical assistance requirements over the 1982-1986 period; hence an attempt has been made to identify: (a) the country's needs in relation to the public sector investment programme prepared under the auspices of the Caribbean Group for Co-operation in Economic Development (CGCED) and (b) other high priority activities for the first two years of the third UNDP programming cycle.

6. Due to the central Government's constrained financial position, the financing of the public sector programme and other priority developmental activities is almost entirely dependent on external assistance. Furthermore, the needs identified for UNDP technical assistance were much greater than the IPF resources available for programming. This situation not only required that utmost care be taken in the selection and establishment of priorities among projects for the third cycle; it will also adversely affect the momentum of the programme, particularly in 1982 and 1983.

7. The illustrative IPF for Dominica for the 1982-1986 programming period is US\$ 2.3 million of which only US\$ 1,840,000 or 80 per cent is being used for planning purposes. In addition, about US\$ 220,000 from the programme reserve is being programmed for the first year of the third cycle. Approximately 12 per cent of these resources is left as reserve for future programming. As a reflection of the continuous need for institution building in planning and assistance in reconstruction, resources allocated for the first country programme have been concentrated in these areas. Through application of innovative approaches to technical co-operation, the limited resources have been programmed to promote activities that

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will lead towards self-reliance. Examples of such approaches are the modified TOKTEN project to be executed by the Government; the pooling of national IPF resources for subregional activities; utilization of regional institutions such as University of West Indies (UWI) and College of Arts, Science and Technology, (CAST) Jamaica for training purposes; and the involvement of multi-bilateral funding agencies at early stages of project identification and formulation for pre-investment activities.

Review of prior UNDP-supported activities

8. During the second IPF cycle (1977-1981), the amount of US\$ 1,362,000 was allocated to Dominica, including a bonus following independence in 1978. These resources were apportioned on the basis of the second country programme exercise, which Dominica undertook in 1978 within the country programme for the Caribbean.

9. The programme approved for the period 1979-1981 focused on institution building. Examination of the expenditure pattern indicates that about 65 per cent of the IPF allocation for 1979-1981 was utilized in socio-economic and physical planning and reconstruction activities, 12 per cent in employment, 7 per cent in health, 8 per cent in education, 3 per cent in agriculture and 2 per cent in industry. The remaining 3 per cent was used for assessed programme costs.

10. The UNDP involvement in socio-economic planning in Dominica predates the period under review. The country's limited capacity to plan and implement viable projects in support of its policy objectives has been a major constraint in the effective management of the economy. The establishment of the National Planning Organization assisted by the project, Socio-Economic Development Planning and Reconstruction (DMI/76/002), played a positive role in the development of a central planning capability in Dominica. Although the project's original purpose was to prepare a five-year National Development Plan (1977-1982) and regional plans, its objectives were later modified to reflect the reconstruction requirements of the economy following the disasters caused by Hurricanes David and Allen in August 1979 and 1980. Besides the various sectoral and physical plans prepared, the first economic survey for the country was written for 1979-1980 with the assistance of the project. The technical competence of the national staff was enhanced through on-the-job and overseas training in the areas of project appraisal, planning and control, development planning and administration.

11. Although assistance to the health sector was not envisaged in the 1979-1981 allocation, destruction of the health infrastructure required urgent rehabilitation of medical facilities and assessment of the condition of health services in Dominica. In this regard, PAHO executed the project, Reconstruction, Rehabilitation and Development (DMI/80/003), which successfully assisted in the preparation of a Health Assessment Plan, which is expected to serve as a framework for the efficient rationalization of available resources and the improvement of health services.

12. In support of Government policy to rehabilitate agriculture after the hurricane devastation and to promote agro-industries based on local resources, UNDP financed a technical assistance mission by the Centre on Transnational Corporations to examine both the financial and technical feasibility as well as operational and organizational alternatives for the reorganization of the citrus fruit processing industry. This pre-investment activity was carried out in close collaboration with CDB. The recommendations of the report, resulted in the successful conclusion of negotiations between the Government and a private sector company. The report is being shared with bilateral donors for consideration for further assistance.

13. The educational system that Dominica inherited is characterized by a high level of drop-outs and functional illiterates, a severe shortage of trained teachers and lack of a practical curriculum designed to meet the needs of the developing economy. This situation has been further aggravated by the destruction of a number of schools by natural disasters. Assistance provided to the education sector through the UNESCO-executed project, Curriculum Development and Teacher Training (DMI/80/004), has initiated steps to correct these deficiencies.

14. With nearly a quarter of the population participating in more than 70 societies in 1981, Dominica has a very active and growing co-operative movement. The range of activities in which these societies are involved include credit unions, production and marketing, banana boxing. There is also a fisheries co-operative, a few industrial type co-operatives and five consumers co-operatives. To strengthen these institutions, UNDP assisted under the project Co-operative Training Unit (DMI/79/001) in the establishment of a Co-operative Training Unit equipped with appropriate administrative and functional procedures, audio-visual and hardware facilities and a library. Numerous training courses were conducted for co-operative leaders, members, staff and co-operative officers. Additional training for co-operative officers were provided through short- and long-term fellowships abroad. The Co-operative Training Unit is now self-sufficient and in no need of further technical assistance.

15. UNDP assistance to Dominica was complemented by the regular programmes of other agencies of the United Nations system. The United Nations Fund for Population Activities (UNFPA) has been actively involved in the Government's effort to upgrade family planning and adult education. It also provided assistance for the 1980 population census. Projects financed from the FAO Technical Co-operation Programme have assisted in the emergency rehabilitation of the agriculture and forestry sector and the reconstruction of the fishing fleet. PAHO/WHO provided advisory services in areas of communicable disease control, food and nutrition, nursing, statistics, health information, environmental health, hospital administration, health planning, management of health services, animal health, human resources development and community health education. The United Nations Children's Fund (UNICEF) has assisted in the provision of water to schools, clinics and villages in rural areas. Training in personal hygiene has also been conducted. UNESCO provided assistance for the collection of literacy and adult education statistics. The regional project, Water Resources Development (CAR/79/R01), of the United Nations has assisted the Government in upgrading the supply of water.

16. Although difficulties arising from political uncertainties and frequent natural disasters affected implementation of the second country programme for the Caribbean as originally planned, the flexibility of the programme allowed UNDP and the Government to respond to needs identified at the time.

17. With the establishment of CGCED in 1977, co-ordination was enhanced between UNDP assistance to the Government's public sector programme and the programmes of other donor agencies such as the United States Agency for International Development (USAID), the British Development Division, CDB, Inter-American Development Bank, the Canadian International Development Agency (CIDA) and European Development Fund (EDF).

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

18. Faced with the serious economic problems of declining output, increasing prices of oil and other imports, and the large deficit on the Government's re-

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current budget, which was exacerbated by two years of consecutive natural disasters, the Government of Dominica has introduced measures of fiscal management and has directed its development strategy towards: (a) rapid rehabilitation of physical and social infrastructure; (b) encouragement of agricultural production along with the development of light agro-industry based on local resources; and (c) development of the manpower and physical resource base.

19. Accordingly, the public sector investment programme emphasizes the following:

a) Rehabilitation of the road network along with a regular maintenance programme, restoration of electricity services and reconstruction of the Woodbridge Bay Deep Water Port;

b) Improvement and expansion of housing facilities;

c) Rehabilitation of the health sector and encouragement of preventive measures;

d) Diversification and promotion of agricultural production and agro-processing;

e) Encouragement of domestic and overseas investment in both resource-based and enclave industries; and

f) Restoration of the education facilities and reorientation of curriculum to meet the technological requirements for development.

20. In order to increase its effectiveness in the planning, implementation and monitoring of projects in the above priority areas, the Government has reorganized its planning machinery, the National Planning Organization into a new structure, the Economic Development Unit (EDU). Recognizing the vulnerability of the economy to external influences and periodic disruptions by natural disasters and a weak institutional base for planning and policy formulation, Government now emphasizes planning in greater operational terms, i.e. project planning, preparation and implementation.

A. General Development, Policy and Planning

Ongoing project

Economic Development Planning (DMI/81/002) United Nations.

21. The project is designed to enhance EDU capability in preparing and compiling economic data, carrying-out annual economic surveys and preparing and analyzing project proposals. The project became operational in 1981 and is expected to continue through 1986. The UNDP contribution during 1982-1986 is estimated at US\$ 539,000.

New projects

Law Reform (United Nations)

22. The project will provide the services of one regional legal expert for two years to prepare a revised edition of ordinances, acts and subsidiary laws, including a review of Dominica Constitution Order of 1978. UNDP assistance for approximately US\$ 66,000 is proposed.

Multisector Development. (Government)

23. This project, a modified version of the TOKTEN principle emphasizing the importance of national self-reliance, will assist the Government in alleviating its shortage of skilled manpower through the recruitment of expatriate nationals and regional experts for short-term consultancies as well as long term service (1-2 years). The initial UNDP contribution from the IPF and the programme reserve is about US\$ 165,000.

B. Agriculture

Ongoing project

Livestock Development (DMI/78/001). (United Nations Volunteers (UNV)).

24. A UNV veterinarian has been in the field since February 1979 and will continue to assist Government in its livestock development programme and the maintenance of animal health, including clinical care of Government owned livestock. The extension of the project requires a UNDP contribution of approximately US\$ 16,000.

C. Industry

Ongoing project

Industrial Investment Promotion (DMI/81/004). (UNIDO)

25. In collaboration with UNIDO, training for two nationals is being provided in New York in investment promotion techniques and tools and preparation of appropriate information and data for potential investors. The programme started in 1981 and the UNDP contribution in 1982 is US\$ 37,000.

New project

Management Assistance to National Development Corporation (DMI/81/005)

26. The project will assist NDC in defining its organizational manpower requirement and training programmes, in establishing operational procedures and in implementing an industrial promotion programme. The UNDP contribution from the programme reserve is estimated at US\$ 84,600.

D. Transport and Communications

Ongoing project

Vocational Training (CAR/77/006) (ILO).

27. In support to training programme under this regional project, equipment is to be purchased for use by participants from Dominica who will continue the training process by teaching other nationals. The estimated contribution from the programme reserve is US\$ 36,000.

New projects

Training in Management of Postal Services and Port Authority (UPU).

28. This project will train two Dominicans in postal and port authority management /...

at an estimated cost of US\$ 14,000 and US\$ 7,000, respectively, to be financed by UNDP.

Pilot Telecommunications Network (ITU)

29. The project is to devise a solution to the country's telecommunication needs and introduce a VHF system with six base and ten mobile stations. While the UNDP contribution of US\$ 45,000 from the programme reserve is to finance the services of a consultant, the required equipment is to be provided by ITU.

Civil Aviation Development. (ICAO)

30. This project will aim at strengthening the air transport subsector by training personnel in operational, technical and administrative disciplines, i.e. air traffic control, aeronautical information services, airport fire rescue, telecommunications, electrical vehicle and plant maintenance. The estimated UNDP contribution is US\$ 90,000.

E. Human settlements

Ongoing projects

Physical Planning and Housing Development (DMI/81/003) (HABITAT).

31. Operational since April 1981, the project is assisting EDU in updating the national structure plan, preparing regional physical and urban renewal plans, formulating village development schemes as well as identifying of projects for further development. It is also strengthening the housing institution and developing housing programmes and projects. The UNDP contribution during 1982-1986 is estimated at US\$ 424,000 from IPF and US\$ 32,000 from the Programme Reserve, totalling US\$ 466,000. Project activities will be complemented by a small-scale project to be financed from the HABITAT regular programme.

Health Services Reconstruction Rehabilitation and Development (DMI/80/003) (PAHO/WHO)

32. The first phase project, Health Sector Assessment which was carried out in the second programme cycle, collected and analyzed data in a comprehensive manner. The present assistance will focus on the completion of the second phase of the sectoral plan; it is envisaged that policy goals and priorities will be translated into specific programme actions. The estimated UNDP contribution is US\$ 36,000. The provision of a health planner for a period of 4 man/months during 1982-1983 from the regular programme of PAHO is envisaged. In addition, it is anticipated that UNICEF will provide assistance in rural water supply and health services.

G. Education

Ongoing project

Education Development and Administration (DMI/80/004) (UNESCO).

33. The project, which commenced in late 1980, has been assisting the Government in the development of curriculum to meet national resources and requirements as well as in the training of teachers for new curriculum activities. The project is scheduled to terminate in March 1982. The UNDP contribution in 1982 is US\$ 55,000.

New project

Education Development (UNESCO)

34. As a continuation of the above project (DMI/80/004), Dominica is expected to participate in a subregional project, Caribbean Network of Educational Innovation for Development (CARNEID)(RLA/81/004) to improve planning and administration curriculum planning, teacher training, technical vocational education and adult education. The contribution from the IPF of Dominica is estimated at US\$ 105,000.

Annex

FINANCIAL SUMMARY

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A. Resources

(a) IPF and other resources	
(i) Illustrative IPF for programme period	2 300 000
(ii) Carry-over from previous IPF cycles	(36 000)
(iii) Other resources (Programme Reserve)	220 000
(b) Provision for adequate programming	-
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TOTAL	2 484 000
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B. Use of resources

(a) Programmed	
(i) Ongoing projects	1 185 000
(ii) New projects and new phases included in the country programme	577 000
(iii) Earmarked for specific objectives and activities for which projects are to be worked out (continuous programming at a larger stage)	192 000
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Subtotal	1 954 000
(b) Reserve (if any)	70 000
(c) Unprogrammed balance ^{a/}	460 000
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TOTAL	2 484 000
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C. Financial distribution of programme, by sector

Sector ^{b/}	Ongoing projects \$	New projects \$	Sectoral earmarkings \$	TOTAL \$
02 General development issues, policies and planning	539 000	231 000	116 000	886 000
04 Agriculture	16 000	-	-	16 000
05 Industry	37 000	85 000	-	122 000
06 Transport and communications	36 000	156 000	-	192 000
09 Human Settlements	466 000	-	76 000	542 000
10 Health	36 000	-	-	36 000
11 Education	55 000	105 000	-	160 000
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TOTAL	1 185 000	577 000	192 000	1 954 000
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^{a/} Representing 20 per cent of the illustrative IPF which has not been taken into account for programming in accordance with the Administrator's instructions contained in UNDP/PROG/FIELD/111; UNDP/PROG/HQTRS/126.

^{b/} According to ACC classification.

