

**Country Programme Action Plan  
(CPAP)  
2006 - 2009**

*Agreed by*

**The Government of St. Vincent and the  
Grenadines  
and  
The United Nations Development Programme**



## **The Framework**

The Government of St. Vincent and the Grenadines (hereinafter referred to as “the Government”) and the Sub-regional Office of the United Nations Development Programme for Barbados and the OECS (hereinafter referred to as “UNDP”) are in mutual agreement on the content of this document and their responsibilities in the implementation of the Sub-regional Programme.

Furthering their mutual agreement and cooperation for the realisation of the Millennium Development Goals (MDGs) and the United Nations Conventions and UN Summits to which the Government and UNDP are committed, including: the International Covenant on Civil and Political Rights, the International Covenant on Economic and Social Rights, the Convention against Torture, the Convention on the Rights of the Child, the Convention on the Elimination of Discrimination Against Women; the Convention of the Elimination against All Forms of Racial Discrimination, United Nations Conference on Environment and Development; UN Framework Convention on Climate Change; Convention on Biological Diversity; the Millennium Declaration; The Kobe World Conference on Disaster Reduction; the Mauritius International Meeting to Review the Implementation of the Programme of Action for Sustainable Development of SIDS; the World Summit on Social Development; the UN General Assembly Special Session on HIV/AIDS; and the World Summit on Sustainable Development;

Building upon the experience gained and progress made during the implementation of the previous Sub-regional Programme (2001-2004);

And entering into a new period of cooperation through the present Sub-regional Programme (2005-2009);

The parties declare that these responsibilities, which are further specified in this Country Programme Action Plan (hereinafter, “CPAP”), will be fulfilled in a spirit of close cooperation, and have agreed as follows:

### **Part 1. Basis of Relationship**

- 1.1 Whereas the Government and UNDP entered into a basic agreement governing UNDP’s assistance to St. Vincent and the Grenadines, namely the Standard Basic Assistance Agreement (hereinafter, “SBAA”), which was signed by both parties on 29 April 1983, this CPAP, together with agreed Annual Work Plans (hereinafter, “AWPs”) concluded hereunder and annexed to this CPAP, constitute together the project document as referred to in the SBAA.
- 1.2 Some operations carried out by UNDP in the country will additionally be covered by separate project documents when these are required by particular funding agencies and/or other partners, for example, projects funded by the Global Environment Facility.

## Part 2. Situation analysis

2.1 St. Vincent and the Grenadines is a small island (389 square miles) in the Eastern Caribbean with a population of 111,000 and a per capita gross national income (GNI) of US\$ 3,300. Thirty percent of the population are young people between the ages of 15 and 30. The country is ranked 87<sup>th</sup> on the Human Development Index (UNDP, Human Development Report 2005). St. Vincent and the Grenadines is a member of the Organisation of Eastern Caribbean States (OECS), which includes as well Anguilla, Antigua and Barbuda, the British Virgin Islands, the Commonwealth of Dominica, Grenada, Montserrat, St. Lucia, and St. Kitts and Nevis, and the Eastern Caribbean Currency Union.

2.2 St. Vincent and the Grenadines experienced strong economic growth from 1980-89 with an average annual growth rate of 6.2%. However, in the 1990s economic growth slowed to 3.5% per year as a result of exogenous shocks, in particular, declining trade preferences for banana. In 2000, the economy grew only by 2.01% and stagnated in 2001 as a result of the September 11 events and the global economic slowdown. In 2002 and 2003, growth rebounded to 3.2% and 3.4% respectively, with an estimated growth rate for 2004 of 5.4%. This has been accompanied by increasing fiscal deficits and rising public debt and debt service. In 2003, total public sector debt to gross domestic product (GDP) was 70.1%; interest payments were about 2.7% of GDP.

2.3 To restore rapid economic growth and protect the social achievements realised in the past decades, the main challenges to the government are to: (a) tighten fiscal policy; (b) increase the efficiency of public investments and public service delivery; (c) strengthen regulation and efficiency of public utilities; (d) increase efforts to diversify the economy; and (e) promote education and skills development to prepare the population, especially the poor, to take advantage of new opportunities in the global environment. The government will need to ensure that its social programmes, in particular social protection, are well targeted and effective in order to provide more effective safety nets to mitigate the possible impact of fiscal consolidation and continued vulnerability to external shocks.

2.5 With respect to the Millennium Development Goals (MDGs), in September 2005 St. Vincent & the Grenadines achieved access to universal primary education for boys and girls, a significant increase from previous years. However, completion of primary education is only 84%. Approximately 70% of young children are not receiving pre-school education; and there are marked gender disparities in performance as girls continue to outperform boys by a very wide margin. In respect of the health-related MDGs, the country has already met the targets for malnutrition, maternal mortality, and tropical diseases. While St. Vincent and the Grenadines is experiencing declines in its under-five mortality rate of about 1.8% per year, it is insufficient to meet the under-five mortality target. Baseline data on HIV prevalence and incidence is poor and so it difficult to assess the likelihood of reaching the HIV/AIDS target. However, with increasing deaths from AIDS (299 deaths between 1984 and 2000) and rising incidence of HIV/AIDS in young people aged 15-44, and given the size of the epidemic in the Caribbean, the target of reversing the epidemic is relevant for the country and requires continued vigorous and effective HIV prevention measures.

2.6 Despite relative high levels of per capita income and good social service provision, poverty remains a persistent problem in St. Vincent and the Grenadines. The national 1996 poverty assessment reveals that 38% of the population is poor (i.e., living below a locally defined poverty

line); and approximately one in four individuals is indigent (i.e., they lack resources to meet their basic dietary needs). Of particular concern is the large number of young people and female-headed households living in poverty. An Interim Reduction Strategy is in place since 2003, which outlines policies and strategies for halving poverty by 2015 and identifies good governance, economic growth, universal education, agricultural diversification and social safety as priorities.

2.7 Unemployment, which stood at 21% in 2001, is also a concern. Income insecurity/volatility at country and household levels as a result of climatic and external economic shocks is particularly pronounced in St. Vincent and the Grenadines given its small size, limited economic diversification and high degree of openness, and its extreme vulnerability to hurricanes. The impact of this high volatility is especially negative for the poor and near poor who may not be able to rely on savings or are not reached by the government's social protection programs to smooth consumption during times of hardship. There also has been an increase in violence, crime and the use of drugs as significant numbers of young unemployed males turn to these illegal activities.

2.9 There is need for more formal integration of gender analysis in national policies and plans. Very few if any programmes are designed to improve gender equity and equality. Gender disparities in economic power sharing contribute to poverty and have serious implications for the high number of poor female-headed households. In addition, women's involvement in the informal sector and the contribution of their unpaid labour to the national economy continue to be ignored because of a lack of gender analysis of macro-economic policies.

2.10 There is a need to deepen dialogue processes for effective democratic governance and to focus constitutional reform, judiciary and local government strengthening, and on making government more responsive and accountable. Better information systems are needed to provide accurate and timely information for decision makers and the population and to facilitate greater participation of citizens in community and national decision-making.

2.11 St Vincent and the Grenadines is vulnerable to natural disasters, especially hurricanes and volcanic eruptions, which can devastate the country and damage on the economy and the physical and social infrastructure. Risk assessment programmes and strategies to prepare for them and manage their outcomes will always be necessary. In addition, environmental sustainability is critical and preservation and conservation of natural resources essential. Efforts are being made to manage marine resources, to control and manage land degradation and sand use, to conserve soil and water, and to manage solid waste.

### **Part 3. Past cooperation and lessons learned**

3.1 The first Sub-regional Cooperation Framework 2001-2004 (SCF) for the OECS and Barbados was formulated to address the priorities of (a) sub-regional cooperation and integration, (b) social policy and development planning; (c) capacity development; and (d) employment creation. Gender, environmental management and HIV/AIDS were crosscutting programming issues. Support provided at the sub-regional level reflected national priorities of St. Vincent and the Grenadines, as the priority areas of focus would have been identified through the ministerial mechanism of the OECS.

3.2 Informed by interrelated national, regional and international policies, programmes and activities, such as national budgets, medium term economic strategy papers, the MDGs, and various international sustainable development agreements – including Agenda 21 and the

BPOA – the Sub-regional Office for Barbados and the Eastern Caribbean (hereinafter, “SRO”) supported the formulation of the OECS Development Charter and Strategy as a sub-regional policy framework for OECS Member States. This was a significant outcome, which strengthened sub-regional planning, prioritisation and policy articulation capacities.

3.3 For the environmental sector, this capacity was enhanced through the implementation of national enabling activities to facilitate the fulfilment of commitments under respective multilateral environmental agreements (MEAs). St. Vincent and the Grenadines and Grenada also completed their Interim PRSPs with UNDP support.

3.4 The need to build capacity for effective systems to manage development assistance was addressed by UNDP-funded reviews of aid coordination systems. The main outcomes of the activities supported by this component of the SCF during the review period, included:

- a) Development of an enhanced Information and Communications Technology (ICT) skills base through training of personnel at the OECS Secretariat;
- b) Preparation of a comprehensive report on the progress of implementation of the BPOA in the OECS, as part of the sub-region’s preparatory activities for the (Barbados + 10) Mauritius Meeting held in January 2005;
- c) Support for updating and promoting the overarching objectives of the OECS Development Charter and Strategy as key development policy instruments that facilitate the sustainable use of physical, financial and human resources; and
- d) Support for a study on the regionalisation of the OECS Prison Service (a related area of support).

3.5 The major outcome of the poverty eradication and social sector development programme was the establishment of a social policy unit for the coordination and management of social development projects. Other outcomes include:

- a) Enhanced capacity of OECS Member States in the formulation of national poverty reduction strategies, including IPRSPs;
- b) Formulation of the first OECS Human Development Report and the establishment of a baseline for human development in the sub-region
- c) Established donor coordination support of UNDP interventions through the framework of the Poverty and Social Sector Development Donor Coordinating Group.
- d) Policy level support complemented by focused assistance inputs on community development and empowerment, including emphasis on ICT and skills training, education and income generation and employment;
- e) A framework for micro-enterprise development, through the CIDA co-funded Micro-Start Project, which was piloted in St. Vincent and the Grenadines, Grenada, and St. Kitts and Nevis.

3.6 Risk reduction and disaster management was not identified as one of the programme areas in the 2001-2004 SCF. However, UNDP supported the development of a *comprehensive approach for disaster management in the Caribbean*, which sought to reduce vulnerability to loss of life and property damage in the Caribbean by embedding the approach as a viable strategy for disaster management; by strengthening the Caribbean Disaster Emergency Response Agency (CDERA; [www.cdera.com](http://www.cdera.com)) to implement the strategy at the regional level; and by building support at the national level.

3.7 A second initiative is supporting *the Search and Rescue capability of CDERA* with the provision of basic search and rescue equipment and training to the beneficiary states, including St. Vincent and the Grenadines, as well as enhancing the coordinating capacity of CDERA. This project is funded by the United Nations Trust Fund for Human Security ([www.mofa.go.jp/policy/human\\_secu/t\\_fund21/fund.html](http://www.mofa.go.jp/policy/human_secu/t_fund21/fund.html)). The *Caribbean Risk*

*Management Initiative*, which started in 2004, focused on managing and reducing risks associated with natural, environmental and technological hazards, particularly within the larger context of global climate change.

3.8 These initiatives complement the *Caribbean Disaster Mitigation Project*, which supports improving community preparedness, hazard assessments, risk mapping and vulnerability audits of lifeline infrastructure, hazard-resistant building practices, and linking property insurance to the quality of construction in all the countries in the sub-region.

3.9 Lessons learned include the need to apply new modalities to address capacity constraints in the development planning systems and processes in St. Vincent and the Grenadines and the other OECS countries, especially in the formulation and implementation phases of macro-level policy. There is a general lack of integration between the economic, social and environmental aspects of planning, as well as between the national and sub-regional dimensions. There is also insufficient integration of the gender perspective in national policies and planning. The absence of appropriate, effective decision-support systems has affected the ability of planners to make informed policy recommendations and has inhibited civil society engagement in meaningful policy and development dialogue.

3.10 Interventions during the review period highlighted the need for an analytical framework that addresses long-term issues such as the structure, scope and substance of poverty reduction; social development; and comprehensive disaster management strategies. UNDP will continue to combine its support of a mix of regional and national inputs with macro-level support that ensures that social policy is included in the formulation of macro-economic and environmental policies.

#### **Part 4. Proposed programme**

4.1 The Sub-regional Common Assessment (hereinafter, "SRCA") provides an overall review and analysis of the socio-economic situation in Barbados and the OECS. The draft SRCA was developed in 2004, and drew on various data sources, including the most recent and available national statistics, research reports, the Progress Report on the Millennium Development Goals in the OECS (2004), poverty assessments, and Poverty Reduction Strategy Papers (PRSPs) prepared for the Windward Islands, including St. Lucia, St. Vincent and the Grenadines and Grenada. Reference was also made to the OECS Human Development Report (2002), the OECS Development Charter and several UN documents. The major challenges analysed in the SRCA were identified and prioritised in a participatory process, with Heads of UN Agencies for Barbados and the OECS.

4.2 UNDP's Sub-regional Programme Document (hereinafter, "SPD") for Barbados and the OECS is based on the SRCA. The SPD was approved by the Executive Board in June 2005. The comments of the Executive Board were incorporated and the final SPD posted on the UNDP website at <http://www.undp.bb.org>. In preparing the CPAP, which links the outcomes and outputs in the SPD, the SRO worked closely with the Government, particularly the main focal point for UN agencies, namely the Ministry of Finance, Planning and Development, as well as with the Office of the Prime Minister, other Government ministries and institutions, prospective civil society partners, the private sector, the University of the West Indies, and other UN agencies and international development partners. A national consultation was held with key partners to prepare the CPAP from 31 October 2005 to 2 November 2005 with the partners potentially involved in implementing components of the programme and/or in contributing towards the outcomes of the SPD. The CPAP was later reviewed and finalized in consultation with the Ministry of Finance, Planning and Development as the national coordinating authority.

4.3 The SRCA (hyperlink) identifies key challenges for St. Vincent and the Grenadines in (1) diversifying its economy and stimulating economic growth; (2) improving the quality and availability of data for effective policy making and development planning; (3) developing the human resources; and (4) increasing national capacity to efficiently manage development programmes and projects.

4.3 The UNDAF process has influenced the preparation of the SPD and the CPAP. UN agencies, taking into account the SRCA and the UNDAF matrices, which reflect the development priorities for the sub-region, as seen by the UND System, have agreed six areas for joint action between 2006 and 2009. These are (1) Integration of MDGs in the Planning Framework; (2) Data collection, information sharing, and capacity building; (3) HIV/AIDS; (4) Youth Development; (5) Food Security; and (6) Disaster Preparedness and Risk Reduction.

4.4 The SPD reflects the contributions of UNDP and its associated funds, United Nations Volunteers and United Nations Fund for Women, towards the 13 outcomes agreed by the Governments of Barbados and the OECS member countries and UN agencies. In doing so, the SPD acknowledges that the development needs of Barbados and the OECS are not homogeneous and that sub-regional and national programme initiatives must therefore be balanced and strategic. The SPD relates UNDP's comparative advantages to national priorities, and is consistent with UNDP's corporate strategy, as agreed by its Executive Board in the Multi-Year Funding Framework (MYFF). It also attempts to mainstream a number of key crosscutting themes including strengthening civil society participation; capacity building; gender mainstreaming; human resource development in the public sector; and support to countries in the sub-region to work in a more integrated manner.

4.5 Of the 13 outcomes identified in the SPD, which UNDP will pursue in the period 2006 to 2009, eight are considered by Government and UNDP to be most relevant for St. Vincent and the Grenadines. Generally, the outputs anticipated from UNDP's interventions up to 2009 are intended to improve St. Vincent and the Grenadines' chances of achieving the MDGs and other key development priorities. This approach is designed to hasten the pace of development through strengthening national capacity to develop national evidence-based plans, policies, and strategies to support implementation of the OECS Development strategy, which integrates the MDGs; implementation of governance tools and approaches to deepen improved monitoring and evaluation, and hence improved strategic planning and implementation, at both the national and regional levels; promoting development of systems and institutions of governance; enhancing people's involvement in determining development directions; and enhancement of national capacities to respond to disasters and to stimulate emergency recovery initiatives.

**4.6 SP Outcome 1: "Democratic governance issues i.e. accountability, transparency, integrity, gender responsive initiatives addressed in the context of OECS Development Charter and MDGs".<sup>1</sup>** The SPD expects UNDP to generate five outputs that will contribute to this outcome:

- a) Amendments to Constitution and legislative instruments drafted to support constitutional and public sector reform initiatives;
- b) Regional Policies and Strategies approved to strengthen OECSEU and implemented at the national level;
- c) Establishment of an institutionalised system of multi-stakeholder dialogue to strengthen national decision-making processes with greater participation of CSOs;

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<sup>1</sup> While the wording used in this CPAP may differ somewhat from that used in the RRF of the sub-Regional Programme Document in order to gain more precision and specificity in outcomes and outputs as they relate to St. Vincent and the Grenadines, the original intentions and spirit of the RRF are still fully reflected in this CPAP.

- d) Regional collaboration deepened by increased civil society and community participation, supported by enhanced national-level ICT, Sports and Culture programmes; and
- e) Ensuring gender equality in the above outcomes;

4.7 The SRO will support the achievement of these outputs through the provision of capacity building support for the introduction of multi-stakeholder dialogue methodologies to increase civil society participation. The SRO also will provide access to the technical and advisory resources of UNDP's Democratic Dialogue Regional Project, which seeks to support conflict management, consensus-building, and strengthened democratic participatory governance to ensure the maintenance and promotion of good governance and the implementation of development agendas undertaken by the Government of St. Vincent and the Grenadines.

**4.8 SP Outcome 2: "Public Sector Modernisation and OECS Economic Union strengthened by HRD, ICT inputs, public/private dialogues, as well as enhanced support to transparency and accountability programmes".** The SPD identifies four outputs supported by UNDP (regional multi-donor projects funded CARICAD and CARTAC) to contribute to this outcome:

- a) Improved policy development; strategic planning and management, e-governance, monitoring and audit; public information support and regional training and knowledge management inputs;
- b) Improved macro-economic, fiscal, public finance, and debt management;
- c) Improved financial sector regulation and supervision, revenue policy formulation and effective revenue administration, including issues related to the introduction of VAT;
- d) Improved the capacity to collect, process, analyse, and publish economic statistics, and countries' capacity to undertake macroeconomic projections and policy analysis.

4.9 The SRO will support the production of these outputs through the provision of capacity building support through the multi-donor programming modality. This modality was used to successfully implement and establish the Caribbean Regional Technical Assistance Centre (CARTAC <http://www.cartac.com.bb/>) as a regional resource, based in Barbados, delivering technical assistance and training in core areas of economic and financial management at the request of its participating countries. The CARICOM Council of Ministers of Finance and Planning (COFAP) took the decision to establish the Centre in September 1999, which became operational in November 2001, facilitated by a UNDP cost-sharing project. A similar initiative is proposed to support Public Sector Modernisation, building capacities of the existing regional agency, CARICAD <http://caricad.net/>

**4.10 SP Outcome 3: "Developed capacity to monitor, formulate, and implement policies and strategies in poverty and social development".** From the outputs identified in the SPD in its poverty related outcomes, five apply to St. Vincent and the Grenadines and are elaborated more precisely as follows:

- a) Establishment and operationalisation of a comprehensive poverty and MDG monitoring system, including living conditions surveys such as the Core Welfare Indicators Questionnaire (CWIQ) Survey;
- b) Professionals in the public sector and academia trained in data collection, analysis, monitoring and evaluation of social phenomena;
- c) Poverty Reduction Strategy Paper (PRSP) finalised with gender, HIV/AIDS, disaster risk reduction, and environmental issues mainstreamed;



- d) New initiatives implemented to promote economic diversification and reduce poverty through entrepreneurial activities; and
- e) Six community centres equipped to provide access to internet, and ICT skills training to improve employment opportunities for the rural poor.

4.11 These outputs will be achieved through a central strategy of partnership across the board between government, civil society, and communities. Strategies will include improving regulatory standards such as the building code to reduce the proliferation of weak housing structures or inappropriate sitings of homes; proper management of land use; improving the education/sensitivity on HIV-AIDS through public-private partnership; building capacities for entrepreneurship activities and providing assistance for income-generation; facilitation of business development, including technical assistance and access to credit; targeted interventions geared towards those most in need of assistance; access technical assistance from organisations that have experience in ICT training; building local capacity to build ICT skills through “*training of trainer*” workshops; designing an appropriate information system taking a *systems approach* based on agreed methods including building capacity to manage the system across the government in key ministries; and developing links with key stakeholders to conduct analysis for training, evaluation and monitoring in partnership with UWI which has the expertise and resources to do this over time.

4.12 **SP Outcome 4: “Sustainable management of the environment and natural resource incorporated into poverty reduction and national development framework.”** From the outputs identified in the SPD, three apply to St. Vincent and the Grenadines and are elaborated more precisely as follows:

- a) Harmonised implementation of MEAs;
- b) Effective environmental management structure developed;
- c) More efficient use of Energy and reduction of green house gas emissions.

4.13 The strategy to achieve production of these outputs will focus on training of resource managers and stakeholders to further develop local capacity for implementation of the MEAs and integrating the implementation of MEAs through joint or unified work programmes. UNDP will encourage the provision of a role for community members in the enforcement of environmental legislation. UNDP also will seek the formalisation of partnership arrangements, including the signing of MOUs and letters of commitment with partners.

4.14 **SP Outcome 5: “More effective use of land resources and reduction in factors causing land degradation.”** From the outputs identified in the SPD, two apply to St. Vincent and the Grenadines and are elaborated more precisely as follows:

- a) Land use plan and policy developed and implemented.
- b) Improved management of crown lands and watersheds

4.15 To achieve these outcomes, UNDP will assist the government to develop a zoning plan in tandem with the land use plan, and in consultation with Physical Planning, Surveys and relevant communities. UNDP also will conduct training for relevant personnel and groups on the interpretation and application of the plans.

**4.16 SP Outcome 6: “Reduce threat to biodiversity and proliferation of agriculturally important biodiversity”.** From the outputs identified in the SPD, four apply to St. Vincent and the Grenadines and are elaborated more precisely as follows:

- a) Major habitats and ecosystems identified and conservation strategies implemented.
- b) Propagation strategies and marketing plans for agricultural biodiversity developed.
- c) An established and an effective mechanism for GEF SGP programming in each country; and
- d) Selected NGOs and CBOs strengthened to design and implement projects in the five GEF Focal Areas and sustainable livelihoods.

4.17 To reduce the threat to biodiversity, UNDP will conduct public debates and dialogue on the threats to and importance of biodiversity. Importantly, UNDP also will help government to establish links between biodiversity and food security and to implement strategies for further developing agriculturally important biodiversity. Further, to strengthen NGO capacity to design and implement GEF projects, UNDP will encourage and facilitate the registration of NGOs and provide training to build their project management capacity, as well as planning grants to help groups hire staff to develop projects. Direct assistance also will be provided to CBOs and NGOs in project development and management. UNDP also will support the formation of a country focal group that will provide country and group specific guidance to the Small Grants Programme.

**4.18 SP Outcome 7: “Enhanced regional and national capacities for disaster risk reduction associated with natural, environmental and technological hazards, within the broader context of climate change”.** The SPD identifies six outputs for St. Vincent and the Grenadines expected from UNDP to contribute to this outcome:

- a) Pilot vulnerability and capacity assessment (VCA) regional initiative undertaken with specific recommendations for reducing vulnerability to disaster events and community based priorities;
- b) Up-scaled national VCA;
- c) CDM review and recommendations for advancing this initiative;
- d) Institutional capacity development and awareness building in support of realising the national CDM goals;
- e) Mainstreaming of disaster risk reduction into sector development plans, including PRSPs and Sustainable Development Plans; and
- f) Enhancing Community Adaptive Capacities through Innovative Environmental Management Approaches

4.19 These outputs will be implemented under wider regional initiatives where lessons can be shared and human resources effectively applied. UNDP will coordinate these processes in collaboration with other partners such as the MACC Project and also the GEF SGP. Specifically, the VCA will focus on communities and will involve working with a national steering committee, the SGP focal point and the lead agency. Technical support will be provided by the MACC and the UNDP for coordination, planning, and assessment purposes and technical oversight by NOAA. This activity also calls for drawing on other vulnerability and hazard mapping initiatives undertaken in the country. Enhanced Community Adaptive capacities will be linked to the VCA outcomes and recommendations. This, in turn, will be linked to a wider

regional initiative, but working with CBOs and the local GEF SGP focal points. Following the completion of the pilot VCA and also learning from the VCAs in other countries, a countrywide VCA project would be developed.

The CDM review will follow the process of others funded and directed by the UNDP in which competent consultants familiar with regional issues and structures will work with local authorities and in stakeholder meetings to identify progress made and challenges faced, as well as the opportunities. The UNDP will assist the Government of St Vincent and the Grenadines in the application of mainstreaming tools largely through a regional workshop and within other disaster risk reduction initiatives.

**4.20 SP Outcome 8: “Enhanced national capacity for effective disaster recovery”.** The SPD identifies two outputs expected from UNDP to contribute to this outcome:

- a) Locally-based professionals trained in post-disaster recovery strategies and impact assessment methodologies; and
- b) Country disaster preparedness reviewed and related plans improved.

4.21 UNDP will support the NEMO in ensuring that the country’s preparedness plans and strategies are updated and improved to continue to build a framework of resilience to natural disasters. But, UNDP’s support will also go beyond preparedness to strengthen the capacity of St. Vincent and the Grenadines to carry out a socio-economic impact of the damages and to plan for recovery following a disaster. To do this, UNDP will cooperate with UNECLAC to deliver training in its internationally recognised assessment methodologies and support the design of post-disaster recovery strategies that will draw on existing resources and government structures and also continue to build capacities to deal with future challenges.

**4.22 Crosscutting Themes:** The SPD attempts to mainstream a number of key crosscutting themes including strengthening civil society participation; capacity building; gender mainstreaming; human resource development in the public sector; and support to countries in the sub-region to work in a more integrated manner. In the case of gender, a gender adviser has been retained to develop a Gender Mainstreaming Strategy, and Guidelines for Integrating Gender into CPAPs for the SRO, and to participate in the CPAP development process. Government and UNDP staff will thereafter use the guidelines and action plan to guide their programme development and implementation to ensure that adequate account is taken of gender issues. Each cross cutting theme also has specific outputs expected from the programme by 2009. Special attention will be paid to gender mainstreaming in monitoring and mid-term evaluation of the programme. Steps will be taken to nurture synergies across outcomes in implementing the country programme. It is expected that annual reviews, monitoring and evaluation will systematically seek and identify evidence of the extent to which all the cross cutting themes have been effectively mainstreamed.

4.23 Annual targets and indicators for each output as well as indicative resource allocations to each output by year are detailed in the CPAP Results and Resources Framework (RRF) in the Annex. In summary, resources are expected to be allocated as shown in the following table:

		Regular Resources <sup>2</sup>	Other Resources <sup>3</sup>	Regional Resources <sup>4</sup>	Govt Cost Sharing	Total
1	Democratic governance issues i.e. accountability, transparency, integrity, gender responsive initiatives addressed in the context of OECS Development Charter and MDGs	120	0	50	175	345
2	Public Sector Modernisation and OECS Economic Union strengthened by HRD, ICT inputs, public/private dialogues, as well as enhanced support to transparency and accountability programmes	80	0	650	40	770
3	Developed capacity to monitor, formulate and implement policies and strategies in poverty and social development	300	300	490	530	1,620
4	Sustainable management of the environment and natural resource incorporated into poverty reduction and national development framework	0	300	0	100	400
5	More effective use of land resources and reduction in factors causing land degradation	0	500	0	400	900
6	Reduce threat to biodiversity and proliferation of agriculturally important biodiversity	0	650	0	100	750
7	Enhanced regional and national capacities for disaster risk reduction associated with natural, environmental and technological hazards, within the broader context of climate change	160	0	200	100	460
8	Enhanced national capacity for effective disaster recovery	140	0	0	110	250
	<b>Total</b>	<b>800</b>	<b>1,750</b>	<b>1,390</b>	<b>1,555</b>	<b>5,495</b>

## Part 5. Partnership Strategy

5.1 The complexity and high cost of addressing the development challenges of St. Vincent and the Grenadines compared with limited UNDP resources make sustained partnerships, donor coordination, and resource mobilisation critical to achievement of the country programme outcomes. The results targeted by the programme are ambitious and can only be achieved through close collaboration with Government, civil society, the private sector, UN agencies and other development partners. UNDP will leverage its proven technical leadership in poverty monitoring and analysis, social policy development, deepening civic/participatory dialogue processes, and constitutional support to build sustained and effective partnerships for resource mobilisation.

5.2 UNDP: UNDP will use its comparative advantage in brokering partnerships to mobilise resources and its advantages in political neutrality and as a locally trusted partner to implement directly particularly sensitive areas of the programme. UNDP will also make available to its

<sup>2</sup> Includes TRAC 1

<sup>3</sup> Includes TRAC 2 & 3, cost-sharing, trust funds, GEF, UNAIDS and all other resources

<sup>4</sup> Includes TRAC & cost-sharing. The figures depicted here are notional figures based on the average allocation per country under the regional project. In practice, it could be more or less.

partners the wealth of knowledge accumulated from its own experience as well as that of others through its network country offices. Where appropriate, UNDP (and its associated funds UNV and UNIFEM) may also implement selected components of the programme.

5.3 Government of St. Vincent and the Grenadines: UNDP's key partner and stakeholder, as well as its primary client for building capacity, will be the Government – at both national and local levels. As most results expected from the programme will involve building capacity in government ministries and agencies, these institutions will, subject to minimum capacities being present, be the main implementing partners in the programme. This should ensure ownership and sustainability of results. The Ministry of Finance, as the Government's Coordinating authority for UN agencies including UNDP, will play a key role in the CPAP, providing overall policy direction and the lead in monitoring progress towards expected results.

5.4 The UN system: UNDP and other UN agencies that support the development agenda of St. Vincent and the Grenadines are committed to develop the UNDAF to respond to the challenges that have been identified in the SRCA, and to manage their respective programmes so as to contribute to the outcomes expected from the UNDAF by 2009. Notably, the UN System has already agreed, even before finalisation of the UNDAF, to undertake joint programmes in 6 areas:

- (1) Integration of MDGs in the Planning Framework;
- (2) Data collection; information sharing and capacity building;
- (3) HIV/AIDS;
- (4) Youth Development;
- (5) Food Security; and
- (6) Disaster Preparedness and Risk Reduction.

Outputs in the first 5 areas will contribute to outcome 3, while outputs in latter area will contribute to outcome 7.

The Resident Coordinator will endeavour to mobilise resources for the UN system as a whole in working towards the UNDAF outcomes. Progress towards the UNDAF outcomes will be jointly monitored and evaluated by the UN country team and the monitoring and evaluation of UNDP's country programme will feed into and be guided by this process. Key UN partners for the UNDP programme include UNAIDS, UNICEF, UNIFEM, UNFPA, PAHO/WHO, UNV, UNOCHA, UNDP Bureau for Crisis Prevention and Recovery (BCPR).

5.5 Civil society: Recognising the pivotal role of civil society in deepening democratic governance in St. Vincent and the Grenadines, the programme envisages important partnerships with civil society organisations including NGOs, CSO, academia and others. Civil society organisations can serve as valuable partners in community mobilisation and community level interventions. Accordingly, civil society organisations, including both NGOs and community-based organisations, are expected to implement selected components of the programme.

5.6 Other donors: UNDP will closely coordinate its interventions with significant development partners in St. Vincent and the Grenadines, such as the European Union, CDB, USAID, CIDA, and DfID, with a view to ensure consistency and maximise impact. Programme co-financing may be sought with some such partners.

5.7 Private Sector: UNDP will deepen its dialogue with private sector companies with a view to mobilising resources and other support for the programme. Some companies are beginning to view a “corporate social responsibility” in doing business and adhere to the principles of the Global Compact.

5.8 The following table lists potential partners in each of the above categories. Implementing partners for each programme output are identified in the annexed results and resources framework.

<b>Key Partners in the Implementation of the UNDP Country Programme</b>			
<b>Government/Parastatals</b>	<b>Civil Society</b>	<b>UN System</b>	
Off ice of the Prime Minister Ministry of Finance Ministry of Planning and Economic Development Ministry of Lands, Agriculture and Fisheries Ministry of Education, Youth and Sports Ministry of Grenadine and Legal Affairs Ministry of Health and the Environment Environmental Services Unit, Ministry of Health Ministry of the Public Service Ministry of Works Ministry of Social Development, Cooperatives, the Family, Gender Affairs & Ecclesiastical Affairs Ministry of Telecommunications National Institute of Technology National Environmental Advisory Council National Emergency Management Organisation NESDAC National Parks	Selected NGOs and CBOs that have been formally registered with Government. Community Development Committees	UNDP FAO WFP GEF CCCCC OCHA UNIFEM UNICEF UNECLAC UNFPA PAHO	
		<b>International Partners</b>	
			IFRC
	<b>Regional Institutions</b>		<b>Other Donors</b>
CARICOM OECS CDERA CEHI CARICAD CARTAC UWI – Centre for Gender Studies		United States Agency for International Development (USAID) Canadian International Development Agency (CIDA) Department for International Development (DFID) World Bank Commission of the European Communities (EC) Caribbean Development Bank (CDB) Inter-American Development Bank (IADB)	
<b>Private Sector</b>			
Oil companies			

## Part 6. Programme Management

- 6.1 The programme will be nationally executed under the overall coordination of the Ministry of Finance, as the Government Coordinating Authority for UNDP. Government ministries, NGOs, UN agencies including UNDP itself will implement the programme activities. The AWP's describe the specific results to be achieved and will form the basic agreement between UNDP and each implementing partner on the use of resources. In the absence of signatures, expenditures cannot be initiated. To assist and facilitate the coordination, implementation and monitoring of the CPAP, an Operational Focal Point will be appointed by the Government of St. Vincent and the Grenadines in consultation with UNDP. The Operational Focal Point will work under the supervision of the Director of Planning of the Ministry of Finance, Planning and Development and he/she will liaise on the day to day operations with the various Implementing Partners, UNDP and other relevant stakeholders.
- 6.2 In programme design and implementation, UNDP works closely with key partners. The country programme builds on the United Nations reform principles, especially simplification and harmonisation, by operating in line with the harmonized common country programming instruments such as the UNDAF results matrix, monitoring and evaluation, programme resources frameworks the CPAP and the AWP's. To the extent possible UNDP and partners will use the minimum documents necessary, namely the signed CPAP and signed AWP's to implement programmatic initiatives. However, when necessary, project documents would be prepared using, *inter alia*, the relevant text from the CPAP, and AWP's. UNDP will sign the project documents with partners to satisfy local requirements. In line with the new joint programme guidelines, the scope of inter-agency cooperation is strengthened to cultivate new programme and geographical convergence.
- 6.3 Atlas contributes to timely, efficient delivery of activities and more effective financial monitoring will be used in the management of projects and the UNDP programme.
- 6.4 Under this programme, audits will be organised as an integral part of sound financial and administrative management and of the UNDP accountability framework. Audit observations/findings will be used together with monitoring, evaluation and other reports to continuously improve the quality of the activities and of management.
- 6.5 Results of assessments of the capacity of Implementing Partners will be used to inform decisions on resource transfer.
- 6.7 Cash transfers for activities detailed in AWP's can be made by UNDP using the following modalities:
1. Cash transferred to the national institution acting as the Implementing Partner:
    - a. Prior to the start of activities (direct cash transfer), or
    - b. After activities have been completed (reimbursement)
  2. Direct payment to vendors or third parties for obligations incurred by the Implementing Partners on the basis of requests signed by the designated official of the Implementing Partner.
  3. Direct payments to vendors or third parties for obligations incurred by UN agencies in support of activities agreed with Implementing Partners

Where cash transfers are made to the national coordinating authority, this shall transfer such cash promptly to the Implementing Partner.

6.8 Direct cash transfers shall be requested and released for programme implementation periods not exceeding three months. Reimbursements of previously authorised expenditures shall be requested and released quarterly or after the completion of activities. The UNDP shall not be obligated to reimburse expenditure made by the Implementing Partner over and above the authorised amounts.

6.9 Following the completion of any activity, any balance of funds shall be reprogrammed by mutual agreement between the Implementing Partner and UNDP, or refunded.

6.10 Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may depend on the findings of a review of the public financial management capacity in the case of a Government Implementing Partner, and of an assessment of the financial management capacity of the non-UN Implementing Partner. A qualified consultant, such as a public accounting firm, selected by UNDP may conduct such an assessment, in which the Implementing Partner shall participate.

6.11 Cash transfer modalities, the size of disbursements, and the scope and frequency of assurance activities may be revised in the course of programme implementation based on the findings of programme monitoring, expenditure monitoring and reporting, and audits.

6.12 Resource mobilisation efforts will be intensified to support the RRF and ensure sustainability of the programme. Mobilization of other resources in the form of cost sharing, trust funds, or government cash counterpart contributions will be undertaken to secure funding for the programme.

## **Part 7. Monitoring and Evaluation**

7.1 Monitoring and evaluation of the CPAP will be undertaken in line with the UNDAF results matrix and monitoring and evaluation plan, once developed. The Government and UNDP will be responsible for ensuring continuous monitoring and evaluation of the CPAP to ensure efficient utilisation of programme resources as well as accountability, transparency and integrity. Implementing partners will provide quarterly reports on the progress, achievements and results of their projects, outlining the challenges faced in project implementation as well as resource utilisation as foreseen in the AWP. Reporting will use UNDP's standard formats and will be harmonised with other UN agencies to the extent possible.

7.2 The results-based management approach, as reflected by the indicators, benchmarks, baselines and targets in the attached RRF, will be used to track progress towards programme outcomes and each expected output.

7.3 Multi-stakeholder annual reviews of the country programme will be convened and led by the Government to track progress towards the programme's expected outcomes and its contributions to UNDAF outcomes. These reviews will recommend changes to the CPAP as necessary, and provide the basis for the preparation of AWPs for the following year as well as for the country office's reporting of its annual results. The first such review will take place in November 2006 and subsequent reviews will take place every year thereafter.



7.4 If the CPAP is supplemented by project documents for specific interventions, detailed results frameworks will be developed in partnership with government and other key stakeholders. M&E instruments at output (and project) level will include quarterly progress reporting, joint field visits, tri-partite review mechanisms, baseline and other surveys as appropriate and output/project evaluations. Evaluations may be combined in outcome, cluster and/or thematic evaluations and will use national expertise to the largest extent possible. Partners surveys will continue on an annual basis to help assess perceptions on the extent to which UNDP is making a difference in St. Vincent and the Grenadines, where and how and how it might do better.

7.5 Implementing partners will be required to agree to cooperate with UNDP for managing and monitoring all activities supported by UNDP and to facilitate UNDP's access to relevant financial records and personnel responsible for the administration of resources provided by the UNDP. To that end, Implementing Partners will be required to agree to:

- a) Prepare annually, with UNDP, and sign an annual work plan, to which will be attached a comparable annual plan for monitoring;
- b) Implement the project in accordance with the agreed annual work plan;
- c) Periodic on-site reviews and spot checks of their financial records by UNDP or its representatives;
- d) Monitoring of activities following the standards and procedures of UNDP and its funding agencies (e.g. the Global Environment Facility);
- e) Special or scheduled audits. UNDP, in collaboration with other UN agencies, in joint programmes, and in consultation with the Ministry of Finance, will establish an annual audit plan, giving priority to audits of Implementing Partners with large amounts of cash assistance provided by UNDP, and those whose financial management capacity needs strengthening.

7.7 To facilitate assurance activities, implementing partners and UNDP may agree to use a programme monitoring and financial control tool allowing data sharing and analysis.

7.8 The Supreme Audit Institution may undertake the audits of government implementing partners. If the SAI chooses not to undertake the audits of specific implementing partners to the frequency and scope required by UNDP, UNDP will commission the audits to be undertaken by private sector audit services.

7.9 Assessments and audits of non-government implementing partners will be conducted in accordance with the policies and procedures of UNDP.

## **Part 8. Commitments of UNDP**

8.1 Regular resource allocation (TRAC 1.1.1) for the country programme for 2006-2009 is US\$800,000. The regional resource allocation, which consists of UNDP and cost-sharing funds, for the period will be approximately US\$1,390,000. UNDP will mobilise at least an additional US\$ 1,750,000 as non-core resources, subject to interest by funding partners. These resource allocations do not include emergency funds that may be mobilised in response to any humanitarian or crisis situation. It is also expected that Government funding to UNDP projects developed in partnership will reach \$1,555,000 in

2006-2009, which brings the total estimated funding for the Country Programme duration to \$5,495,000. These resources will be utilised for policy advice, technical assistance, capacity building, systems development and knowledge generation and sharing in the areas covered by this CPAP.

8.2 UNDP will ensure coherence between the CPAP/AWP, UNDAF results matrix and MDGs, including M & E reporting. Through annual reviews and quarterly progress reporting, joint responsibilities between UNDP, the Government and implementing partners will be emphasized.

8.3 At the Government's request, UNDP will provide support services for activities in the CPAP including, but not necessarily limited to the following:

- a) Identification and assistance with and/or recruitment of project and programme personnel; procurement of goods and services in accordance with the UNDP regulations, rules, policies and procedures;
- b) Identification and facilitation of training activities, including fellowships and study tours;
- c) Access to UNDP-managed global information systems, the network of UNDP country offices and specialized information systems, including rosters of consultants and providers of development services; and
- d) Access to the support provided by the network of UN specialized agencies, funds and programmes.

8.4 In case of direct cash transfer or reimbursement, UNDP shall notify the implementing partner of the amount approved by UNDP and shall disburse funds to the implementing partner in three working days, subject to prior receipt by UNDP of documentation fully meeting its standard procedures.

8.5 In the case of direct payment to vendors or third parties for obligations incurred by the implementing partners on the basis of requests signed by the designated official of the implementing partner; or to vendors or third parties for obligations incurred by UNDP in support of activities agreed with implementing partners, UNDP shall proceed with the payment within three days, subject to prior receipt by UNDP of documentation fully meeting its standard procedures.

8.6 UNDP shall not have any direct liability under the contractual arrangements concluded between the implementing partner and a third part vendor.

8.7 Where more than one UN agency provides cash to the same implementing partner, programme monitoring, financial monitoring and audits will be undertaken jointly or coordinated with those UN agencies.

8.8 In providing the above mentioned and other services, UNDP will levy charges to ensure that its costs are fully recovered, in line with UNDP's standard cost recovery policies.

## **Part 9. Commitments of the Government**

9.1 The Government will honour its commitments in accordance with the provisions of the Standard Basic Assistance Agreement (SBAA) of 29 April 1983. The Government shall apply the provisions of the Convention on the Privileges and Immunities of the United Nations

agencies to UNDP's property, funds and assets and to its officials and consultants. In addition, the Government will accord to UNDP, the privileges, immunities and facilities as set out in the SBAA.

9.2 As a contribution to the programme, Government cost sharing arrangements will be pursued.

9.3 Mechanisms for participatory planning, monitoring and evaluation on the progress of the country programme involving civil society and other development partners will be implemented. The Government is also committed to organise periodic programme review, planning and joint strategy meetings and where appropriate, coordination of sectoral and thematic development partners groups to facilitate the participation of donors, civil society, private sector and UN agencies. In addition, the government will facilitate periodic monitoring visits by UNDP staff and/or designated officials for the purpose of monitoring, meeting beneficiaries, assessing the progress and evaluating the impact of the use of programme resources. The Government will make available to UNDP in a timely manner any information about policy and legislative changes occurring during the implementation of the CPAP that might impact on cooperation.

9.4 A standard Fund Authorisation and Certificate of Expenditures (FACE) report, reflecting the activity lines of the Annual Work Plan (AWP), will be used by implementing partners to request the release of funds, or to secure the agreement that UNDP will reimburse or directly pay for planned expenditure. The implementing partners will use the FACE to report on the utilisation of cash received. The implementing partner shall identify the designated official(s) authorised to provide the account details, request and certify the use of cash. The FACE will be certified by the designated official(s) of the implementing partner.

9.5 Cash received by the Government and national NGO implementing partners shall be used in accordance with established national regulations, policies and procedures consistent with international standards, in particular ensuring that cash is expended for activities agreed in the AWP, and ensuring that reports on the full utilisation of all received cash are submitted to UNDP within six months after receipt of the funds. Where any of the national regulations, policies and procedures is not consistent with international standards, the UN agency regulations, policies and procedures will apply.

9.6 To facilitate scheduled and special audits, each implementing partner receiving cash from UNDP will provide UNDP or its representative with timely access to:

- a) All financial records which establish the transactional record of the cash transfers provided by UNDP;
- b) All relevant documentation and personnel associated with the functioning of the implementing partner's internal control structure through which the cash transfers have passed.

9.7 The findings of each audit will be reported to the implementing partner and UNDP. Each implementing partner will furthermore:

- a) Receive and review the audit report issued by the auditors.
- b) Provide a timely statement of the acceptance or rejection of any audit recommendation to the UNDP that provided cash and to the State Audit Institution (SAI).
- c) Undertake timely actions to address the accepted audit recommendations.

- d) Report on the actions taken to implement accepted recommendations to the UN agencies, and to the SAI, on a quarterly basis.

### Part 10. Other Provisions

10.1 This CPAP supersedes any previously signed CPAP between the Government of St. Vincent and the Grenadines and UNDP and may be modified by mutual consent of both parties on the recommendations of the joint strategy meeting.

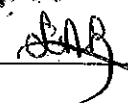
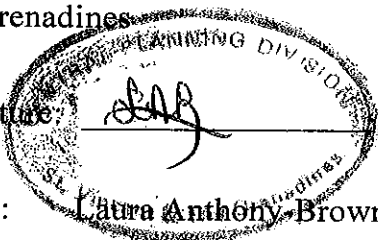
10.2 Nothing in this CPAP shall in any way be construed to waive the protection of UNDP accorded by the contents and substance of the United Nations Convention on Privileges and Immunities to which the Government is a signatory.

*IN WITNESS THEREOF the undersigned, being duly authorised, have signed this Country Programme Action Plan on this day 23rd June 2006 in Kingstown, St. Vincent and the Grenadines.*

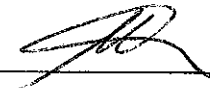
For the Government of St. Vincent and the Grenadines

For the United Nations Development Programme, St. Vincent and the Grenadines

Signature:

Signature:



Name:

Latra Anthony Browne

Name:

Rebeca Arias

Title:

Director of Planning

Title:

Resident Representative a.i.