COUNTRY AND INTERCOUNTRY PROGRAMMES AND PROJECTS

SECOND COUNTRY PROGRAMME FOR ST. LUCIA*

<table>
<thead>
<tr>
<th>Programme period</th>
<th>Actual resources programmed</th>
<th>$</th>
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</thead>
<tbody>
<tr>
<td></td>
<td>Other resources programmed</td>
<td>7 937 143</td>
</tr>
<tr>
<td></td>
<td>Total</td>
<td>9 137 143</td>
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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; and (e) the Government technical co-operation programme.
I. DEVELOPMENT TRENDS, STRATEGIES AND PRIORITIES

A. Current economic trends

1. Over the past decade, the economic growth of St. Lucia, which has a population of 122,000 and an area of 238 square miles, declined from an average real rate of over 7 per cent in the 1970s to more modest proportions in the 1980s. Compared with a growth in gross domestic product (GDP) of 13.3 per cent in 1978, the rate was only 3.1 per cent in 1979 and -0.2 per cent in 1980. These figures reflect the devastating effects of Hurricanes David and Allen in 1979 and 1980 respectively.

2. In 1982, the overall growth rate rose to 4.5 per cent as a result of a partial recovery in agriculture which was sufficient to offset a decline in the construction and trade sectors. Following a decline in growth in 1983, GDP is estimated to have increased by about 5 per cent in 1984 and 5.6 per cent in 1985.

3. St. Lucia's economy continues to be very open and heavily dependent on foreign trade. The average export of goods and non-factor services over the last five years was 66 per cent of GDP, while imports of goods and non-factor services averaged 97 per cent. Although the economy continues to be oriented towards agriculture, there has been progress in recent years towards diversification. For example, in 1985, agriculture's share of GDP was 12.7 per cent compared with 10.8 per cent for manufacturing, 11.7 per cent for construction and 64.8 per cent for services.

4. Despite the adverse weather conditions faced by farmers and the negative impact of fluctuations of the pound sterling during the period 1982-86, the banana industry performed satisfactorily. The coconut industry continued to be affected by disease. Many of the problems plaguing the agricultural sector are likely to continue for some time. These derive from the existence of an ineffective, inefficient and undeveloped non-banana marketing sector, the lack of farm-to-market roads, inadequate agricultural credit, plant disease, pests, and an antiquated land tenure system.

5. There has been a protracted slowdown in the construction sector following the building boom in hotel and ancilliary facilities in the 1970s and early 1980s, the completion of the Hess Trans-shipment Terminal in 1983 and the conclusion of a number of public sector infrastructure projects.

6. In 1984 the manufacturing sector declined by 2.1 per cent in 1984 as a result of a weak Caribbean Community (CARICOM) market. Consequently, a concerted effort is being made to secure non-CARICOM markets and to attract industries to the Vieux Fort Industrial Estate and Free Zone Area.

7. The tourism sector has shown a dramatic recovery from the slump of the 1979/80 period. The highest recorded occupancy rate, 72 per cent, occurred in 1985, with 94,454 tourist arrivals. The outlook for the tourism sector is very promising for the period 1987-1991 when the number of hotel rooms in St. Lucia is projected to increase by 60 per cent.
8. The increase of government expenditure over revenue gives cause for concern. In fiscal year 1984/85 the deficit increased to 4.3 per cent of GDP. The outstanding external debt increased from $US 8 million (19.8 per cent of export of goods and non-factor services) at the end of 1977 to $US 31.2 million, i.e., 32.2 per cent of exports in 1985. The growth in the public debt has been accompanied by a corresponding increase in debt service payments.

9. The level of public sector investment in the 1982-1986 period, although below target, was satisfactory. The public sector investment programme (PSIP) is projected to reach $US 18.7 million a year in the 1987-1991 period. A large part of the PSIP is to be funded from external sources. Whereas grants have been estimated to represent 80 per cent of total inflows in 1984/85, it is estimated that the proportion will decrease to 55 per cent by 1991.

10. Overall medium-to-long-term prospects of the economy are encouraging and it is projected to grow at 4-5 per cent in real terms over the fourth cycle with prudent fiscal measures.

B. National development strategies

11. The major goal of the National Development Strategy for the period 1987-91 is to carry out a structural adjustment of the economy. This is to be achieved through a process of diversification, the promotion of intersectoral linkages and increased exports as well as an appropriate strategy of import substitution. It is hoped that this strategy will assist in restoring order to the balance of payments and thereby ensure sustained economic growth.

12. In agriculture, emphasis is being placed on diversification and agrarian reform. Although the government will continue to increase banana production through increased yields per acre, it will also encourage a greater production of tree crops, fruits and vegetables. Agrarian reform is designed to provide farmers with their own land through the division of large plantations previously owned by expatriates. Such a reform will improve the standard of living of farmers, halt the rural-urban migration and attract more youth to agriculture.

13. The development of tourism is another central thrust of the Government's economic policy. The strengthening of this sector will entail the development of new markets, upgrading, expansion and modernization of airports and the provision of hotel training. Linkages will be established between tourism and other sectors of the economy, especially food production.

14. Manufacturing is expected to contribute to the increase of foreign exchange earnings as well as employment. Private sector development will continue to be encouraged by offering fiscal incentives to nationals and non-nationals and also through the establishment of industrial estates and factory shells. Because of the small size of the local market, export-oriented production is an important element in the overall industrial strategy. At present, manufacturing provides a very small share of total exports and a significant proportion of these exports are from enclave-type enterprises in which local value added is limited. While the CARICOM
market remains important, the Government is actively encouraging those industries that would be allowed preferential treatment in North American markets under the Caribbean Basin Initiative and the Caribbean/Canadian (CARIBCAN) agreement.

15. The Government's National Development Strategy will also seek to promote the increased involvement of nationals in manufacturing; training of nationals for managerial positions; relevant technical and vocational education and training facilities for youth; and reinvestment of profits in the country.

C. Technical co-operation priorities

16. As part of the country programming exercise, which was initiated with the submission of the Resident Representative's Note, a comprehensive review of technical co-operation needs was carried out in November 1985 by the UNDP office and individual government Ministries and Departments. A summary of the main elements of the resulting Technical Co-operation Programme (TCP) is presented below.

17. The two major priorities in the TCP are: (a) Agricultural development and diversification and (b) Institutional strengthening within the public sector. The sum of $US 3,640,528, which is equivalent to 91 per cent of the TCP, is required to meet the needs identified under these two objectives.

18. The specific priorities identified in the area of agricultural development and diversification deal with the utilization of arid lands, small ruminant grazing, a feasibility study for a banana shipping berth, soil conservation, ornamental plants and flowers, the development of groundwater resources, artisanal fisheries, livestock development and upper watershed management.

19. In terms of institutional strengthening within the public sector, special emphasis is placed on improvement of the Government's planning capability, port security, promotion and marketing at air and sea ports, telecommunications, electrical and civil engineering, medical, dental and pharmaceutical services, statistical services, data processing, financial management and control, tourism development and air traffic services.

20. The emphasis on agriculture and the public sector is consistent with and appropriate to the government's policy of effecting a structural adjustment of the economy through the promotion of diversification, increased sectoral linkages, higher levels of import substitution and a more effective public sector. This policy is also reflected in the 1987-1988 PSIP where 48 per cent of the total capital expenditure is being allocated to agricultural development and diversification. The remaining resources are directed to industrial development, geothermal resources, dam construction and housing.

21. 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 TCP, 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 and agencies which have 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) 1/ that UNDP should co-operate with the Caribbean Development Bank and the World Bank in preparing the technical co-operation programme for incorporation in the World Bank Economic Memoranda. The various multilateral and bilateral donors and 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.

22. The total funds required to carry out the programme amount to SUS 9,137,143. These resources will be made up of SUS 1,200,000 from the IPF, SUS 69,119 in government cost-sharing, SUS 12,500 from other resources under the authority of the Administrator, SUS 1,858,150 from the other agencies and organizations of the United Nations system and SUS 5,997,374 from bilateral and other non-United Nations multilateral sources. An unprogrammed reserve of SUS 150,000 remains.

D. Aid co-ordination arrangements

23. Although, as part of the country programming exercise, a joint programming mission was not carried out with organizations of the Joint Consultative Group on Policy (the World Food Programme (WFP), the United Nations Fund for Population Activities (UNFPA) and the United Nations Children's Fund (UNICEF)), these organizations, together with the United Nations agencies based in the Caribbean, were fully consulted on the form and content of the country programme. UNDP and the United Nations agencies and organizations represented in Barbados, namely, the Food and Agriculture Organization of the United Nations (FAO), the Pan-American Health Organization of the World Health Organization (PAHO/WHO), the United Nations Industrial Development Organization (UNIDO), UNICEF and WFP, will continue to work closely in co-ordinating their activities in support of 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 St. Lucia 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. By deciding to use the country programme as a frame of reference for external technical co-operation inputs, the Government 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

24. The national development priorities remained essentially the same over the period 1982-1986 as those articulated in the country programme in 1981, namely, agriculture, manufacturing and tourism. The 1982-1986 country programme contributed to the realization of these objectives by placing emphasis on effective strengthening of public sector institutions using the multi-sector development project as the main vehicle for UNDP support. This project allowed the level of flexibility required to deal with the various short-term sectoral technical requirements and training needs. In the latter part of the period covered by the country programme, the multi-sector development project assumed added importance consuming almost 45 per cent of the IPF resources. The remaining IPF resources were allocated to planning, education, training and housing.

Multi-sector development project (STL/81/001)

25. This project, which was approved in August 1982 for SUS 108,000 to be financed both from IPF and Special Programme Resources, was subsequently increased to SUS 828,725 in 1986. This technical assistance facility has proven to be successful and is earmarked for extension throughout the 1987-1991 period. UNDP resources have assisted the Government in building up its cadre of managerial, administrative and technical personnel crucial to effective public sector management by facilitating the recruitment of national professionals from abroad. Among these are a planner, an architect and the manager of the computer centre. The first two are engaged in the formulation and implementation of the PSIP, while the latter is assisting in the introduction of automated data processing techniques into the operations of the Government as a means of increasing efficiency and productivity. Training and the provision of fellowships have also been undertaken under the aegis of this Multi-sector project.

Assistance to regional planning and plan implementation (STL/78/001)

26. Approved in April 1979, this project had two major components: namely, (a) the carrying out of a feasibility study of the Vieux Fort Industrial Zone to determine its comparative advantage in exportation, light manufacturing possibilities, marketing and transportation, and (b) strengthening of the Port Authority in the fields of management and training.

27. The Government's strategy in establishing a Free Zone area in Vieux Fort is to create a development "pole" in the south of the island, based on the expansion of export-oriented manufacturing industries. The feasibility study identified growth potential particularly in the electronics and garment industries. The factory shells financed by the Caribbean Development Bank are now under construction, along with the Hewanorra Air Cargo Facility. However, the study did not provide the National Development Corporation (NDC) with a feasibility document identifying financing for the necessary infrastructure i.e. roads, water, sewerage, etc., in the industrial estates. A further feasibility study for this purpose was undertaken and financed by the Commonwealth Fund for Technical Co-operation (CFTC).
28. With regard to the second project component, the Port Adviser's assignment was extended for a further period of two years with financing provided under a cost-sharing arrangement with the Caribbean Development Bank. UNDP assistance has led to the amalgamation of Air and Sea Ports Authorities under a single administrative umbrella with resulting improvements in the management of the Port Authority. Since 1984 the volume of sea cargo handled by the Port Authority has increased substantially to the present level of approximately $US 3.7 million per annum.

Assistance in housing (STL/80/005)

29. This project, which was approved in June 1982 in the wake of the destruction caused by Hurricanes David and Allen in 1979 and 1980 respectively, was designed to increase the housing stock of St. Lucia to meet the annual government target of 1,000 new units per year. $US 16,965 of the IPF was expended, as well as $US 128,350 from the Special Programme Resources.

30. All activities of the project have now been completed. The final draft report of the Housing Adviser has been accepted. This report contained recommendations dealing with national housing policy, institutional arrangements for the housing sector in urban planning, reorganization of the Urban Development Corporation (UDC), operational procedures, and a memorandum of agreement for engineering design services and construction management services.

31. While a great deal of preparatory work was carried out under this project, progress has been limited because of policy and staffing constraints within the UDC. Fortunately, following Hurricane Allen, there was a massive, unanticipated self-help rebuilding of housing in St. Lucia which reduced the problem from critical to manageable proportions. The UDC, which was assigned responsibility for carrying out the housing programme, required massive re-investment to implement it effectively. But the lack of the necessary financial resources resulting from the difficulties of the economy ruled out remedial measures. Nevertheless, during the latter part of the 1982-86 programming cycle, UDC constructed more than 100 middle-income houses, although the continued lack of financing during the period prevented any attempt to provide housing on a large scale. In response to this situation, the Government took remedial measures by transferring the United Nations Volunteer (UNV) architect from UDC to the Central Planning Unit. In addition, the inputs of UNDP technical experts laid the groundwork for the Robotham Report on the Housing Sector, which led to the preparation of draft documents dealing with housing policy and programmes which should shortly be incorporated in the national plan for the period 1987-1991.

32. A new project, Physical Planning (STL/86/001) was approved in late 1986 in order to continue the development of activities initiated under the previous project, Housing Development and Physical Planning (STL/80/005). The Government will make a cost-sharing contribution of $US 87,308. In addition, a UNV contribution of $US 25,000 is also included in the project. $US 12,500 of this amount has been allocated to the fourth cycle.
33. The Government is increasingly aware that if technical assistance is to have a meaningful, long-term impact on the economy, it is essential that counterpart staff be assigned to all experts at all times so that the assistance provided can be absorbed and a strong cadre of managerial and administrative personnel generated. Special attention will therefore be paid to this problem during the new country programming period.

34. During the third cycle, the United Nations Fund for Natural Resources Exploration, (UNFNRE) provided the sum of SUS 2,500,000 and the United States Agency for International Development (USAID) SUS 2,200,000 for geothermal exploration. Following preliminary work carried out during 1985, actual drilling is scheduled to commence in November 1986. The contribution from UNFNRE embodies a technical co-operation component geared to the training of St. Lucian nationals who will work closely with expatriate consultants during the exploratory phase.

35. In addition, the Government intends to play a far more active role in the technical assistance selection process to ensure that experts and consultants recruited to implement projects are adequately suited to their assignment. The Government also intends to introduce a more effective system for the monitoring of technical assistance to ensure that projects are implemented in a timely fashion and that a proper assessment of work performance is undertaken on a continuous basis.

36. In order to facilitate the financing of the TCP described in this document, the Government will seek to fill established operational line positions for which there are no qualified nationals at this time through the recruitment of regional or expatriate consultants. In such cases, UNDP would assist as appropriate by supplementing the government salaries in order to secure their recruitment. In addition, UNDP will also seek to identify UNVs who could fill such positions.

37. The technical co-operation among developing countries (TCDC) seminar held in Barbados in June 1986 has helped the Government to identify needs which can be satisfied through TCDC, thereby reducing the use of IPF funds. Moreover, the Government expects to draw more heavily than in the past on United Nations system regional and interregional advisers in meeting particular technical co-operation needs.

B. New programme proposal

38. The objectives of the new country programme are to assist the Government in the development and diversification of the agricultural sector and the strengthening of the public sector in order to facilitate project preparation and implementation and also to improve decision-making.

Agricultural development and diversification

Ongoing project

39. Under the Agricultural Development and Training project (STL/82/001) which represents St. Lucia's contribution to the sub-regional Caribbean Agricultural
Rural Development and Advisory and Training Service (CARDATS) project, assistance will continue to be provided during the period 1987-1991 to support the development of primary and secondary farmers, as well as the training of officials at decision-making levels in the areas of marketing and pricing.

Proposed projects

40. A number of new proposals have been identified as essential to the achievement of Government's agricultural development strategy. These include a prefeasibility study for a banana loading berth, the evaluation of local production of animal feed, the utilization of arid lands, and the establishment of small ruminant grazing systems. In addition, project proposals in the areas of soil conservation, the production of ornamental plants and flowers, fisheries, livestock development, data processing and research.

41. The sum of $US 250,000 has been allocated from the IPF to finance projects falling under this objective.

Linkages

42. Several major projects in support of agricultural diversification and expansion with external donor funding have been initiated recently. A Fisheries Development Plan and Forestry Management Plan financed by the Canadian International Development Agency (CDA), as well as a Drainage and Soil Conservation Study for the Dennery, Roseau and Cul-de-sac Valleys financed by the European Economic Community (EEC) were completed in 1984/85. An agricultural census, prepared by FAO is currently being implemented with assistance from USAID and the Inter-American Institute for Co-operation on Agriculture (IICA). A feasibility study for the construction of feeder roads was completed by the Caribbean Development Bank in 1985/86 and tender documents are now being prepared. In the area of water supply, a hydrological study for the construction of a multi-purpose dam in the Roseau Valley was completed in 1983/84 with the assistance of CIDA. The full feasibility study and detailed designs, estimated at $EC 2.2 million, are expected to be completed by the end of 1986.

Institutional strengthening within the public sector

Ongoing projects

43. Over the past three years 30 per cent of the PSIP has been financed from local sources. In order to increase domestic financing the Government will need to make adequate use of public savings and also improve the preparation and selection of projects. In addition, it will be necessary to link the PSIP more closely with the preparation of annual budgets and strengthen Public Sector Departments and Ministries in the areas of planning and decision-making. This task will be greatly facilitated by the completion of the national plan which is under preparation and for which the Government will continue to draw on the assistance from the United Nations Department of Technical Co-operation for Development (DTCD) under Assistance in Regional Planning and Plan Implementation (STL/78/001) and multi-sector development (STL/82/001).
Proposed projects

44. Projects identified for financing under this objective deal with the strengthening of planning capabilities, port security, market promotion, telecommunications, electrical, mechanical and civil engineering, improvement of medical services, data processing, project appraisal and implementation, rehabilitation of roads and women's affairs.

45. The sum of $US 350,000 has been earmarked from the fourth cycle IPP for this purpose.

Linkages

46. The most relevant ongoing projects in this area deal with data processing, engineering, auditing, statistics, regional planning, financing and management. The resources in support of these activities are provided by the British Development Division (BDD), CIDA, CFTC and UNDP.

Other activities supportive of the Government's development efforts

47. In accordance with its decision to utilize this country programme as the instrument for the co-ordination of technical assistance from all sources, the Government has included within the country programme framework the remaining technical assistance needs it has identified in its TCP as being directly supportive of its overall development thrust.

Ongoing projects

48. Among the ongoing UNDP-financed activities which the Government expects to extend into the fourth cycle are: (a) Housing Development and Physical Planning (STL/80/005) to assist in the preparation of programmes and construction of houses and shelter for the less privileged sectors of the population, (b) Vigie Airport Land Use Zoning plan (STL/85/003), (c) Physical Planning (STL/86/001).

Proposed projects

49. The activities to be carried out reflect the Government's concern to ensure that the benefits of economic growth are manifested in other related areas. The main priorities of these other activities supportive of the Government's development efforts relate to export marketing, computer analysis, development of the Choc Garbage Dump, preparation of an export directory, a feasibility study for industrial estates in the north, as well as tourism marketing.

Linkages

50. Relevant to these activities are the projects dealing with Tourism Marketing for which CFTC and OAS are being approached; Industrial Development for which CFTC is also being approached; and Training in Data Processing and Computer Analysis for which BDD is being approached.
Programme Reserve

51. An IPF allocation of $US 100,000 (including $US 59,921 for the implementation of STL/86/001) is assigned to new projects under this heading with the understanding that these resources will be utilized as seed money to mobilize larger commitments from other donors.

52. In addition, the Government will actively pursue projects for which women are the beneficiary group. Besides the request for technical assistance to fill the line post of Director of Women's Affairs, which is to be sought from the United Nations Development Fund for Women (UNIFEM), the development of income-generating projects for women in rural areas (e.g. agro-processing, drying of fruits and fish) and the provision of training for women in the management of small businesses are proposed.

C. Unprogrammed reserve

53. An amount of $US 150,000 is reserved for unforeseen contingencies.

Notes

1/ A collective consultative group arrangement jointly sponsored by the World Bank, the International Monetary Fund (IMF), the Inter-American Development Bank (IDB), the Caribbean Development Bank, the Organization of American States (OAS) and UNDP.
Annex

FINANCIAL SUMMARY

I. RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING

A. UNDP-administered sources

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<td>Subtotal IPF</td>
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<td>Special Measures Fund for Least Developed</td>
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<td>the Administrator (UNV)</td>
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<td>Subtotal, UNDP non-IPF funds</td>
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B. Other sources

Funds from other United Nations agencies or organizations required as a result of the country programme exercise

(i) Firmly committed (FAO, PAHO/WHO, UNFPA) | 659,669  |
(ii) Additional resources required            | 1,198,481|

Parallel financing from non-United Nations sources

(i) Firmly committed                          | 3,826,846|
(ii) Additional resources required             | 2,170,528|
Subtotal, other sources                        | 5,997,374|

TOTAL RESOURCES TAKEN INTO ACCOUNT FOR PROGRAMMING | 8,137,143|

II. USE OF RESOURCES

<table>
<thead>
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<th>Resource</th>
<th>Amount</th>
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<td>New project proposals</td>
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<td>Subtotal, programmed resources</td>
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<td>Unprogrammed reserve</td>
<td>150,000</td>
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TOTAL USE OF RESOURCES | 9,137,143|