

United Nations Technical Co-operation in Central America and the Caribbean

VOLUME II

The Caribbean

Prepared by

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Joint Inspection Unit



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UNITED NATIONS TECHNICAL CO-OPERATION IN
CENTRAL AMERICA AND THE CARIBBEAN
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GLOSSARY OF ACRONYMS

CARDATS	Caribbean Agricultural Development and Advanced Training Services
CARICAD	Caribbean Centre for Development Administration
CARICOM	Caribbean Common Market
CARIFTA	Caribbean Free Trade Association
CARNEID	Caribbean Network of Education Innovation for Development
CDCC	Caribbean Development Co-operation Committee
CFC	Caribbean Food Council
CFTC	Commonwealth Fund for Technical Co-operation
CDB	Caribbean Development Bank
CGCED	Caribbean Group for Co-operation in Economic Development
CIDA	Canadian International Development Agency
CMIP	Caribbean Multi-Island Programme
DTCD	Department of Technical Co-operation for Development
ECCM	East Caribbean Common Market
ECLAC	Economic Commission for Latin America and the Caribbean
EDF	European Development Fund
FAO	Food and Agriculture Organization of the United Nations
IAEA	International Atomic Energy Agency
IARM	Inter-Agency Resident Mission
IAST	Institute of Applied Science and Technology
ICAP	Central American Institute for Public Administration
IDB	Inter-American Development Bank
ILO	International Labour Organization
IMF	International Monetary Fund
IPF	Indicative Planning Figure
IPPF	International Planned Parenthood Federation
LDCs	Least Developing Countries
OAS	Organization of American States
ODA	British Overseas Development Administration
OECS	Organization of East Caribbean States
OPE	Office of Projects Execution (UNDP)
PAHO	Pan-American Health Organization
PIACT	Programme for the Introduction and Adoption of Contraceptives Technology (Seattle, Washington)
RBLA	Regional Bureau for Latin America (UNDP)

ROLA	Regional Office for Latin America (UNEP)
TCDC	Technical Co-operation Among Developing Countries
UNCHS	United Nations Centre for Human Settlements
UNDP	United Nations Development Programme
UNDRO	Office of the United Nations Disaster Relief Co-ordinator
UNEP	United Nations Environment Programme
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNFPA	United Nations Fund for Population Activities
UNICEF	United Nations Children's Fund
UNIDO	United Nations Industrial Development Organization
USAID	United States (of America) Agency for International Development
WFP	World Food Programme
WHO	World Health Organization
WIAS	West Indies Associated States (Council of Ministers)

I. INTRODUCTION

A. Background and Objective

1. Volume I of this report, issued as JIU/REP/84/14, covered seven (7) countries of the Central American Isthmus, namely Belize, Costa Rica, El Salvador, Guatemala, Honduras, Nicaragua and Panama. The present volume on the Caribbean covers 22 countries, namely Anguilla, Antigua and Barbuda, Bahamas, Barbados, Bermuda, British Virgin Islands ^{1/}, Cayman Islands, Cuba, Dominica, Dominican Republic, Grenada, Guyana, Haiti, Jamaica, Montserrat, Netherlands Antilles ^{1/}, St. Christopher and Nevis, St. Lucia, St. Vincent and the Grenadines, Suriname, Trinidad and Tobago, and Turks and Caicos Islands. With the exception of Guyana and Suriname all the other territories are islands.

2. The objective of this study is essentially the same as that for Central America, namely to examine the extent to which the United Nations organizations are assisting the countries of the Caribbean to:

- i) mitigate and improve their social and economic problems;
- ii) enhance self-reliance at national and sub-regional levels; and
- iii) develop their potential for technical and economic co-operation.

The study also seeks to offer suggestions aimed at increasing the benefits deriving from technical co-operation extended to the sub-region.

B. Agencies Included

3. A good number of the organizations of the United Nations system, multi-lateral and bilateral development institutions are co-operating with the governments of the sub-region. However, emphasis is placed as in Volume I on activities funded and/or executed by the UNDP, UNFPA and DTCD, because of the prominent involvement of UNDP, as funding agency and UNFPA and DTCD as executing arms. Some elements of ILO, WHO/PAHO, UNESCO, FAO, and UNIDO activities are also mentioned in view of the importance attached to health, education, agriculture and industry by the countries of the sub-region. ECLAC has also been given prominence due to being the main general economic and social development center within the United Nations system for the region.

C. Methodology and Sources of Study Materials

4. In addition to documents provided by the various institutions/organizations discussed in the report, one of the Inspectors visited several countries of the sub-region during March/April 1985, namely Barbados, Cuba, Dominican Republic, Guyana, Haiti and Trinidad and Tobago. The UNDP field offices in Barbados and Trinidad and Tobago serve several countries, ECLAC sub-regional office is in Port-of-Spain. Development problems of the sub-region were discussed with officials of governments and with multilateral and bilateral agencies. The Inspector acquainted the views of governments with regard to development priorities and technical co-operation needs.

5. Drawing on the useful comments and remarks made on Volume I of this report, some modifications have been made with regard to the presentation and contents of the present volume. Chapter II briefly highlights the main development problems of this sub-region, and provides a general overview of the nature and extent of the involvement of the United Nations Development System (UNDS), especially those of UNDP and UNFPA and of some of the other international institutions providing substantial support to the development effort in the sub-region. Chapter III focuses on issues concerned with programme development and implementation, and the execution of projects with particular attention to constraints which may have influenced the rate of delivery and achievement of objectives. Chapter IV examines

^{1/} Territories/dependencies

achievements and the impact of technical co-operation efforts within the stated objectives of this study (see paragraph 2 above). Chapter V summarizes the main conclusions of the study and recommends measures which the Inspectors hope will, if implemented, contribute to improve technical co-operation endeavours in the sub-region.

D. Acknowledgements

6. The Inspectors acknowledge with thanks the co-operation received from organizations of the United Nations Development System, especially UNDP Headquarters, UNFPA and DTCD, and from a number of bilateral and multilateral institutions which provided useful information. At country level, the offices of the UNDP Resident Representatives not only made the necessary arrangements for the visit but tried as much as possible to facilitate the task of the mission.

7. On the Government side, previous arrangements made through the Permanent Representatives in Geneva paved the road for the Inspector's interviews with the official sector. The enthusiasm and interest shown by the officials in some of the countries were impressive. The Inspectors wish to convey through this report their deep appreciation to all concerned who contributed satisfactorily in the preparation of this report.

11. BACKGROUND TO TECHNICAL CO-OPERATION IN THE CARIBBEAN:
A BRIEF OVERVIEW

A. Main Development Issues and Constraints in the Region

8. Of the 22 countries considered in this study, all but two are islands. With the exception of Cuba, Dominican Republic, Haiti and Jamaica, a great majority of these island countries are very small in area and population, particularly those of the Eastern Caribbean. The islands suffer from communication problems and rough tropical seas. The small size and rough topography limit the diversity of resources needed for development, which has a direct bearing on the economy and employment opportunities. Small populations limit internal consumptive capacity, especially of industrial projects which in turn, limit revenues to governments while exacting high costs on infrastructure development and the provision of public and social services.

9. The region is also vulnerable to seismic and atmospheric disturbances. In April 1979 the Soufriere Volcano in St. Vincent and the Grenadines erupted causing serious damage but no loss of life. In August 1979, Hurricane "David" swept through the Windward Islands, Dominica, Grenada, St. Lucia and St. Vincent and the Grenadines causing severe loss to property and infrastructures. In Dominica, which already had severe housing problems, 2000 homes were destroyed and 16,000 seriously damaged leaving 60,000 out of its 80,000 inhabitants homeless; damage to bananas, citrus, coconuts and economic infrastructures was severe. 2/3/ In June 1979, western Jamaica suffered from torrential rains leaving between 35,000 and 40,000 homeless in Westmoreland area, and losses in crops and cropland estimated at US\$ 6 million and to livestock US\$ 0.4 million. 4/ The area was swept again in 1980, by hurricane "Allen". Resulting from this was the extreme burden placed on governments, especially in the small islands. Relief assistance for Jamaica for 3 weeks of operation were estimated at US\$ 2 million while infrastructure rehabilitation required US\$ 27 million.

10. Practically all of the countries are losing productive land through soil erosion. This is considered to be a serious problem in some countries. While the impact of soil erosion results in a loss to the agricultural production base it also leads to negative ecological consequences such as desertification and the sedimentation of coastal and marine habitats. It also reacts adversely to the hydrological potential of rivers, as a source of energy or water for irrigation. A number of countries including Jamaica and Trinidad and Tobago have taken measures to combat this problem, and with the assistance of UNDP have made progress in this direction. It is the Inspectors view, which coincides with the views of Government officials consulted during the tour, that this problem should be given priority at the regional level. The project should draw from the experience gained in the countries mentioned above.

11. Although annual population growth rates of 1.5% for many of the countries fall below that of countries in Latin America, this may be critical in the small islands due to limitations in space, shelter, food and in the provision of employment and social services. Almost all of these countries would like to see lower growth rates commensurate with available development resources and social services. Some countries like Anguilla, British Virgin Islands, St. Christopher

2/ UNDP/TCDC News 1983 Vol. 3 p. 13.

3/ T. Gordon-Somers (1983) New Dimensions Revisited: A Case for the Small Islands. UNDP Barbados.

4/ UNLRO (1980) Report by UNLRO on Floods in Jamaica, June 1979. UNLRO Geneva.

and Nevis are particularly concerned about teenage pregnancies which contribute further to a large dependant sector of the population and to lower standards of living. 5/

12 In some countries there is a significant exodus of trained or professional manpower, e.g. in Barbados, Dominican Republic, Haiti, Guyana, Suriname and Trinidad and Tobago, to destinations within and outside the region. This represents an important loss to the individual country and the region. Of major concern, however, is the rural-urban migration trend where countries like Cuba, Jamaica and Suriname are experiencing negative rural population growth rates while Barbados, Dominican Republic and Trinidad and Tobago show growth rates in rural population well below one percent. 6/ Urban population growth rates are particularly high in the Dominican Republic (4.3%), Guyana (3.0%), Haiti (4.9%) and Jamaica (2.9%), these are above the national averages of 2.32%, 1.95%, 2.51% and 1.34% per annum respectively. One of the main contributing factors is rural under-development (or rural poverty) due to a concentration of development effort and social services in the urban centers of these countries. Apart from the strains this places on urban infrastructure it also gives rise to social ills including teenage delinquency. The Governments of Cuba and Jamaica have planned and put into effect a policy geared to bringing about a better distribution of the population. It places emphasis on rural development through the creation of employment opportunities by locating some of the processing or manufacturing industries in different parts of the country. In Cuba, through the assistance of UNCTAD this has constituted a firm government policy for some time.

13. The region is a net importer of food due mainly to limitations imposed by a small land area, limited arable resource inputs into agricultural production and a reliance on a few traditional food crops. Over-exploitation is yet to be considered notwithstanding the efforts FAO has displayed in the area. Annual food imports by the Caribbean Community (CARICOM) countries alone have been estimated at about US\$ 700 million (a per capita of US\$ 200 for a population of about 25 million). About 4.4% of the population receives less than the internationally recommended daily protein intake. 7/ Thus in addition to exhausting scarce resources and increasing the terra inculta, malnutrition is yet another problem facing the peoples of the region.

14 Production of energy, both renewable and non-renewable, is not sufficient to regional needs. Presently Barbados, Cuba and Trinidad and Tobago are producing and refining oil. Although there are known or suspected but undeveloped hydrocarbon resources, for example in Grenada, Guyana, Jamaica, St. Lucia, St. Vincent and the Grenadines. 8/ To the East Caribbean countries the cost of oil imported for domestic consumption (excluding bunker and aviation fuel) increased from US\$ 5 million in 1973 to US\$ 47 million in 1982. Overall petroleum output fell by 11% during 1980-81 and by 6% during January-June 1982 as a result of the global economic recession. 9/ Sufficiency in energy, or at least achieving a significant reduction in the cost of imported petroleum products is one of the major concerns of almost all the countries of the region. Alternative sources, including renewable sources are actively being explored.

5/ UNFPA Population Programme and Projects Vol. II 1981/82.

6/ Idem

7/ JNDP/TCDC New 1983 Vol. 3 p. 13.

8/ World Bank Report No. 4884-CRG on Caribbean Group: Current Situation and Prospects, January 1984.

9/ Idem 3/

15. The economies of these countries, especially those of island states, are still highly dependent on traditional cash crops and light industrial products which are exported mainly to markets in former colonial countries of Europe and North America. Main export commodities such as sugar, bananas, and bauxite are subject to price fluctuations in international markets. Sugar output fell by 2% in 1982 relative to 1981, bauxite by 29% and bananas by 2%. ^{10/} The global economic recession and the tie of currencies to the American dollar have had a direct negative impact on foreign exchange earnings from these products and has exacerbated balance of payments deficits, and external debts, leading to unemployment and other economic difficulties. Severe recession in the Caribbean has also seriously affected intra-regional trade, despite trade preferences and ready supply within the market. ^{11/}

16. Tourism is a major source of foreign exchange earnings and one of the big employers in many of the countries of the region. The volume of tourists has risen from about 4 million in 1973 to a current level of about 6 million visitors per year. In 1981 this generated 265,000 jobs and an estimated income of around US\$ 1,500 million. In Barbados tourism provides 20% of the employment and in the Bahamas 48%. While this provides employment to only 2% of the work force in Jamaica, in 1981 a dramatic increase of 24% in receipts from tourism served as a cushion to a 30% drop in the price of bauxite, its major export earner. ^{12/} Like others, tourism is very sensitive to global economic situations; the recent recessionary trend led to a one percent decline, although a strong US dollar depressed the number of visitors from the United States. The countries of the region, individually and as a group, are aware of the economic importance of this industry and efforts are under way to develop and derive maximum revenues and other benefits therefrom.

17. Some of the countries, especially in the Eastern Caribbean, gained their independence in the recent past (the latest being St. Christopher and Nevis in 1983). Anguilla, British Virgin Islands and Montserrat are yet to attain this status. Their place has created greater obligations and a decreased flow of granted resources for development from former administering countries as well as tighter market competition. Nonetheless traditional links are still strong, and inherited policies and tendencies, including political orientation, remain. This has however been an important factor in some way for forging co-operation among the Caribbean countries (the majority being former British colonies); although in the context of the wider Latin America and the Caribbean region this is not so. There are actively few joint development programmes and activities between the Central American Isthmus countries and the Caribbean; however, at present there are some signs of an intent to forge some development trend along these lines.

18. Aware of their economic vulnerability and their scarce natural economic resources as well as other problems common to the area, the Caribbean countries with the support of the international community have reacted by establishing institutions and undertaking joint programmes and activities in areas of mutual interest. These institutions ^{13/} include:

^{10/} UNDP/TCDC News Vol. 3 p. 9.

^{11/} World Bank Report No. 4384-CRG (Jan. 1984) (see ref. 5).

^{12/} Idem ^{10/}

^{13/} Composition of the different groupings is OECS with 7 countries in 1983 namely, Antigua and Barbuda, Dominica, Grenada, Montserrat, St. Christopher and Nevis, St. Lucia, St. Vincent and the Grenadines. CARICOM with 13 member countries; all OECS members. Barbados, Bahamas, Belize, Guyana, Jamaica, and Trinidad and Tobago. CDCC with 18 member countries includes all CARICOM members, Cuba, Dominican Republic, Haiti, Suriname and Netherlands Antilles.

1) CARICOM was established in 1973 under the Treaty of the Caribbean Community and Economic Association (CARICOM). The main objective of the movement is to meet the economic needs of the member states. The movement is geared to the issues of international trade and economic integration. Unfortunately a few of the countries are yet to be full members of the movement.

2) Caribbean Community Development Committee (CDCC) created in 1975 to coordinate the efforts of the member states for the consolidation of the Caribbean development effort.

3) The Organization of Eastern Caribbean States (OECS) a treaty-based integration movement was created in July, 1981 to replace the West Indies Associate States Council of Ministers (WIAS) established in 1966. This was in response to the special needs of the less developed islands of Eastern Caribbean. It has created an Eastern Caribbean Common Market (ECCM) for the purpose of promoting and strengthening trade among the member countries.

4) The Caribbean Development Bank (CDB) a financial institution established in 1969 for the purpose of "contributing to the harmonious economic growth and development of the member countries in the Caribbean and promoting economic co-operation and integration among them, having special and urgent regard to the needs of the less developed member countries of the region (LDCs)". Original membership included 16 English-speaking Caribbean countries, Canada and the United Kingdom. Anguilla, Colombia, Mexico and Venezuela joined later ^{14/}

5) The Caribbean Group for Co-operation in Economic Development (CGCED), formed in January 1978 at the initiative of the major donors in consultation with Governments, aims at enhancing the flow and mobilization of resources for the economic co-operation and development of the Caribbean countries. It is essentially an international mechanism established to provide resources and economic advice to these countries. Its membership stood at 18 as of 1984 and its Steering Committee includes CDB, Inter-American Development Bank (IDB), IMF, the Organization of American States (OAS), UNDP, and the World Bank (which chairs the meetings). The Group usually meets in June in Washington and meetings are almost always preceded by those of major donors namely Canada, Denmark, France, Federal Republic of Germany, Japan, Norway, the Netherlands, Sweden, United Kingdom, and United States of America. The World Bank provides secretariat services. The Group has also set up a special advisory panel chaired by the Associate Administrator of UNDP, Mr. C. Arthur Brown.

6) In 1983 the Group established the Inter-Agency Resident Mission (IARM) specifically to assist the OECS member countries "in the preparation of public sector investment programmes, the development of information systems for economic management, the improvement of public sector management, and assist the countries in identifying priorities and obtaining resources to be invested in projects". ^{15/}

7) The Group since its inception in 1978 has prepared 31 economic reports on the Caribbean countries for meetings, reviewing current economic situations and prospects as well as the 12-year investment programme and corresponding project

^{14/} CDB 1983 Annual Report.

^{15/} See World Bank Report on CGCED, November 1984.

lists; they have also prepared 40 sector reports proposing regional programmes and projects, often addressing policy issues, discussed by the Group. Priorities are then set and submitted for donor pledging. The aim has always been to provide a channel for promoting economic co-operation and development in the region.

21. CGCED programmes and activities have included training (e.g. through the University of the West Indies); food under the Caribbean Food Council (CFC) established in 1980; the Caribbean Agricultural Research and Development Institute (CARDI); meteorology (Caribbean Meteorological and Hydrological Institute) and more recently on the environment under the aegis of the Caribbean Environment Programme launched early in 1983 within the framework of the "Convention for the Protection and Development of Marine Environment of the Wider Caribbean Region" and related protocol on combating oil spills.

22. The foregoing indicate development areas in need of external assistance as well as the readiness of the Caribbean countries to push forward co-operation in many social and economic spheres for common benefit. Basic frameworks and mechanisms for channelling external assistance thus exist at sub-regional and regional levels. The institutional framework in many of the countries is however weak and still unable to respond fully to national socio-economic development needs and goals. In the area only one country has probably overcome most of these obstacles and is able to plan satisfactorily on a more scientific basis, for external assistance.

B. The International Community

a. United Nations Development Programme (UNDP)

23. UNDP and DTCD are the key for the international development institutions active in the Caribbean. UNDP field offices are fairly well distributed in the region even though resource constraints and the size and level of UNDP supported activities in the smaller island countries have necessitated the delegation of responsibility for country programmes and co-ordination to resident representatives in Barbados, Jamaica and Trinidad and Tobago. ^{16/} The Barbados office is also responsible for the Caribbean Multi-Island Programme (CMIP) and liaison with the OECS and CDB; Guyana office for liaison with CARICOM Secretariat, Jamaica office for liaison with UNESCO sub-regional office, and the Trinidad and Tobago office works closely with the ECLAC sub-regional office for the Caribbean which also serves as the Secretariat for the Caribbean Development and Co-operation Committee (CDCC).

24. These field offices have played a crucial role by assisting the governments in assessing country and regional development needs and priorities for funding through external resources, in mobilizing these resources including those provided by the UNDP itself, also in the monitoring and evaluating the performance of programmes and projects supported by the organization. Mobilization of external resources is particularly evident in the Eastern Caribbean countries, whose individual indicative planning figures (IPFs) are small. These countries have pooled part of their IPFs for the benefit of joint programmes under the CMIP, which accords well within the spirit of TCDC.

25. Country and regional programmes include projects which cut across all development sectors. These are executed either by governments, UNDP through its Office for Project Execution (OPE), DTCD, or various other UN development system

^{16/} Barbados Resident Representative: Anguilla, Antigua and Barbuda, British Virgin Islands, Dominica, Grenada, Montserrat, St. Christopher and Nevis, St. Vincent and the Grenadines. Jamaica Resident Representative: Bahamas, Bermuda, Cayman Islands, and Turks and Caicos Islands. Trinidad and Tobago Resident Representative: Netherlands Antilles and Suriname.

agencies. 17/ Owing to weak institutional capabilities and shortage of trained manpower (see Chapter III, section F), not as many of the above mentioned projects are government executed. This points strongly to the need for the United Nations development agencies to emphasize institutional development and training through the executing modalities of New Dimensions of Technical Co-operation.

26. The total volume of UNDP-assisted projects in 1981, 1982 and 1983 is shown in Table 1, and allocations to development sectors in Table 2. The decline in programme resources, both UNDP's and governments' clearly reflects the general deterioration of the global economic situation and hence the flow of contributions to UNDP, as well as the inability of governments to make up the difference. The result has been the curtailment, and even early termination of some projects. A more stringent resource mobilization policy is therefore needed.

27. While the Inspectors appreciate efforts made by the governments and UNDP, they are nevertheless concerned about the low IPF levels of the LDC's, see Table 3. There have been some attempts recently to give the less developed islands (LDI's) slightly favourable programming resource levels, usually at 80% of the approved budget level (ABL). However, the GNP and population sizes are judged to be inadequate as a basis for determining IPF levels for these islands. Observations made during the tour have led the Inspector to believe that figures used to determine GNP are inflated by several components extraneous "stricto sensu" to the gross national product. The methodology used to calculate individual country IPF's on the basis of statistical considerations alone, might not be relevant to the development needs of the sub-region, this is obvious in the case of Montserrat, the British Virgin Islands and Antigua and Barbuda on one hand being denied possibilities of IBRDA-IDA loans for Technical Vocational Education because of their relations to high per capita countries and high gross national product.

Table 1. Volume of UNDP Supported Projects and Contributions in the Caribbean

	Number of Projects	Contributions (In US Dollars)		
		UNDP	GOVERNMENTS	TOTAL
1981: National	383 (20)	130,841,668	94,760,077	225,601,745
Regional	16	13,066,423	22,274,838	35,341,261
Total	399	143,908,091	117,034,915 (2)	260,943,006
1982: National	251 (8)	109,501,870	122,880,909	232,382,779
Regional	12	9,592,871	20,527,285	30,120,156
Total	263	119,094,741	143,408,194	262,502,935
1983: National	237 (5)	75,710,065	121,489,432	197,199,497
Regional	14	11,287,240	14,151,245	25,441,485
Total	251	86,997,305	135,640,677	222,640,982

NB: Data on national projects do not include Anguilla and Belize; but include CMIP projects indicated in parenthesis. In 1982 the number of national projects ranged from as low as 2 in British Virgin Islands to 38 and 35 in Cuba and Haiti respectively.

17/ The 1982-86 programme cycle includes: FAO, IAEA, ICAO, ILO, IMO, ITU, UN/DTCD, UNCHS, UNCTAD, UNCTC, UNDP, UNESCO, UNIDO, UNV, UPU, the World Bank, WHO, WIPO, WMO and WTO.

Table 2. Governments' and UNDP's Contributions to Country Projects Relative to Development Sectors

Development Sector	CONTRIBUTIONS IN US DOLLARS								
	1 9 8 1			1 9 8 2			1 9 8 3		
	A	B	C	A	B	C	A	B	C
Dev. Issues, Policy, Planning	57	17,103,805	4,418,424	32	12,314,848	2,516,035	40	14,042,151	3,209,294
Natural Resources	29	13,351,285	15,265,728	26	13,971,643	15,318,735	20	11,663,920	15,475,987
Agric., Forestry & Fisheries	52	19,316,845	9,646,569	40	15,923,476	25,030,336	34	12,320,086	19,855,821
Industry	78	25,931,832	31,677,665	49	21,019,186	37,198,543	51	15,046,253	26,507,900
Transport and Communications	31	16,041,385	9,899,315	17	13,740,828	10,151,164	19	13,443,249	10,635,735
International Trade & Dev. Finance	8	1,199,758	435,903	3	743,018	1,271,981	5	1,108,968	1,256,907
Population	1	6,384	-	1	30,279	-	1	37,537	-
Human Settlements	10	1,933,539	621,373	8	2,434,712	661,275	6	2,874,341	2,090,638
Health	23	7,743,284	11,436,134	16	5,251,984	7,441,361	13	4,845,292	6,531,233
Education	25	8,141,897	966,331	17	9,623,472	4,086,548	16	5,582,814	3,678,583
Employment	20	6,642,545	4,833,753	17	6,834,088	6,422,774	11	3,004,606	5,030,818
Humanitarian Aid and Relief	6	580,527	123,548	2	30,000	-	2	589,628	123,548
Social Conditions and Equity	7	207,160	254,103	3	108,223	20,798	2	364,807	153,074
Culture	8	1,361,766	426,209	6	1,481,745	7,197,781	6	1,552,291	7,104,718
Science & Technology	8	2,892,732	29,604	6	4,013,377	-	7	4,601,301	1,129,600
TOTAL	363	122,454,744	90,034,659	243	107,520,799	117,317,331	233	91,077,244	102,783,856

Source: UNDP Compendia of Approved Projects 1981, 1982 and 1983.

Note: Data does not include Anguilla, Belize and CMIP projects.

A = Number of Projects. B = UNDP and other UNDP managed funds.

C = Government contributions.

Table 3. Country and Regional/Sub-Regional Projected Programming Resources from UNDP for the Caribbean, 1982/83-1986, Cycle

COUNTRY ISLAND	No. of Approved Projects	IPF Resources (\$US)			Cost-Sharing Trust Funds
		IPFs ('000)	ABL	Committed	Non-Committed
Anguilla	2	-	611,000	64,940	296,000
Antigua-Barbuda	10	1,765	1,074,000	1,015,102	125,000
Barbados	10	2,500	1,534,000	1,530,612	39,000
Bermuda	4	550	315,000	182,481	116,000
British Virgin Islands	2	300	110,000	172,599	65,000
Cayman Islands	17	560	514,000	442,005	16,000
Cuba	35	-	8,535,000	8,262,000	2,000
Dominica	11	2,300	1,276,000	1,019,247	86,000
Dominican Republic	22	12,000 (80%)	4,811,000	3,693,000	621,000
Grenada	10	2,100	953,000	781,723	340,000
Guyana	13	-	4,712,000	3,708,104	120,000
Haiti	20	-	17,013,000	13,199,981	1,439,000
Jamaica	29	7,500	3,056,000	2,790,000	-
Montserrat	3	700	409,000	223,904	70,000
N. Antilles	7	1,500	1,268,000	2,706,000	462,000
St. Lucia	10	2,100	923,000	797,213	340,000
St. Kitts-Nevis	9	300	1,181,000	528,161	210,000
St. Vincent Grenadines	13	3,250	1,841,000	1,707,121	155,000
Suriname	19	-	1,382,000	1,110,000	115,000
Trinidad and Tobago	26	5,000	2,490,000	8,820,000	-
Turks-Caicos Islands	7	850	652,000	436,990	-
Sub-regional (CMIP)	21	4,516	2,113,000	2,502,690	400,000
Regional	10	-	-	3,620,000	-

Sources: Extracted from Country Programme Management Plans

ABL = Approved budget levels at 80% for a/ and 55% for b/ group of countries

Non-Committed = Available for programming

28. The level of IPF's has been under consideration by the Governing Council of UNDP for a long time and in all of its sessions this has been given prime consideration by representatives of Member States and the administration. (Document DP/1985/1). On the basis of the recommendations of the Administrator of UNDP, the following distribution of intercountry programmes has been approved.

Table 4. Distribution of intercountry Indicative Planning Figures

	Current distribution %	Fourth Cycle Distribution %
Regional IPF's	79.5	75.0
Interregional IPF	8.0	8.0
Global IPF	<u>12.5</u>	<u>17.0</u>
Total	100.0	100.0

Source: DP/1985/1 of 21 December 1985.

29. To arrive at the distribution among countries, issues addressing the eligibility criteria were raised. From these discussions an understanding as to the participation of all members of the United Nations, the specialized agencies and the International Atomic Energy Agency (IAEA) in the technical co-operation effort and that the allocation of resources is decided by the Governing Council. In Decision 80/30, the Council chose not to exclude any country from receiving UNDP's resources, but urged countries with a per capita GNP above US\$ 2,000 to make contributions to UNDP of at least 75% of the annualized IPF by 1985, and those with a per capita GNP above US\$ 3,000 to become net contributors by 1985.

30. The source for the determination of IPFs is the World Bank data on population and per capita GNP, "depending on the availability of this data"; the latest GNP and population data are for the year 1982. The calculation of IPF is essentially based on GNP-Per Capita.

31. At times some supplementary criteria is used to reach an apparent workable solution such as outlined in paragraph 26 of DP/1981/1.

- "(i) The special needs of least developed countries, land-locked countries, island developing countries, newly independent countries, countries suffering from acute ecological and geographical disabilities and front-line and most seriously affected countries, taking into account General Assembly resolution 34/217 of 19 December 1979, that do not benefit from other supplementary criteria;
- (ii) The magnitude of the country's development effort, the extent to which the Government is making structural changes to promote the development process and the distribution of income and other elements of the establishment of social justice;
- (iii) A country's cumulative debt burden and overall balance of payments deficit and the chronic deterioration of the terms of trade."

32. These are the basic supplementary criteria used for the third cycle considerations. For the fourth cycle, there is a broadening of this concept.

The Administrator has further added the following additional criteria to a list of countries which are mostly included in (i) above:

- "(a) Inclusion in the list of countries designated as least developed among developing countries or, by decision of the Governing Council, to be treated "as if" it had been included in that list;
- (b) The country is a land-locked developing country;
- (c) The country is an island developing country;
- (d) A country has acceded to independence during the second programming cycle or thereafter;
- (e) A country is a front-line State not benefiting from any other supplementary criteria;
- (f) A country suffers from acute ecological or geographical disabilities;
- (g) The magnitude of a country's development effort, the extent to which the Government is making structural changes to promote the development process and the distribution of income and other elements of social justice;
- (h) The country's total annual debt service payments exceeds 20 percent of total export earnings on goods and services, in 1982;
- (i) The country's current account deficit exceeds 10 percent of its gross domestic product or national income for at least two out of the three-year period 1980-1982;
- (j) The country's continued deterioration of terms of trade measured has declined by more than 15 percent in at least two out of the three-year period 1980-1982."

33. Notwithstanding the fact that UNDP has made some improvements in the criteria used for allotting the IPF figure, it is the Inspectors' opinion that there is still room for much more reasonable considerations and this is substantiated by the statements made at the Governing Council meeting of 25 February 1985 as reflected in the summary record (see DP/1985/SR5).

34. The GNP carries the major consideration for the calculation of the country IPFs. The GNP, which is the total volume of goods and services produced by a country, is by itself inadequate. On the one hand, in the GNP quantity are the investments, the profits made by the large number of millionaires residing in the island countries and the large number of retired expatriates who make a substantial input in the GNP because of various socio-economic factors. On the other hand, no thought appears to have been given to the high rate of unemployment and the group which survives on marginal occupations. These variables should be considered when weighing the GNP. In sum total, the statistical calculations should be revised to include these factors.

35. The Inspectors are aware that technically the present methodology used is governed by general rules. However, this is not entirely realistic because many of the countries considered as having substantially high per capita incomes, are at present facing high unemployment problems and severe economic stringencies. Table 5 is included here to illustrate some of the points raised above. The IPFs and related ABLs were shown earlier in Table 3.

Table 5. Comparative Gross National Product, Per Capita Income and Population for Some Caribbean Countries

COUNTRY ISLAND	(1) Population million	(2) Currency (US\$ Value)	(3) G N P			(4) PER CAPITA GNP			(5) US\$ EQUIVALENT			(6) Population 1983
			1981	1982	1983	1981	1982	1983	1981	1982	1983	
Antigua and Barbuda	0.07	EC\$ (2.7)	270.2	291.2	299.6	3,860	4,160	4,280	1,425	1,540	1,585	77,000
Bahamas	0.21	Bhs\$ (1.0)	-	-	-	-	-	-	-	-	-	-
Barbados	0.25	Bds\$ (2.0)	1,720.0	1,798.0	1,908.0	6,868	7,192	7,632	3,434	3,596	3,816	270,000
Belize	0.15	Bze\$ (2.0)	130.8	129.6	130.6	872	864	871	436	432	436	170,000
Dominica	0.08	EC\$ (2.7)	155.4	164.9	170.9	1,942	2,061	2,238	720	763	838	77,000
Grenada ^{a/}	0.11	EC\$ (2.7)	-	-	-	-	-	-	-	-	-	± 120,000
Guyana	0.79	G\$ (2.55)	-	1,250.0	1,200.0	-	1,582	1,519	-	± 63	± 61	900,000
Jamaica	2.19	J\$ (1.78)	4,731.0	5,056.0	6,082.0	2,150	2,298	2,765	1,207	1,291	1,553	2,220,000
Montserrat ^{b/}	0.01	EC\$ (2.7)	73.4	77.7	79.9	6,117	6,475	6,658	2,206	2,398	2,465	± 17,000
Netherlands Antilles	0.25	NAF (1.79)	-	-	-	-	-	-	-	-	-	-
St. Christopher/Nevis	0.04	EC\$ (2.7)	1,261.0	138.2	-	3,153	3,455	-	1,167	1,279	-	68,000
St. Lucia	0.12	EC\$ (2.7)	290.8	310.2	321.8	2,326	2,482	2,574	861	919	953	120,000
St. Vincent and the Grenadines	0.10	EC\$ (2.7)	159.7	172.5	-	1,597	1,725	-	591	638	-	98,000
Suriname	0.39	Sr (1.78)	1,785.0	1,975.0	2,079.0	4,577	5,064	5,331	2,683	2,844	2,994	400,000
Trinidad and Tobago	1.20	TT\$ (2.4)	17,763.0	19,034.0	20,074.0	14,803	15,861	16,728	6,168	6,608	6,970	1,190,000

Note: No estimates are available for Bahamas, Netherlands Antilles and Grenada.

^{a/} No figures available for Grenada. Figure in 1980 was EC\$195 million.

^{b/} Market prices.

1. Population in millions.
2. Rates of exchange relative to US\$ values.
3. Gross national product in millions.
4. Per capita incomes in Caribbean currency.
5. US\$ equivalent of per capita incomes.
6. Estimated population in 1983.

b. The United Nations Fund for Population Activities (UNFPA)

36. During the 1982/83 UNFPA was providing support to about 30 national projects in 15 Caribbean countries. ^{18/} The majority of these concentrated on the Mother-child Health and Family Planning (MCH/FP) and the closely related population and family life education (FLE) which, together, accounted for 19 projects. Also given relatively high priority by governments is the gathering and analysis of information on populations. Seven projects were concerned with this area although much of the field data on population and housing had already been carried out during 1980-81 in about 12 East Caribbean countries. The number of projects in individual countries range from one to two in most of the small island countries to about four in Cuba, Haiti and Jamaica.

37. Cumulative expenditures through 1982 on completed and ongoing national projects amounted to US\$ 31,049,726 while forward commitments to 1986 and as anticipated in June 1983 amounted to US\$ 5,848,976 giving a grand total of US\$ 36,898,702. Government contribution to these expenditures were relatively small and it seems that only a very few of the countries such as Cuba, Dominican Republic, Haiti and Jamaica have been able to contribute significantly. The projects in these countries, account for US\$ 32,290,083 or about 87.5% of the total expenditure. This is understandable since these countries account for over 88% of the population (estimated to be over 26,382,000) of the countries receiving UNFPA support.

38. A number of United Nations departments and specialized agencies namely ECLAC, ILO, UN/DTCO, UNESCO, UNICEF, WHO and the Pan-American Health Organization (PAHO), as well as the Population Council and the Programme for the Introduction and Adaptation of Contraceptive Technology (PIACT based in Seattle, Washington) have co-operated in the execution of these projects. Except for one MCH/FP project in Barbados, six of the projects are Government-executed with the technical advice of one or more agencies per project. An MCH/FP project in Cuba, where WHO/PAHO, UNICEF and PIACT are sharing the executing responsibilities with the Government while another project on population and housing census involves ECLAC and UNICEF. These partnerships are to be welcomed.

39. A number of United Nations, bilateral and non-governmental organizations have co-operated in providing additional resources, especially to MCH/FP programmes, among them are:

- i) The World Food Programme (WFP) with a total of US\$ 9,620,000 to three countries (Antigua and Barbuda, Haiti and St. Lucia) mainly for supplemental feeding, a small share of these funds goes to supportive measures e.g. nutrition education.
- ii) The World Health Organization (WHO) with a total of US\$ 3,140,150 to Cuba, Haiti and Jamaica for applied research on contraceptives and training. Haiti and Jamaica have also benefited from Pan-American Health Organization (PAHO) grants (US\$ 150,000) for the extension of MCH/FP coverage, advice, fellowships, supplies and materials
- iii) UNDP which provided a consultancy on census cartography in Trinidad and Tobago (1979-83: US\$ 37,537).

^{18/} UNFPA (1984) Inventory of Population Projects in Developing Countries Around the World 1982/83. Apparently there has not been direct UNFPA involvement in Bahamas, Bermuda and the Netherlands Antilles, and no current or foreseen projects in the Cayman Islands, Guyana and Trinidad and Tobago, and Turks and Caicos as at June 1983.

- iv) US Agency for International Development (USAID) which made grants to Dominican Republic, Haiti and Jamaica with the sum of US\$ 14,765,000 essentially covering population and family planning educational programmes and development of population policies, or development of ancillary services (e.g. clinics in Jamaica).
- v) British Overseas Development Administration (ODA) which in Haiti supported a country-wide population education programme (1979-82) at a cost of US\$ 215,000 and provided a director to MCH/FP programme in St. Lucia (1977-82) at a cost of US\$ 280,000.
- vi) Government of Norway has contributed to Jamaica for primary health care and family planning, under UNFPA management, the sum of US\$ 1,060,141 (1982-83).
- vii) The International Planned Parenthood Federation (IPPF), through affiliated national organizations, which work very closely with governments on family planning and education programmes, has been involved in 14 countries and has provided grants of up to US\$ 4,365,200 from 1979, this includes estimates to 1984.
- viii) Development Associates, Inc. has provided training grants of up to US\$ 131,121, to about 12 countries; beneficiaries have attended seminars, workshop courses or full courses on adolescent fertility.
- ix) Family Planning International Assistance has supplied FP commodities to 10 countries at a cumulative cost of US\$ 1,649,457 from 1979 through June 1983.
- x) Association for Voluntary Sterilization Inc. has provided sterilization programmes and technical advice to five countries as well as institutional support in this area. Cumulative grants from the period covered by the study through May 1984 totalled US\$ 1,441,170.
- xi) Population Council, which has also served as executing agency for a few UNFPA-assisted projects, has provided grants to several countries of up to US\$ 168,980 in support of MCH/FP, research or studies on population effect of sterilization, child growth, as well as employment for women.
- xii) Other non-governmental organizations involved in one or two countries included the Ford Foundation, the Pathfinder Fund, International Development Research Center, Save the Children, World Neighbours, Margaret Sanger Center of Planned Parenthood of New York and the Columbia University's Center for Population and Family Health. Supported activities range from FP programmes, health services, research and training in population, to institution building.

40. It may be mentioned that almost all of these organizations have also been active in Central America covering about the same range of supported activities. The IPPF has almost invariably channeled its support through the national affiliates. This has become an important element in enhancing the capabilities of these national NGOs. It is thus a fair measure of success in IPPF's efforts in institutional support.

c. United Nations Children's Fund (UNICEF)

41. UNICEF, through its Area Office for the Caribbean in Kingston, Jamaica, was providing assistance to 11 countries in 1983, seven of which are in Eastern Caribbean. ^{19/} Major support has, however, been to four countries: Cuba, Dominican Republic, Haiti and Jamaica which have specific programmes and/or strategies for children. While having a strong focus on children, particularly pre-school children, supported activities have been highly complementary to MCH/FP programmes in these countries. These activities have included a large component of primary health care (immunization, sanitation, supply of clean water, nutrition and nutrition education, etc.), development and employment for women, and institutional support. Training of programme/project managers, services and extension workers has received fairly high attention in almost all of the projects. This has been a notable factor in the output and results of several of these projects.

42. In addition to close co-operation with UNFPA for which it serves as executing agency for some of the projects, UNICEF also works closely with the WHO and PAHO especially in the area of primary health care, and with bilateral donors, among them the Canadian International Development Agency (CIDA), the USAID and the Government of Venezuela. Co-ordination within the UN system is further assured through participation in the country programming exercises regularly organized by UNDP.

d. The Commonwealth Fund for Technical Co-operation (CFTC)

43. During the period 1981-82 the CFTC supported 220 projects in 18 countries including Belize, all members of the Commonwealth. ^{20/} In addition, the CFTC supported 39 regional projects or activities. The cost to CFTC was £ 3,808,000 ^{21/} (or US\$ 5,332,400) for national projects and £ 668,600 (or US\$ 936,040) for regional projects. Supported activities cut across many development sectors many of them in the form of institutional support and development, including CARICOM and OECS Secretariats, and in education and training (about 86 on general technical assistance and 85 on education and training out of the 220 national projects). Thus CFTC activities have direct bearing on the UN system support to the region and, indeed, some of the activities such as in industry and export market development have direct linkage to UNDP-supported activities in these sectors.

e. United Nations Environment Programme (UNEP)

44. Assistance has focused on the development of institutional framework and mechanisms as well as practical measures aimed at environmental protection and environmentally-sustainable development. To attain this, UNEP through its Regional Office for Latin America (UNEP/ROLA) in Mexico and the Environmental Co-ordination Unit at ECLAC Secretariat and other organs, has fielded fact-finding and advisory missions, sponsored inter-governmental meetings and supported specific environmental studies and training in the field of environment. Strong emphasis has been placed on co-ordinated action through co-operation among the countries on environmental matters and issues. The conclusion, in March 1983, of the Convention for the Protection and Development of the Marine Environment of the Wider Caribbean (which still needs five more signatories to enter into force) along with the protocol on combating oil pollution, the Action Plan for the Caribbean Environment Programme

^{19/} UNICEF Caribbean Area Office Annual Report 1982.

^{20/} Commonwealth Secretariat: Review of CFTC Activities 1981-82.

^{21/} £ calculated at an approximate rate of US\$ 1.40.

established by the Governments in 1981 and the periodic inter-governmental regional meetings on the environment in Latin America and the Caribbean 22/ for the purpose of formulating policies and an environmental strategy 23/, are good example of UNEP's efforts in the region.

45. The first meeting of the contracting parties to the Convention is likely to consider three additional protocols: land-based sources of pollution which includes soil erosion, wildlife and protected areas, and dumping of hazardous wastes. UNEP has worked closely with the specialized agencies of the UN, regional intergovernmental bodies and institutions, and with NGOs both within and outside the region.

f. United Nations Centre for Human Settlements (UNCHS)

46. The UNCHS has also been active in the region, organizing and giving technical assistance to various housing programmes in Guyana, Trinidad and Tobago, Barbados, Jamaica, Dominican Republic etc.

g. Others Agencies

47. The specialized agencies: FAO, ILO, UNESCO, UNIDO, UNDRO, etc, as well as IAEA and ICAO have also used regular and extra budgetary resources to support some of the activities within their areas of competence. Most of their activities have been in the form of advisory services especially in the development of programmes and projects.

h. Food and Agriculture Organization of the United Nations (FAO)

48. Notwithstanding the prevailing situation of declining overall resources within the United Nations System and in particular UNDP, FAO has made special efforts in very specific fields of activities to support several Governments of the Caribbean in their efforts to mitigate, and improve social and economic problems facing the agriculture of the sub-region, to enhance self-reliance at national and sub-regional levels and to develop their collective technical co-operation potential. The Technical Co-operation Programme (TCP) has devoted since 1982 an approximate amount of US\$ 8,100,000 and an additional US\$ 2,100,000 for TCP-emergency projects for the countries covered under the JIU's report. (See Table 6).

49. Given the changing nature of technical co-operation, FAO's Regular Programme, through the Regional Office for Latin America and the Caribbean and the Technical Cooperation Programme, have played an important role to promote the establishment of technical co-operation networks; the Caribbean has benefited particularly from their effort which up to now has covered the following fields: development of biogas technology, agro-industrial development at family and community levels, food legumes and tropical root and tuber crops, production of small animals, artisanal fisheries training, upper watershed management, strengthening tropical sheep production and forage development centre, pigeon pea development, initial processing of agricultural products, and activation of the regional small scale fisheries training role of CFDTI. The total amount devoted from TCP resources to these networks since 1983 is US\$ 231,000.

22/ See UNEP/IG.40/INF.8 of 12 January 1983: Report on UNEP Assisted Activities in the Latin America and Caribbean Region. Eight (8) projects valued at US\$ 1,641,000 deal specifically with the Caribbean Sector.

23/ See, for example, UNEP/IG.40/6: Meeting of Government-Nominated Experts on Regional Environmental Programmes in Latin America and the Caribbean, Buenos Aires, Argentina, 14-17 March 1983, and UNEP/IG.40/7 on Intergovernmental Regional Meeting on the Environment in Latin America and the Caribbean, Buenos Aires, Argentina 17 March 1983.

50. By assisting member governments to formulate investment projects for funding by multilateral and other financing institutions, FAO's Investment Centre has helped to generate external capital resources for agricultural development in the Caribbean. Since 1981, seven Investment Centre-assisted projects have been approved for financing. ^{24/} Total investments involved in these projects amount to US\$ 164.7 million, including supporting loans or credits of US\$ 100.7 million from external sources such as the World Bank and IDA, IFAD, IDB and French and German development aid. In 1984, an agreement was concluded between FAO and the Banco Centro Americano de Integración Económica for co-operation, particularly in the field of agricultural investment. Negotiations are proceeding for a similar agreement between FAO and the Caribbean Development Bank.

i. United Nations Educational, Scientific and Cultural Organization (UNESCO)

51. UNESCO has been contributing effectively to executing projects in Barbados, Cuba and Jamaica. There has been notable success in the execution of project CUB/80/001 "Research and Control of Marine Pollution", this is part of the Government's plan aimed at improving the quality of water in Havana Bay. There is hopes that sufficient resources will be available to continue this project through the year 2000. Around this projects the Institute of Transport Research was created. This Institute is attached to the Ministry of Transport, who controls all harbour activities. It is expected that the present project, which initially was funded by UNDP and UNEP, and expected to terminate this year, will continue as a government-sponsored project by the Institute. Also worthy of mention is project JAM/82/001 "Restructuring of Engineering Courses at CAST". This was a follow-up project to JAM/79/005, in the same context BAR/82/001 "Development of an Energy-Saving Device in the Hotel Industry at the Barbados National Standards Institution (BNSI)." The study was circumscribed to the feasibility of introducing energy saving systems in the hotel industry and the training of personnel. It is expected that this project will terminate this year.

Table 6

Country	Normal	Emergency
Antigua	124,000	-
Bahamas	363,000	83,000
Barbados	389,500	-
Belize	32,000	-
Bermuda	-	-
British Virgin Islands	-	-
Cayman Islands	-	-
Cuba	1,172,000	956,000
Dominican Republic	1,027,000	487,500
Dominica	270,000	249,000
French Antilles	-	-
Grenada	497,000	85,000
Jamaica	1,191,750	147,000
Montserrat	-	-
Netherlands Antilles	-	-
St. Christopher and Nevis	-	-
St. Lucia	273,000	170,000
St. Vincent	100,000	-
Trinidad	236,600	-
Turks-Caicos Islands	-	-
Other Regional Programmes	2,463,150	-
Total	8,139,000	2,177,500

Source: FAO - Documentation - Note: July 1985

^{24/} Barbados (fisheries), Cuba (fruit and vegetables), Dominican Republic (cocoa and coffee, and small producers development), Haiti (forestry and rural development), Jamaica (export crops).

III. FORMULATION AND IMPLEMENTATION OF FIELD PROGRAMMES

A. Programme Formulation and Project Identification

52. As already noted in the previous report, there has been an increased effort on the part of the United Nations development system to steer away from ad hoc to integrated country and regional programmes based on the analysis of problems and needs identified by governments. The resident co-ordinators promote consultations between international agencies and governments.

53. Notwithstanding the valuable role played by UNDP and the executing agencies in assisting governments to programme development resources available from external sources, most of the LDCs at the time of this report were yet to programme all the available UNDP allocations for the 1982-86 cycle. In this connection the Government of Cuba for instance has made significant progress and is now in a position to prepare coherent development plans including the programming of almost all external resources with little UN system technical advice. Cuba's experience, with whatever modifications Caribbean countries could propose, would point the way to surmount basic institutional and technical problems in order to achieve optimal results from available technical co-operation funds.

54. In view of the limited programme resources and the special problems of the Eastern Caribbean countries, both donors and recipient countries have given high priority to regional and sub-regional programmes and projects. The 1982-86 programmes of US\$ 6,122,690 includes ten projects under regional programme and twenty-one multi-island projects for OECS member countries. The programme bears strongly on the priorities identified at national level.

55. The establishment of the Caribbean group for Co-operation in Economic Development (CGCED) has provided yet another co-ordinating mechanism in the development of investment programmes and the identification of related national and regional/sub-regional projects for 20 countries. The establishment of the Inter-Agency Resident Mission (IARM), whose secretariat is in Antigua and is partially supported under project RLA/82/004, has further focused attention on the LDIs. The two measures (CGCED and IARM) are in reality an institutional support mechanism and have been an important factor in channeling the flow of assistance to the region, and to the East Caribbean countries in particular.

56. The absence, in some countries, of comprehensive long-term integrated development policies and plans which clearly reflect inadequacies in institutional and technical capabilities as well as a somewhat high turnover of decision and policy level government officials, ^{25/} as reported for one of the countries, is a serious constraint to programming and project identification. The Inspectors would therefore like to encourage these countries, with the assistance of donor institutions now operating in the region, to make every effort to strengthen their planning and policy-making institutions.

B. Project Objectives

57. There has been an attempt over the past few years, to improve the quality of projects, in particular, to define better and limit project objectives to realizable and quantifiable goals and to relate the attainment of objectives to inputs and outputs even where projects are multi-sectoral. The projects on the development of broadcasting services in Jamaica (JAM/78/001), on education in Suriname (SUR/78/003), on meteorology in Haiti (HAI/82/012), and the regional

^{25/} See UNCTAD Caribbean Area Office Annual Report 1982.

project on petroleum exploration (RLA/82/026) are fair examples of such improvements. This has been possible where governments have spelt out explicit development policies and goals.

58. The problematic area has been in the defining of approaches (or strategies) for attaining short-term objectives which, in turn, influence the attainment of medium and long-term objectives and can also reduce the expected impact of a project over a period. This is particularly the case where institutional, infrastructural and attitudinal aspects have not been given careful and adequate attention. The MCH/FP and FLE programmes, such as the MCH project in the Dominican Republic (DMO/73/P01) although making advances in some areas, such as the voluntary sterilization of women and the promotion of successful male contraceptive measures (vasectomy), there is still needed room for a broader acceptance of these programmes, to enable them to register the desired impact.

59. Those projects geared towards institution building with training component as one of the means of achieving this have run the same risks of loosing specialized personnel in the post-training period because there is no worked-out strategy for retaining these on the projects or in related government agencies. The Inspectors would like to recommend that a great deal of attention be given to this aspect in the project document and during the formulation and implementation period, also periodic and timely monitoring should be included in the project reports and reviews.

C. Programme/Project Monitoring, Reviews and Evaluations

60. UNDP and UNFPA have established policies and procedures for periodic monitoring of projects including annual reviews of country programmes. To achieve this the UNDP field offices have drawn up country programme management plans which have generally been adhered to. Tripartite project and annual programme reviews have been undertaken routinely and these have served to make necessary adjustments, including revisions of projects, in the light of continuing funding problems and/or inability on the part of the countries to meet certain obligations (eg counter-parting) or other relevant problems which may crop up during the implementation of the projects.

61. An important aspect is that these reviews have proved to be a valuable channel for suggesting to governments needed structural and even policy changes as may be relevant to the successful implementation of country programmes and individual projects.

62. Field visits to project sites have been undertaken by UNDP officials and representatives of executing or funding agencies based in the region or from headquarters, but has not gone far enough to reinforce the monitoring process. In one country the projects approval process and participation by relevant governments authorities and their involvement in monitoring, implementation and programme evaluation has been known to have been less than satisfactory. ^{26/}

63. In addition to progress and terminal reports, some projects especially those under the UNFPA have been subjected to in-depth evaluation by an independent team of experts as opposed to a single expert. Evaluation reports examined by the Inspectors show a reasonably high degree of objectivity, quality, as well as satisfactory sound conclusions and recommendations. This approach should be applied more widely.

^{26/} See correspondence on Country Programme Management Plan between Caribbean Unit RBLA, N.Y. and RR a.i. Trinidad, 7 November 1984.

64. There is still room for improvement regarding the project documentation which covers Schedules of Monitoring, Evaluation and sequential reporting at times. Details of required actions vary considerably between documents, often these are left to the funding and executing agency to elaborate later. In some specific cases, such as the project on the promotion of Petroleum Exploration (RLA/82/026) the sub-section on progress and terminal reports has been left out; in project RLA/79/050 on the Caribbean Institute for Meteorology and Hydrology the entire section is covered by the statement "Reports will be prepared by consultants and experts in accordance with UNDP and other donors procedures. A terminal report will be produced by WMO". Project CAY/79/001: Planning and Implementation of computer-Supported Management Systems (Cayman Islands) and JAM/78/001 on Development of Broadcasting Services (Jamaica), for example, are more specific.

65. It has to be assumed that governments are properly consulted where specifications relating to this section of the project document have to be worked out later, considering that the contents of approved documents are legally binding to all parties concerned. Since work plans are normally included in project documents, effort should also be made to include progress reporting.

D. Institutional Constraints

66. That the institutional bases for effective delivery of technical assistance are generally weak is a recognized problem in the Caribbean and it is the "raison d'être" for a large effort which is spent on this sector by governments with the assistance of the UN development system and other co-operating international governmental and non-governmental organizations. That being the case, all concerned parties might be expected to be particularly conscious of the impediments this might present to the smooth and timely implementation of projects. The following examples are relevant:

- i) In Haiti the project on population census (HAI/78/P01) has had several problems, among them the Data Processing Section of the Haitian Institute of Statistics and Information (IHSI), until recently, had no effective national director. Consequently the census data processing activity was hampered.
- ii) In projects of assistance of the Institute of Marine Affairs in Trinidad and Tobago (TRI/72/011 and TRI/78/008), even though with known counterpart recruitment problems, the training component was seriously affected by delays in the processing of applications which required decisions at the Cabinet level. In one instance the decision was taken too late for the applicant to attend the course.
- iii) A project on socio-economic planning in St. Vincent and the Grenadines (STV/78/002), although operational since 1978, by early 1985 had not yet succeeded in the preparation of the expected Five Year Development Plan. There was no systematic direction from the Financial Secretariat and much of the macro-economic policy formulation fell on the Central Planning Unit (CPU) with little co-ordination and collaboration between the Ministries of Finance and Planning on articulating policy options. Inadequate co-ordination between CPU and the Ministries (limited to annual preparation of capital estimates) also bore some of the responsibility for the failure to implement the Public Sector Investment Programmes (PSIP) monitoring system introduced in 1983.
- iv) The Jamaican Energy Planning and Development Programme project (JAM/77/007) had recruitment problems with regard to the development of a National Energy Accounting system due to delays in the signing of

consultant contracts. In addition, the absence of regulatory measures made it difficult to secure the co-operation of oil marketing companies. A national commercial association took an adverse stance to the rationalization of the retail distribution system and levels. This led to the intervention of the Industrial Tribunal and a consortium of accounting firms to prepare the study.

- v) The multi-island project on the development of statistical services in the OECS member countries produced recommendations on restructuring. In some instances where decisions have been taken, Governments have been slow in the implementation. Some have tended to adopt short-term measures at the expense of the long-term benefits of establishing effective statistical services.

67. Bureaucratic inertia within the UN development system has also caused some problems. However, a reasonably high level of co-ordination among donor institutions has been achieved here. A few of the bilateral institutions have created their own "project pushers" in some of the countries as a way of avoiding local bureaucratic "bottle-necks".

E. Budget and Other Financial Considerations

68. Constraints imposed by low levels of programming resources, as discussed earlier, have also affected the size of project budgets. In addition, however, it has not been possible for the UNDP (and other donor institutions including the UNFPA) to give guarantees on the availability of the pre-arranged allocations to sectors and projects within the country programmes. The Inspectors would like to call attention to Recommendation No. 1 of the previous report (JIU/REP/84/14) which urged the international community to help alleviate this problem through increased and timely contributions.

69. It is noted and appreciated that the governments and donor institutions have tried to circumvent the above unsatisfactory situation by focusing on key economic development sectors and mobilization of resources. In 1983, UNDP commitments to these sectors - i.e. policy, planning and management, industry, natural resources, agriculture and economic infrastructures - amounted to over US\$ 66.5 million (or 73.9%) with Governments' inputs of about US\$ 75.7 million (or about 73.6%) for 164 out of 233 approved national projects (see Table 2). Many of these projects have also sought to alleviate some of the social problems e.g. employment, malnutrition and rural infrastructure.

70. In other instances a lack of prompt authorization to disburse funds has been a cause for delays in some projects. Under the multi-island project on energy development (CAR/84/001), procurement of subscriptions from OECS member countries, collection of statistical information including systematic monitoring and analysis of data on energy were all hampered by the absence of a signed project document and, consequently the absence of authority to disburse funds. ^{27/} Some activities supporting the Caribbean Institute of Meteorology and Hydrology (RLA/79/050) could not be undertaken because of a year-long delay in the release of funds under the EDF component; also there was an added constraint in that the UNDP approved funds for only two years. ^{28/} Project JAM/77/007 on energy planning and development programme also suffered from inadequate budget provisions; executing agencies were forced to look for other sources in order to complete the work under this project.

^{27/} Project Progress Report, December 1984.

^{28/} Project Progress Report, January 1983.

71. Certain aspects of public spending have been an obstacle at times with regard to the completion of projects, such as the increase of counterpart staff and the delay in the completion of the project in Antigua and Barbuda (ANT/77/01). The St. Vincent and the Grenadines social security project (STV/81/001) and the Dominican project on economic development planning (DOM/81/001) are two of the bottle necks could have been avoided if the problems above mentioned were resolved and this would have allowed an early start and therefore the completion of the planned project activities within the stipulated time generating possible savings.

72. In at least one project in Guyana, concerned with debt restructuring, a contract for US\$ 500,000 was extended to a contractor. There has been no formal report except for a memorandum by the contractor to the Government. In another project in Barbados (BAR/77/002: Legal Draftsman) this contract for the legal draftsman has been extended several times, without any reasonably or satisfactory explanation. A similar case has been observed in Trinidad and Tobago in two projects: TRI/72/003 (now replaced by TPI/82/005) Tax Lawyer and TRI/82/006 Legal Advisor replacing TPI/72/006. In the case of TRI/72/006 it is not evident what the legal expert has done on a monthly basis. Whatever the explanation, these instances suggest a certain degree of tolerance by project and programme reviewers, and much more so on the part of the executing agencies. Clearly, there is a need for more stringent management of the scarce resources and a need for greater effort in locating and training suitable counterparts to continue with project activities after a prudent project execution period.

F. Personnel

73. Recruitment of international project personnel has not been a major constraint in the implementation of most projects. The few examples noted have been due to either delays in the signing of contracts with consultants (e.g. Project JAM/77/007), special requirements such as for the public administration improvement project in Suriname (SUR/77/002), and one project in Haiti (HAI/81/006) which had a late start due to difficulties in the release of the designated project manager from duties in his country.

74. The real handicap has been in the curtailment and retention of counterpart staff, including those trained by the project. Often a lack of recruitment has been due to a shortage of suitable candidates, e.g. the Institute of Marine Affairs in Trinidad and Tobago (TRI/79/008), the Construction Management project in St. Vincent and the Grenadines (STV/83/004), the Population Census project in Haiti (HAI/78/001). In other instances a high turnover of professional staff has been experienced e.g. in Project (JAM/77/007) and the Soil Conservation project (JAM/78/006) both in Jamaica, the Suriname project on Public Administration Improvement (SUR/77/002), or the loss of skilled labour as in the case of the bagasse pulping project in Cuba (CUB/82/003) in favour of better remunerations in other areas of activity.

75. Activities have also been curtailed or slowed down owing to problems arising from the release of counterparts for training, sometimes training component was not implemented for fear that planned activities would suffer, other times difficulties in the replacement of suitable personnel for detached counterparts (e.g. Project DOM/81/002). The sub-regional projects on energy and statistics have also not been able to collect the needed national data inputs because of the counterpart situation. 29/

29/ See Project Document GUY/81/002/A/01/99.

76. Emigration of professional and skilled technicians to other countries within and outside the region is a serious problem which severely hampers development programmes and projects in some countries. Guyana is probably the most severely affected. Annual emigration has been estimated at about 2.3% of all work force separations and absorbs around 32.8% of the natural population increase. ^{30/} The Governments of the sub-region, with the assistance of UNDP and the Caribbean Development Bank (CDB) have now instituted an innovative scheme: Transfer-of-Know-how through Expatriate Nationals (TOKTEN) as a source of experienced counterparts. Under the scheme, remunerations are higher than national salary scales but below those offered by countries outside the region. Its success depends, however, on the will of the highly qualified expatriate nationals to leave their more lucrative employments and on a very careful selection of those willing to do so. UNDP participates in the selection.

77. Notwithstanding the above arrangements, the real solution lies in effecting institutional transformations, including the restructuring and the proper coordination of administrative services. In addition, every effort should be made to ensure a better retention of counterpart and other personnel trained under technical co-operation projects. To do this, special monetary allowances may have to be considered for those employed in their specialized fields and better promotional opportunities for those trained. As already suggested for Central America, the UNDP offices should assist the governments in instituting a mechanism for monitoring fellows and others trained under these projects (see JLU/REP/81/14 Recommendation No. 3).

78. In general, project personnel and most of the international staff of the UNDP and other field offices visited are fully aware of their mission and conscientious in performing the tasks before them. They give much of their energy notwithstanding difficult situations which can arise. This unfortunately is not always so for the locally recruited staff. In two of the field offices visited a lack of enthusiasm and efficient use of working periods was noticeable. amongst these, the classification of office duties appeared out of line with the actual functions undertaken by the individuals so classified. Drivers seem to be overworked in some cases whereas other personnel appear to have very little to do. Redeployment and better distribution of functions regarding work-loads could lead to a more efficient use of time and resources. (See table 7). The above observations could well lead to an internal study and rationalization by the Management Programme and Personnel Systems Development Branch of UNDP.

G. Equipment

79. In many projects care has been exercised to limit budget allocations to equipment and related materials. However, the examples given below reveal a rather disturbing picture to which the Inspectors would like to draw the attention of all those concerned.

80. Under institutional support to the Guyana's Department of International Economic and Technical Co-operation (DIETC), an ONYX multiuser microcomputer with UNIX system was purchased under project GUY/81/002. It appears that very little effort was made to determine suitability of this equipment to the local situation at a later date. The project document had no provision for expert posts necessary for at least developing and implementing a training programme.

^{30/} See Tripartite Revision Report on CAR/80/002 of 24.3.83.

TABLE 7 LOCAL CONTRIBUTION TO UNDP COSTS

	BARBADOS	CUBA	DOMINICAN REPUBLIC	GUYANA	HAITI ^{b/}	TRINIDAD & TOBAGO
Programme Officer	1	0	0	1	2	1
Programme Assistant	1	0	0	1	1	1
Administrative Officer	0	0	0	0	0	0
Admin. Asst. Admin; Sr. Assistant	1	1	3	0	6	3
Finance Assistant	1	0	0	0	3	1
Secretary	1	0	4	3	6	3
Clerk/Typist receptionists etc. ^{c/}	5	1	2	5	5	8
Driver ^{d/}	4	4	4	1	3	1
Messenger	1	0	0	1	1	1
Cleaner, Watchman	2	0	0	1	4	1
Total	23	19	18	15	31	20

Source: Provided by RR Offices during the tour of the region March/April 1985.

a/ Does not include UNHCR financed posts (public Assistant financed through UNHCR/San José).

b/ Does not include UNHCR Co-ordination Unit which has one Programme Officer one Secretary, one driver and one Office Helper.

c/ Includes finance and administrative clerks, documentation, registry, etc.

d/ In some cases drivers carry out other duties like clerical, messenger, or office machine operators (Trinidad and Tobago, Guyana, Haiti).

Not only was the machine unusable but it became necessary to replace the system with an OASIS system which has more capacity and yet simpler to use. ³¹ Time and money used in this exercise could have been saved.

81. Under the multi-island census data analysis project BAR/80/PC1, a Mark IV Censor data reader was purchased at the cost of US\$ 50,000. It was categorized "obsolete" soon after its use on the census for the 12 countries under the project. The Inspectors understand that there could be compelling reasons for the acquisition of the equipment. Nevertheless, the purchase of this equipment should have at least foreseen future needs in census activities and other related work in the area. Apparently this same equipment is now to be transferred for use in a similar activity in another developing country if it is accepted.

82. Slow equipment delivery under project (JAM/77/007) in Jamaica caused costly delays in the completion of the planned Petrographic Laboratory, which was expected to start before 1980. A "diamond slab saw" from a commercial firm was still being awaited at the time of writing the project terminal report. Frequently equipment arrived without packing lists or bill of lading while copies of purchase orders and other necessary information were not always sent by headquarters.

83. Lastly, in addition to a nine (9) month delay in the delivery of additional computer work stations for the population census project in Haiti, no French version of the operating system was supplied. Furthermore, the keyboard for the word processor was in English, and its transformation for use in a French speaking country would have been costly.

84. An in-depth survey might undoubtedly uncover the similar problem areas. The main point which the Inspectors wish to stress on the basis of the above examples and those reported for Central America, is the need for governments and the United Nations development system to exercise adequate care with regard to equipment purchased under all technical co-operation projects.

^{31/} See Mission Report by P.W.P. Browne, UN New York, 19-30 June 1984.

IV. GENERAL ASSESSMENT OF ACHIEVEMENTS AND IMPACTS

85. Support on institution-building has taken various forms such as strengthening legal and policy frameworks, reforming or developing existing government agencies or creating new ones, expansion of services, provision of equipment and materials and the training of professional and technical personnel. Although the effort in these areas has assisted some countries in the region to attain some short-term goals, the inadequacies pointed out earlier such as the mechanisms which should be developed to identify priorities, question their feasibility and target resources in an orderly manner to achieve the impact. Another obstacle is the scarcity of resources which has somewhat limited the achievements and concomitantly the impact of technical cooperation in the overall development picture.

86. Project GRN/74/020 Legal Assistance to Grenada, project ANL/83/001, ANT/76/001, and DMI/81/002 in Anguilla, Antigua and Barbuda and Dominica all concerned with the planning of and improvements to the tourist industry, have been achieved a measure of success although the other areas covered under these projects, such as the continuous training of hotel personnel geared to local conditions, have made very little inroad in the overall development process because of deficiencies in planning strategies.

87. In Haiti, support was given to the Ministry of Planning (HAI/81/006) in the preparation of the Biennial Development Plan 1984/86, and a more detailed plan for 1984 based on a model developed by the project. The project also called for the elaboration of a scheme for the overall development of the Haitian economy, including detailed steps to be taken as a base for the preparation of the next Five Year Development Plan.

88. In Guyana, research and development support to the Institute of Applied Science and Technology (IAST), which is affiliated to the University of the West Indies, enabled this Institute to play an important role in its effort to have effective input in the economy introducing as a policy a wide range of import substitutions manufactured locally, therefore contributing to the mitigation of some balance of payments problems and unemployment.

89. IAST research and development programme has included studies on the fabrication of construction materials and accessoires, glassware, food products and the manufacturing of solar energy plaques as an alternate source of energy to the farming industry. The IAST project was initially funded by UNIDO in collaboration with a bilateral donor who is no longer participating in the project. In the Inspectors' views this institution could be an instrument having an effective impact in the import substitution field, given the necessary latitude for expansion in training, technology transfer and starting up of several manufacturing processes in areas lending their expertise to institutions where economic feasibility could be considered viable.

90. In Cuba, the Centre for Demographic Studies, which is part of the University of Havana's Economic Institute, has been receiving UNFPA assistance (CUB/79/P03). Although initially conceived to meet local needs in the training of demographers, the Centre attained international status and has already completed three courses with graduates from various parts of the world. Assistance to the Research Development Centre for the Industrialization of Bagasse (CUB/73/006) helped in the production of paper for newsprint from bagasse, while experiments have been under way to produce construction materials from particles of moulded elements and fibre boards from the same bagasse. The project employs women as skilled workers.

91. Support towards strengthening technical capability through training has been given to the Caribbean Institute for Meteorology and Hydrology (CMI/COHI) in Barbados under project RLA/79/050, the Caribbean Centre for Development Administration (CARICAD) in Trinidad and Tobago under project RLA/82/001, the Institute of Marine Affairs in Trinidad and Tobago (TRI/72/011) and the College of Arts, Science and Technology (CAST) in Jamaica which has received assistance under projects JAM/77/004, JAM/79/005, JAM/79/006 concerned with training in telecommunications and electronics, restructuring of the engineering courses and the establishment of a printing unit. CAST offers training to students from many other Caribbean countries.
92. Technical assistance in the social development sector has included support to MCH/FP and FLE programmes, general health services, education, employment and development of infrastructures particularly in rural areas. Sustained support to MCH programme in Cuba since 1975 contributed to the development and extension of services to rural areas and to the lowering of infant and maternal mortality rates. In 1980, infant mortality was at 19.6/1,000 and maternal mortality at 5.3/10,000 in the targets set for 1982 were 20/1,000 and 5.3/10,000 respectively. Institutional deliveries were 98.5% in 1981. Incorporation of FP services in this programme has also resulted in wide use of contraceptive methods supplied by the Government and in the reduction of abortions. Sex education has developed significantly. The Cuban experience could benefit other countries with similar programmes. Along with the MCH/FP programme there is a related contraceptive production process which is rapidly becoming a major industry contributing effectively to the development and self-sufficiency effort of the region.
93. About 14 projects in 10 English-speaking island countries of the region have been directly concerned with population and family life education including the extension of FP to the youth (especially adolescents). These have covered a broad range of topics: nutrition, human sexuality, reproduction and the use of contraceptives. Although most of them suffered from delays, project design, strategy and management problems, success has been achieved in training a large number of FLE/FP educators, teachers and nurses. A high turn-over of trained staff has however contributed to some setbacks.
94. In the education sector, emphasis has been placed on reforming systems and curricula which is more pertinent to the social and economic development of the region. Particularly lacking has been the inadequacies in basic employable skills, through skilled technical vocational education. The multi-island educational development project (CAR/83/001) and the Caribbean Network of Educational Innovation for Development (CARNEID) (Project RLA/81/004) are the outcome of advice provided by the UN system to this sector. The latter project has succeeded in establishing a regional mechanism for the exchange of materials, experience, and documentation in the field of education. In Dominica support under project DMI/80/004 has been instrumental in designing a practical curriculum and in increasing the pool of available instructors. In the Dominican Republic support to the Education Sector (DMO/80/001) accomplished the preparation of the National Educational Development Plan, 1981-85, the establishment of a department of organization and methods, and the preparation of manuals.
95. Parallel to employment generating activities, the diversification of basic food crops through the involvement of small farmers has provided a means for generating income while relieving malnutrition. For example a trust fund project TF/JAM/008 in Jamaica succeeded in expanding extension services through the training of staff and farmers and in introducing cultivation methods through demonstration plots with crops such as potatoes, onions, tomatoes, cabbage, carrots, peanuts, etc.

96. The closely related sub-regional project on Caribbean Agricultural Development and Advisory Training Services (CARDATS) (CAR/81/002), aimed at developing and applying technology suited to small farmers supported with a revolving credit for purchase of agricultural inputs, has attracted the interest of farmers and contributed to improved efficiency in production.

97. With regard to general health matters note is taken of the multi-island project CAR/78/CC3 under which the Caribbean Health Laboratories has received institutional support. This institution is now an effective diagnostic facility and has succeeded in the establishment of the Princess Margaret Hospital in Dominica as a reference centre for histocytopathology and hematology to service the Eastern Caribbean countries.

98. There has also been marked achievement in the communication sector, with this we refer to the Caribbean News Agency (CANA). This organization was founded with UNDP/UNESCO support and is currently cooperating in a UNESCO funds-in-trust project with the Federal Republic of Germany. This organization is worthy of further attention by agencies within the UN system for future technical assistance which could contribute to its growth process. The project was originally identified as a regional project UNDP/RLA/70/511, and extended later as UNDP/RLA/74/066, and at present as a UNESCO and FRG trust-in-fund project known as CAR/507/61.

V. SUMMARY OF MAIN CONCLUSIONS AND RECOMMENDATIONS

A Main Conclusions

99. The developing countries of the Caribbean, with the exception of a few, have similar geographical, social and economic characteristics, including historical factors which have contributed to the impediment of their development over the years. The majority are small islands, having very limited land resources. Aware of this and of the impact weighted by the global economic recession, they have made some serious attempts at improving key development sectors. There are some signs of improving productivity through the diversification of agriculture and industries at national and regional levels. This is carried forward actively through joint institutions and programmes.

100. The United Nations development system has co-operated with the countries in these efforts. However, difficulties imposed by financial resource constraints have led to greater co-ordination and mobilization of technical assistance and investment inputs as evidenced from the pooling of IPFs by the small island countries of the Eastern Caribbean and the establishment of the CGCED. The IPFs are themselves very small in relation to the needs of the least developed of the small islands and it would be desirable that the UNDP Governing Council re-examine the criteria applied for calculating this figure. The GNP, which is given a very high weight in the calculation of IPF, is inflated by the contribution to the economies of a large number of well-to-do resident retired expatriates and millionaires. The large population of unemployed and inhabitants living below the poverty level strongly suggests a need for modifications in the calculation of GNP and thus the IPF.

101. Support given to the region has contributed in a way but this has not had much impact. There are still bottle-necks which require more effort before progress can be achieved. Effort should be centered on improving the quality and efficiency of institutions and mechanisms; and on policy strategies, better organization and management and the training of professional and technical manpower. While some thought has been given to the setting of priorities and the mobilization of resources there is need for greater commitment on the part of Governments if they are to fully benefit from technical support extended to the region.

102. With regard to shortage of manpower, the TOKTEN scheme must be considered a temporary measure inasmuch as it is unlikely to attract and retain high calibre expatriate nationals owing to a myriad of human factors involved. Recommendations for institutional reforms, which have been suggested after a careful study on the problems, have not been implemented, a fact which may have contributed to the loss of some trained manpower. The regional institution CARICAD, which is young and still evolving, could be enhanced and made more effective by forging links with the "Instituto Centroamericano de Administración Pública"(ICAP), which has had much longer experience in training administrative and managerial personnel, and in providing advice to governments.

103. In the area of programme formulation and project identification, the present mechanisms for implementation, monitoring and evaluation appear satisfactory. There is room however, for improvements in the integration of national and regional programmes and for a more clearer definition of objectives and identification of priorities which underlines the achievement of medium and long-term development goals. The utilization of financial resources, particularly as regards purchase of sophisticated equipment and over-extension of contracts of certain international experts, invites the attention of governments and of UNDP/DTCD, UNFPA and other

United Nations agencies. The cases described in the report would suggest that the tripartite reviews, and those done by executing agencies, have not looked into this aspect seriously. Conversely, there is an apparent need to rationalize resources available to UNDP field offices especially as regards to the locally recruited staff.

104. Lastly, soil erosion is a serious problem throughout the region but only a few of the countries appear to have given it the consideration it merits. Owing to the consequences this has on land productivity, including the initiation and acceleration of the desertification process and its adverse effect on coastal and marine ecosystems, it is suggested that a more decisive regional approach be sought as a possible solution to this problem. This might be done through the expansion of the scope of existing successful projects or their integration into the Action Plan for the Caribbean Environment Programme, provided high priority is accorded to this.

B. Recommendations

105. Most of the recommendations made in Volume I to this report (see JIU/REP/84/14) are also pertinent to the Caribbean Area, especially recommendations 1 and 5 of the above mentioned report. Inasmuch as the Caribbean Area has its particular characteristics, the Inspectors would like to add the following recommendations as detailed below:

Recommendation No. 1

106. The United Nations development system and the Governments should give more attention to the Institutional Building process. The proper identification of priorities, the feasibility of carrying these forward and their financial viability must be a prime concern.

107. This effort should be visualized first with a broad definition of objectives, which would constitute a base for their short, medium and long-term development strategies. (Paragraphs 52-53, 56, 58, 66-68).

Recommendation No. 2

108. UNDP, DTCD and all United Nations development-related agencies should initiate basic agreements with Governments on the creation of Human Resources Pools, with the understanding that training should be one of the highest priorities in every project where this need is identified. (Paragraphs 59, 61, 73-77).

Recommendation No. 3

109. UNDP and DTCD should exercise authority through a General Assembly decision making the petition for training mandatory and having Governments guarantee employment after the training period using the expertise acquired by the trainees in the implementation of particular projects. (Paragraphs 59, 73, 76, 93).

Recommendation No. 4

110. To overcome the trained manpower constraints, particularly in relation to counterparts and continuity of project/programme activities, the following should be considered:

- (a) The TOKTEN scheme as it is actually being undertaken is unlikely to have lasting effects. The Governments, individually and collectively, should place more emphasis on employing young professionals emerging from the universities and on using trained manpower from institutions developed locally and otherwise to fill the gaps. (Paragraph 76).

- (b) Regional institutions such as CARICAD supported by ICAP should be asked to assist in supplying the trained personnel required. (Paragraph 102).

Recommendation No. 5

111. Optimum and long-term use are primary considerations in the acquisition of equipment. The United Nations system should ensure that these considerations are properly taken into account in all purchases of equipment. (Paragraphs 79-84).

Recommendation No. 6

112. UNDP and DTCD in conjunction with the Governments of the Caribbean countries should pursue the adoption of more projects on a regional basis especially those which address problems common to all, such as soil erosion and conservation. (Paragraphs 10, 104).

Recommendation No. 7

113. Projects of long-term duration such as mentioned in paragraphs 75 and 102 should be well monitored and scrutinized especially as regards to preparation of counterparts for future take over. This will enable the Governments to acquire national expertise to effectively take over project activities. (Paragraphs 59, 77).

Recommendation No. 8

114. With regard to projects concerned with energy, exploration in hydrocarbons and hydroelectric plants, possibilities should be approached with extreme caution. Valid reasons and substantive considerations, as to full use of costs, debt servicing, priority in over-all development schemes should be of utmost importance.

Recommendation No. 9

115. As a matter of urgency, the Governing Council of UNDP should review the criteria and methods utilized in determining Indicative Planning Figures (IPFs) and, in particular, take into consideration unemployment and other socio-economic factors which are at present not duly considered. (Paragraphs 28-35).

Recommendation No. 10

116. UNDP and DTCD should institute a practice of using independent teams of experts for the evaluation of projects/programmes such as practised in other organizations in order to ensure the highest degree of objectivity. (Paragraph 63).