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## **EXECUTIVE SUMMARY**

The Terms of Reference for this Consultancy state:

“The purpose of the consultancy is to define and establish a participatory process for Integrated Development Planning where the private sector and wider civil society plan an enhanced role in the design and delivery of more transparent, accountable and decentralized development planning.”

This makes it clear that the single most important aspect of the Consultancy is the extent to which the people of the country embrace this initiative as theirs and become and remain engaged in all aspects of the process from “design to delivery” of an Integrated Development Plan and Planning Process for Dominica.

The TDI Team of Consultants has sought to execute this assignment in keeping with the spirit and substance of the provisions of the Cotonou Agreement (June 23, 2000), the Programme of Action of the 1994 UN Conference on the Sustainable Development of Small Island Developing States and, the Rio Principles of Agenda 21 (May 1992). The Team was also guided by the recommendations of the Inter-American Strategy for People’s Participation in Decision-making for Sustainable Development and the recently approved OECS Development Charter (2002).

In the words of one Dominican development thinker:

“..... let the care, conservation and management of the natural environment become an economic proposition whose sole purpose is the development of the people and the attainment of their happiness”. (Bernard Wiltshire, 2001)

Whatever the combination of factors leading to this decision, this assignment represents a pioneering attempt at setting a framework for sustainable development within which the full range of economic; sector and physical plans can eventually be prepared.

The work undertaken by the Team of Consultants (Chapter 2) captures the widespread aspirations among the population for a society where, among others, there is peace, progress, stability and harmony among people and between people, their God and His Creation (Chapter 1). The research revealed a cluster of guiding principles and exposed the underlying logic for a process of integrated planning as an alternative to the conventional top-down planning methods (Chapter 3). A fresh analysis of the situation confronting the Dominican society emerged from the application of these guiding principles (Chapter 4). This situation analysis helped define the main elements of a new process of integrated planning (Chapter 5) that requires people to participate meaningfully in the “design and delivery” of the Plan (Chapter 6) and allowed for the elaboration of fifteen (15) mechanisms for integrated planning that lead to implementation of the IDP (Chapter 7).

The research work undertaken by the Team of Consultants was accompanied by activities to sensitize all the major stakeholders to the principles and process of integrated planning. The extensive series of community-wide discussions with a broad cross-section of organizations around the island (Chapter 2), was the centerpiece of that participatory methodology. The result is that in addition to being a “consultancy” in the ordinary sense, this assignment and the parallel assignment for the preparation of the Carib People’s Development Plan, was also a pilot demonstration of the effectiveness of the participatory approach to planning. This “hands on” approach has helped lay the basis for the launching of a national education programme on integrated development planning, one of the immediate activities proposed for implementation of the IDP (Chapter 7).

In the spirit of the IDP, the best tribute that can be paid to the hundreds of Dominicans whose life and work is in some way captured in this Report, is that we take the time to read the Report. This can and should be the first commitment that we all make to being partners in this mission to “put Dominica first”.

**A Synopsis  
Of**

**THE INTEGRATED DEVELOPMENT  
PLAN**

**(IDP)**

The Development Institute  
January 23<sup>rd</sup>, 2003

**THE INTEGRATED DEVELOPMENT PLAN**

IDP Short Term Objectives	Assumptions	IDP Expected Results
<p><b>1. Fiscal Management:</b></p> <p>A-1. Emergency Budgetary Support</p> <p>A-2. Improving Government's Cash-flow Management</p> <p>A-3. Building Capacity to sustain sound Fiscal Management</p>	<ul style="list-style-type: none"> <li>▪ The implications of -4.68% GDP decline; Debt/GDP ratio of 40%; and need to restore stability to public finances</li> <li>▪ Government needs partial relief from the pressures of meeting current expenditures.</li> <li>▪ Reduction in Public Investment Programme should be accompanied by more selective and higher return investment projects.</li> <li>▪ Private sector and Civil society needs to be part of the determination of selected public investment expenditures.</li> <li>▪ Private sector and civil society can better formulate their respective commitments with clearer expectations of public investments.</li> </ul>	<ul style="list-style-type: none"> <li>• Reduction in the proportion (as a % of GDP) of nominal government debt to safe levels</li> <li>• Adjustments in the level of expenditure</li> <li>• Demonstrated progress in managing the fiscal gap.</li> <li>• Financial budgetary support (IMF) to Government</li> <li>• Fiscal space to change both the approach to budgetary process</li> <li>• PSIP to reflect the expressed needs of the public sector, private sector and civil society.</li> </ul>
<p><b>2 Economic Recovery &amp; Growth</b></p> <p><i>B-1 Export Promotion:</i></p> <ul style="list-style-type: none"> <li>• The stabilization of banana export earnings.</li> <li>• Broadening participation in tourism services</li> <li>• Creating Multi-enterprise zones</li> </ul> <p><i>B-2 Human resource development</i></p> <ul style="list-style-type: none"> <li>• Investing in Quality service training.</li> <li>• Promoting rural enterprises and services</li> </ul> <p><i>B-3 Reviving domestic demand.</i></p> <ul style="list-style-type: none"> <li>• Social investment funding.</li> <li>• Promoting indigenous investments</li> </ul>	<ul style="list-style-type: none"> <li>• Implication of lagging domestic demand; public investments limited to donor support items;</li> <li>• 60%-86% decline in incomes in banana growing communities (1990-2000).</li> <li>• Strategies to have Tourism replace Agriculture as leading export sector.</li> <li>• Need to boost private investments through new sources of funding...</li> <li>• Integrated framework in terms of multi-enterprise zones need to be established at the local level.</li> </ul>	<ul style="list-style-type: none"> <li>• Target farmers in banana production stabilized (Social Recovery Programme)</li> <li>• Community-based tourism is pursued (Eco-Tourism Development Programme)</li> <li>• Improved service-skills in tourism</li> <li>• Local Government and social organizations oriented towards full participation in the delivery of Health and education services.</li> <li>• Transfer of some initiatives for local area planning</li> <li>• Investment funding for the initiatives of local "development committies"</li> <li>• MOF seeks technical assistance to establish the Social Investment Fund.</li> </ul>

IDP Objectives	Assumptions	DP Expected Results
<p><b>3. Strengthening Social Services Delivery Systems</b></p> <p>C-1. Stakeholder Partnership in Education</p> <p>C-2. Participation in Maintenance of Educational Facilities</p> <p>D-1. Consolidating financing of Health services</p> <p>D-2. Increasing Human Resources in Health</p> <p>D-3. Maintaining the environment for public health</p> <p>D-4. Combating HIV/AIDS</p> <p>D-5. Promoting drug-free environment</p>	<ul style="list-style-type: none"> <li>▪ Primary education accounting for 66% of employed; secondary education accounting for 17%.</li> <li>▪ Reduced public sector expenditures make maintenance of social infrastructure a critical factor.</li> <li>▪ Social investments in Health and Education are likely to suffer from line-item adjustments of Ministerial allocations in the budget.</li> <li>▪ HIV/AIDS and drugs are major problems affecting youth in rural communities</li> </ul>	<ul style="list-style-type: none"> <li>• Local communities and groups organized at the community level to participate in both the maintenance of educational facilities and the introduction of elements into the local school curriculum.</li> <li>• Stronger partnerships between the Ministries of Education, Health and Community Development and the wider community to share in the delivery of quality social services.</li> <li>• <b>New methods at financing Health Services</b></li> <li>• Greater leadership and coordination of activities across sectors to combat HIV/AIDS.</li> <li>• School institutions mounting a campaign to be free of drugs and violence and to achieve a disciplined environment conducive to teaching and learning.</li> </ul>
<p><b>4. Building Capacity for Social Development</b></p> <p>E-1. Empowerment at the Local Government Level</p> <p>E-2. Equity in resource Mobilization</p> <p>E-3. Local area development planning</p>	<ul style="list-style-type: none"> <li>• Implication of lack of mechanisms for information sharing; weakness of civil society organizations</li> <li>• Need to signal a beginning of a history of citizen engagement in the development and implementation of social and economic policies</li> <li>• Necessary to get Local Government orientation to transcend social welfare responsibilities.</li> </ul>	<ul style="list-style-type: none"> <li>• Local Government reoriented towards attracting investments into the local area.</li> <li>• Mechanisms for greater involvement of citizens in development planning in their own communities.</li> <li>• A facility and mechanisms supported by private sector for equalizing grant support to organized local communities.</li> <li>• Surveys to ascertain the skills composition and needs of the community.</li> </ul>
<p><b>5. Developing Quality Public Service</b></p> <p>F-1. Changing Public Service Culture</p> <p>F-2. Encouraging innovation and initiatives</p> <p>F-3. Promoting inter-departmental cooperation</p> <p>F-4. Achieving greater involvement of staff</p> <p>F-5. Action at selected Divisions</p>	<ul style="list-style-type: none"> <li>• Report 1 finding that a large body of trained and professionally well-equipped cadre of the Civil Service finds little satisfaction in the work they are doing and the work to which they are assigned.</li> <li>• Civil Servants need to see scope for advancement or a clear path for career advancement.</li> </ul>	<ul style="list-style-type: none"> <li>• The Establishment Division prepares a Public Service Handbook as part of a formal arrangement for introducing persons into the service.</li> <li>• Government can identify a mechanism and capacity to respond to cross-sectoral and cross-cutting issues.</li> <li>• Business orientation at Customs; resourcing Public Service Reform Unit; computerizing Registry; computerizing passport issuance.</li> </ul>

IDP Medium-Term Objectives	Assumptions	IDP Expected Results
<p><b>6. Management of the Economy</b>  M-1. Build transparency in public expenditure.  M-2. Mobilizing investment resources in new ways.  M-3. Develop a medium term debt management strategy to be converted into a Code of Financial Management Practices;  M-4. Boosting Domestic Demand  M-5. Increasing Trade and Capital Flows  M-6. Multi-sectoral Commission for Agriculture</p>	<ul style="list-style-type: none"> <li>▪ Effective debt management is a long term capability.</li> <li>▪ A need for Government to reestablish a collective working relationship with financial services institutions.</li> <li>▪ Need for a sounder platform for investment and growth</li> <li>▪ The crisis in the banana industry is more than a crisis in the agricultural sector. It is a crisis in economic relations in the rural sector.</li> </ul>	<ul style="list-style-type: none"> <li>• Establishment of the foundation for building Public and Private Sector partnership in trade, competitiveness, destination marketing, etc.</li> <li>• MOF explores preliminary approach to the participation of stakeholders in the composition of the Medium Term Public Expenditure Framework (MTPEF)</li> <li>• Multi-sectoral and Multi-enterprise zones to focus local growth initiatives.</li> <li>• Income support to the rural economy</li> <li>• Guaranteed Trust Fund for enterprise development in Carib Territory</li> </ul>
<p><b>7. Improving quality of Social Services</b>  M-7. Upgrading human resources in education  M-8. Investing in Wellness  M-9. Increasing the availability of appropriate technology in health analysis.  M-10 Building on existing local government capacity .</p>	<ul style="list-style-type: none"> <li>• 49% of employed persons with no occupational training.</li> <li>• Need to empower individuals to adopt healthier lifestyles.</li> <li>• Participatory and consultative process can improve the responsiveness of the health system</li> </ul>	<ul style="list-style-type: none"> <li>• An increase in the availability of Adequate skilled and experienced personnel in the education and health systems</li> <li>• Information sharing, skills and training to community members</li> <li>• Government and private sector professional support to develop local area concept plans</li> <li>• Convening of an Education Forum to decide on standards for quality administration</li> <li>• Sharing in the responsibility for Social Investment;</li> </ul>
<p><b>8. Making the Public Service more Accountable</b>  M-11 Introducing accountability measures for senior public sector managers  M-12 Improving personnel practices in the public service.</p>	<p>Need for recommendations for modernization of the Service to be given priority attention.</p> <ul style="list-style-type: none"> <li>• The Civil Service Heads of Ministry need to act as the officers who are accountable.</li> <li>• Need to recognize the objective of standardizing integrating and modernizing the financial management systems in the service</li> </ul>	<ul style="list-style-type: none"> <li>• Published annual reports on the Public Service</li> <li>• Government maintaining a high level of fiscal transparency through promulgating a Code of Conduct;</li> <li>• All Ministries, departments and administrative units of Government recognizing the need to obtain explicit commitments from all relevant stakeholders through partnership and decentralization.</li> </ul>

## **IDP Cross-Cutting Objectives**

### **1. Sector Guides for Environment and Development**

#### Agriculture

- The reduced use of toxic substances in the production of food supplies;
- Increased protection from landslides, along with reduced road maintenance costs as a result of improved forest cover;
- Gaining new trade options from sustainable farming in the form of organic production;

#### Health

- Predictable supplies of healthy water;
- Empower individuals to develop new skills in preventative and curative health care;
- To explore, investigate, document traditional lifestyles and herbal and medicinal practices in health care and their impact on well-being;
- Liquid and Solid waste (Garbage disposal);
- Noise pollution

#### Tourism:

- Creating new opportunities for nature tourism through the promotion and establishment of enterprises engaged in managing the forests, rivers, lakes and reefs systems as well as proper garbage disposal;
- Trade with the new intellectual property of sustainable living opening up possibilities for centers of sustainable living for residents and visitors;

#### Works & Infrastructure:

- Utilizing more efficient and affordable energy systems from renewable sources such as solar, wind, water, geothermal that are more compatible with the Nature Island image;
- Involve tourism stakeholders in the planning of roads designed to serve the needs of the local agricultural sector as well as the tourism sector.

#### Labour:

- Increasing employment opportunities as new jobs in clean services locate close to communities where people live;
- Increasing job opportunities as local communities take on responsibilities for services in response to reductions in the cost and size of central government agencies;
- Expanding possibilities for employment consistent with the best practices and standards in occupational health and safety as trade with the new intellectual property of sustainable leaving for residents and visitors create new enterprises, trading in health, education and research.

#### Finance and Planning

- Consistent with reducing the cost and size of central government measures should be instituted to tap the knowledge and expertise of the private sector and civil society as communities takes on more responsibilities for local services;
- Improving the effectiveness of the departments of Government charged with management of the natural environment and monitoring the benefit to tourism and other sectors from the efficient performance of these personnel and their agencies.

<b>IDP Cross-Cutting Objectives – Equity in Economic Opportunities</b>	
<b>3.2.1.1</b> <b><u>GENDER BALANCE</u></b>	<b>3.2.1.2</b> <b><u>LOCATION BALANCE</u></b>
<p><b>2. Inclusion of Gender Equity in</b></p> <ul style="list-style-type: none"> <li>● Programmes for broad based participation in agricultural enterprises through small credit, promotion of agricultural services and inputs.</li> <li>● Providing institutional support to Non-banana exports producers of root crops, hot peppers, pineapples and other fruits to organize and regulate their own joint marketing efforts</li> <li>● Broad-based participation in tourism industry through community involvement.</li> <li>● Financial intervention that would seek to match local community skills with local expressed needs.</li> </ul>	<p><b>3. Inclusion of Region and Community-based equity in:</b></p> <ul style="list-style-type: none"> <li>● Resource allocation to build coalitions at the local community level to develop local area concept plans to provide the basis for promoting local enterprises.</li> <li>● Co-management of natural parks and eco-tourism sites in order to effectively bring adjacent communities into the Tourism service industry.</li> <li>● Promotion of environment resource management, soil quality preservation and organic farming.</li> <li>● Assistance to local communities to conduct surveys identifying the skills available in the community.</li> </ul>

IDP Cross-Cutting Objectives	Assumptions	IDP Expected Results
<p><b>4. Increasing Productivity</b></p> <p>4.1. Improved lending to SMEs</p> <p>4.2. Skills acquisition and training</p> <p>4.3. Promoting Information-Technology based services.</p> <p>4.4. Raising competitiveness</p> <p>4.5. Diversifying the products of financial services</p>	<ul style="list-style-type: none"> <li>▪ Sub-Region market demand will require more productive and skilled labour resource;</li> <li>▪ Information technology services can become a source of productivity-enhancing service both for the local and export market.</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Creation of job banks and job-matching</b></li> <li>• Effect legislation for e-banking;</li> <li>• Preparation for E-Government;</li> <li>• Developing ICT policy;</li> <li>• <b>Classifying information technology as a service sector</b></li> <li>• <b>Providing an incentive package for information technology based service industry</b></li> <li>• Creation of a Guarantee Fund in Carib Territory;</li> <li>• Creation and support of Service Resource Centres;</li> <li>• Partnership in “Business Incubator” Programme</li> </ul>
<p><b>5. Decentralization</b></p> <p>5.1. Orienting local government towards creating local environment that would be attractive to investments</p> <p>5.2. Local area planning at the local level</p> <p><b>5.3.</b> Improved coordination with support of Government and Professionals.</p>	<ul style="list-style-type: none"> <li>• Lack of disaggregated data on the status of labour, resource management, skills needs at the local level</li> <li>• Need to build a local capacity to identify needs and strategies and formulate local area development plans.</li> </ul>	<ul style="list-style-type: none"> <li>• Surveys to ascertain the skills composition and needs of the community.</li> <li>• Government and private sector professional support to develop local area concept plans</li> <li>• Partnership with the major stakeholders in financing the implementation of projects in support of local area plans;</li> <li>• Sharing in the responsibility for Social Investment;</li> <li>•</li> </ul>
<p><b>6. Building Human Resource Capacity</b></p> <p>6.1. Promoting wellness as a source for development and as an outcome of development</p>	<ul style="list-style-type: none"> <li>• Need to build skill-capacities to resolve social and economic problems</li> </ul>	<ul style="list-style-type: none"> <li>▪ Applied technology to support student learning;</li> <li>▪ Local school curriculum to reflect the human resource needs of their communities.</li> <li>▪ Organized the Full Service Resource Centers (FSRC)</li> <li>•</li> </ul>
<p><b>7. Managing Information Resources</b></p> <p>Organizing information resources for:</p> <ul style="list-style-type: none"> <li>• Economic and social sustainability policies</li> </ul>	<ul style="list-style-type: none"> <li>• Vulnerability is a serious challenge;</li> <li>• Crime, violence, gender in-equality, informal sector activities all need to monitored for policy and action.</li> </ul>	<ul style="list-style-type: none"> <li>• Hazard impact assessment included in the EIA process;</li> <li>• Private sector, public sector and Local Authorities (DALA) involved in developing national loss reduction plans</li> </ul>

<ul style="list-style-type: none"> <li>• Assessing Human Development</li> <li>• Natural Resource inventorying</li> <li>• Disaster management</li> </ul>	<ul style="list-style-type: none"> <li>• Coordinated regional strategies are an imperative for disaster management.</li> </ul>	<ul style="list-style-type: none"> <li>• Comprehensive information system on the state of natural systems</li> </ul>
<p><b>8. Making the Public Service more Accountable</b></p> <p>M-11 Introducing accountability measures for senior public sector managers</p> <p>M-12 Improving personnel practices in the public service.</p>	<ul style="list-style-type: none"> <li>• Recommendations for modernization of the Service need to be given priority attention.</li> <li>• The Civil Service Heads of Ministry need to act as the officers who are accountable.</li> <li>• Need to recognize the objective of standardizing integrating and modernizing the financial management systems in the service</li> </ul>	<ul style="list-style-type: none"> <li>• Annual reports by Permanent Secretaries to Select Committee of Parliament</li> <li>• Permanent Secretaries appointed on contract</li> <li>• All Ministries, departments and administrative units of Government recognizing the need to obtain explicit commitments from all relevant stakeholders through partnership and decentralization.</li> </ul>

<b>IDP Strategies</b>	
<b>1. <u>Strategy for Debt Recovery</u></b>	
1.1.	The first initiative is to seek short-term debt relief.
1.2.	The second initiative is to enhance internal surveillance and assessments of the impact of both domestic and external debt.
1.3.	The third initiative is to develop a Code of Financial Management Practices.
1.4.	The fourth initiative is to rebuild the confidence of the financial sector.
1.5.	The fifth initiative is to establish fiscal transparency
<b>2. <u>Strategy for Fiscal Transparency</u></b>	
2.1.	Create an inclusive process for the preparation of the Budget.
2.2.	Determine Fiscal Expenditure levels both within the level of expected revenues.
2.3.	Express measures for Expenditure Control as a New Code of Fiscal Conduct.
2.4.	State the Adjustment that would be made to Expenditure Targets not only in the current fiscal year but also as part of a medium term plan.
2.5.	Improve the quality of reporting Fiscal Data.
2.6.	Make public the procedure that we will follow in incurring any new public debt
2.7.	Make a commitment to reduce quasi-fiscal decisions wherever they may occur.
<b>2.8.</b>	
<b>3. <u>Strategy for maintaining Social Investments</u></b>	
3.1.	Establish a Board of Directors to administer the SIF.
3.2.	Establish the objective of the SIF to facilitate the sharing both the costs and the responsibility for implementing some social investment projects.
3.3.	Government to make an initial budgetary allocation to the SIF.
3.4.	Government to reduce some social investment/maintenance expenditures while transferring the responsibility to local authority and local groups who can mobilize funding through the SIF.
<b>4. <u>Strategy for Economic Growth</u></b>	
<b>4.1. <i>The Export Growth Model</i></b>	
▪	Stabilizing banana export earnings with the participation of 1200 growers and yields approaching 8 tons per acre;
▪	Broadening the participation of income earners in the tourism industry
▪	Build on investment initiatives identified by “regional” development committees
▪	Promote human and investment capital formation expenditures in response to local area (village councils) planning initiatives.
<b>4.2. <i>The Human Resource Development Model</i></b>	
▪	Invest in quality training in construction skills, agricultural support skills (private extension, marketing and farm-management support), personal service skills (tourism), performing arts skills (music/culture/art) and information technology skills.
▪	Target the CARICOM Single market (as our extended domestic market) to export these skills or import them as opportunities in the country reveal themselves.
▪	NGOs and other civil society organizations to target migrating health and education professional workers to support the systems they have left

<p>behind through remittances in cash or material and technology support;</p> <ul style="list-style-type: none"> <li>▪ Promoting income-earning activities at a broad level of society.</li> </ul> <p><b>4.3.        <i>The Social Recovery Model</i></b></p> <ul style="list-style-type: none"> <li>• Income support on the demand side to boost family incomes of the poor and not-so-poor,</li> <li>• The provision of education and health services under the social recovery programme which will rebuild the human resource component.</li> <li>• Support to enterprise initiatives</li> <li>• Establishment of rural support enterprises</li> </ul>
<p><b>5. Strategy on Vulnerability</b></p> <ul style="list-style-type: none"> <li>▪ To build institutional capacity to administer relief programmes at different levels of governance.</li> <li>▪ Dominica’s accedence to these international agreements to promote regional approaches to disaster mitigation;</li> <li>▪ Prepare strategic plans, which will translate the important aspects of these international agreements and mobilize resources for their implementation at the local level</li> </ul>
<p><b>6. Strategy on Governance</b></p> <ul style="list-style-type: none"> <li>• Legislative amendments that give effect to administrative and institutional changes for the reform of local government.</li> <li>• Institutional strengthening at Central Government and Council levels in upgrading the skills of the administrative and support staff. .</li> <li>• Decentralizing some Government functions, responsibilities and services with the necessary capacity to acquire and effectively utilize resources.</li> <li>• Decentralizing selected Government functions, responsibilities and services where the local authority has develop the necessary capacity to acquire and effectively utilize resources.</li> <li>• Facilitating greater involvement of citizens in development planning in their communities.</li> </ul>

## ACKNOWLEDGEMENTS

A Special Note of Thanks From The Team:

As we draw to the end of this important exercise, it is clear that the extensive and detailed documentation of findings and recommendations contained in this Final Report represents the work of a dedicated Team of Consultants and Support Staff. This work would not have been possible, however, without the involvement of the Coordinator, the Director General of Finance and Planning, the National Authorizing Officer and his Staff, the Members of the Steering Committee, and the Chairman of that Committee, the Honourable Pierre Charles, Prime Minister of the Commonwealth of Dominica.

TDI would also like to record its deepest appreciation to the hundreds of Dominicans, ranging from His Excellency President Shaw to the youth, who gave freely of their time, expertise and experience throughout the course of this assignment.

Finally, as with all such exercises, the hours are long and irregular and place severe demands on the families of the persons most directly engaged with the work. To the children, the husbands and the wives who have had to put up with these extraordinary demands for the duration of the assignment, the TDI/IDP Team thanks you for your patience, your understanding, your support, your love and most of all, for your prayers. We certainly could not have done this without you.