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COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

Consideration and approval of country programmes

FIRST COUNTRY PROGRAMME FOR
SAINT LUCIA

UNDP assistance requested by the Government of Saint Lucia
for the period 1982-1986

Illustrative IPF for 1982-1986: \$ 2.1 million

INTRODUCTION

1. The first country programme (1982-1986) for Saint Lucia 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 St. Lucia participated, came to an end in December 1981; however, in the intervening months, preparatory activities leading to new project approvals were carried out.

2. Preparation for the first country programme, which commenced in April 1981, was essentially regional in nature and fully involved executing agencies with representation in the Caribbean. A team of 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 World Health Organization (WHO)/Pan American

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 Saint Lucia is being submitted to the Council without an accompanying note by the Administrator.

The previous UNDP supported activities in Saint Lucia were described under the country programmes 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.

Health Organization (PAHO), the International Telecommunication Union (ITU) and the World Food Programme (WFP) visited Saint Lucia for three days under the leadership of UNDP. In advance of the country visit, all executing agencies received copies of the resident representative's note (a listing of developmental priority issues for the country) and a detailed statement of financial resources. Following the visit, UNDP hosted a two-day country programme meeting at which representatives of the above agencies participated, in addition to those of the United Nations, the International Labour Organisation (ILO), the Caribbean Development Bank (CDB), the World Bank and several economic planning advisors in the region. Consequent on this meeting, the draft country programme was prepared by UNDP and transmitted to the Prime Minister's Office for finalization. Copies of the draft country programme were 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 CDB also was a valuable input for the country programme. 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, contribution of indicative planning figure (IPF) resources to multi-island activities sharing of available international and regional expertise throughout the Caribbean giving practical effect to technical co-operation among developing countries (TCDC), Government execution, multi bilateral operations and repatriation of nationals through 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. Unprogrammed resources remaining for the 1984-1986 period will be allocated on a priority basis through annual country programme reviews.

6. Due to 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 available IPF resources. This situation required that utmost care be taken in the selection and establishment of priorities among projects for the third programming cycle; it will also adversely affect the momentum of the country programme, particularly in 1982 and 1983.

7. The illustrative IPF for Saint Lucia for 1982-1986 is US\$ 2.1 million, of which only US\$ 1,724,000 (80 per cent of the illustrative IPF plus an estimated carry-over from the second cycle) is being programmed at this time. In addition, about US\$ 170,000 from the programme reserve is being programmed for the first year of the third cycle.

8. A major emphasis of this country programme is the reconstruction of the post-hurricane economy as reflected in the allocations for housing, education, and industry. Through application of innovative approaches to technical co-operation, the limited resources have been programmed in such a way as to promote cost-effective activities and lead towards self-reliance. An example of such an approach is the modified TOKTEN scheme, transformed into a repatriation scheme, which will be Government executed. The allocation of national IPF resources for a subregional activity (a positive move towards the regional integration movement) is a new feature of the first country programme, which also recognizes the value of and utilizes regional institutions such as University of West Indies (UWI) and College of Arts Science and Technology (CAST) Jamaica for training purposes.

Review of the prior country programme

9. During the second IPF cycle (1977-1981), the amount of US\$ 1,765,000 was allocated to Saint Lucia, including a bonus following the country's independence in 1979. These resources were programmed on the basis of the second country programme exercise, which Saint Lucia undertook in 1978, as part of the country programme for the Caribbean. That Programme, which was approved for the period 1979-1981, focussed on institution building in industrial/regional planning, transport and communication, tourism, education and agriculture.

10. Reflecting the importance attached to the civil aviation subsector, which supports the building of appropriate infrastructure for the tourist industry, 21 per cent of the 1979-1981 resources were devoted to the training of nationals in such areas as air traffic control, airport operations, avionics, aircraft maintenance and pilotage. Although the requirements of the growing demand for services are not fully met, UNDP assistance has helped Saint Lucia achieve a degree of self-reliance in the management of the day-to-day operations of the two airports, i.e. Hewanorra at Vieux Fort, which is capable of handling widebodied jets, and Vigie Airport at Castries for inter-island traffic. An example of this self-reliance is the fact that assistance is no longer needed for training in basic firemanship, since the fire service personnel who benefited from the UNDP-assisted project Training of Aviation Personnel (STL/76/001) are conducting local programmes.

11. Support for the Government's strategy for economic diversification through industrial promotion was provided through the project, Assistance in Regional Planning and Plan Implementation (STL/78/001). Utilizing 36 per cent of the 1979-1981 IPF allocation, a major feasibility study including such elements as an industrial estate siting, a road network in the south and market survey, was undertaken. Steps for the mobilization of local entrepreneurial talent and the establishment of new domestic and export-oriented industries as well as the development of regional industrial projects have also been taken. UNDP collaboration with the National Development Corporation through the project Training in Investment Promotion (STL/80/001) has strengthened this fledgling institution, which is responsible for managing industrial development and investment promotion.

12. In education, a limited attempt to reform the system was made when the Government established in 1975 a Curriculum Teaching Materials Development Unit to specify curriculum, develop and evaluate teaching/learning materials and provide in-service training for teachers on curriculum change and implementation. The effectiveness of the Unit, however, was limited by lack of qualified personnel. A more vigorous attempt at educational reform as manifested by the expenditure of 38 per cent of 1979-1981 IPF resources on the sector, has been made since 1979. The UNDP/UNESCO project, Education Evaluation, Measurement and Testing (STL/77/001), assisted the Government in establishing an effective evaluation component for the Unit for all teaching/learning materials. It restructured the Common Entrance Examination in such a way as to involve teachers

in the formulation of the examinations, the use of objective testing and the computerization of test materials and also trained teachers in the utilization of feedback material to improve the quality of teaching. The training of nationals under this project has now obviated the need for technical assistance in this area. The operation is being managed by Saint Lucians. The project has complemented the efforts of the Caribbean Examination Council (CXC), which is attempting to promote regional self-reliance by substituting extra-regional standardized exams with ones that are more relevant to the region. The ability of the Planning Unit of the Ministry of Education to identify, prepare and co-ordinate projects for financing has been enhanced through the assistance of the planning and administration project.

13. As a partial fulfillment of the Government's effort to rationalize financial institutions and ensure efficient operation and capital formation through the mobilization of domestic and external savings for investment, the first National Commercial Bank of Saint Lucia was established in January 1981 with the assistance of the UNDP-supported project, Establishment of Commercial Branch to National Development Bank (STL/80/001). Under the project a regional consultant prepared operations manuals and assisted in identifying, recruiting and training management staff.

14. When Saint Lucia was struck by Hurricane Allen in August 1980, UNDP not only effectively co-ordinated emergency assistance from other United Nations agencies but also approved US\$ 200,000 from its Programme Reserve. Of this amount, US\$ 30,000 was first utilized for emergency assistance to the fishing industry for purchasing essential equipment for the Fisherman Co-operative; the balance is being planned for assistance in the housing sector.

15. In addition, FAO implemented two projects: Agriculture Education Adviser (STL/72/019) and Veterinary Training (STL/74/010) (at US\$ 95,500) that provided technical assistance in the areas of land use, utilization of banana and coconut by-products, reintroduction of sugar cane for production of juice and animal nutrition. The projects also supplied agricultural inputs such as feed, fertilizer and equipment.

16. Besides the resources made available by UNDP, Saint Lucia has been able to draw upon assistance from other organizations within the United Nations development system. The Projects financed by the United Nations Fund for Population Activities (UNFPA) amounting to US\$ 500,000 have been assisting in upgrading awareness with respect to health and family planning. This work has been complemented by The United Nations Children's Fund (UNICEF), which provided training and equipment. The WFP project, Supplementary Feeding of Vulnerable Groups, provided US\$ 400,000 to feed daily 5,450 children and 3,450 pregnant and nursing mothers. PAHO/WHO also provided services in such fields as immunization, nutrition, and veterinary public health.

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

17. Recognizing the structural weakness and vulnerability of the economy to both natural disasters and external factors, the strategy of the Government of Saint Lucia is to promote an integrated development to achieve adequate employment and growth through effective public sector resource management and proper linkages of the dominant sectors of agriculture, tourism and manufacturing. Following are some of the specific sectoral objectives to be supported by UNDP:

- (a) Development of alternative sources of energy;
- (b) Diversification of agriculture through increased production of cash and food crops;
- (c) Encouragement of light industries through mobilization of indigenous and foreign investment;
- (d) Revitalization of tourism through an active promotional campaign and appropriate infrastructure;

(e) Rehabilitation of housing damaged by Hurricane Allen and development of low-cost housing to increase the housing stock; and

(f) Rehabilitation of schools and reorientation of curriculum to meet the national development requirements.

18. UNDP assistance in relation to the above objectives is discussed in the paragraphs that follow.

A. General development, policy and planning

Ongoing project

19. Regional Planning and Plan Implementation (STL/78/001) (United Nations)
This project, in operation since 1978, provides assistance to the Saint Lucia Port Authority and the National Development Corporation for training, expert services and funds for the completion of a feasibility study for an industrial site. The UNDP input in the first country programme is estimated to be US\$ 61,000.

New Projects

Legal Drafting (United Nations)

20. The provision of a legal expert from the region is envisaged to assist Government in drafting amendments to existing laws and the formulation of new ones. The UNDP contribution is estimated to be US\$ 33,000.

Multi-sector Development

21. 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 repatriation of nationals and the recruitment of regional experts for short-term consultancies as well as long-term service (1-2 years) in the priority sectors of the economy. Emphasis will be placed on public sector management, tourism and energy. The project should achieve: (a) increased efficiency in resource mobilization and allocation; (b) improved operational capability for the Tourist Board; and (c) establishment of a National Energy and Technology Unit to strengthen Government's ability to develop its data base, compute national energy balances, assess energy use, identify alternative uses of energy and formulate a national energy policy. The project is to be executed by Government in co-operation with the United Nations. The UNDP initial contribution is about US\$ 181,000.

B. Agriculture

Ongoing project

Agriculture Development and Training (CAR/77/007) (Caribbean Community)

22. This subregional project, implemented during the second country programme, aims at increasing domestic food production on a sustained basis through the provision of technical assistance to small farmers. A phase II project (CAR/81/002) is envisaged during the third programming cycle to which Saint Lucia wishes to contribute from its national IPF to supplement the reduced resources under the Multi-Island Fund. The estimated contribution is US\$ 34,000.

C. Industry

Ongoing project

Investment Promotion/Industrial Development (STL/80/004) (UNIDO)

23. The revitalized National Development Corporation is attempting to increase investment and employment through an aggressive promotional campaign at its New York, Cologne and Caracas offices. Through the provision of promotional materials, equipment and short-term consultancies, this project assists the NDC in its effort. The training of two Saint Lucians in New York in investment promotion through the assistance from UNIDO complements this project. The UNDP contribution is estimated to be US\$ 65,000.

D. Transport and Communications

Ongoing project

Civil Aviation Development (STL/76/001) (ICAO)

24. Through the training of personnel in operations, and technical and administrative disciplines such as air traffic control and airport maintenance, the project will strengthen the air transport subsector. The estimated UNDP contribution is US\$ 98,000.

E. Trade

New project

Import Systems (United Nations Conference on Trade and Development)

25. A consultant will advise the Government on cost efficient systems of purchasing, transportation and storage of sugar, rice, flour and cement. The proposed UNDP contribution is US\$ 20,000.

F. Human settlements

Ongoing project

Housing Development (STL/81/005) (United Nations Conference on Human Settlements) (HABITAT)

26. As a follow-up to a preparatory assistance mission provided by the HABITAT regular programme following the disaster caused by Hurricane "Allen", this project will assist the newly established Ministry of Housing in the collection and analysis of data, formulation of new housing policies, implementation of policies and programme, identification of financial sources and the evaluation and amendment of existing national and urban area plans. The UNDP contribution from the Programme Reserve is US\$ 170,000.

G. Education

Ongoing projects

Educational Development and Administration (STL/80/002) (UNESCO)

27. The project, which became operational in January 1981, has been assisting the Ministry of Education in the operation and co-ordination of its Planning Unit for the effective guidance in development activities and projects. It further assists in the development and production of materials as an integral part of curriculum development as well as in the integration and co-ordination of programmes in schools and technical/vocational institutions. The project is scheduled to terminate in June 1982 and the UNDP contribution in 1982 is US\$ 82,000.

Education Development (UNESCO)

28. As a continuation of assistance under the projects (STL/77/001 and STL/80/002) Saint Lucia will participate in the subregional project Caribbean Network of Educational Innovation for Development (CARNEID)(RLA/81/004) to improve planning and administration, curriculum development, teacher training, technical/vocational education and adult education. The contribution from Saint Lucia IPF is estimated to be US\$ 137,000. The activities of this project will be supported by assistance from the National Commission for UNESCO and the UNESCO regular programme for equipment for the associated schools and consultancy services for teacher training, literacy, statistics, education planning, copyright. WFP is considering a major project of US\$ 2 million to assist approximately 4,500 adults and 35,000 infant school children under an institutional feeding programme and an extension for five years of the on-going project, Vulnerable Group Feeding, at an estimated cost of US\$ 1.3 million.

Annex
FINANCIAL SUMMARY

A.	Resources		\$
	(a) IPF and other resources		
	(i) Illustrative IPF for programme period	2 100 000	
	(ii) Carry-over from previous IPF cycles	44 000	
	(iii) Other resources (contribution from programme reserve)	170 000	
	(b) Provision for adequate programming	-	
	TOTAL	2 314 000	
B.	<u>Use of resources</u>		
	(a) Programmed		
	(i) Ongoing projects	445 000	
	(ii) New projects and new phases included in the country programme	436 000	
	(iii) Earmarked for specific objectives and activities for which projects are to be worked out (continuous programming at a later stage)	918 000	
	Subtotal	1 799 000	
	(b) Reserve	95 000	
	(c) Unprogrammed balance ^{a/}	420 000	
	TOTAL	2 314 000	

C. Financial distribution of programme, by sector

	<u>Sector</u> ^{b/}	<u>Ongoing projects</u>	<u>New projects</u>	<u>Sectoral earmarkings</u>	<u>TOTAL</u>
		\$	\$	\$	\$
02	General development issues, etc.	61 000	214 000	350 000	625 000
04	Agriculture	34 000	-	250 000	284 000
05	Industry	-	65 000	318 000	383 000
06	Transport and communications	98 000	-	-	98 000
07	Trade	-	20 000	-	20 000
09	Human settlements	170 000	-	-	170 000
11	Education	82 000	137 000	-	219 000
	TOTAL	445 000	436 000	918 000	1 799 000

^{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.

