



**Executive Board of the
United Nations Development
Programme, the United Nations
Population Fund and the
United Nations Office
for Project Services**

Distr.: General
29 March 2011

Original: English

Annual session 2011

6 – 17 June 2011, New York

Item 6 of the provisional agenda

Country programmes and related matters

**Draft country programme document for
Trinidad and Tobago (2012-2015)**

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I. Situation analysis

1. **Economy and society.** Trinidad and Tobago is a twin-island State situated north of the Bolivarian Republic of Venezuela. It has one of the highest per capita incomes in Latin America and the Caribbean. The energy sector accounts for over 40 per cent of gross domestic product (GDP), about 90 per cent of exports and more than 50 per cent of government revenues. Benefiting from a booming energy sector, real GDP growth averaged 9 per cent in the period 2002-2007; per capita income doubled in United States dollar terms; both the unemployment rate and the public debt ratio were halved; and the country became a net external creditor, with one of the strongest credit ratings in the region. At the same time, record high energy prices have fuelled government spending and inflation. For 2008, the economy grew by 2.3 per cent, in 2009 the economy contracted by 3.2 per cent to read -0.9 per cent. According to the 2005 Survey of Living Conditions, 17 per cent of the population lives below the poverty line. Given the volatility of oil and gas prices and the fact that these commodities are finite resources, the Government of Trinidad and Tobago has designed a plan to diversify the economy. The Tobago economy is driven by tourism and public service employment. While the country experienced over 15 years of consecutive growth up to 2007, the global economic downturn affected the country more than the rest of the region. Growth was recorded at over -3 per cent in 2009 as a result of the global financial crisis, the reduction in energy prices, weaker demand for other exports, and the collapse of CL Financial, a large financial conglomerate. Unemployment levels rose to 6.7 per cent in the first quarter of 2010. Inflation surged, as did food prices. Growth was anticipated to be recorded at 2.5 per cent by the end of 2010 and is expected to pick up in 2011.

2. **Millennium Development Goals/Inequality.** Trinidad and Tobago ranked 59 on the 2010 Human Development Index (HDI) and it is part of the high middle-income group of countries. Average life expectancy continues to be nearly 70 years, and in 2008 adult literacy was measured at 98.7 per cent. The country has a value of 0.621 on the 2010 inequality-adjusted HDI. While this decreases its HDI ranking by only 2 points, it represents a loss of over 15 per cent in human development. The country has not published a Millennium Development Goals report. From the latest Multiple Indicator Cluster Survey, Maternal Health and Child Mortality indicators are excessively high for the level of development. HIV/AIDS prevalence rose from 1.2 per cent in 2006 to 1.5 per cent in 2010. Newly diagnosed infections have remained constant at 1,400 per year for 2006-2010. Non-communicable diseases also present an increasing risk.

3. **Politics.** Trinidad and Tobago became independent in 1962 and remains a member of the British Commonwealth. The Government comprises three independent arms – the Legislature, the Executive, and the Judiciary. Tobago is administered separately by the Tobago House of Assembly. National general elections were held unexpectedly in 2010 with a new People's Partnership coalition government taking power from the People's National Movement. The new government administration discontinued the previous national development strategy "Vision 2020". The government vision developed in May 2010 entitled "Prosperity for All: The People's Manifesto" has been adopted as government policy and outlines seven interconnected pillars as the basis of the development strategy: (a) people-centered development; (b) poverty eradication and social justice; (c) national and personal security; (d) information and communication technologies; (e) a more diversified, knowledge-intensive economy, (f) good governance; and (g) foreign policy. Crime and violence are key constraints to both peace and development. Crime has risen dramatically over the last 10 to 15 years, with the murder rate estimated at 42 per month in 2009 (compared to 25 in Mexico and 11 in Barbados in 2007, as noted by the World Bank). Robberies and car theft have also increased. The high

incidence of crime in Trinidad and Tobago is closely linked to intraregional drug trafficking and the drug trade.

4. **Energy/environment.** Environmental degradation remains a major issue. As a result of heavy industry and vehicular traffic, the country rests within the global top 10 on carbon emissions per capita. Though more data is needed regarding the full extent of environmental challenges, the country experiences many environmental problems, from flooding, widespread pollution of its waterways and coastal areas, illegal dumping, deforestation, excessive soil erosion, fisheries and wildlife depletion. These problems are attributed to poor land use practices and an inadequate legal and institutional framework for water resources and coastal zone management. As a small island developing State, Trinidad and Tobago is highly vulnerable to natural disasters (earthquakes, floods and droughts) as well as climate change and sea level rise. The country is currently compliant with the Montreal Protocol and not compliant with the Stockholm Convention.

5. The UNDP Trinidad and Tobago country office graduated to net contributing country in January 2008. Pursuant to a request of the Government, the United Nations will replace the United Nations Development Assistance Framework with a Joint Issues Paper and Joint United Nations programmes focusing on but not limited to poverty/Millennium Development Goal 1 and social statistics. The UNDP office is playing a lead role in the development of the joint programmes as well as other United Nations advocacy efforts.

II. Past cooperation and lessons learned

6. **Past cooperation.** UNDP has made important contributions to policy work and dialogue on poverty alleviation, decentralization, improved frameworks to deal with climate change and on corporate social responsibility. UNDP had a very fruitful engagement with grass-roots organizations working on activities to mitigate poverty, improve access to health, environmental issues and good governance.

7. **Poverty mitigation.** Important contributions were made to enhance national awareness of the importance of socio-economic statistics for facts-based decision-making. With the objective of improving health services, the largest UNDP government-funded project (more than US \$15 million), started in 2004 to deploy over 120 United Nations Volunteer medical doctors to deliver primary and secondary health services throughout the country. Results from an independent mid-term evaluation indicate a visible contribution to improving access to and quality of health services provided by the doctors, notably in rural and semi-urban areas, and to advocate and disseminate volunteerism and healthy lifestyles in the communities. The project was not as successful in promoting better human resources planning, training, or retention of local doctors, due mainly to challenges in the project management and institutional capacities at the central government level. UNDP was the lead agency in a United Nations programme to support the development of a national strategic plan and spending assessment for the National Aids Coordinating Committee.

8. **Environment.** The UNDP portfolio included upstream policy projects funded by the Global Environment Facility (GEF) on persistent organic pollutants (POPs), phase-out of ozone depleting substances (ODS), land management, and formulation of national environmental policies. Challenges of low levels of implementation in GEF projects affecting the country's commitment to global conventions have been reviewed and discussed at length with the new administration and will be prominently addressed in the implementation of new projects. The GEF/UNDP small grants programme has produced

important achievements to deepening linkages with grass-roots civil society organizations to advocate and address critical environmental issues and has supported the formulation and implementation of policies and plans for the protection of endangered species (preservation of the leatherback turtle), establishment of marine parks, organic farming, and exploration of renewable energy sources.

9. **Democratic governance and local government.** UNDP contributed through its portfolio to development of new structures and functions for the decentralized system of local government and associated draft legislation, increased results-based management capacity through introduction of project management methodologies, and introduction of a national socio-economic database in the Central Statistical Office, and took a lead role in stakeholder management vis-à-vis an increased role of the private sector in the setting of standards and corporate social responsibility.

10. **Results and impact.** More emphasis was put on carrying out evaluation plans and sensitizing the Government to the importance of including monitoring and evaluation activities built into the programme documents and funds. Results of the evaluation of the UNDP microcredit programme have inspired the Government to consider scaling up microcredit programmes and have initiated a new partnership to produce a poverty reduction strategy. UNDP contributed to the development of a national gender policy, and in partnership with UN Women and other United Nations agencies invested greatly to raise awareness of gender-based violence and growing levels of social exclusion of young afro-Trinidadian males. The impacts of these efforts have been hard to obtain given political, institutional and technical capacity gaps to translate ideas into actions. Gender-based violence will need to be further addressed as the incidence of violence has increased. The empowerment of women and the evolving role of males in society both remain important, particularly relating to issues of crime, education and health. The strategy of the country office for the next few years is to continue to diversify and deepen the quality of its programme across practice areas and government and non-government entities.

III. Proposed programme

11. The new UNDP programme will focus on four broad areas closely linked to four of the seven pillars of the government policy manifesto “Prosperity for All” and their complementarities with the Millennium Development Goals. UNDP comparative advantages include its impartiality, inclusive and participatory approach to development cooperation and knowledge sharing, and its results focus. The programme will need to be flexible enough to accommodate unplanned changes in the national priorities and UNDP corporate requirements and on availability of funding.

12. **Poverty eradication and social justice (pillar 2).** UNDP will take a key leadership role in the implementation of the joint United Nations programmes on poverty alleviation (Millennium Development Goal 1) and social statistics to reduce poverty levels. In addition, it will contribute to the development of a national poverty reduction strategy and a national strategy for development of small and medium enterprises. UNDP will continue to work to involve the Government and strengthen the role of the private sector on corporate social responsibility to address issues of poverty and the environment and, by extension, to foster the creation of inclusive markets for the poor as market participants, niche entrepreneurs and important contributors to the supply chain.

13. **National and personal security (pillar 3).** UNDP is currently developing the Caribbean Human Development Report on Citizen Security. This work builds on and

complements the government priority to focus on socio-environmental factors that are contributing to escalation of crime and violence in the country.

14. **Knowledge-intensive economy, including environment issues (pillar 5).** Sharing the government view that “the energy sector, while vital to Trinidad and Tobago sustenance now, cannot be viewed as the basis of our sustainability”, UNDP will contribute to the country’s efforts to manage the transition towards a more diversified economy. UNDP aims to support tourism development, particularly on the island of Tobago and on a national level through the GEF/small grants programme. In response to the challenge posed by the environmental standards set in Millennium Development Goal 7, UNDP will support the Government in reducing the country’s environmental vulnerabilities through embarking upon a concerted effort of reducing carbon emissions by developing a strategy and its implementation, systematic phasing out of ODS, and by assisting in the development of policy frameworks for sustainable land management and renewable energy alternatives.

15. **Good governance (pillar 6).** Through proven methodologies in UNDP democratic dialogue practice, UNDP initiatives will assist to further facilitate an enabling environment for trust-building, consensual decision-making, and budgetary prioritization beyond the electoral cycle. In turn, public confidence and the successful re-engaging of the citizenry will be greatly facilitated by increasing the accountability of public institutions.

16. Underlying the UNDP approach towards capacity development is a commitment to civic engagement and the importance of volunteerism for development. The country office will continue its successful partnership with the United Nations Volunteers programme and inclusion of the United Nations Volunteers modality in its programmes and operations.

17. UNDP is committed to ensuring that all its new projects and programmes will clearly address gender dimensions. Gender mainstreaming into programme and policy design, formulation and implementation will continue and will be supported by training of staff and counterparts.

18. UNDP will place particular emphasis on capacity development through usage of results-based management, which will help to provide the country’s public service with systems and processes for the management and monitoring of project implementation. In this context, institutional development plays a crucial role and international United Nations Volunteers can play an important role as effective project managers for UNDP projects to transmit knowledge to project counterparts for increased capacity development.

IV. Programme management, monitoring and evaluation

19. The UNDP programme will be nationally executed. UNDP will continue to work with the Ministry of Planning as its main partner and with key line ministries. As the office of a net contributing country, the programme has to be flexible and respond to requests and national priorities of the Government and funding available. The new cycle will emphasize collaboration with the Government, the United Nations system, civil society organizations, and the private sector in order to achieve effective and sustainable programmes, with national ownership of the results, and capacity development and gender equity as the cross-cutting criteria of the programme.

20. Trinidad and Tobago is not a recipient of international development assistance and opportunities for large-scale resource mobilization at the local or regional level are very limited. Audits will be carried out to monitor processes within each project; compliance

with all the resulting recommendations will be ensured. Similar to the previous country programme period, the estimated budget for this programme period is US \$15 million dollars; of which US \$12 million will come from the Government and US \$3 million from other sources (e.g., trust funds, GEF, Montreal Protocol, private sector).

21. Renewed attempts will be made to establish a country programme/country programme action plan review committee comprising the Government and UNDP, which will meet on a regular basis to capture lessons learned for future programming considering gender factors and ensure accountability and attribution to all stakeholders on results achieved. Scheduled evaluations are included in the evaluation plan accompanying the country programme document.

22. The country office is taking steps to increase its substantive capacity in the areas of democratic governance and operational capacity in programme/project monitoring, procurement and knowledge management.

Annex. Results and resources framework

National priority or goal: Poverty eradication and social justice(pillar 2 of the Government's People's Manifesto)					
Country programme outcome#1: By 2015, the country will have made progress in the formulation and application of targeted public policies to reduce poverty Outcome indicator: National poverty level reduced to 13% or less by 2015 from baseline of 16.7% Related Strategic Plan focus areas: Poverty reduction					
Government partner contribution	Other partner contributions	UNDP contribution	Indicator(s), baselines and target(s) for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome (thousands of United States dollars)
<p>The Government will provide financial and human resources for the implementation of projects for poverty reduction</p> <p>The Government will provide an overall framework for economic diversification and innovation beyond the energy sector and regularly monitor poverty levels</p>	<p>Civil society and the private sector will mobilize and form partnerships within communities to channel poverty reduction initiatives</p> <p>Partnerships developed with United Nations system for joint programme development on Millennium Development Goal 1 and social statistics</p>	UNDP will support through the provision of national policy options and measurement tools based on international good practices	<p>Baseline: Public policies for poverty reduction are incomplete and not national in scope. At the national level ineffective poverty monitoring capacity.</p> <p>Indicator: Number of policies and strategies designed to reduce poverty. National capacity strengthened to obtain socio-economic statistics with a focus on poverty.</p> <p>Target: Proposal for a national strategy to reduce poverty. Proposals for public policies on small and medium enterprises (SMEs) development and national corporate social responsibility (CSR) framework targeting the private sector that will contribute to reduce poverty. Contributions to increased government capacity for regular measurement of poverty levels</p>	<p>Public policies and strategies designed for poverty reduction, SME development and CSR to target the poor</p> <p>Tools and methodologies designed to measure socio-economic statistics, including poverty</p>	Other resources 3,200
National priority or goal: National and personal security (pillar 3 of the Government's People's Manifesto)					
Country programme outcome #2: By 2015, improved human security through implementation of evidence-based policies, strategies and practical initiatives Outcome indicator: Improved perception of human security of the population through the development and implementation of approved policies and plans Related Strategic Plan focus areas: Conflict prevention and recovery					
Initiatives to improve human security of the population through development of policies, improved law	Form partnerships and have consultations with various private sector entities and NGOs	UNDP will contribute to improved capacity analysis and policy development in government to	Baseline: Crime levels leading to citizen insecurity. Lack of implementation of recommendations based on best practices to improve citizen security. Ineffective inter-ministerial coordination for implementation of	Strengthened strategic and coordination capacity in government	Other: 1,500

enforcement, education reform, prisoner rehabilitation programmes and plans	NGOs initiatives and partnerships in the development and operation of community initiatives designed to improve human security Partnerships with United Nations bodies (e.g., Office of Disarmament Affairs and UNODC)	improve human security and disaster risk management	crime reduction initiatives. Lack of disaster risk management framework Indicator: Number of recommendations to improve citizen security taking into account the relationship between citizen security, development, and gender. Number of policy recommendations to implement disaster risk management framework Target: At least three Ministries include UNDP recommendations to improve citizen security in national policies. Improved inter-ministerial coordination and mechanisms for crime reduction. Operational National Emergency Communication System and disaster risk management framework.	Ministries to design effective measures to reduce crime Improved coordination and disaster risk management capacity of Office of Disaster Preparedness and Management	
National priority or goal: More diverse knowledge-intensive economy (pillar 5 of the Government's People's Manifesto)					
Country programme outcome #3: Increased environmental sustainability to achieve sustainable development through environmental management, compliance with international treaties, adaptation to climate change, and improvement in capacity for policy and strategy development Outcome indicator: Compliance with international treaties, decrease of CO2 emissions per capita, and effective implementation of policies for improved SLM and reduction of POPS Related Strategic Plan focus areas: Energy and the environment					
Commitment to the participative and inclusive development of policies for a more sustainable environment Strengthened capacity for implementation policies in Ministry Housing and the Environment	Private sector, civil society/NGOs will mobilize local communities and provide local expertise to the implementation of projects Private sector community initiatives to develop solutions to environmental problems that affect communities	UNDP will support through analytical and comparative policy analysis, and programmatic support.	Baseline: Insufficient capacity in government agencies to develop effective CO2 and POPS reduction strategies and SLM strategies and monitor them. Compliance with Montreal Protocol but not with Stockholm Convention Indicator: Number of contributions to effective measurable policy and strategic institutional frameworks that will lead to reduction of CO2 and POPS in Trinidad and Tobago and improved SLM. Number of contributions towards tourism development in Tobago through GEF small grants programme. Target: Functioning measurable mechanisms for articulating CO2 and POPS reduction and SLM; strengthened national capacities to reduce CO2 and implement SLM. Compliance with Montreal Protocol and Stockholm Convention. At least two sustainable tourism initiatives in Tobago.	Development of sustainable strategic and policy framework for SLM and for CO2 and POPS reduction Development of National CSR policy Strategy for phase-out of hydrochlorofluorocarbons Small grants programme approved and	Other: 5,100

				implemented	
National priority or goal: Good governance (pillar 6 of the Government's People's Manifesto)					
<p>Country programme outcome #4: By 2015, mechanisms are enhanced for government institutions and processes to improve responsiveness and accountability to the general population through effective participation and dialogue involving all sectors of society</p> <p>Outcome indicator: Improved transparency and accountability of government institutions through implementation of clear participatory mechanisms and public dissemination of relevant information; demonstrable effective participation and contribution of various stakeholders in developing policies and legislation</p> <p>Related Strategic Plan focus areas: Democratic governance</p>					
<p>Implementation of new and strengthened transparency, consultation and participation mechanisms</p> <p>Constitutional and local government reform to strengthen inclusive democratic governance, and autonomy of Parliament.</p> <p>Greater broadband coverage and implementation of e-government services countrywide</p>	Participation of civil society and private sector in participative consultations for national policy development	UNDP will give policy support through its worldwide best practices on democratic dialogue, parliamentary strengthening, and public sector reform	<p>Baseline: Ineffective results-based management systems in Ministries. Low usage of democratic dialogue principles for inclusive policy formulation. Strategic Plan for Parliament is outdated, Strategic Plans for Ministries under formulation. Ineffective usage of information technology for social dialogue.</p> <p>Indicator: Number of contributions to improved integrated broad-based public consultations into national development and legislative planning processes.</p> <p>Number of contributions to enhance social dialogue and public consultation mechanisms.</p> <p>Target: UNDP contributions to at least two Ministries for improved results-based management systems. Improved capacity for the Trinidad and Tobago Parliament in strategic planning, legislative capacity to enable greater autonomy. Improved capacity within at least two ministries to apply democratic dialogue processes to enhance social dialogue</p>	<p>Strengthening of results-based management in Ministry Local Government and Ministry People and Social Development</p> <p>Enhanced implementation capacity in Ministry National Security</p> <p>Institutional strengthening of Trinidad and Tobago Parliament</p>	Other: 5,200