

country programme document for Trinidad and Tobago (2008-2011)

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I. Situation analysis

1. The present country programme document is derived from the consultative process on its transition to net contributor country status, and from the consultations which took place for the preparation of the common country assessment and the United Nations Development Assistance Framework. From 2008 the UNDP presence in Trinidad and Tobago will be on a Government cost-sharing basis, as a programme in a 'high human development' country with the capacity to fund its own development programme. In articulating its '[Vision 2020](#)', the Government has made the attainment of the Millennium Development Goals (MDGs) the minimum standard for success. UNDP, as a development partner, will support the Government in achieving its Vision 2020, assisting in the formative stages of policy and programme development to provide policy options.
2. Trinidad and Tobago is ranked 57th on the 2006 human development index, 48th on the gender-related development index and 23rd on the gender empowerment measure. Life expectancy at birth is as much as 75 years. According to the 2000 census of the Central Statistical Office, the population was 1.3 million with an equal male-female ratio and an average annual growth rate of 1 per cent.
3. Recent strong economic growth has resulted in important advances towards attaining developed country status, and achieving the long term development plan set out in Vision 2020. Despite these successes, however, fulfilment of Vision 2020 necessitates the easing of certain constraints. A critical component of the process is the continued participation of the private and civil society sectors in planning and implementation at the regional level. Thus, achieving Vision 2020 and the MDGs will require enhanced planning and implementation capacities, including disaggregated socio-economic data for evidence-based planning and monitoring. The inherent social, economic and environmental vulnerabilities particular to a small island developing state; and dangers to human security from crime and violence, poverty and HIV/AIDS, also pose continuing threats to the achievement of Vision 2020 goals. Additionally, Trinidad and Tobago experiences natural disasters such as hurricanes, floods and landslides that are further impediments to achieving Vision 2020 and the MDGs.
4. Economic growth and wealth generation will continue to be energy-based (oil and gas). In 2004 the petroleum industry contributed 37.15 per cent to gross domestic product, 60.2 per cent of visible exports, and 36.8 per cent of central Government revenues, but accounted for only 5 per cent of employment. While contributing to growth in some sectors, it creates attendant economic, social and environmental vulnerabilities, manifested as land degradation and water and air pollution. A way must therefore be found to deal with these problems at the central and local levels. Furthermore, the expansion of the energy sector has unfortunately been accompanied by declines in the manufacturing and agriculture sectors and slow progress in the development of other industries that can contribute to sustained growth in the event of decline or depletion in the energy sector. The relatively high-wage energy sector contributes to wage disparities between the sectors. There is continued poverty in the midst of plenty, and recent estimates place 17 per cent of the population below the poverty line, even though that figure represents a decline from 21 per cent in 1995.
5. The economy is supported by a vibrant and rapidly expanding tourism industry that accounts for 56.8 per cent of employment in Tobago. National unemployment rates, while declining (approximately 5.9 per cent for the 4th quarter in 2006), may be masking the existence of structural under-employment and the inability of the country to produce the requisite skills for its fast-growing economy.

6. Trinidad and Tobago continues to record high levels of education and health care access, but within these critical sectors the country is grappling with quality issues. The education sector is being reformed to cope with the skills required for the fast-paced and increasingly technologically-based economy and the skills required for increasing its competitiveness. In health, non-communicable lifestyle diseases, substance abuse, and injuries related to accidents and high levels of violence continue to stretch the system. The HIV prevalence rate is 3.2 per cent, with 45 per cent of new infections occurring in women, and the number of people living with HIV/AIDS is estimated to be 29,000. The Government has made a major investment in addressing HIV/AIDS by financing the national strategic plan for HIV/AIDS and establishing a National Aids Coordination Committee, with support from UNDP, the World Bank and the European Union. UNDP has also provided capacity building support on transformative leadership, but there are outstanding issues related to stigma and discrimination.

7. Threats to human security are a critical constraint to the achievement of sustained human development. Serious crimes which include narcotic offenses, burglaries and robberies, increased 23 per cent over the period 2001-2006 (unpublished data of the Ministry of National Security). Government programmes targeting skills-building may account for very recent declines in some crimes, but there is still a need for considerable research and support in crime prevention. Social and economic inequities also need to be addressed as a strategy for reducing the levels of violence.

8. Uneven patterns of development within Trinidad and between Trinidad and Tobago have been recognized as development challenges in Vision 2020. The Government has therefore embarked on a local government reform programme aimed at improving efficiency and the effective delivery of public goods and services, thereby ensuring more equitable and participatory development. This will be achieved by building institutional capacity at the municipal level and strengthening public participation. The [Draft White Paper on Local Government Reform 2006](#) has been formulated for that purpose.

II. Past cooperation and lessons learned

9. The second country cooperation framework supported interventions in: (a) National development policy and poverty reduction; (b) HIV/AIDS; (c) Energy and environment; and (d) Democratic governance. The programme was financed mainly from government cost-sharing.

10. UNDP provided advisory services to the Government through the multi-sectoral task force and sub-committees on poverty, gender, the environment and governance. It introduced participatory methodologies for broad-based engagement in the preparation of the Vision 2020 plan. UNDP contributed to the move towards equity by using the United Nations Volunteer (UNV) modality to improve health care delivery to the vulnerable, particularly rural communities. This was achieved by reducing in-patient waiting times for surgical procedures and facilitating the establishment of voluntary counselling and testing centres. United Nations Volunteers contributed rare skills to assist the stalled physical development agenda in Tobago and provide much-needed support to capacity development in the Infrastructure Division of Tobago. Under its energy and environment programme, UNDP collaborated in convening a regional energy conference and is now a recognized partner in the regional debate on energy security.

11. Through its implementation of the Global Environmental Facility (GEF) small grants programme and social development small grants programme, UNDP continued to support innovative, community-based approaches to environmental management and social development, particularly those related to healthy family functioning and sustainable livelihoods. Guided by international best practices, UNDP provided technical expertise in the articulation of the national strategic plan for HIV/AIDS. It also partnered with the World Bank in providing technical expertise for the operationalization of the National AIDS Coordinating Committee to provide a multi-sectoral response to HIV/AIDS. Although not yet accepted as national policy, UNDP extended critical support by providing knowledge on comparative experiences, global best practices and technical advice in the articulation of a draft gender policy.

12. The main lessons learned from past cooperation include: (a) the importance of developing a strong, cohesive programme based on resource mobilization, networking and partnerships, in preparation for net contributor country status; and (b) the need to formulate and adhere to a well developed monitoring and evaluation framework. Those lessons will be adopted by means of skills-building within the country office, by drawing on the experiences and lessons learned by other net contributor countries within the UNDP purview, and by joining relevant stakeholders to carry out programme monitoring and evaluation.

III. Proposed programme

A. UNDAF outcome 1. Effective public participation in governance structures at all levels.

13. In accordance with UNDAF outcome 1, UNDP will provide advisory services and technical support, particularly through capacity-building, to government, the private sector and civil society, to achieve the UNDAF country programme outcomes as set out in the attached results and resources framework.

14. Vision 2020 emphasizes the importance of effective governance for the achievement of national development goals and the MDGs. UNDP will continue to support capacity-building to strengthen civil society and private sector participation in implementing the local government reform process. At the municipal level, UNDP will support the strengthening and creation of mechanisms and structures to facilitate civil society participation in the decentralized delivery of public goods and services. In addition, UNDP will provide technical expertise to assist the Ministry of Local Government in strengthening management systems, human resource capacity and funding mechanisms at the municipal levels.

15. To ensure effective participation in the development process, UNDP will support government efforts to make reliable and timely disaggregated data available to the citizenry. UNDP will provide support for the establishment of a national development information database and the formulation of appropriate indicators for measuring progress towards national goals as defined by Vision 2020 and the MDGs.

B. UNDAF outcome 2. By 2011 Trinidad and Tobago will implement rights-based social, labour and economic policies that effectively empower and protect vulnerable groups.

16. The role of UNDP in supporting disaster management in Trinidad and Tobago is at present limited to institutional strengthening. UNDP will further support the efforts of the Government in mainstreaming disaster risk reduction approaches as part of the national disaster preparedness programme. Work will include strengthening training capabilities as well as assessing site vulnerability. Through the GEF and social development small grants programmes, UNDP will continue to support communities to ensure that their social, economic and environmental vulnerabilities are reduced.

17. The relatively high levels of crime and violence have posed an increasing threat to human security. UNDP will support the Government in seeking solutions for crime reduction through the provision of knowledge-based advisory services that focus on interventions involving the citizenry, through institutions such as family, community and school.

18. While the Government has put in place a national strategic plan on HIV/AIDS, it is mainly focused on care and treatment for people living with HIV/AIDS. There is still need for work on the prevention of HIV transmission through behavioral change (within the context of a human rights environment); and mitigation of current and future social and economic impacts of the epidemic.

IV. Programme management, monitoring and evaluation

19. Following accession to net contributor country status in 2008, the programme will be financed mainly by resources from the Government, UNDP-administered trust funds and the GEF – for which Trinidad and Tobago might be eligible, even as a net contributor country – and resources mobilized from the domestic and external private sectors.

20. A country programme document review committee will be constituted, comprising the Government and UNDP, to provide guidance on programme management arrangements and to monitor programme implementation. It will meet on a quarterly basis.

21. The main implementation modalities will be national and non-governmental organization execution. UNVs will be used to address capacity gaps. Where necessary, UNDP will continue, as requested by the Government, to provide project support and advisory services. External expertise, wherever needed, will be recruited from national institutions in the first instance, and subsequently from United Nations organizations and global resource centres.

22. Results-based management tools will be used to track progress towards targets and measure results. Participatory approaches for monitoring and evaluation will be employed, and the lessons learned from evaluations will be used for improving programme and project design and implementation. A programme framework will be developed for each result area to ensure programme coherence and to take advantage of synergies.

23. Partnerships are of vital importance in this type of resource environment, and strong ties will be maintained with government counterpart ministries, United Nations organizations, the European Union, the Inter-American Development Bank, other international development partners, and the local private sector.

Annex. Results and resources framework for Trinidad and Tobago (2008-2011)

National priority or goal: Citizens' impact on the decision-making processes that affect their lives					
Intended UNDAF outcome 1: Effective public participation in governance structures at all levels.					
Programme component	Programme outcomes, including outcome indicators, baselines and targets	Programme outputs	Output indicators, baselines and targets	Role of partners	Resources by goal (\$'000)
1.UNDP multi-year funding framework (MYFF) Goal 2: Fostering democratic governance	1.1 Governance structures and practices are more decentralized and responsive to needs at the local level. <i>Baseline:</i> Government functions and services are centralized. <i>Indicators/targets:</i> Local government reform completed and public participation mechanisms in place.	1.1 Transformed local government system through revised legislation; new organization, management and policy implementation arrangements (including Tobago).	<i>Baseline:</i> Outdated local government systems. <i>Indicators/targets:</i> Revised legislation; institutional and legislative framework established by 2010; annual implementation reports; new organizational structures established at the municipal level.	Ministry of Local Government, Tobago House of Assembly – coordination and management, research papers on cost of crime. United Nations system – resources and technical support.	
					Other resources 3,600
	1.2 NGO and civil society organization (CSO) capacities to plan and execute programmes at the local level increased.	<i>Baseline:</i> Weak organizational structures of NGOs and CSOs and lack of strategic plans. <i>Indicators/targets:</i> Toolkit developed for capacity building of CSOs and NGOs in all municipalities.	Ministries of local government, social services and community development - resources coordination and management.		
				Other resources 300	
2. MYFF goal 2 Fostering democratic governance MYFF goal 3 Energy and environment for sustainable development	2. Creating an enabling environment for sustainable development. <i>Baseline:</i> Key elements (policy, institutional framework, public participation) for sustainable development weak. <i>Indicators/targets:</i> Mechanisms for articulating sustainable development goals and fostering public participation exist and are functioning.	2.1 Civil society capacity and mechanisms for inter-organizational coordination for service delivery strengthened.	<i>Baseline:</i> Weak inter-organizational coordination. <i>Indicators/targets:</i> Coordination mechanism for CSO in service delivery developed.	CSO, private sector and government bodies – coordination, technical support and resources. United Nations organizations – technical support.	Other resources 600
		2.2 Policies, procedures and capacity for compliance with international conventions and conferences in the social and environmental sectors enhanced.	<i>Baseline:</i> Limited capacity for fostering compliance. <i>Indicators/targets:</i> Advisory services provided through workshops and technical consultations.	Government bodies and ministries (Environment and Energy) – technical support, resources and policy setting framework. CSOs and NGOs – technical validation.	Other resources 600

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Programme component	Programme outcomes, including outcome indicators, baselines and targets	Programme outputs	Output indicators, baselines and targets	Role of partners	Resources by goal (\$'000)
		2.3 Efficiency in management of land transportation system enhanced.	<i>Baseline:</i> Inefficient management of land transportation system. <i>Indicators/targets:</i> Establishment of efficient procedures, regulations and standards. Increased efficiency in service delivery, and monitoring and evaluation system in place.	Ministry of Works and Transport – resources policy framework.	Other resources 5,000

3. MYFF goal 1 Achieving the MDGs and reducing human poverty	3. Strengthened capacity for poverty monitoring and measurement of other development indicators in place. <i>Baseline:</i> Limited capacity for data management and measurement of development progress. <i>Indicators/targets:</i> Data management and measurement systems developed and accessible.	3. Establishment of a national socio-economic information database for informing policy decisions that impact vulnerable groups.	<i>Baseline:</i> No national socio-economic database exists for the measurement and monitoring of development progress especially the impacts of policies and programmes on vulnerable groups. <i>Indicators/targets:</i> Capacity for monitoring, evaluating and reporting on development indicators strengthened.	Government organizations - planning and data collection for policy framework and resources. United Nations organizations – technical resources.	Other resources 300
					Other resources 500

National priority or goal: Trinidad and Tobago is a more caring and nurturing society where development is sustained and pro-poor, and vulnerable groups are effectively protected. Intended UNDAF outcome 2: By 2011, Trinidad and Tobago implementing rights-based social, economic and labour policies that effectively empower and protect vulnerable groups					
4. MYFF goal 1 Achieving the MDGs and reducing human poverty	4.1 An enhanced level of human security. <i>Baseline:</i> Worrying levels of crime and violence and continuing vulnerability to disasters, particularly floods. <i>Indicators/targets:</i> Institutional arrangements for disaster management in place. Government enabled to use existing data to monitor and respond effectively to crime and violence.	4.1 Support for dialogue and research on crime, violence and disaster risk reduction to inform policy.	<i>Baseline:</i> No system for costing impact of crime. Limited focus on disaster risk reduction. <i>Indicators/targets:</i> Research papers and monitoring and evaluation tools on cost of crime. Strategic implementation plan for disaster response.	Government bodies and ministries; (planning, national security and Tobago) academia and private sector – resources and technical inputs. United Nations organizations – complementary research.	Other resources 350
MYFF goal 3 Energy and environment for sustainable development	4.2 HIV response is fully mainstreamed in all sectors. <i>Baseline:</i> Inadequate capacity to respond to HIV/AIDS at the municipal levels. <i>Indicators/targets:</i> Tobago development planning process includes HIV/AIDS as a core development issue.	4.2 Support for the HIV/AIDS response in Tobago through promotion of behaviour change, and the assessment of social and economic impacts of the epidemic.	<i>Baseline:</i> Weak policy implementation capacity to respond to HIV/AIDS. <i>Indicators/targets:</i> Provision of advisory services, expertise and equipment. Island-specific response to HIV/AIDS for Tobago.	Tobago House of Assembly and Ministry of Planning and Development – coordination; Ministry of Health – technical advice and support; National AIDS Coordinating Committee – technical support; NGOs – advocacy and service delivery support.	Other resources 1,600
MYFF goal 4 Crisis prevention and recovery	4.3 Strengthened health service delivery capacity. <i>Baseline:</i> Gaps in health care delivery, particularly to the vulnerable. <i>Indicators/targets:</i> More equitable health care delivery to vulnerable groups.	4.3 Strengthened health-care delivery services to vulnerable groups.	<i>Baseline:</i> Inadequate human resources for implementation of government health sector policies leading to inefficient health care delivery. <i>Indicators/targets:</i> Trained personnel sourced to increase health care delivery and build national capacity.	Ministry of Health – technical support, policy framework and resources. Inter-American Development Bank for technical support.	Other resources 2,000

