

**Government of the Republic of Trinidad and Tobago**

**and**

**United Nations Development Programme**

**Preparatory Assistance Document  
Support to Policy Elaboration for *Clean, Green, Safe and Serene*  
Development in Tobago**

<b>Starting Date:</b>	<b>01 June 2006</b>
<b>Expected Ending Date:</b>	<b>31 May, 2007</b>
<b>Total Budget:</b>	<b>\$US 21,300.00</b>
<b>Executing Agent:</b>	<b>Tobago House of Assembly, Division of Finance and Planning (THA-DFP)</b>

**Brief Description:** The objective of this preparatory assistance document is to provide policy advisory support to the Tobago House of Assembly (THA), in elaborating a framework for the implementation of the recently drafted Comprehensive Economic Development Plan for Tobago. This plan targets the broad areas of economic development, environmental sustainability, human security, and institutional and human capacity development. Through the THA, the project will support national government initiatives in the following specific areas:

- 1) Development of an implementation framework for the branding of Tobago as "*Clean, Green, Safe and Serene- CGSS*" as part of the recently prepared Comprehensive Economic Development Plan (CEDP) for Tobago.
- 2) Detailing a first response strategy for mitigating oil spills off Tobago's coasts.
- 3) Conducting a Tourism Carrying Capacity Study for Tobago.
- 4) Identification and documentation of technical and strategic options for the re-development of North-East Tobago.
- 5) Elaboration of a strategy and design of a system for waste reduction in Tobago.
- 6) Elaboration of a strategy for green development of Tobago by examining the feasibility of using alternative energy applications.
- 7) Identification of human and institutional capacity needs for CGSS development in Tobago

This project is expected to advance the attainment of the MDG's by ensuring environmental sustainability in Tobago, by contributing to the protection of biodiversity, protection of ecosystem services, guaranteeing food security, health and livelihoods, and reducing vulnerability to natural disasters.

## **Section 1:**

### **Part I. Situation Analysis**

Tobago is the smaller island of the twin-island republic of Trinidad and Tobago. As a part of the unitary state, the island's broader development goals have been couched within the national development aspirations for Trinidad and Tobago. These goals have been detailed in the national government's recently promoted Vision 2020 development strategy which seeks to advance Trinidad and Tobago towards developed country status by the year 2020.

Notwithstanding the constitutional reality of a unitary state of Trinidad and Tobago, the historical and socio-economic peculiarities of Tobago warrant a specific strategy for that island. These peculiarities relate to administrative framework, structure of the island's economy, relative level of development, and available institutional and human resource base. On this basis, a separate Comprehensive Economic Development Plan for Tobago's development for the period 2006 – 2010, has been elaborated within the context of the wider national development framework.

Administration of the day to day affairs of Tobago is effected by the Tobago House of Assembly (THA), which is charged with the management of all social and economic aspects of life for residents in Tobago. Representing the most devolved form of governance in Trinidad and Tobago, the THA was first enacted in 1980, and conferred with even greater autonomy in 1996 with significant amendments to the 1980 Act. Through the THA, Tobago assumes responsibility for matters pertaining to social and economic development, development planning and policy formulation, and environmental management.

While the energy, manufacturing, and services sector are the principal drivers of the broader national economy of Trinidad and Tobago, tourism and government services are by far the major economic activities in Tobago. Although recent statistics specific to Tobago are unavailable, Tobago's GDP for 1997 was estimated at TT\$850.2 million, and accounted for 2.3% of the national GDP at that time.

With respect to population, the national population and housing census conducted in 2000 records a resident population in Tobago of 54,084 persons which represented approximately 4.3% of total population at that time. This population attained a labour force participation rate of 67 percent in 2003, with an estimated unemployment level of 8.3%. Significantly, this level of unemployment was 2.2 percent lower than the national average.

In terms of employment, Tobago may be regarded as a government dominated economy, with the state sector accounting for roughly 54.9 percent of all paid employment on the island. This notwithstanding, tourism represents the dominant private sector initiative, and direct and indirect employment of this sector approximates 38.3 percent of the labour force. This sector has also experienced substantial growth and expansion in recent years with increases in visitor arrivals both by air and sea, increases in tourist accommodation, and sector earnings.

In spite of these recent gains, however, Tobago remains a relatively new player in the regional tourism business, and the expansion of the industry has raised new challenges related institutional and human resource capacity constraints, the protection of the natural resource base, and the minimizing of concomitant negative impacts on the local population.

Such challenges include planning for, and managing water supply, sewage disposal, garbage collection, traffic management, HIV/AIDS, and disaster risk reduction and management.

The current strategic framework for Tobago's development over the period 2006 – 2010 has been articulated in the THA's Comprehensive Economic Development Plan (CEDP) for Tobago under the mantra "*Tobago, Capital of Paradise – Clean, Green, Safe and Serene*". This development approach envisions a central place for environmental sustainability as a basis for development, and seeks to better marshal the natural and heritage resources of the island in promoting its economic and social development. Based on this approach, the development plan identifies seven (7) goals as follows:

- Branding Tobago as clean, green, safe and serene
- Institutional strengthening and development
- Business development
- Social infrastructure development
- Physical infrastructure development
- Human resource development
- Environmental sustainability

Underpinning these broad goals is the strategic introduction of natural gas and other forms of renewable energy to support a diversified industrial base. The approach is also calculated to reduce the participation of the state in the Tobago economy over the medium to long term, by serving as a significant short-run catalyst for development.

## **Part II. Strategy:**

Given the overall human capacity and institutional weaknesses identified, the project will provide a quick and flexible mechanism for crafting an informed implementation framework for *Clean, Green, Safe and Serene (CGSS)* development in Tobago. The activities of this project will form the *first project phase* of strategic intervention to achieve CGSS development, and will serve to identify technical, strategic, policy and resource issues to be addressed in implementation of CGSS in Tobago. As such, this project will serve as a first response in implementing CGSS development, and will therefore provide the basis for subsequent phases of interventions to be implemented jointly with UNDP under specific government cost sharing arrangements.

With respect to the human resource and institutional capacity constraints, the project will address this through the modality of an expanded UN Volunteers programme. This is consistent with the THA's proposed Human Resource Uplift Programme of the CEDP, for which the UNDP has been cited as a principal partner in mobilizing human resources necessary for the future development of all economic and social sectors in Tobago. Among the necessary skills are engineers, economic policy analysts, project managers, urban/land use planners, coastal planners, disaster management, and environmental conservation and restoration.

The project will therefore undertake the following specific activities:

- Support the THA in elaborating an implementation framework for CGSS by partnering to host a national conference on CGSS.
- Conducting a Tourism Carrying Capacity Study for Tobago
- Elaboration of a strategy for waste management in Tobago
- Support the strategic and policy analysis process for the re-development of North East Tobago.
- Conduct of a feasibility assessment for the utilization of renewable energy applications in Tobago as part of a process for the greening of Tobago
- Support to the development of local capacity to provide first response to oil spill threats in coastal Tobago.

It is anticipated that these activities will identify areas for subsequent intervention in the development of CGSS in Tobago. Moreover, the project will enhance the development of human and institutional resources by providing an opportunity for engagement with, national and international professionals co-opted to support the implementation for the project.

Ultimately, the target beneficiaries from this assistance to the THA will be the people of Trinidad and Tobago in general, and the people of Tobago in particular, who would have an enhanced regime of natural and environmental management, and an economy better positioned to take advantage of a global tourist market that is becoming increasingly sensitive to environmental matters. In all relevant aspects of its implementation, the project will also advocate the promotion of gender sensitivity, and human rights as core values in the development process.

### **Part III. Management Arrangements.**

The Executing Agency for the project will be the **Tobago House of Assembly, Division of Finance and Planning (THA-DFP)**. This project will be managed using the Country Office Support to National Execution (NEX) modality. The UNDP Country Office will provide policy and technical support to the Division of Finance and Planning (THA-DFP) for the elaboration of strategic elements of the CGSS implementation framework, as well as the recruitment of any necessary consultants to support the process.

A Project Steering Committee (PSC) chaired by the Division of Finance and Planning (THA-DFP) will be created at the inception of the programme to monitor and guide project activities. Membership on this Committee would include representatives from the THA's Division of Finance and Planning, the Division of Agriculture, Marine Affairs and the Environment, UNDP, the Policy Research and Development Institute (PRDI) and Civil Society representatives. The PSC will meet twice annually, and minutes of these meetings will be prepared by the Executing Agency for approval of all members. The Committee will:

- Participate in the implementation, monitoring and evaluation phases of the project;
- Build consensus around the project's strategies and planned results;
- Provide advice when substantive changes are needed in the project's planned results, strategies or implementation arrangements; and
- Monitor progress, participate in field visits to project sites, consult with beneficiaries, and ensure that potential opportunities and risks including lessons learned from the experience are taken into account by the project management.

The financing of this phase of the project will be met by both UNDP's core funds, *with the understanding that subsequent phases will be met fully by the Tobago House of Assembly.* Such follow-up phases will be detailed in a full follow-up project which is deemed to be the main output of this preparatory assistance document.

In accordance with the decisions and directives of UNDP's Executive Board reflected in its Policy on Cost Recovery this Contribution, sourced from UNDP's core resources, shall be subject to cost recovery for the provision of direct project support services to the Division of Finance and Planning (THA-DFP). UNDP will recover direct costs incurred for implementation support services (ISS) which it provides. As long as they are unequivocally linked to the specific programme/project, these costs are built into the project budget against a relevant budget line and, in the case of clearly identifiable transactional services, charged to the project/programme according to standard service rates.

#### **Part IV. Monitoring and Evaluation**

The executing agent will have primary responsibility for monitoring and evaluation of project activities. The national system and procedures for monitoring, reporting, and evaluation will be normally followed. However, where such a system does not exist, UNDP procedures for monitoring and evaluation may be followed. Hence, this project will be monitored through the following mechanisms:

1. **Field Visits.** Two visits will be conducted by UNDP to monitor the implementation of this project, *and* to provide technical and policy inputs into the strategies and policies to be developed for implementing CGSS in Tobago.
2. **Annual Programme/Project Report.** The Executing Agency will be responsible for the preparation of the Annual Project Report (APR), in consultation with the stakeholders.
3. **Project Steering Committee Meetings.** The Tobago House of assembly will be responsible for organizing these meetings and for follow-up on the recommendations and decisions taken in the meetings. The Committee will function in accordance with the guidelines set out in Part III – Management Arrangements above.
4. **Evaluation.** Due to the scale of this project, only a single end-of-project evaluation will be conducted. The end-of-project evaluation will serve to document relevant lessons which can be drawn to support organizational learning, and to ensure significant financial coverage (i.e. the magnitude of project financial resources) to support the accountability of the executing agency.

The following reasons may be accepted as justifications for not conducting an evaluation that should be mandatory:

1. cancellation of the project;
2. the project has been evaluated by a development partner and the substantive concerns of UNDP have been adequately assessed by that evaluation.

UNDP shall have primary responsibility for the financial management of this project and will in this regard complete half-yearly financial reports, which will be presented and discussed at the half-yearly meetings of the Project Steering Committee.

The outcomes and outputs of these projects will form part of UNDP's corporate programme monitoring, reporting and oversight mechanisms. These will therefore be incorporated into UNDP's Strategic Results Framework (SRF) and its Multi-Year Funding Framework (MYFF). Project performance will be assessed through the convening of meetings of the Project Steering Committee which will forward recommendations to the UNDP Resident Representative, the Chief Secretary and Secretaries for the Division of Finance and Planning and the Division of Agriculture, Marine Affairs and the Environment, for decisions in effecting changes or modifications to the Project.

The project will be subject to evaluation in accordance with the policies and procedures established by the UNDP for this purpose. The project will also be audited in accordance with the provisions of UNDP's internal audit.

#### **Part V. Legal Context.**

This Project Document shall be the instrument referred to as such in Article 1 of the Standard Basic Assistance Agreement (SBAA) between the GORTT and the United Nations Development Programme, signed on 20 May 1976.

The following type of revisions may be made to this project document with the signature of the UNDP Resident Representative only, provided he or she is assured that the other signatories of the Project Document have no objections to the proposed changes:

- a) Revisions in, or addition of any of the Annexes of the Project Document;
- b) Revisions that do not involve significant changes in the immediate objectives, outputs or activities of the project, but are caused by the re-arrangement of inputs already agreed to or by cost increases due to inflation;
- c) Mandatory annual revisions, which re-phase the delivery of agreed project inputs, or increased expert, or other costs due to inflation, or take into account agency expenditure flexibility.

Also as stated in the SBAA, the cost of items constituting the Government's contribution to the project and any sums payable by the Government in pursuance of this article, as detailed in Project Budgets, shall be considered as estimates based on the best information available

at the time of preparation of such budgets. Such sums shall be subject to adjustments whenever necessary to reflect the actual cost of any such items purchased thereafter.

## Section II. Project Results and Resources Framework

### PROJECT RESULTS AND RESOURCES FRAMEWORK

**Intended outcomes as stated in Country Results Framework:**

- Reduction in national emissions of GHG through increased use of renewable energy and significant reduction in national environmental hazards.
- Increased efficiency and effectiveness in conservation of marine and terrestrial biodiversity
- Significant reduction in national contribution to environmental hazards.

**Outcome Indicators:**

- Low emissions energy technologies including renewable energy, energy efficiency, and/or advanced fossil fuel technologies introduced
- Contribution of biodiversity and ecosystem services to food security, health, livelihoods and reduced vulnerability to natural disasters factored into national planning for the achievement of development goals, including safeguards to protect these resources
- Reduction of Ozone Depleting Substances and Persistent Organic Pollutants

**Baseline:** The Comprehensive Economic Development Plan (CEDP) outlines the strategic development framework for CGSS development in Tobago, but it does not identify core projects.

**Target:** Identify likely projects and resources which could support the CGSS development of Tobago.

Intended Outputs	Indicative Activities (1 year period)	Inputs (US\$ for a 1 year period)
1.0 Implementation framework with identified projects for CGSS development prepared	1.0 A Conference on CGSS	\$10,000.00 (See section III below for breakdown)
2.0 Tourism Carrying Capacity Study ( <b>Follow-up Phase</b> )	2.0 Methodology workshop for THA professionals	\$3,000.00
3.0 Response Strategy for Oil Spills off Tobago	3.0 One-Day Joint Workshop with THA and National Oil Spills Contingency Committee	\$1,000.00
4.0 Waste Management Strategy	4.0 A Seminar/Workshop to Elaborate strategy	\$1,500.00
5.0 Green Development Strategy which focuses on alternative energy applications	5.0 A Seminar/Workshop to elaborate strategy; relevant expertise co-opted to advise on the subject	\$1,500.00
6.0 Technical and strategic options for North-East Tobago re-development	6.0 A least 3 Meetings held with the NE-Tobago Development Committee to identify options; Two study tours held	\$2000.00

7.0 Monitoring and Evaluation activities completed(UNDP/ THA)	7.0 One Mid Term Review and One Terminal Project Review Meeting held	\$1,600.00
8.0 Mid Term and Terminal reports produced	8.0 Documents available to all project stakeholders	\$700.00
Total		<b>\$21,300.00</b>
<b>TOTAL</b>		<b>\$21,300 (exchange rate of 1USD to 6.25TTD = TT\$133,125</b>

**Section III**  
**Breakdown of Expenditure for Hosting CGSS Conference**

Item	Cost \$US
1. Conference Facilities (3 Days)	\$1,200.00
2. Lunch Snacks (60 persons -3 Days)	\$5,000.00
3. Honoraria (Selected Speakers)	\$2,000.00
4. Conference Promotions (Banner)	\$400.00
5. Stationery/Supplies	\$1000.00
6. Miscellaneous	400.00
<b>TOTAL</b>	<b>\$10,000.00</b>

**SIGNATURE PAGE**

Country: Trinidad and Tobago

UNDAF Outcome(s)/Indicator(s): \_\_\_\_\_  
(Link to UNDAF outcome. If no UNDAF, leave blank)

Expected Outcome(s)/Indicator (s): Improved efficiency and equity in the delivery of public service  
(Those that are linked to the project, are extracted from the CP and are linked to the SRF/MYFF goal and service line)

Expected Output(s)/Indicator(s): A clearly articulated implementation plan for the development of Tobago as CGSS  
(Those that are linked to the project, are extracted from the CP and are linked to the SRF/MYFF goal and service line)


Implementing partner: Ministry of Education  
(designated institution)

Other Partners: \_\_\_\_\_  
(Formerly implementing agencies)

Programme Period: June 2006 – May 2007  
Programme Component: Provision of Services  
Project Title: Institutional Strengthening and Capacity-building Support to the Ministry of Education  
Project Code: \_\_\_\_\_  
Project Duration: Twelve (12) mths

Total budget: **\$US 21,300.00**  
Allocated resources:  
Government **\$US 21,300.00**  
• Regular \_\_\_\_\_  
• • Other:(including in-kind contributions)  
    ○ ○ Donor \_\_\_\_\_  
    ○ ○ Donor \_\_\_\_\_  
    ○ ○ Donor \_\_\_\_\_  
Unfunded budget: \_\_\_\_\_

**Agreed by (Government):**

  
\_\_\_\_\_  
Mr. Orville London, Chief Secretary, THA

**Agreed by (Implementing Partner):**

  
\_\_\_\_\_  
Dr. Anselm London, Secretary for Finance and Planning, THA

**Agreed by (UNDP):**

  
\_\_\_\_\_  
Dr. Inyang Ebong-Harstrup, Resident Representative

## **APPENDIX 1**

### United Nations Volunteers (UNV)

The UNV Programme operates under the guiding principles of the UN System and functions through the United Nations Development Programme (UNDP) Country Office in each country of operation. As the Volunteer arm of the United Nations System, UNVs have a mandate to provide qualified human resources to their clients within the context of sustainable human development. In Trinidad & Tobago UNVs are integral components of the UNDP programme. In its work, UNVs are guided by the UN's Millennium Declaration of 2000 that promotes the Millennium Development Goals (MDGs) to which the GoRTT is committed.

UNVs work with a wide spectrum of partner governments, bilateral volunteer organisations, the UN System, Non Governmental Organisations (NGOs) and Civil Society Organisations (CSOs). Their proactive approach to programming efforts demands a clear determination of their comparative advantages when identifying the types of contributions that are best suited in the delivery of social projects. The UNV Annual Report 2004 shows that some 5,432 volunteers from 160 different countries served in 140 countries. These UNVs on average have 10 years working experience. Moreover, there are 70 UNV Programme Officers in 162 countries dedicated to managing and coordinating the work of the volunteers in each of the countries. UNDP/UNV's attributes of neutrality, transparency and impartiality make them trusted partners for governments and civil society organisations worldwide.

The UNV Programme has almost 30 years experience in managing volunteers. It can transfer valuable information to other organisations regarding the complex process of volunteer identification, placement, contracts, conditions of services and monitoring of volunteers globally. In the Caribbean, the Programme provided the Government of Guyana with personnel to address acute shortages of hydraulic engineers and has also supplied Physiotherapists, Occupational Therapists, Psychologists, Nurses, Dentists and Doctors to other Caribbean countries including Trinidad and Tobago.

### Benefits of the UNV Approach

The spirit of solidarity, cultural sensitivity, and capacity building embodied in a volunteer ethic characterises assignments, and the volunteers are driven by their desire to serve a global society. They bring their expertise to teach others but also to learn from their experiences. In situations such as those of Trinidad and Tobago where the division between rich and poor is wide and access to adequate land issues is inequitable, UNV assignments strategically aim to foster programmes of community outreach, promote the volunteer ethic as well as improve the skills of counterparts to ensure UNV inputs are sustainable in the long term.

UNVs receive modest monthly living allowances, called a Volunteer Living Allowance (VLA), to cover living expenses and therefore do not receive wages. The VLA is established through structured cost of living surveys as well as sampling salary rates of the Government, NGO and private sector. The VLA is a set rate remaining constant for all UNV posts. For example, an engineer, a teacher, a surveyor and a public health specialist will all receive the same VLA under the UNV programme. A UNV's 'Conditions of Service' include health and life insurance, vacation entitlements, travel to, and from their country of origin, as well as support for spouse and dependents.

UNV has sought to define the role of its volunteers in programmes such as this where the objectives are institutional strengthening and capacity-building of staff of the Ministry of Education, as:

*"Volunteering takes many shapes and forms. From one-on-one support at a personal level to community service, from mutual support in self-help groups to participation in broad-based movements and campaigns, voluntary action is as varied as the creativity of the volunteers, the nature of national settings and the breadth of problems. The common thread in this diversity is the fact that, in a world threatened by uncertainty and risk, volunteering provides a strong platform for reconnecting people who have become increasingly divided by gulfs of wealth, culture, religion, ethnicity, age and gender. In an age of instantaneous communication and global awareness, society's reliance on the healing power of inspiring, committed action for the public good is undiminished".*

Throughout its implementation, projects will be carefully monitored and evaluated for its effectiveness in promoting community service and its other intended outcomes.

UNDP and its UNV Programme have been selected as the preferred UN agency for assisting in institutional strengthening of the Ministry of Education as their programme promotes global volunteer contributions and mobilizes volunteers in support of activities of UN agencies, governments, NGOs and other partners in development. Typically, UN Volunteers bring dedication, commitment and engagement combined with skills and experience.