Final Report

On

The Definition & Establishment of an
INTEGRATED DEVELOPMENT PLAN
AND
PLANNING PROCESS

CHAPTER 5

THE IDP PLANNING PROCESS

JANUARY 23, 2003
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Chapter 5 – The IDP Planning Process
5.1 Context of the New IDP Process

5.1.1 Following more than four decades of planning efforts, the most persistent question that remains is: “Why have these plans, the accompanying proposals and recommendations not been implemented? The related question is why has Dominica not achieved and sustained economic stability, growth, social equity, an end to poverty, and a development process that meets the material and spiritual needs of the island’s population? The issues to be addressed therefore are “what must be done”, “how it must be done” and “who must take the actions.”

5.1.2 The most common responses to these questions have been: “the absence of effective public policies; the prevalence of ineffective systems of resource management in the public and private sector that are not customer-driven; governance processes that do not make provision for inclusion, transparency and accountability; bad attitudes towards work in general and partnering and the absence of a well-defined planning framework within which development actions can be designed, implemented and coordinated.

5.1.3 Possibly arising from this type of assessment, Governments, private sector and civil society the world over, have for the past ten (10) years focused on what it takes to get all the ‘publics’ of society involved in the process of working together on the questions of “how” development plans get implemented and identifying “who” takes responsibility for the actions needed for sustainable development.

5.1.4 This new dispensation has become known as “public participation in development”. Agenda 21, the Plan of Action accompanying the Rio Declaration of 1992. Governments pledged to pursue “broader public participation in decision-making processes and policy formulation for sustainable development i.e. development that meets present needs without compromising the ability of future generations to meet theirs”.

5.1.5 The concern about “process” was again reiterated in the 1994 Programme of Action of the Global Conference on Sustainable Development of Small Island Developing States, as also in the 1994 Miami Summit of the Americas where the Inter-American Strategy for Public Participation in Decision-making for Sustainable Development was prepared and endorsed by Governments of the Western Hemisphere.

5.2 Establishing a National Policy Framework for the IDP Process

5.2.1 Consistent with the public commitments and agreements just described, it is now widely accepted that the preparation of an IDP needs to reflect national policies which themselves reflect the views of an identifiable and broad cross-section of the populace.
5.2.2 In the case of Dominica, broad-based political support for a policy of IDP began in 1992, when the Government of the day (formed by the Dominica Freedom Party) endorsed and was signatory to the Agenda 21, and in 1994, participated in the design of the SIDS Programme of Action. In 1998, the Government (formed then by the United Workers Party) initiated the national dialogue leading to the decision to commence the process for preparation of an Integrated Development Plan for Dominica. In 2000, the present Government (formed by the Dominica Labour Party and the Dominica Freedom Party) has commissioned the preparation of the first IDP for Dominica.

5.2.3 This means that over the last ten years, the three Political Parties that have formed Government, have each made significant contribution to the establishment of national policy that is conducive to an integrated approach to development planning. On the basis of this, it can be concluded that the preparation of this first IDP is occurring within an environment of broad political and policy consensus for the initiative.

5.2.4 More specific to the issue of a new process, it can properly be inferred that there is consensus for an approach to development that places the highest priority on “the fullest participation in the decision-making processes by all the people in our societies.” (Sir Neville in Morris, 1998) In addition, the findings of the research that has informed the preparation of this Report provide evidence of broad-based endorsement of this initiative for defining and establishing an integrated development plan and planning process. This approach is endorsed by the findings of the consultants. [Refer to Annex A- 5, 6, 7, 13]

5.3 Definition of the IDP Process

5.3.1 The IDP Planning process is one based on consultation, participation and information sharing. It is built on the premise that the values and vision of the people of the country must be treated as key determinants of the direction and strategy for national development. It requires for success, the design and implementation of new measures and mechanisms for policy formulation, services administration and programme/project management.

5.3.2 Comparing this New Approach to Planning with the Conventional Approach, the key advantages of the IDP approach to Planning are:

- Strengthening the capacity to respond to cross-cutting and cross Sectoral elements of development;
- Mitigating conflict by maintaining a high level of transparency;
- Building trust and partnership by recognizing commitments at all levels through decentralization that shares authority and responsibility for development;
- Enhancing productivity of all sectors by mobilizing broad-based support for development policies and programmes.

<table>
<thead>
<tr>
<th>Conventional Approach to Planning</th>
<th>IDP Approach to Planning</th>
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<tbody>
<tr>
<td>Central Planners determine the Planning Objectives</td>
<td>Solicit a spectrum of stakeholders objectives</td>
</tr>
<tr>
<td>Determine the tasks and who is going to be responsible for implementing them</td>
<td>Devise mechanisms for arriving at objectives which are inclusive</td>
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<tr>
<td>Allocate resources to the assigned tasks</td>
<td>Allocate adequate resources</td>
</tr>
<tr>
<td>Establish a time frame for operations</td>
<td>Ensure that those implementing maintain the integrity of the objectives</td>
</tr>
<tr>
<td>Announce and Implement the Plan</td>
<td>Share responsibility for implementation of the Plan</td>
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5.3.3 The critical questions for any planning process are:
- Where in the plan are the different stakeholders allowed to confirm their commitments?
- When does acceptance and ownership of the plan occur?
- How is sustainability of the plan ensured?

5.3.4 In the IDP approach, these are not post-planning events, they are an integral part of the planning process.

5.4 Objectives of the IDP Process

5.4.1 As a Planning Process, the IDP facilitates the direct engagement of persons in all sectors, (Public Sector, Private Sector and Civil Society) as stakeholders in the nation’s business, continuously performing the following functions;

a) Identifying the key issues affecting their community/sector/country;
b) Determining the priorities among these issues;
c) Defining their vision for Dominica;
d) Proposing measures (institutional, operational, legal, constitutional) for addressing these issues;
e) Proposing measures for formalizing and institutionalizing a participatory approach to planning for national development;
f) Becoming involved in the design and implementation of the programs and projects;
g) Staying involved in the monitoring, review and evaluation of the activities as an expression of commitment to the success of the IDP [Refer to Annex A 7, A-8].

5.5 The Guiding Principles of the IDP Process

5.5.1 The following principles are consistent with the many international agreements and have found wide public acceptance throughout the course of the public and private consultations leading to the preparation of this Report. When applied to the process of preparation of the Integrated Development Plan, these principles allow for the definition and establishment of a Process that can lead to broad participation at the various levels of planning in ways that engage all sectors in a partnership for and commitment to, development that is economically, environmentally and socially sustainable.

Ownership: Developing a commitment to the policy/programme/project based on opportunities for active involvement in the process of shaping the vision, setting the goals, designing the mechanisms and timing and sequencing the actions for implementation of decisions.

Decentralization: Opening up opportunities, and providing the capacity for local and national organizations to share the responsibility for management of economic and social programmes.

Governance: Processes and procedures of administration of Public and Corporate affairs that are responsive to the needs and desires of the citizenry.

Transparency: Ensuring openness in the public administration, so that all information vital to decision-making is reliable and available in a timely manner.

Participation: An active role within the planning and decision-making process by all stakeholders including the opportunities for women, youth, indigenous people, and other marginalized groups.

Partnership: Informal and formal mechanisms of cooperation, coordination and collaboration that focus on agreed goals in ways that reduce suspicion and distrust between stakeholders and enhance progress towards sustainable development.

Accountability: Ensuring that persons in positions of trust and responsibility are required to account for the decisions they make and the resources under their care.

Cross-Sectoral: The policies, plans and actions in one sector taking account of impact on and by, other sectors.

Cross-cutting: Stakeholders’ interests which cut across the conventional definitions of economic and social sectors and which require an holistic approach to be fully addressed. (e.g.: concerns of youth, women, indigenous peoples, and the elderly)
5.6 Measures/Mechanisms of the IDP Process

5.6.1 The IDP addresses the question of “a new process” through the definition and establishment of fifteen (15) specific measures/mechanisms that (speak to) the issues of policy, structure and administration as they relate to the “Guiding Principles of an IDP including the central elements: participation and partnership; cross-cutting and cross-sector planning; decentralization of function and, the new structures needed for effective implementation of IDP. These measures/mechanisms include:

1) **Mechanisms for Involvement**: Formal and informal opportunities for planning and decision-making through consultation, dialogue, conflict resolution, and consensus building utilizing the present or modified organizational structures among different stakeholders; (Sustainable Development Council, a Private Sector Organization, Trade Union Movement, National Youth Council, National Council of Women, R.E.A.C.H., DADP, DALA, and others. [Refer to Annex A1]

2) **Community Awareness**: The IDP proposes a programme of public awareness utilizing both traditional and non-traditional communication methodologies and being integrated into all national and local awareness programmes. The objective is to increase the understanding within communities of:
   - The mechanisms for participation of individuals and organized groups in the IDP planning process;
   - The opportunities for active participation in social and economic programmes to be undertaken under the IDP
   - The opportunities for mobilizing resources to support local area plans

3) **Information Sharing (Refer to Annex A-2)**: A Policy of Information Sharing is proposed for adoption by the Ministry of Finance and Planning and is aimed at ensuring that all stakeholders are on “the same page” when participating in consultations at decision points. The IDP proposes the sharing of descriptive information packages on:
   a) National Debt Situation
   b) Potential Impact of Stabilization Measures
   c) Policy support structures for Private Sector Expansion
   d) Social Sector Spending Levels

The IDP further proposes the following measures as part of its information-sharing functions:
   a) Sharing of analysis done by the external institutions. (IMF, World Bank and EU Reports)
b) Implementation of a pilot project utilizing “Kiosk” Technology in selected communities, where individuals can obtain information through the touch-screen system.

c) Freedom of Information legislation in which enquiries to the Public Sector are required to be answered.

4) The Comprehensive IDP Framework (CIDP) (Refer to Annex A-18): This is a Matrix tool that can be utilized by all stakeholders (Ministries, Village Councils, Private companies) when seeking to involve others in collective action. It structures the information and commitments of all the players, in a way that ensures openness, clarifies the basis for coordination of effort and for judging the effectiveness of programs and strategies routinely applied at every level in planning activities and projects.

5) The Medium-Term Public Expenditure Framework (MTPEF) (Refer to Annex A-19): This is a framework that builds on the Medium Term Economic Strategy Paper for 2000. It allows the Ministry of Finance and Planning to engage the other stakeholders in a constructive dialogue of determining the medium term public expenditures that would address the development goals and objectives. The Ministry can then draw from this Framework in formulating its annual budget.

6) Code of Financial Management Practices in the Public Sector (Refer to Annex A 25 and 16): As part of its confidence building measures, the IDP proposes the establishment of a code of financial management designed to provide a management tool that would enhance the capacity of the Ministry of Finance and related agencies for more effective management and report on public finances. This activity would consolidate the many recommendation, plans and policy manuals dealing with financial reporting, accounting, budgetary decentralization and control, auditing and consolidation. The Government would involve representatives of private sector (in particular the financial sector) and civil society in the design and implementation of the Code. The preparation of this Code is the subject of one of the accompanying project briefs (Refer to Chapter 7, and Annex A-6)

7) Commission for Agriculture (Refer Annex A-15): To restore Agriculture to its primary purpose of involving the ingenuity and innovation of its operators in producing healthy food for domestic consumption as well as for export, the IDP proposes the establishment of a multi-sectoral advisory body to the Government on Policy that impacts on activities in the agricultural sector.

8) Arrangements for cost sharing [see Annex A-20]: The Social Sector Ministries have already been involved in the active participation of local government, CBOs and NGOs in the assessment of local conditions and the targeted delivery of social services. The IDP allows these efforts to be supported by non-budgetary funds which effectively shares some of the costs of delivering social services and reduces Government’s financial obligations.
Important among these are community involvement in curriculum development and in the maintenance of educational and health facilities.

9) **The Social Investment Fund (Refer to Annex A12):** In addition to the ten (10) extra-budgetary resources currently present, the IDP requests the establishment of a Social Investment Fund to provide access of those groups suffering from economic exclusion to basic social and economic infrastructure and services, by supporting small scale projects, identified and implemented through community participation. It proposes that the Government allocates the equivalence of 10% of its “Social Expenditures” to this SIF and invite the active participation of donors in the SIF and/or in its programmes. The Government can shift some of its expenditure obligations to the SIF (and by definition to local control)

10) **Co-management of Natural Resources (Refer to Annex A-2, A-9, A-10):** The IDP sees a major challenge to the growth and development of the Tourism industry and that is, to achieve as broad a base of local participation similar to the Banana Industry. As such, it proposes the introduction of systems of co-management of natural trails, eco-tourism sites at the local level which will increase the awareness of environmental management in communities and promote local initiative in rural-based tourism

11) **Local Area Development Committees (Refer to Annexes A-1, A-2, A-12, A-24):** These have already began to appear as witnessed in the South-East Tourism Development Committee (SETDC). The IDP seeks to draw the attention of Local Government, Civil Society, the Private Sector, Professional Associations and individuals at the local level to the potential of this mechanism to affect social and economic change. The IDP also proposes to mobilize financial resources for these groups through the SIF.

12) **Management of Policy (Refer Annexes A-12, A-15, A-16, A-18):** The IDP stresses new initiatives in the management of policies by Ministries, which will include managing the constructive involvement of stakeholders in the implementation of Policy as well as managing inter-ministerial cooperation to address cross-cutting issues. The IDP consultancy examined the Mission Statements and Corporate Plans in this respect. It finds the Ministries of Agriculture, Communication and Works, Foreign Affairs, Trade, Finance and Planning and Tourism would need to involve the stakeholders in a constructive review of their Mission Statements to meet the criteria for interfacing with private sector and civil society. The Ministry of Education and the Ministry of Health have already organized extensive sessions with the civil society and to some extent with the private sector and can provide guidance in these matters. The Ministry of Community Development has extensive experience in creating strong partnerships with civil society although this is not reflected in its Mission Statement or Corporate Plan.
13) The Codification of a Common Approach (Refer to Annexes A-2, A-10, A-12, A-20, A-24): IDP seeks to move Dominica beyond the short-term “Fix and Repair” approach to disaster response. It seeks to make a comprehensive disaster mitigation approach as proposed by CEDERA, to be part of the national development plan. The IDP suggests that the Ministry of Finance and Planning, the Ministry of Communications and Works and other relevant divisions (Local Government, Women’s Bureau, Youth, Physical Planning) come together in a joint format with professional organizations, private sector and community based organizations to develop a Code of Common Approach to Land use, Location of facilities, Maintenance of infrastructure and the creation of new professional options in the design, materials, construction, maintenance and management of facilities to reduce risk to the local population.

14) An Integrated Development Planning Commission (IDPC) for IDP Implementation. To secure this very important pre-requisite for central direction for the nation, an integration of the new policy prescriptions of the IDP, it is proposed that an inter-Sectoral agency be established. Cabinet and the Prime Minister in particular as Head of the Government will have to spearhead and give directions on the essential steps required for implementing the IDP. Government should call on a network of public sector agencies to adopt certain processes, strategies, programmes, projects and action plans in line with an IDP approach. [Refer to Annex A-24, 18, 16, 13]

15) National Public Education Programme: A National Public Education Programme for sustainable development should be implemented as soon as possible, targeting schools, youth, the general population, the public service and with the full engagement of established community organizations, the private media and the Government Information Service. The objective of this campaign would be the continuous sensitization of the various publics and the motivation for sustained participation in developing and implementing the IDP. [Refer to Annex A-24]

5.7 Indicators of Compatibility

5.7.1 The more prevalent the “signature” of IDP-compatibility, the more successful will be the participation and commitment of stakeholders to the process and by extension, the implementation of the Plan. An IDP-compatible response to a development policy, programme or project requires that the measures/mechanisms be applied to each of these, taking guidance from the principles described in Section 5.6, above.

5.7.2 The IDP process provides detailed guidance as to how to address the legislative, structural and administrative challenges associated with CROSS-SECTORAL and CROSS-CUTTING PLANNING as follows: through the mechanisms of the Comprehensive Development Framework (Refer to Annex A-18); the
establishment of the Social Investment Fund [Refer to Annex A-20] and, the Co-management of Natural Resources [Refer to Annexes A-2, 10, 12 and 24].

5.7.3 With regards to the issues of PARTICIPATION and PARTNERSHIP, the IDP process responds to the legislative, structural and administrative challenges with clear measures for involvement of all stakeholders in, for example: economic recovery [Refer to Annexes A-1, 12 and 24]; arrangements for the wide dissemination of information for use in decision-making [Refer to Annex A-2]; suggested guidelines for a new, inclusive budget process [Refer to Annex A-19]; and special considerations for involving the Dominican Diaspora in national development [Refer to Annex A-24].

5.7.4 The issue of DECENTRALIZATION is targeted by the IDP process through such measures as arrangements for cost-sharing, improving community awareness for involvement in local area development planning, skills building, technical support to small and medium enterprises, inter-departmental cooperation, the establishment of local area development authorities (Refer to Annex A-1, 11, 12, 24).

5.7.5 While other mainline Ministries are vital to the overall functioning of the public sector, the Ministry of Finance and Planning is at the core of the public sector’s capability for coordinating planning within that sector and will need to be structured to accommodate the involvement of private sector and civil society agencies in integrated development planning. The IDP process gives clear guidelines for this structuring of the Ministry focusing on measures that are legislative/policy, structural and administrative, as follows:

a) The establishment of an IDP Commission as the main vehicle of functional partnership in planning, the mobilization of resources and co-management of programmes [Refer to Annex A-22];

b) The definition of a comprehensive list of indicators of social and economic performance that will serve as a template for monitoring the impact of IDP on the development prospects of the country [Refer to Annex A-4] as well as the vulnerability to external shocks [Refer to Annex A-3] with special attention to the impact on human development [Refer to Annex A-14];

c) The description of means for integrating the care of the natural environment with management of the economy [Refer to Annex A-10];

d) The adaptation of the Comprehensive Development Framework as the tool for establishing and managing the links between spatial, economic and sector plans as well as relations between the stakeholder groups [Refer to Annexes A-10 and A-18];

e) The definition of specific guidelines for applying a cross-cutting approach to the management of economic policy [Refer to Annex A-11];

f) The shift to managing budgetary and expenditure procedures and timeframes through a Medium Term Expenditure Framework (MTPEF) and
the establishment of a Code of Financial Management Practices as an essential element of Debt Management as well as the creation of new instruments of non-budgetary financing such as the Social Investment Fund (SIF), [Refer to Annex A-12];

g) The IDP process also gives guidelines as to the application of these new instruments by the Ministry and its partners to such issues as Re-Establishing Fiscal Stability [Refer to Annex A-16], Tax Policy [Refer to Annex A-17]; Debt Recovery and Public Sector Savings [Refer to Annex A-25], STABEX conditionality [Refer to Annex A-26] and the principles and measures that address the Modernisation of the Public Sector, including the Ministry of Finance [Refer to Annex A-21].
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CHAPTER 6

THE INTEGRATED DEVELOPMENT PLAN

JANUARY 23, 2003
THE INTEGRATED DEVELOPMENT PLAN

6.1 Introduction

6.1.1 The Integrated Development Plan is designed to provide strategic guidance to the efforts at national development whether they are undertaken by Government (Ministries), Private Sector or Civil Society groups. The Plan is intended to provide a policy/action framework that reflects a “long term perspective and cross-sectoral approach as the basis for decisions, taking account of the linkages between and within the various political, economic, social and environmental issues involved in the development process”\(^1\).

![Steps of Integrated Development Planning Diagram](image)

6.1.2 The imperative to turn around the economy of Dominica is one that is foremost in the mind of all stakeholders. The short term goals to support a resurgence of growth, are:

- Promotion of tourism and agriculture as major export earners;
- Promoting an environment, which reduces the cost of doing business in Dominica and opens opportunities for emerging high-skilled businesses.
- Influencing in a positive way the decisions by local and foreign investors.

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\(^1\) Agenda 21, Chapter 8, Section 8.4 (b)
6.1.3 In Agriculture, the main challenge is to reduce the vulnerability of the sector by diversifying its production structure and to respond competitively to market demand (domestic, regional and international). In tourism, the challenge is a combination of destination marketing and improving the quality of services on the one hand and broadening the participation of the population in tourism. Destination marketing and quality services are immediate short-term solutions. Broader-based participation is a more medium-term goal.

6.1.4 With respect to promoting an enabling business environment for the manufacturing sector there are three concerns. Firstly, is the ability of local companies to compete in both the domestic and external (sub-regional and international) market. Secondly is the mistake of saddling emerging new technology-based businesses with an onerous burden of increased taxation. Thirdly is the absence of any appetite for risk-taking by the private sector due to the lack of confidence in the management of the economy.

6.1.5 From an integrated development perspective, therefore, there is a single truism about the Dominica economy. It is that the economy will only become “healthy” when the measures to turn around the economy impact positively not only on the balance sheet of the Government, but also on the balance sheet of private businesses and the balance sheet of householders.

6.1.6 The Integrated Development Plan takes a systematic approach which includes defining the new Policy initiatives that are required and then identifying those strategic action that must achieve some demonstrated results in the immediate future – short-term (one-year time frame), followed by those measures that must be initiated now, even though their results are expected in a longer time frame – medium term (3–5 year time frame). Finally, the IDP lays bare the minimum set of strategies to address fundamental development issues in Dominica.

6.2 Policy Objectives

6.2.1 The major social and economic issues find their origin in the following factors:
- The growing inability of Government to finance the fiscal deficit calls for a strategy for adjustment in the composition of fiscal revenues and expenditures;
- The incurrence of debt obligations which overhang public sector initiatives in social and economic investments need to be made more transparent;
- The possible reduction in Government allocations to the social sector Ministries which amounted to 30% of the national budget calls for alternative measures to maintain and improve the quality of social services (education and health);
The dependence on exports to stimulate growth means that local enterprises must become more competitive in the sub-regional, regional and world markets. This is true for manufacturing, tourism and agriculture.

The high level of vulnerability of sectors (agriculture and tourism), enterprises and individuals to external shocks means that information systems (mapping for landslide, flood, storm surge/coastal risk, etc.) will need to be available in a form that allows investors in tourism, agriculture and housing, to select sites, technology, materials and management systems.

6.2.2 To respond to the causes (as against the symptoms) of these issues, the first step in Integrated Development Planning is to clearly specify the policy objectives, which will govern the measures to be pursued by Government. The general policy objectives to be adopted are as follows:

- To initiate a reversal in GDP decline by stimulating domestic demand, renewing confidence in the management of the economy and promoting a resurgence of Export performance;
- To improve the programming, implementation, control and transparency of the budget process and ensure that public expenditure reflects the needs and compliments the commitments of other stakeholders;
- To strengthen the system for control and management of the public debt (Debt Management Unit);
- To develop a medium strategy for the management of both domestic and external debt;
- To re-establish a collective working relationship with financial service institutions, institute a system of information-sharing particularly on the potential impact of Government’s policies on the system and for Government to become part of an informal network;
- To establish a Social Investment Fund that will provide access to funds (grants, revolving loans, guarantees) by local development groups, community groups for basic social and economic infrastructure and services;
- To encourage innovation and initiative within the civil service;
- To support the initiatives of the Carib People’s Development Plan.

**IDP Policies**

6.2.3 The IDP proposes the adoption of four major Policy positions.

6.2.3.1 Policy with respect to Planning:

- To develop within the Government structure, a capacity to respond to cross-cutting and cross-sectoral issues; (The orientation of the Poverty Reduction Strategy Paper should reflect this capacity);
- To maintain a high level of fiscal transparency through promulgating a Code of Conduct;
- To have all Ministries, departments and administrative units of Government to recognize the need to obtain explicit commitments from all relevant stakeholders through partnership and decentralization.

6.2.3.2 **Policy with Respect to Transparency & Modernization in the Public Service.** The IDP proposes the following measures to resolve leadership, transparency and modernization issues within the Public Service:

- All future appointments to the post of Permanent Secretaries to be on contract. Policy to be issued accordingly;
- Permanent Secretaries to prepare and present Annual Report on activities and performance of Ministries to a Select Committee of Parliament in open public session. Apply the same system to accountability for public monies;
- Institute measures to tap the knowledge and expertise of the private sector on procurement of goods and services;
- Private sector to be invited on a regular basis to advise on trade negotiations and steps to advance public sector modernization;
- Private sector to be invited to sessions to cultivate better understanding of how the machinery of government functions.

6.2.3.3 **Policy on Human Development** seeks to integrate at the planning level initiatives to:
- Increase income earning opportunities in agriculture and tourism;
- Coordinate investments in wellness (health) and capabilities (education);
- Improve mechanisms for beneficial use of land resources and management of human resources in both the private and public sector;
- Empower communities and local groups to initiate local area planning, improve access to social and economic investment funds and capture more benefits from economic growth.

6.2.3.4 **Policy on more involvement of The Diaspora.** The IDP proposes the following Policy measures be taken to:
- Expand the roster of Dominicans in the Diaspora with skills and experiences of relevance to the development focus of the country;
- Strengthen links between the Diaspora and local community organizations;
- Identify, track and recruit young Dominicans who have been trained in fields relevant to the country’s development needs;
- As a special focus, recruit women in the Diaspora, many of whom are already engaged in matters of trade and who can be particularly important to Dominica in enhancing opportunities for trade in goods and services;
Continue to recruit youth in the Diaspora to represent Dominica in the field of international sports and actively engage them in a programme aimed at providing role models to the youth at home.

6.3 Short-Term Strategic Goals

6.3.1 The role of the IDP is to offer strategic guidance to the formulation and implementation of “lower order” plans at every level of Governance. The IDP is based on the premise that in addition to external support for Government’s cash flow efforts, there is need to establish the confidence of the private sector and civil society if these stakeholders are to be asked to also make commitments to economic growth.

6.3.2 The economic growth strategy is formulated on three simultaneous movements; promoting exports of agriculture and tourism, maintaining reasonable investments in human development and direct intervention to stimulate domestic demand.

6.3.3 Concomitant with these initiatives is the need to empower local community groups to not only participate in discussions about development, but also to develop and implement local area plans funded through non-budgetary sources. With an increased involvement of other stakeholders in the development plan, it is also necessary that some progress be made in changing the culture of the public service.

6.3.4 The Short-Term goals of the Integrated Development Plan are therefore:

a) Fiscal Stabilization through:
   - External budgetary support
   - Established confidence in Government cash-flow management
   - Built-in capacity for sustaining fiscal management.

b) Economic Recovery and Growth initiatives through:
   - The stabilization of banana export earnings
   - Broadening participation in tourism services
   - Creating multi-enterprise zones
   - Investing in quality service training
   - Promoting rural enterprises and services
   - Reviving domestic demand
   - Establish Social Investment Fund
   - Promoting indigenous investments

c) Strengthening partnership in social services delivery
   - Participation in curriculum development
   - Consolidating financing of health services
   - Maintaining the environment for public health
   - Increasing human resources in health
- Combating HIV/AIDS
- Promoting drug-free environment

d) **Building planning capacity at the local level**
- Reorienting Local Government towards development planning
- Developing local area plans
- Achieving equity in resource mobilization

e) **Changing the Public Service Culture**
- Encouraging innovation and initiatives
- Promoting inter-departmental cooperation
- Achieving greater involvement of staff in department management
- Initiating proposed actions in selected Divisions

### 6.3.5 Fiscal Stabilization and Growth

6.3.5.1 Government’s financing needs and its payment obligations are met at the lowest possible cost within the next three years and consistent with a prudent degree of risk. The strategic guidance of the IDP is to look beyond the arithmetic of revenue and cash flows and to express preferences for certain structural characteristics.

6.3.5.2 The IDP’s goal recognizes that Fiscal stabilization can have a positive effect on growth when:
- The measures leads to a reduction in the domestic borrowing requirements by Government;
- Capital outlays are more sustainable and less likely to be aborted;
- The private sector has confidence in the ability of Government to achieve a healthier budgetary balance.

6.3.5.3 The most pressing short-term objective of Fiscal Stabilization is to ensure that the Government can establish creditor confidence. The IDP seeks to achieve this by involving the other stakeholders (Private Sector and Civil Society groups) in directing financial assets to social and economic investments, thus providing Government with fiscal space to better manage the costs and risks of it’s liabilities. The cost/risk analysis of the government’s fiscal programme should be grounded in a review of the impact of fiscal measures within the context of countervailing actions by the other stakeholders.

6.3.5.4 The core of the IDP Stabilization measures is not simply a response to the debt or the fiscal gap issue. Rather, it is the broader framework of giving credibility and sustainability to the Public Sector “Balance Sheet”. This means that Fiscal Stabilization measures include:
• Emergency budgetary support;
• Improving Government’s cash flow management;
• Building capacity to sustain fiscal management;
• Building transparency in managing public expenditures;
• Mobilizing investment resources;
• Developing a medium-term debt management strategy.

6.3.6 Short-Term Fiscal Stabilization Measures:

A-1. Immediate Budgetary Adjustments

Main Objectives: Institute adjustments in the composition and financing of the Fiscal Budget to resolve immediate cash-flow problems in Government current expenditures and establish the basis for improved budget practices.

Principal Measures to be undertaken:

• Achieving standby agreement with IMF for the purpose of restoring a positive cash balance within 12 months of installation of the programme
• Accessing PRGF funds to support fiscal sustainability (3-year period) while pursuing the growth objectives of the IDP;
• Improving the stability of revenue collection by supporting the process for introducing a modified form of VAT that responds to special circumstances of the National economy while taking account of the OECS initiatives for revision of existing revenue systems;
• Sharing the costs of social sector services through involvement of local government, NGOs, CBOs and the Private Sector in the delivery of health, education and other human services.
• Decentralizing planning initiatives through all levels of effective governance, including inter-sectoral discussions on the preparation of the 2003-04 Budget.

A-2. Building confidence in Government’s Cash-flow Management

Main Objectives: To ensure that confidence is established in the Government’s capability to manage its short-term cash obligations and reduce the fiscal deficit.

Principal Measures to be undertaken:

• Share information with respect to the policy of cost/risk tradeoff at the operational level with the financial institutions and with the accounting officers for fiscal management (Permanent Secretaries)
• Set the stage for accountability by converting fiscal policy objectives into a “Code of Financial Management Practices”
• Making this Code transparent by:
  (a) Finalizing the Code through a consensus building process
  (b) Having the Code indicate where the roles and responsibilities for decision actions reside.
  (c) Including explanations of the key risk indicators of the “debt profile” of the Government balance sheet to date.
(d) Expressing strategic benchmarks to guide the emerging management of government debt portfolio. (Strategic Portfolio Benchmarks).

**A-3. Building Capacity to Sustain Fiscal Management**

**Main Objective:** To introduce IDP Process-Instruments while at the same time stimulating domestic consumption and maintaining meaningful social and economic investments through extra-budgetary sources of funding.

**Principal Measures to be undertaken:**
- Introduction of the Medium Term Public Expenditure Framework (IDP Process Instrument) involving the other stakeholders in defining the core composition of public expenditure.
- Strengthen the role of the Debt Management Unit by ensuring its opinion on current and future debt becomes part of the decision process of incurring public debt.
- Transfer expenditures dealing with small business support, training, health outreach services, and community organization development to a Social Investment Fund to be funded partly with donor support and with the significant involvement of the private sector, labour and other non-state actors.
- Enhance the financial management capacity of the Ministry of Finance and Planning by seeking programme funds to complete the operational installation of SIGFIS in the four leading Ministries (in terms of Budget Allocation), viz., Education, Health, Communications and Works and, Agriculture.

**Economic Recovery and Growth**

6.3.7 In an IDP process, economic growth strategies have to be arrived at through the expressed commitments of stakeholders to act within given conditions. The IDP is based on the premise that fiscal adjustment measures can affect short-run growth through their effects on private sector behaviour and their direct impact on human and physical capital formation.

6.3.8 The IDP promotes an economic recovery strategy that focuses on three dynamic movements.

- *The dynamic movement of increasing export earnings, increasing opportunities for the profitable use of investment funds, generating Capital formation expenditures, employment and economic growth;*

- *The dynamic movement of investment in wellness (health) and human resource capability (education services) promoting the increase of entrepreneurs and service providers; leading to an increase in income from services both locally and exported.*
c) The dynamic movement of reviving domestic demand beginning with demand in the rural sector though targeted Social & Economic Recovery Expenditures; simultaneously providing capital resources to indigenous enterprises to respond to local domestic demand in indigenous production and employment; expanding on new rural enterprise initiatives to the tourism and services sector.

**B-1. Economic Growth anchored in Export Promotion**

*Main Objective:* To stabilize banana export earnings and to achieve broad-based participation in the tourism sector.

*Measures to be undertaken:*

a) Stimulating Trade and capital flows
   - Stabilizing banana exports by targeting banana farmers for productivity enhancing investments (drainage and irrigation);
   - Ratifying convention of Single Market and Economy;
   - Promoting local company participation in the CARICOM Single Market as an extension of domestic demand;
   - Mobilizing reverse flows of services, financial and technical resources from Dominicans in the Diaspora.

b) Broadening the participation of income earners in the tourism industry (opportunities for agriculture, agro-forestry; music/entertainment, sports events tourism and community-based tourism)
   - Building on investment initiatives identified by “district” development committees (e.g. South-East Tourism Development Committee) comprising local area private sector members, civil society organizations and local government in local area planning.
   - Supporting capital formation expenditures in response to local area (City and Town Councils, Carib Council, Village Councils) planning initiatives to attract investment to their areas.
   - Support projects, which promote small agri-input supplies industry, train persons for rural-based tourism industries and promote area-wide development committees along the model of the South-East Tourism Development Committee.

c) Creating multi-sector and multi-enterprise zones that integrate and diversify all economic activity within the zones by:
   - Encouraging local area development plans to give consideration to new spatial arrangements for the organization and structuring of a cadre of service delivery units at the local level responding to demands in Health, Education, Community Development, Housing and Transportation;
- Providing through the Social Investment Fund attractive funding for enterprises that locate in the designated zones and conform to the suggested land use pattern;

- Encouraging local Government in these zones to consolidate and amalgamate to ensure their full involvement in ensuring that the overall impact of this reorganization of the use of productive assets benefit local residents.

**B-2 Economic Recovery anchored in Human Resource Development**  
**Main Objective:** To focus on mobilizing all human resources in the broad development of services for the domestic and export markets.

**Measures to be undertaken:**  
a) Developing Service Skills  
- Invest in quality training in construction skills, agricultural support skills (private extension, marketing and farm-management support), personal service skills including language skills, performing arts skills (music/culture/art) and information technology skills.  
- Encourage the DHTA to join with the NDC and the Ministry of Tourism to mount a training programme that is geared at increasing the quality of service provided by workers at all levels in this industry.  
- Target the CARICOM Single market as an extension of the domestic market for these skills.

b) Promoting rural enterprise and services development.  
- A “Rural Industry Support Fund” which will provide technical assistance and small grants for physical assets development as a complementary programme to increase the debt-equity ratio of inactive banana farmers and workers seeking productive loans, with emphasis on animal husbandry and women participation.

- Training Community Development Officers to impart to village councils, community groups, women’s groups and individuals the information and skills for putting together their own financing packages for their project ideas, inclusive of use of the Rural Industry Support Fund.

**B-3. Economic Recovery anchored in reviving domestic demand**  
**Main Objective:** To boost local demand and to finance indigenous investments in local area development.

**Measures to be undertaken**
Establishment of the **Social Investment Fund** (SIF) that will provide access to funds (grants, revolving loans, guarantees) by local development groups, community groups for basic social and economic infrastructure and services:

a) An initial budgetary commitment to establish the Social Investment Fund;

b) Establish the financing agenda of the SIF along thematic lines;

c) Invite donor support for either direct individual projects or for project activities along thematic lines;

d) Utilize the SIF to support small-scale projects, identified and implemented through community participation.

e) Include in the SIF Grant Portfolio community sub-projects sponsored by eligible NGOs and CBOs for demand-driven investments in education, health/nutrition, small scale infrastructure, agriculture, productivity, natural resource management, developing social capital, empowering women, providing economic opportunities for youth.

**Main Objective:** To stimulate economic growth in the communities which have been hard hit by the continuing crisis in the banana industry, and initiate the first steps in seeking broad-based participation in stopping the continued decline in social and economic well-being in these communities.

**Measures to be undertaken**

a) **Income Support to the Rural Economy** to be financed through the SFA/EU funding of the Social Recovery Programme and involving:
   - Targeted support in income and health services to the rural and peri-urban poor with the assistance of local community groups.
   - Pro-growth initiatives in support of small-agri input supply industry;
   - Support to local area-wide development committees’ investment initiatives;
   - Consolidating the Hamlet Development Committees with the Carib Council into a local area development committee targeting the needs of the Carib Territory.
   - Targeted training in the Carib Territory in the areas of craft, information technology, education and the management of sites and services in the tourism sector, including the Carib Model Village;

b) ** Provision of localized training needs** as identified in local area development plans:
   - Skills development in construction;
   - Development of local entrepreneurial capacity;
   - Training of persons for rural-based tourism;
c) **Promoting indigenous investments** through

a) Improving the resource base for indigenous investments
   - Initiate local area surveys to identify the job skills and create job banks and job matching systems;
   - Improve skill levels and flexibility to cope with market demands and technology changes in both Private and Public Sectors;
   - Improving lending to small and medium size enterprises to reflect National economic priorities
   - Credit support to local entrepreneurs to supply material, technical (extension services) and marketing services to a targeted commercial agricultural sector;
   - Creating a Guarantee/Endowment Fund for enterprise development in the Carib Territory, where the common ownership of lands prevents individuals’ access to collateral for obtaining credit.
   - Promoting culture as an Art, a Business and a Trading Identity.
   - Targeting the Carib community whose craft work is part of the country’s nature island image;

b) Providing protection of Carib Art under the intellectual property rights provisions of recently passed Laws.

c) Promoting linkages between eco-tourism sites, local hospitality centers and local agricultural and agro-processing capacity.

### 6.4 Social Service Delivery Systems

6.4.1 Social capital is a concept that has not been translated into operational parameters in Dominica. We use the term in reference to the institutions, relationships and norms that determine the quality and quantity of social and economic interactions at the local community level. The Poverty Assessment Report observed that the “real challenge for Government is how to link the local people, the local councils and national priorities. Creating linkages between these three levels is the way both to make sustained economic growth a reality for people in the villages and also a way of highlighting the needs and wishes of the poorest, to national Government”\(^2\)

6.4.2 The IDP seeks to raise the sense of identity, common purpose and resolve within communities to share in the responsibility for maintaining quality education and health services. These horizontal and vertical ties between people within a community or across communities should be deliberately encouraged with incentives and opportunities for programme participation.

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\(^2\) Poverty Assessment Report, p. 20
6.4.3 In spite of the fiscal implications, the strategic issues to be addressed in the Education sector include:
- Improving the quality of the teaching staff;
- Improving the achievement of students;
- Universal access to secondary education;
- Increased access to tertiary education.

6.4.4 The IDP response is to strengthen partnership in the administration of the education system.

**C-1 Strengthening Stakeholder partnership in Education**

**Main Objective:** To strengthen partnerships at all levels and share the burden of education with the wider community.

**Measures to be undertaken:**
- Local Boards to Manage the use of educational facilities:
  - Involvement of local communities in curriculum management
  - Involvement of local community organizations in maintenance and security of physical structure

**C-2 Participation of Stakeholders in Maintenance of Educational Facilities**

**Main Objectives:** To provide opportunities for 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.

**Measures to be implemented:**
- a) Ministry of Education to encourage local communities to organize local consultation to review the appropriateness of the curriculum in local area schools, with the intent of introducing:
  - Specialist training in earlier childhood education;
  - The incorporation of Carib history and culture in the local curricula;

- b) Ministry encourages local communities to submit proposals from such consultations with recommendations for measures to adjust the curriculum in local area schools;

- c) Ministry of Education together with community organizations to devise mechanism to support system for making adjustments in the local curriculum by providing human and financial resources,
Health Services:
6.4.5 The issues in the Health sector gravitate around a greater emphasis on outreach and education consistent with the need to consolidate the performance of the primary health care system and the need for the restructuring of service delivery and improving the quality of health care.

6.4.6 The IDP programme is to involve all stakeholders in the promotion of wellness as an economic investment in the future of our country. In this respect, there are some social conditions that are making the IDP approach to Health more urgent. These include poverty and its attendant deprivation, and negative impacts on nutrition, alcoholism, suicides, homicides, domestic violence and societal violence, drugs and HIV/AIDS. Importantly also were factors related to high unemployment, particularly among youth, female-headed households and the need for greater gender equity.

D-1. Consolidating the Financing and Delivery of Health Services
Main Objectives: To consolidate the efforts at financing Health Services provided in the public domain and to share some costs of delivery.

Principal Measures to be undertaken:
- Mechanisms for the implementation of prepayment schemes to complement users fees;
- Encourage and support an essential package of care that emphasizes promotion and prevention;
- Provide alternative financing for tertiary and curative services.
- Organise and operate private curative and tertiary services utilising appropriate level technology;
- Share the burden for promotion and prevention utilizing NGO’s;
- Increase the focus on providing services to poor and under-privileged;
- Institute quality of care standards for the private and public sector.

D-2. Increasing Human resources in Health
Main Objective: To increase the availability of Adequate Human Resources through improved Human Resource Planning and Management to ensure appropriate skill-mix, deployment and availability.

Principal Measures to be undertaken:
- Offer training for nurses to supply the domestic, regional and international markets;
- Form alliances with U.S schools for offshore nursing and allied health workers education in Dominica;
- Partnering with private and public sector in production and retention schemes;
Encourage wider participation in Curriculum development for Health services and Health workers.

D-3. Monitoring the Environment supporting Health
Main Objectives: Creating an active programme of monitoring the supportive environment for ensuring the Well-being of our citizens.

Principal Measures to be undertaken:
- Maintaining access to potable drinking water; currently 90% of the population in the rural areas and 100% in urban areas have such access.
- Ensuring all systems operated by DOWASCO are treated; 95% of samples bacteriologically tested met WHO standards.
- Working with Communities and the Ministry of Agriculture to prevent deforestation and agricultural activities impact negatively on drinking water resources;
- Improving access onsite excretal disposal system; currently 85% of household have access to an appropriate, individual sites; however, the West Coast communities have the lowest coverage due to poor soil conditions, high water table and over-crowding.
- Redressing the high level of public dissatisfaction with solid waste management, particularly in urban areas and West Coast. 60% of the population has access to services offered by the Solid Waste Management Corporation. Open dumping is still practiced throughout the country.
- Enforcement of the litter Act.
- Putting in place a programme for monitoring, prevention and control of air-pollution; currently there is no programme in place for the monitoring and prevention of noise and air-pollution.
- Involving communities in increased control of the Aedes Egypti mosquitoes; current indices are above WHO accepted standards. Dengue fever for which this mosquito is the vector occurs endemically in the country.
- Joint efforts with the Private Sector and Civil Society to establish a well-organised system for the monitoring of workers health that will compliment the current regulatory framework for the protection of workers health.

D-4. Combating HIV/AIDS
Main Objective: Provide greater leadership and coordination of activities across sectors to combat HIV/AIDS.

Principal Measures to be undertaken:
a) Defining the role of all Government ministries in prevention and management.
b) Training for community health workers in such areas as family life education and HIV/AIDS and illegal substance abuse.
c) Providing diagnostic, clinical, promotive and support services.
d) Developing a comprehensive Health Sector/Community and NGO response to the epidemic.
   - Promoting the formation of advocacy and support networks.
   - Improving program design, implementation management and evaluation
   - Awareness and advocacy programs
   - Provision of care and support to people living with HIV/AIDS (PLWHAs).
   - Prevention of HIV transmission among the general population and vulnerable groups, including mother to child transmission.

D-5. Promoting a Drug-free environment in schools
Main Objective: Ensure school institutions will be free of drugs and violence and offer a disciplined environment conducive to teaching and learning.

Measures to be undertaken
- Bring civil society groups and private sector into the implementation of public sector programmes designed to make the society free of drugs and violence.
- Introduce a system of rewards and punishment designed to encourage effort and discourage deviant behaviour.
- Involve parents and relevant civil society groups in the approach to the maintenance of discipline.

Social Development
6.4.7 Essentially, the vision most commonly expressed by stakeholders is centered around three fundamental desires, which incidentally are universal. These desires are:
   - For a better quality of life;
   - Establish “best practice”
   - For expanded horizons, greater opportunities and choices.

6.4.8 Opportunities for public participation in the pursuit of this vision are to be found in the management of the economy. The IDP suggests that this participation be also reflected in the political and cultural environment of the country. This means that the IDP will become the signal that the political system is willing to begin a history of citizen engagement in the development and implementation of social and economic policies. This is the issue of Empowerment.

6.4.9 The IDP recognizes this strong sentiment for an integrated planning process. It was made evident at zonal meetings held in LaPlaine, Colihaut, Marigot, Grandbay, Portsmouth, and Roseau. Persons openly expressed the view that they desired to and needed to play a more integral role in the development of their country. They contended that there were skills in the local community, which should be mobilized and deployed more effectively for participatory development.
E-1 Empowerment at the Local government Level
Main Objective: To reorient local government towards local area development planning

Measures to be undertaken
- Technical personnel made available to support local area plans;
- Physical planning models that will integrate agriculture with tourism and manufacturing in local areas;
- Changing the perspective of local government authorities towards providing an attractive investment environment in their area.
- Institutional strengthening of the Carib Council for improved local governance.

E-2 Promote Equity in resource mobilization
Main Objective: To promote regional balance in community resources by creating a facility and mechanisms for equalizing grants to local communities.

Measures to be undertaken
- Developing a formula for accessing new and existing resources based on the enhanced capacity for local area governance and development management;
- Providing information to allow communities and organizations to become legitimate recipients of technical and financial support from the Diaspora;
- Involving corporate and NGO sponsorship in the establishment of a matching grant facility

E-3 Promoting Local Area Development.
Main Objective: To provide mechanisms for greater involvement of citizens in development planning in their own communities.

Measures to be undertaken would include:
- Encouraging local area development plans to give consideration to new spatial arrangements for the organization and structuring of a cadre of service delivery units at the local level responding to demand in Health, Education, Community Development, Housing and Transportation;
- Promoting local area-wide development committees
- Collaborative involvement of the leadership of the private sector, civil society and local government in promoting investment initiatives in their area.
- Supporting local groups to make an inventory of human resource skills in local areas as the basis for proposing development initiatives
6.5 Developing Quality Public Service

6.5.1 The question of better governance is an integral part of the collaborative effort at stabilization and economic growth. The IDP focuses on the ability of our public service to administer and manage policies and programmes in support of stabilization and economic growth within the context of full participation of all stakeholders.

6.5.2 The concern of the IDP is with institutional capacity at the level of policy making, at the level of administrative effectiveness and at the level of public service efficiency. Public Sector modernization as an agenda item of the IDP encompasses a wide range of activities:

- The ability to collect the statistical information needed for effective policy implementation, and to share these with the private sector and civil society;
- The ability to effectively plan government expenditure and the delivery of public services at both the central and local government levels;
- The financial, planning and human resource capability of Ministries to effectively carry out their proposed “Mission Statements”;
- Public sector's aid absorption and project implementation capacity;
- The effectiveness of agencies to fight corruption and enhance governance;
- The establishment and operation of appropriate regulatory and/or prudential frameworks for companies and banks;
- The making and enforcement of rules and laws and judicial reforms;
- The protection of property rights;
- The promotion of competition and of a market-based economic system in general.

6.5.2.1 The ability to collect the statistical information needed for effective policy implementation, and to share these with the private sector and civil society;

6.5.2.2 The major challenge is to reorient the Public Service towards becoming a “Customer-driven” service provider. In order to effect the modernization programme, a Cabinet Minister or a top official with substantial ranking should be given the specific mandate of overseeing key changes in the public service along the lines suggested above and in keeping with the specific proposals that immediately follow.

6.5.2.3 These proposals recognize that this cannot be achieved if some of the old issues of encouraging innovation, involving staff and selecting Permanent Secretaries are not addressed. The IDP proposes the following measures:
F-1. Changing the public service culture
Main Objective: To establish the institutional background for measures to improve the service “culture” in the Public Service.

Measures to be undertaken
- Customer Clients Charter to be prepared by each division detailing measures for improving service to the customer. Charter should address such issues as long response time to requests and applications, attitudes to the public, lack of caring and respect by front line staff;
- Provide Customer Services Training;
- Programmes be prepared in close consultation with private sector and civil society;
- Conduct regular customer satisfaction surveys

F-2. Encouraging Innovation and Initiative
Main Objective: To provide criteria and awards incentives for outstanding staff performance.

Measures to be undertaken
- Introduce Award System for recognizing innovative ideas. Criteria are to be established for qualifying for the award and made public.
- Enhance system for staff appraisal
- Organize programmes to sensitize staff for change management
- Give managers greater freedom to make decisions within a prescribed framework thereby allowing staff to act creatively and in a timely manner.

F-3. Inter-departmental cooperation
Main Objective: To bring to the attention of senior public sector management the need to forge inter-departmental cooperation as a method of operation.

Measures to be undertaken
- Encourage regular staff meetings between departments
- Develop programmes of cooperation for discussion on issues of concern among senior staff of Ministries.
- Involve private sector and civil society in defining the broad cross-sectoral approaches and in requesting meaningful inputs from other Departments and Divisions.
F-4. Greater involvement of Staff
Main Objective: To involve Ministry staff in key activities such as preparation of Mission statements, corporate plans etc.

Measures to be undertaken
- Organize strategy sessions with staff on issues affecting departmental efficiency.
- Encourage the staff to study the Comprehensive IDP Framework emerging from the stakeholders to obtain a vision of the scope for integration of action.
- Give staff more responsibility for implementation and reporting.
- Encourage staff involvement in design of mission statement and corporate plans and devise programmes for staff commitment to outcomes.

F-5. Action at selected Divisions
Main Objective: To complement on-going changes in the Public Service Reform programme.

Measures to be undertaken
- Equipping the Public Service Reform Unit with staff and resources to drive this process of modernisation of the Public Service.
- Reorienting the Customs Division to more effectively facilitate business needs.
- Computerization of the Registry to issue Birth Certificates.
- Training of Registry Staff in Customer relations.
- Recommendations by Police for computerizing the issuance of Passports.

6.6 Expected Results
6.6.1 Responsibility and commitment are the major themes that drive the Integrated Development Plan. The Central objective of the IDP is “to allow all stakeholders in the national community to take collective responsibility for the management of the economy at the broadest level of society.” The expected results from the short-term goals of the IDP are expected to reflect this objective.

6.6.2 The IDP sees the distinct possibility of achieving the following results from its short-term initiatives:
(a) Financial budgetary support (IMF) to Government in the immediate short-term to provide it with fiscal space to change both the approach to and the

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composition of the annual national budget to reflect the expressed needs of the
public sector, private sector and civil society.

(b) Reduction in the proportion (as a % of GDP) of nominal government debt to
safe levels and adjustments in the level of expenditure to demonstrate progress
in managing the fiscal gap.

(c) Establishment of a mechanism (Social Investment Fund) to recapture social
expenditures lost through efforts at budget consolidation.

(d) Transfer of some initiatives for local area planning and the delivery of health
and education services to lower levels of government and social organization.

(e) Rebuilding of confidence in fiscal management and the reliability and
predictability of policy instruments as foundation blocks in any strategy to
attract local and foreign investments.

(f) Establishment of the foundation for building Public and Private Sector
partnership in trade, competitiveness, destination marketing, etc.

6.7 Medium-Term Goals

6.7.1 The IDP sees these gains as necessary but not sufficient steps in ensuring a
sustainable resurgence in economic activity and social development. To provide
continuous impetus to this process, the IDP proposes a series of Medium-Term
goals. These are strategic goals, which can be expected to involve a longer time
frame (longer than the 1-year short-term time frame).

6.7.2 To consolidate gains in the area of Fiscal Stabilization and Growth, the IDP
proposes medium-term measures that will:
(a) Build transparency in public expenditure;
(b) Mobilize investment resources in new ways (VAT, SIF, Extra-budgetary);
(c) Develop a medium term debt management strategy to be converted into a
(d) Boost domestic demand as a precursor to internally-generated growth;
(e) Increase trade and capital flows;
(f) Establish a multi-sectoral Commission for Agriculture.

6.7.3 To deepen the quality of social services, involve the wider population in
improving the health status of the community, the IDP further proposes:
(a) Upgrading human resources in education
(b) Investment in wellness
(c) Increasing the availability of appropriate technology in health analysis
(d) Building on existing local government capacity
6.7.4 To improve the receptivity of the public service to new and efficient methods of operation, the IDP proposes:
(a) Introducing accountability measures for senior public sector managers
(b) Improving personnel administration “best practices” in the public service.

6.7.5 The Medium term measures are as follows:
**M-1. Building Transparency in Public Expenditures**
Main Objective: To improve the programming, implementation, control and transparency of the budget process and ensure that public expenditure reflects the needs and compliments the commitments of other stakeholders.

Principal Measures to be undertaken:
(a) Strengthen the public accounting process with enforceable reporting functions by senior public servants
(b) Consolidating the role of the MTPEF (Medium Term Public Expenditure Framework) as the effective and sustainable instrument for annual budget programme. This will involve the Ministry of Finance and Planning in consultation with the Private Sector and Civil Society completing the matrix of priority measures, programme of priority actions and costs and the macroeconomic framework
(c) The IDP Commission to develop an action plan to identify various sources of funds and expenditures and to make indicative suggestions as to their effective use in pursuing national and local development/growth objectives.
(d) The Ministry of Finance and Planning to require all Ministries to conduct internal reviews of programme expenditures, identifying the policies and the amounts of sectoral expenditures, their geographic dispersion and tracking the potential flow of resources or benefits from the central level to local units. These reviews will be an effective tool for the Ministry to partner with other stakeholders in policy formulation and implementation.

**M-2. Mobilizing Investment Resources**
Main Objective: The primary objective is to mobilize budgetary and non-budgetary resource towards social and economic investments. In order to achieve this, efforts will be made (1) to commence the process to introduce a general Value Added Tax; (2) to continue strengthening the capacity and efficiency of tax administration; (3) to establish a Social Investment Fund to protect investment in human resource development through training, delivery of social services, promotion of local development activities; (4) focusing the resources of the extra-budgetary funds on compatible local development goals.
**Principal Measures to be undertaken:**
(a) Finalization of the public campaign to introduce the VAT;
(b) Greater coordination and sharing of information and data between the Customs Division and the Inland Revenue Service through computerized link up;
(c) Making a budgetary allocation to the Social Investment Fund (an agreed % of total social sector spending-budget for the Ministries of Education, Health, Community Development);
(d) Involving civil society and private sector in mobilizing counterpart funding from donors for the Social Investment Fund;
(e) Partnering with all sectors in mobilizing funds for the establishment of local sources of equity and guarantee funds for enterprise expansion and development;
(f) Ensuring that extra-budgetary funds are used to promote local area development objectives.

**M-3. Developing a Medium-term Debt Management Strategy**

**Main Objective:** Develop a medium and long-term strategy for the management of both domestic and external debt; strengthen the system for control and management of the public debt.

**Principal Measures to be undertaken:**
(a) Prepare a medium and long-term strategy setting out overall parameters for a sustainable debt management policy and the post-IMF debt reduction.
(b) Extract from this strategy input for a “Code of Financial Management Practices” in the Public Sector and share this with the major stakeholders.
(c) Encourage the Financial Institutions to generalize to their practices from this code and to establish a Code of Financial Management Practices in the Private Sector.

**M-4  Boosting Domestic Demand**

**Main Objective:** To stimulate local consumption and investment expenditures through various financing mechanisms as a recovery signal to local entrepreneurs, workers and farmers.

**Principal Measures to be undertaken:**
(a) An initial commitment of budgetary allocation to the Social Investment Fund;
(b) Wider participation and donor support in resource mobilization of the Social Investment fund;
(c) Broad-based participation of stakeholders in tourism services with opportunity for special interest groups such as tour guides, bus and taxi owners and guest house owners, to collaborate in order to influence the tourism development plans for individual communities and the Carib Territory;
(d) On-farm supported investments in drainage and irrigation for improved production of bananas\(^4\) and other farm commodities utilizing local (community-based) labour and organizations;

(e) Infrastructure projects in support of production, tourism facility development and social services. The further development of the feeder/access roads and water services in the Carib Territory represent good examples of the opportunity available under the IDP, to address immediate infrastructure needs that will benefit identifiable communities by laying the basis for enhanced economic activities.

**M-5 Increasing Trade and Capital Flows**

**Main Objective:** To begin a process of transforming certain established domestic market initiatives into measures to increase trade and capital flows:

**Principal Measures to be undertaken**

(a) Applying the model of stabilizing banana exports (the financial, technical and marketing package) to other potentially lucrative agricultural exports;

(b) Ratifying the convention on the CARICOM Single Market and Economy;

(c) Promoting local companies’ access to the CARICOM Single Market as an extension of their domestic supply\(^5\);

(d) Mobilizing the training of health and education personnel, sufficient to meet the local demand while allowing for the export of intellectual capital;

(e) Attracting financial and technical resources through collaborative arrangements with the Diaspora.

**M-6 A Multi-Sectoral Commission For Agriculture**

**Main Objectives:** To restore Agriculture to its primary purpose of producing healthy food for domestic consumption as well as for export. To establish a multi-sectoral Commission for Agriculture as the main advisory body to the Government on Policy that impacts on activities in the agricultural sector.

**Measures to be undertaken**

(a) Initiating an inventory of the state of the island’s major environmental systems.

(b) Based on the inventory, zone the major producing areas according to land use capability, conservation and the current demand for land and water by different groups.

\(^4\) Proposed under the Social Recovery Programme for Bananas

\(^5\) The objective is to reorient “buy local” campaigns to “sell local” campaigns. Buy local campaigns are oriented towards establishing artificial buying preferences based on nationalism. On the premise that if the product is good for the locals, it is good for the world, the alternative approach focuses on targeting quality and uniqueness for local product so that they can compete on the local and external market.
(c) Inform the public and private sector as to the services that would be made available within the zones.
(d) Encourage support through local area development committees and other organization for appropriate organized production to be initiated within these areas

**M-7 Upgrading Human Resources in Education**

Main Objective: Making provision for assessment of key persons in the education system on a regular basis.

**Measures to be undertaken**
(a) Develop national standards for principals, qualified teachers, department heads etc.
(b) Convening an Education Forum to consider and decide on the standards and the provision of support training to improve the quality of administration and tutorship in the education system

**M-8. Investing in “Wellness”**

Main Objectives: Promote health as both a resource for and outcome of development, focusing on “wellness” and adhere to the basic principles of equity and shared responsibilities.

**Measures to be undertaken**
(a) Continue building consensus on the Public policy for Health which encompasses multi-sectoral and multi-disciplinary considerations and promoting the continued involvement of the population and its communities.
(b) Utilizing a participatory and consultative process to ensure that the orientation of the Health Services is focused on equity and increased responsiveness to the health needs of the population.
(c) Developing new cadres of health workers and the imparting of new skills to current health workers, so as to respond to the changing epidemiological situation, which is related mainly to lifestyle and health behaviours. This is likely to include a greater emphasis on promotive services and a de-emphasising of hitherto well-established programmes.
(d) Improving Quality of care by:
   - Ensuring quality assurance in the delivery of health care in the private and public sector
   - Involvement of local organizations in supporting primary health care delivery in targeted poverty areas.
   - Partnering with civil society and the private sector
(e) Empowering Communities to achieve well-being through the provision of information, training and skills to community members to empower them to act for their well-being and health.
(f) Developing and increasing personal health skills through an education process for personal health targeted to all ages and stages of life. Great emphasis should be placed on the attainment of personal skills based on self-discipline and societal values.

(g) Building alliances with special emphasis on the Media – Within this broad concept of health, the participation of all sectors is vital for health development. Therefore, the forging of alliances with all traditional and non-traditional stakeholders across sectors in a coordinated effort is essential. The media in its diversity must be a key player in this partnership, influencing the formulation.

M-9 Applying appropriate Technology in Health

Main Objective: To increased availability of appropriate technology for Health analyses and to evaluate the cost effectiveness of introducing new technologies e.g. electronic communication within the sector, tele-medicine and new surgical and diagnostic techniques that reduce morbidity and periods of hospitalization.

Principal Measures to be undertaken:
- Develop appropriate information systems that link the various components of the public sector and private sector and provides for monitoring of the new organizational relationships, resource distribution, productivity, efficiency and quality of care and ensure timely information for decision making;
- Form partnerships within the sector to provide access to more sophisticated and effective technology (e.g. mammography services);
- Develop appropriate information systems and co-operate with the public sector in developing comprehensive information system for health.
- Professional associations to perform the role of catalyst for enabling partnerships within the private sector;
- Utilise available information for more effective surveillance and consumer protection action.

M-10. Building On Existing Local Capacity,

Main Objective: To work out a transition strategy between the Government and the Dominica Association of Local Authorities to prepare the latter for more developmental responsibilities.

Measures to be undertaken
(a) Legislative amendments to give effect to administrative and institutional changes for the reform of local government;
(b) Institutional strengthening at Central Government and Council levels in upgrading the skills of the administrative and support staff;
(c) Allowing Civil Servants to serve on the council as nominated members;
(d) Encouraging private sector participation on the council;
(e) Decentralizing some Central Government functions, responsibilities and services to councils with the necessary capacity to acquire and effectively utilize resources.

**M-11 Introducing Accountability of Senior Public Sector Managers**

**Main Objective:** To introduce a new method for recruitment and reporting for of Public sector managers to improve service delivery and performance.

**Measures to be Undertaken**

(a) Policy circular by Cabinet regarding the criteria for selection and future appointments to the post of Permanent Secretaries on contract. Permanent Secretaries to prepare and present Annual Report on activities and performance of Ministries to Select Committee of Parliament in open public session.

(b) Institute measures to tap the knowledge and expertise of the private sector on procurement of good and services.

(c) Private sector to be invited on a regular basis to advise on trade negotiations and steps to advance public sector modernization.

(d) Private sector to be invited to sessions to cultivate better understanding of how the machinery of government functions.

**M-12 Improved Personnel Practices**

**Main Objective:** To raise the standard of personnel administration in the Public Service

**Measures to be Undertaken**

(a) Public Service Commission to encourage openness by publishing Annual report on the functioning of the Commission.

(b) Public Service Commission to undertake regular strategic sessions with the Establishment, Personnel and Training Department with the objective of raising standards of personnel administration impacting thereby on recruitment, promotion and discipline for a modern public service.

### 6.8 Cross-Cutting Issues

#### 6.8.1 The IDP identifies five (5) such issues as being critical to both the recovery of the economy and the establishment of a new planning process and an Integrated Development Plan.

- **Environment and Development**, which cuts across issues of natural resource management, physical planning and production systems.

- **Promoting Equity in economic opportunities**, which call for the explicit inclusion of gender equity, region and community-based equity in official programmes designed to increase social capital, combat economic exclusion and generating opportunities for employment and earning incomes.
• **Improving Productivity, which** calls for a commitment by the private sector and civil society to invest in technology, human resource skills and new management practices.

• **Decentralization** is much more comprehensive. It involves the strategy to restore fiscal balance, efforts to strengthen partnership in public affairs, inter-departmental cooperation in Ministries, promoting local area planning, combating vulnerability and promoting sectoral initiatives at economic recovery.

• **Human Development** is an all-encompassing issue including wellness, skill capabilities, gender equity and human capital formation.

• **Managing Information Resources** is considered a foundation issue in a more inclusive approach to development planning. It speaks to the issue of resourceful databases for sustainability and structural reform, assessment of human development, a natural resources inventory, disaster mitigation and information sharing.

**Environment and Development**

6.8.2 In the context of environment and development, the main objective of the IDP is to ensure that production and consumption activities of the local population allow for the maintenance of the integrity of the natural life-support systems.

**Main Objective:** To ensure that Policy in the various Ministries is consistent with the following measures intended to integrate care of the natural environment and the management of the economy.

**Principal Measures to be undertaken:**

**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**

- Ensure 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;
- Ensure proper management of liquid and Solid waste (Garbage disposal);
- Reduce 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.

Labour:
- Increasing employment opportunities located 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 living 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 take 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, agriculture and other sectors from the efficient performance of these personnel and their agencies.

Equity in Economic Opportunities
6.8.3 In the context of environment and development, the main objective of the IDP is to ensure that production and consumption activities of the local population allow for the maintenance of the working population of Dominica which is evenly split between men and women. Still, traditional programme structures tend to be biased towards providing asset-based support to the male segment of the population. It definitely reflects a situation in which society/economy is failing to create an environment in which all citizens can develop their full potential and lead productive lives.
6.8.4 Economic growth is not the exclusive domain of one section of the population or one location of the country. There must be direct intervention at the programme design and implementation stage to deal with the urban/rural divide (including the Carib Territory) and the gender bias, so that groups who may otherwise be left outside of the unfolding events can capture the benefits of growth. This is achievable by the inclusion of explicit gender and region considerations in policies and programmes to:

(a) Promote job creation in both Agriculture and Tourism sectors;
(b) Sustain domestic demand in rural area;
(c) Promote local area planning and rational land utilization;
(d) Reduce inter-generational poverty through skills acquisition and local economic opportunities.

Main Objective: To target specific development initiatives supported by the relevant Ministry for declared objectives for gender equity and locational emphasis.

Measures to be undertaken:
The inclusion of gender and location-based programme objectives in the following initiatives:
(a) Broad based participation in agricultural enterprises through small credit, promotion of agricultural services and inputs. (*Ministry of Agriculture*)
(b) Broad participation in tourism industry through community-based initiatives. (*Ministry of Tourism*)
(c) Building coalitions at the local community level to develop local area concept plans to provide the basis for promoting local enterprises. (*Ministry of Finance & Planning and Ministry of Enterprise Development*)
(d) Seeking market niche in organic products. (*Ministry of Agriculture*)
(e) 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. (*Ministry of Agriculture*)
(f) Co-management of natural parks and eco-tourism sites in order to effectively bring adjacent communities into the Tourism service industry. (*Ministry of Tourism and Forestry Division*)
(g) Financial intervention that would seek to match local community skills with local expressed needs. (*Ministry of Finance and Planning Banking and Financial Institution Association*)
(h) Promotion of environment resource management, soil quality preservation and organic farming. (*Ministry of Agriculture, The Dominica Conservation Association, local farmers’ groups and other NGOs*)
(i) Assistance to local communities to conduct surveys identifying the skills available in the community. (*Ministry of Finance & Planning, Ministry of Community Development, NGOs*)
**Increasing Productivity**

6.8.5 The issue of productivity is not simply an issue relating to labour. The status of enterprise productivity is reflected in the nature of labour relations, the skill training programmes in place, the level of investment in productivity enhancing technology, the attraction of higher skilled labour through offering higher wages. The intervention proposed addresses the issues of:

- Improved lending to small and medium-sized businesses
- Improving skills levels
- Promoting information-technology based service businesses that can increase local productivity
- Raising competitiveness

**Improving Lending to SMEs**

**Main Objective:** To improve lending to Small and Medium size Enterprises

**Principal Measures to be undertaken:**
- Reformulation of policy to reflect close complimentarily with priority economic activities;
- AID Bank, NDC and other related Government departments and agencies modernized to become service-driven and facilitation oriented;
- Support institutional strengthening of special financial intermediaries such as Dominica Unit Trust Corporation (DUTC), Credit Union Movement (CU), the National Development Foundation of Dominica (NDFD);
- Create Guarantee Fund as a financing instrument in Carib Territory;
- Prepare institutions for competition from human resource development initiatives and interventions;
- Invest in modernization effort, cross-training;
- Create and support Service Resource Centres;
- Partner in “Business Incubator” Programme- AID Bank, National Development Corp.(NDC), NDFD, Dominica Export Import Agency (DEXIA), Full Service Resource Centres;
- Advocate interests of gender, youth, elderly and disadvantaged.

**Improving Skills Levels**

**Main Objective:** To improve skill levels and flexibility to cope with market demand and technology changes in both private and public sectors.

**Measures to be undertaken:**
- Carefully design skills improvement programs and expand existing technical and vocational skills training programs with collaboration of businesses, unions and government and link training to the country’s overall development strategy;
(b) Improve the quality of education programs and develop policies and frameworks for the private sector to take more initiative in education and training;

(c) Raise the present low rate of tertiary education, as this represents an important source of skilled labour, managerial persons and potential entrepreneurs;

(d) Introduce systematic evaluation of training programs’ effectiveness

**Information Technology-based service businesses**

**Main Objective:** To support the growth and expansion of high skilled/high paid employment opportunities in ICT based industry;

**Measures to be undertaken:**

(a) Classifying information technology as a service sector with significant export potential

(b) Providing an incentive package that would reduce the cost of acquisition of skills, specialized equipment (large format printers, films, scanners, etc.) and specialized credit (Venture Capital Incentive Scheme)

(c) Expand and promote technology-based businesses as distinct from commodity manufacturing as the basis for new export services.

(d) Aggressively promote foreign direct investment including the diaspora, which can play a key role in technology transfer and in improving the culture of management and work ethics.

(e) Develop policies to attract returning migrants who have benefited from foreign training, not merely from academic or vocational training but in the wider sense of learning on the job and assimilating more of the global business culture.

**Raising Competitiveness**

**Main Objective:** To undertake institutional reforms that would facilitate labour market flexibility and job creation and improve industrial relation management to reduce strikes and create conditions for improved productivity growth.

**Measures to be undertaken:**

(a) Initiate local area surveys to inventory the job skills in the area and provide information to the local authority and local development committees to consider in their local area planning exercises.

(b) Develop effective systems through the creation of job banks and job-matching in collaboration with the private sector, unions and Government to better utilize skills distribution and to raise productivity.

(c) Research and table for consideration by employer organizations and trade unions, compensation schemes for workers that allow businesses to react
quickly to changing circumstances while ensuring that the schemes are fair and protective of workers’ rights.

(d) Establish a tripartite social dialogue and provide adequate training for all stakeholders for the arrangement(s) to work

**Modern Services**

*Main Objective:* To provide product diversification and modernized customer services in the Services Industry

**Principal Measures to be undertaken:**
- Effect legislation for e-banking and e-commerce;
- Improve supervisory skills at public sector level;
- Prepare for E-Government to improve efficiency levels at Registry, Customs, and Passport offices;
- Develop and implement ICT policy;
- Prepare infrastructure to accept e-transactions,
- Provide incentives to encourage investments by ICT providers, learning institutions, Human Resource Development providers, private extension services in marketing and farm-management support, etc;
- Improve skills training and re-training to increase employment
- Collaborate with stakeholders in massive educational drive and acceptance;

**Decentralization**

6.8.6 The IDP sees the process of Decentralization as a gradual process that must be developed with care, sensitivity and inclusion. In the debate as to centralize or decentralize Government functions, the IDP proposes that Government be willing to move in both directions, i.e., decentralizing some functions while centralizing other critical policy-making responsibilities. Thus the IDP defines **Decentralization** as the transfer of responsibility to democratically independent lower levels of government, thereby giving them more managerial discretion, but not necessarily more financial independence.

6.8.7 In the short-run, the IDP urges the following measures for local governments.\(^6\)

(a) Orienting local government towards creating a local environment that would be attractive to investments;

(b) Conducting surveys to ascertain the skills composition and needs of the community;

(c) Seeking Government and private sector professional support to develop local area concept plans;

\(^6\) See Annex A-1: Governance and Empowerment
(d) Strengthening partnership with the major stakeholders in financing the implementation of projects in support of local area plans;

(e) Sharing in the responsibility for social investment;

(f) Introducing measures of accountability equivalent to those at the central Government.

_Human Development_

6.8.8 Human development is an issue that cuts across the concepts of wellness, skills capabilities, employment and incomes. It therefore promotes health, as both a resource for and outcome of development. The IDP thus focuses on “wellness” and on adhering to the basic principles of equity and shared responsibilities. This requires a continuous effort at building consensus on the Public policies for Health, Education, Employment and Income generation, which encompass multi-sectoral and multi-disciplinary considerations and promote the continued involvement of the population and its communities.

Main Objective: To build _skill capacities_ to resolve basic social and economic problems.

Principal Measures to be undertaken:

(a) Using technology to effectively support student learning;
(b) Developing within citizens a sense of social responsibility and strong spiritual growth through the education system.
(c) Providing a sense of empowerment to local communities by allowing them to adjust the local school curriculum to reflect the human resource needs of their communities.
(d) Organizing the Full Service Resource Centers (FSRC’s) to allow multi-disciplinary teams of young professionals to service the needs of all segments of the rural economy.
(e) Investing 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.
(f) Encouraging the DHTA to join with the NDC and the Ministry of Tourism to mount a training programme that is geared at increasing the quality of service provided by workers at all levels in this industry to international standards and certification.
(g) Targeting the CARICOM Single market (as our extended domestic market) to export these skills or import them as opportunities in the country reveal themselves.
(h) Training Community Development Officers to impart to village councils, community groups, women’s groups and individuals the information and skills of putting together their own financing packages for their project ideas, inclusive of use of the Rural Industry Support Fund.

**Managing Information Resources**

6.8.9 A division within Central Statistical Office (CSO) should be assigned the task of improving its information systems (and also to support information systems in other Departments) that are responsive to the demands of Integrated planning. Such systems will ensure that the capabilities and limitations of the natural systems are taken into account alongside the social, institutional and policy considerations affecting decisions on where, when, how and how much to invest in enterprises that impact on national development.

6.8.10 The IDP identifies five (5) important information systems, which require immediate attention in establishing the framework for participating in decision-making. These are:

- Information organized into a “Sustainability Frame of Reference”;
- Information organized into a “Structural and Functional Frame of Reference”;
- Information systems to support Human Development Assessment;
- Natural Resource Inventory system;
- Disaster Management Information Sharing

**The Sustainability Frame of Reference**

6.8.11 The Sustainability Frame is a combined set of economic, ecological, energy and social data intending to support:

- Institutional ability to take advantage of existing programmes and opportunities;
- Public and private sector investment activities;
- Identification of production limitations and opportunities;
- Determination of advantage in terms of physical and ecological resources, access to finance and technical assistance;
- Assessment of the impact of extraordinary events such as hurricanes, earthquakes, volcanoes, disease, pests, energy prices, technology;
- Identification of cultural capabilities (such as traditional systems of work, skills acquisition and learning);
- Incorporating programming recommendations embedded in Regional Agreements in trade, finance, transport, procurement, etc.

**Structural and Functional Frame of Reference**

6.8.12 A Structural and Functional Frame of Reference would involve data on:

- Land area; soil composition; water storage in rivers and lakes;
- Plant and animal species;
- Energy sources and potential (fossil, solar, hydro, wind, geothermal, biomass)
Assessment of Human Development

6.8.13 The Assessment of Human Development must transcend the monitoring of national income and economic growth indicators as important as these may be. This would also require:

- Disaggregating of data by gender, geography locality, age, sector and social strategy:
- Integrating the data on important human development issues such as crime, violence, employment, the environment, child labour, gender equity and gender empowerment; income distribution, energy distribution, informal sector activities, remittances from Dominicans overseas, and non-market unpaid work.

Natural Resource Inventory

6.8.14 The Natural Resource Inventory initiative should be undertaken by the Ministry of Agriculture to assist Dominica to monitor changes to its resource potential in land use and water conservation.

Disaster Management Information System

Increasing Productivity

6.8.15 Disaster management is one of the areas in which coordinated regional strategies are imperative and the Caribbean Emergency Disaster Emergency Response Agency (CEDERA) has proposed a comprehensive disaster management approach to dealing with hazards of all types. It is in this context that the IDP proposes a multi-disciplinary approach to data gathering and management so that hazard vulnerability assessments and risk reduction strategies can be incorporated into development planning and investment decisions - both public and private.

6.8.16 As such, vulnerability assessments and mapping for landslide, flood, storm surge/coastal risk should be made available in a form that allows investors in tourism, agriculture and housing, to select sites, technology, materials and management systems. More specific to Dominica, planners, developers, homeowners as well as public sector managers should be supported in developing skills in applying volcanic hazard vulnerability information into decisions on major infrastructure in the high impact zone in the South of the island.

6.8.17 To encourage and facilitate use of relevant data in national planning, the IDP proposes:

- Development of procedures for the inclusion of hazard impact assessment in the EIA process;
- As a partnership venture with all sectors, the implementation of hazard management program for economic sectors and high-risk areas;
• Engagement of the representatives of the private sector, (legal, insurance, and accountants) with public sector and the Dominica Association of Local Authorities (DALA) in developing national loss reduction plans, policies, laws and regulations to facilitate the use of hazard information and mitigation tools.

**Disaster Mitigation**

6.8.18 To develop an integrated approach to Disaster Mitigation, the IDP makes the following proposals:

(a) Development of comprehensive information system on the state of natural systems and the impact of disaster on these;
(b) Training of competent scientists and managers to work in all sectors at installing mitigation measures;
(c) Provision of adequate fiscal and other incentives for proper design, construction and management of built facilities capable of reducing risk;
(d) Instituting a comprehensive land use and spatial plan;
(e) Introducing and enforcing penalties for violation of these measures;
(f) Instituting of sustained public information and education campaigns on the risk management and mitigation at the household, enterprise, community and national level;
(g) Establishment of regional mechanisms for promotion of these measures and
(h) Cultivation of partnerships involving all sectors as well as the international donor community in efforts at implementing these measures as an integral component of national development strategies.

(i) Developing a post disaster response mechanism that includes:

(j) Systems for rapid assessment of economic loss (Physical & Social)
(k) System for assessment of social dislocation and impact
(l) System for determining reconstruction priorities
(m) Systems for introduction of appropriate hazard mitigation measures during reconstruction
(n) A clear division of responsibility for recovery policies and plans
(o) Programmes for developing capacities in the above mentioned areas

**Increasing Productivity**

6.8.19 Disaster mitigation also requires that the country take a fresh look at its preparedness to respond to an event such as a major volcanic eruption. Since the city of Roseau is within the projected impact zone of major volcanic eruption, The IDP also calls for considerations be given to preparing a plan for the gradual upgrading of health facilities in the North:

- The Health facilities in the north (capacity for emergency medical services at Marigot and Portsmouth);
- The Port facilities in Portsmouth and energy evacuation facilities in Soufriere on the West Coast and selected sites on the East Coast.
6.9 **Medium Term Strategies**

6.9.1 The IDP proposes six (6) medium term strategies for sustaining development. These are:

- Strategy for Debt Recovery
- Strategy for Fiscal Transparency
- Strategy for Maintaining Social Investment
- Economic Growth Strategy
- Strategy on Vulnerability
- Strategy on Governance

**Strategy for Debt Recovery**

6.9.2 Debt Recovery⁷, increasing Government savings and reducing public expenditures are all part of a programme of fiscal adjustments. The objective is to reduce the fiscal imbalance and re-introduce a sustainable position in the Government’s fiscal budget.

6.9.3 The IDP programme for fiscal adjustment has five initiatives:

1) **The first initiative is to seek short-term debt relief.** Some of the measures that need to be considered in order to reduce the internal balance include:
   - Accessing immediate financial support from CARICOM member states both on a bilateral basis but preferably through the CARICOM Regional Stabilisation Fund;
   - Concluding a Standby Agreement with the IMF to cover current liabilities;
   - Gaining access to PRGF funds for a 3-year period based on clear commitments within an Integrated Development Plan;

2) **The second initiative is to enhance internal surveillance and assessments of the impact of both domestic and external debt.** Here, the IDP seeks to combine qualitative analysis of the country’s circumstances with vulnerability indicators and other quantitative tools. The main objective is to develop a medium and long-term strategy for the management of both domestic and external debt and to strengthen the system for control and management of the public debt. The measures proposed include:
   - Strengthening the role of the Debt Management Unit by ensuring that its opinion on current and future debt influences the decision process of incurring public debt.

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⁷ The TOR uses the terminology “Debt Recovery” which we are interpreting to mean measures for the Government to recover from its debt crisis.
• Strengthening internal control procedures. This would include both the Auditor General’s role as well as contributions by the Debt management unit.
• Making the Report of the Auditor General submissable to a special review committee of Parliament before being presented to the full Parliament.
• Improvement in the quality of fiscal data with more graphical expression of the fiscal situation.

3) **The third initiative is on standards and codes**, where among other things the IDP seeks to provide a stronger basis for Government to make judgments about the allocation of Public Sector investment options. The measures include:
   • Preparing a medium and long-term strategy setting out the overall parameters for a sustainable debt management policy and the post-IMF Debt reduction.
   • Extracting from this strategy a “Code of Financial Management Practices” in the Public Sector and share this with the major stakeholders.
   • Encourage the Financial Institutions to generalize to their practices from this code and to establish a Code of Financial Management Practices in the Private Sector.

4) **The fourth area is that of rebuilding the confidence of the financial sector.** A key initiative in this regard is for Government to reestablish a collective working relationship with financial service institutions, instituting a system of information sharing particularly on the potential impact of Government’s policies on the financial sector and for Government to become part of an informal network that ensures that financial resources are made available to entrepreneurs and “development committees” especially in the rural areas and those severely affected by the collapse of the Banana Industry.

5) **The fifth area is that of fiscal transparency.** Here, the IDP is requiring that Government make a fundamental shift in its approach to fiscal management and seek to actively involve the private sector and civil society in policy and programme decisions. The three major operational changes which the Government must undertake in order to be truthful to the spirit and the letter of the concepts of an Integrated Development Planning Process are:
   (a) Ensure that the PSIP funding objectives find their justification in the Integrated Development Plan. This is not only necessary for attracting donor support but will provide credence to the participation of many individuals and groups in the IDP process.
   (b) Become “intentional” in its enunciation of macro-economic policy in general and expenditure policy in particular. Stakeholders need to
determine their course of action on some level of predictability in terms of the instruments that the Government will use and the results that can be expected.

(c) Factor into the assessment of debt management, other types of assets and liabilities that the Government manages and which can influence the credibility of the Government.\(^8\)

**Strategy for Fiscal Transparency**

6.9.4 A public position on Fiscal Transparency is an important first step in the current situation and the IDP has identified seven components of an adequate position. These are:

1) Create a process for the preparation of the Budget that would see the commitment of stakeholders expressed before the fact (i.e. its presentation in Parliament) not after the fact.
2) Determine fiscal expenditure levels both within the level of expected revenues and also within the context of medium term achievements.
3) Express as a New Code of Fiscal Conduct, measures for expenditure control.
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.
5) Improve the quality of reporting fiscal data so as to be in a position to share meaningful information.
6) Make public the procedure will be followed in incurring any new public debt and be willing to share the results of work done by the Debt Management Unit of the Ministry of Finance and Planning
7) Make a commitment to reduce quasi-fiscal decisions wherever they may occur. (Expand)

**Strategy for Maintaining Social Investments**

6.9.5 Here, the IDP focuses on three core areas: Instituting a Social Investment Fund; Coordinating the efforts of the current extra-budgetary funds and facilitating Private Sector and Civil Society’s participation in national budget exercise through the Medium-Term Public Expenditure framework.

6.9.6 The **Social Investment Fund** differs from any other development intervention in that it does not pre-determine the specific nature of investments to be carried out in any community but rather establishes a multi-sectoral range of investment options. Depending on the particular social fund, communities can express their priorities in two ways; they can form a community project committee and develop a project proposal, or they can submit a project proposal through a local

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\(^8\) IDP Report on Sensitisation, Research, Analysis and Planning, p.28
intermediary agent such as the local government, an NGO, the PTA at a local school or some other grass-roots organization.

6.9.7 The Social Investment Fund has a very important part to play in increasing public sector savings:
(a) It can become an instrument for targeting social and economic investment as well as for sharing both the costs and the responsibility for implementing some social investment projects.
(b) It can become a source of funding that is relatively independent of the budgetary priorities of the Government and is run by a Board of Directors responding to the development needs of other stakeholders,
(c) Government can increase the level of resource mobilization of the Fund by seeking donor support for either the SIF or for project components in the SIF, outside of the framework of its own mutual obligations to bilateral and multilateral funding sources.
(d) The SIF can become an effective instrument for maintaining the focus of the various non-budgetary funding opportunities on the major themes of the IDP.
(e) Government is able to reduce some social investment/maintenance expenditures while transferring the responsibility to local authority and local groups who can mobilize funding through the SIF.

Economic Growth Strategy
6.9.8 The major stakeholders (Private Sector, Public Sector and Civil Society) have been very expressive in the IDP sensitization sessions when it came to the question of what needs to be done to get the economy moving again. The IDP has attempted to distill these ideas into what appears to be three workable models of economic recovery and growth. These models are not exclusive of each other and should be pursued simultaneously.

The Export Growth Model
*Increase Export Earnings → Investment Funds → Capital formation expenditures → Employment → Growth;*

The major platform of this strategy includes the following:
- Stabilizing banana export earnings with the participation of approximately 750 growers attaining yields approaching 8 tonnes per acre on an average farm size of 5 acres;
- Broadening the participation of income earners in the tourism industry (opportunities for agriculture, agro-forestry; music/entertainment and sports)
- Building on investment initiatives identified by “regional” development committees (e.g. South-West Tourism Development Committee) comprising local area private sector members, civil society organizations and local government in local area planning.
- Spurn capital formation expenditures in response to local area (village councils) planning initiatives to attract investment to their areas.
The Human Resource Development Model

*Health/Education Services → Investment in Human Resources → Multiple levels of service exports → Earnings → Consumption → Growth;*

This strategy suggests a key focus on mobilizing all human resources that are identified as Dominican, regardless of whether they are resident in the State or overseas. It will seek, among other things, to:

- Utilize those health and education workers who have migrated or are being recruited abroad to support the improvement of the systems they left behind in remittances in cash or kind through the work of NGOs and other civil society organizations;
- 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;
- Promote income-earning activities at a broad level of society.

The Social Recovery Growth Model

*Targeted Social & Economic Recovery Expenditures → Effective demand of poor & not-so-poor increases → Indigenous enterprises addressing employment and production → new Global market niche → Growth.*

This strategy puts heavy emphasis on rebuilding the level of effective demand in the rural economy. It seeks to do so by utilizing the Social recovery programmes to be funded by the EU in the banana affected areas, as a springboard for rebuilding economic activity in the rural economy.

This strategy recognizes that the Rural Economy is more than Agriculture. It encompasses all of the opportunities for creating income and wealth in a land-based environment. The strategy targets:

- Income support on the demand side to boost family incomes of the poor and not-so-poor, tempering their perceptions of personal risks and increasing local area demand for goods and services;
- The provision of education and health services under the social recovery programme which will rebuild the human resource component;
- Support to enterprise initiatives (such as farm inputs supplies) responding to local area demand and which can release new products for national or international commercialization.
The Vulnerability Strategy

6.9.9 Exposure to natural disasters and external economic shocks imposes a cost for survival and sustainability, which is well above the ability of the Dominican economy to adequately address. Dominica has to find support for its efforts at sustainability in both its domestic approach to development and in regional cooperation and international commitment.

6.9.10 One approach to the issue of vulnerability on the domestic level is to build institutional capacity on a programme of empowerment at different levels of governance. This is done to reflect the reality that economic and social shocks are felt immediately at the level of households, businesses and communities. A speedier response to external shock may be achieved when there are institutional structures at the local level (Village Councils, Community groups, Private Sector, Civil Society and NGOs in local development committees) through which information and other resource can be quickly mobilized to address the immediate and long term effects. Thus planning for vulnerability is inseparable from planning for more effective governance.

POSSIBLE SOURCES OF EXTERNAL SHOCK

The following events or situations have the potential to seriously dislocate economic activities in the near future.

Potential economic triggers are:
- a) Market displacement of our exports due to imposition of “soft infrastructure” rules*;
- b) General deterioration of soil quality affecting agricultural production.
- c) Migration of productive capacity in the major manufacturing enterprise.
- d) Trade policies forced into confirmation with WTO trade regulations
- e) Preparatory concessions for accession to larger regional trade blocks, FTA.

The potential natural disaster triggers are:
- a) Hurricanes and Tropical depressions impacting on settlements, infrastructure and on production;
- b) Localized geological events such as major land slides into rivers and subsequent flooding (e.g. Layou River incident)
- c) Health-related events such as HIV/AIDS, and highly communicable diseases.
- d) Severe seismic activity reflecting earthquake and volcanic activity.

*Note: Soft infrastructure rules refer to rules that importing countries may impose on the exports from developing countries. These include both ensuring compliance with specified health, hygiene and safety conditions as well as specifying the technology that may be required to satisfy the importing country that compliance has been achieved.
6.9.11 The IDP calls on the Ministry of Trade and Foreign Affairs to take the initiative in a joint approach with the Private Sector and Civil Society to:

(a) Develop a programme of communications and information sharing around the potential economic and social action to be found in Dominica’s accedence to these international agreements to promote integrated development;

(b) Prepare strategic plans, which will translate at the local level, the important aspects of these agreements. The recent preparation of the Strategic Plan for Biodiversity for Dominica\textsuperscript{9} is an example of the translation to local level of another important agreement, the Convention on Biodiversity;

(c) Prepare a list of components of such strategic plans, which can be incorporated into the next round of IDP formulation and subsequently into the national budgetary process.

**Strategy on Governance**

6.9.12 The IDP calls for a transition strategy to be worked out between the Government and the Association of Local Authorities that would focus on, inter alia:

(a) Legislative amendments that give effect to administrative and institutional changes for the reform of local government.

(b) Institutional strengthening at Central Government and Council levels in upgrading the skills of the administrative and support staff.

(c) Decentralizing some Government functions, responsibilities and services with the necessary capacity to acquire and effectively utilize resources.

(d) Decentralizing selected Government functions, responsibilities and services where the local authority has develop the necessary capacity to acquire and effectively utilize resources.

(e) Facilitating greater involvement of citizens in development planning in their communities;

- Encouraging local area development plans to give consideration to new spatial arrangements for the organization and structuring of a cadre of service delivery units at the local level responding to demand in Health, Education, Community Development, Housing and Transportation;

- Providing through the Social Investment Fund attractive funding for enterprises that locate in the zones and conform to the suggested land use pattern.

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\textsuperscript{9} The IDP recognizes the possibilities for economic activity arising out of this Plan in such areas as tourism, research, training, medicinal and herbal processing, to name a few.
(f) Encouraging local Government in these zones to consolidate and amalgamate to ensure their full involvement in ensuring that the overall impact of this reorganization of the use of productive assets benefit local residents.

6.10 Conclusion
The IDP encourages the major stakeholders, Public Sector, Private Sector and Civil Society to fully coordinate their plans and programmes that they can collectively contribute towards the development of a sustainable economy. With respect to the Public Sector, the IDP expresses two distinct sets of implicit “contracts” between Government and the rest of society (Private Sector and Civil Society).

The Social Contract with stakeholders is to establish:
- The Medium Term Public Expenditure Framework (MTPEF);
- The Social Investment Fund;
- Mechanisms for information sharing
- Mechanisms for decentralized planning

The Economic Contract with stakeholders is to establish:
- A Commission for Agriculture
- A Common Approach to Environment, Physical Planning and Disaster Mitigation;
- Broader economic participation for stakeholders in Tourism services and in Agriculture.

Clear indications of a willingness to fulfill these “contracts” are prerequisites to the successful implementation of the Integrated Development Plan.
Final Report

On

THE DEFINITION & ESTABLISHMENT OF AN
INTEGRATED DEVELOPMENT PLAN
AND
PLANNING PROCESS

CHAPTER 7
THE IMPLEMENTATION PLAN

JANUARY 23, 2003
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7.1. IMPERATIVES FOR IMPLIMENTATION OF THE INTEGRATED DEVELOPMENT PLAN

The IDP requires that Dominica institute fundamental and far-reaching (administrative, structural and legislative) changes in the manner that the country conducts its development business. It has been established throughout the consultations and research for this Report, that IDP is driven by a new vision of development that involves and benefits people. The literature, as well as the research findings, also concludes that this type of development can be best achieved through the application of new mechanisms of participation to the planning and decision-making process. (Chapters 3, 5 and 6)

In addition to focusing on what needs to be done, the IDP provides strategic guidance on how Dominica can make the transition to a more “democratic and holistic approach to development planning”. To sum it up, implementation of the IDP requires:

- The will, on the part of all sectors, to ensure that policies, programmes and projects of development arise from direct consultations with the people (Chapter 2) and are responsive to the challenges that confront them (Chapter 4);
- That economic and social benefits of growth accrue to present and future generations of all Dominicans (Chapter 3);
- The clear definition of a long-term development vision (Chapter 1);
- The clear definition of short and medium term actions in pursuit of that vision (Chapter 6);
- A partnership approach to the design, decision-making, planning and implementation of programmes and projects, reflective of the country’s development vision (Chapter 5);
- The strengthening and transformation, as needed, of the institutions of the public, private and civil society sectors into institutions capable of full partnership in the co-management of actions for development (Chapter 6);
- Investment in building and mobilizing the human and financial capacities and capabilities in such areas as:
  - Technical competence;
  - Reliability of information systems for use in the management of the economy;
  - Legislative and Administrative systems to facilitate the process (Chapters 5 and 6);
- The establishment and assignment of responsibilities and the definition of timelines for legislative/policy, structural and administrative actions (Chapter 6 and 7).
7.2. INSTRUMENTS FOR IMPLEMENTATION OF THE INTEGRATED DEVELOPMENT PLAN

7.2.1. **Short and Medium Term Measures**

7.2.1.1. Although the IDP is designed to provide strategic guidance to the preparation of sector, economic and spatial plans, several mainline Ministries have proceeded with planning for their sectors and have commenced implementation. The Ministries of Health and Education have been cited as two that have undertaken sustained planning and implementation over the past few years and have utilized mechanisms and processes of consultation and decision-making that are IDP compatible. Further application of this approach will be increasingly dependent on the pace at which other Ministries and stakeholders in the private and civil society sectors commence application of the mechanisms and measures described in Chapter 6.

7.2.1.2. For purposes of this Report, **time frame is a matter of when results/outcomes are likely** as opposed to when implementation begins. Consequently, **short-term measures are** those for which implementation commences immediately with the prospects for impact/results/outcomes becoming evident within one year. **Medium-term measures are** those for which implementation commences within the first year but are likely to yield results within three years. **Long-term measures may** also have commenced implementation alongside the short and medium term measures, but results/outcomes/impact would become evident three or more years later.

7.2.1.3. In this regard, **one of the immediate activities for facilitating implementation of the IDP** is the urgent design and activation of a programme of education and awareness-building among all sectors, regarding IDP, its principles and mechanisms. The experience of the two Ministries already mentioned (Health and Education) is expected to provide important case material for such a programme.

7.2.1.4. Along with this programme of public awareness targeted, among others, at building positive attitudes towards teamwork, several other short and medium term measures are defined in the Report. (Annex A-23) These include:

**Short Term**
- Establishing the IDP Commission;
- Building Institutional Capacity for IDP among civil society organizations and the private sector;
- Mobilizing the Youth for increased engagement with development activities;
Commencing broad-based involvement in the national Budgetary Process;

Medium Term
- Refining the Comprehensive Development Framework as a major planning tool of IDP;
- Auditing PSIP Projects for IDP compatibility;
- Creating the policy environment conducive to new environmentally-friendly and information-technology investments;
- Establishing a Cross-cutting Training Programme for Community-based organizations in the Carib Territory;
- Establishing a comprehensive information management system for development planning;
- Providing technical support to rural-based enterprises in agriculture and tourism through Full Service Resource Centers;
- Establishment of a Land Bank;
- Rationalizing the spatial division of Dominica into districts to allow for improved efficiency and coordination in the delivery of social and economic services and the establishment of local area development committees;
- Launching the Social Investment Fund.

7.2.1.5 To highlight the opportunities for immediate action that signal the start of implementation, Project Briefs have been prepared. Areas for further actions in the medium and longer term have also been as Programme Briefs. These briefs accompany this Chapter (Section 7.7).

7.3. MAKING THE TRANSITION TO IMPLEMENTATION OF THE IDP

7.3.1.1. The single most important step to be taken to initialize the transition to implementation of the IDP is the decision, by Government to establish of a multi-sectoral body representing all major national interests including social and economic policy, private sector and civil society. This body identified in the Report as the IDP Commission (Chapter 6) would act as an executive agency and would be responsible for directing the orderly transition to a more holistic, democratic and participatory approach to development planning. Following closely on that decision, a full time IDP Commissioner should be recruited.

7.3.1.2. The major functions of the IDP Commission have been proposed in earlier Reports, notably, the OECS/NRMU Report of 1998 (“Institutional Arrangements for Integrated Development Planning In Dominica”) and based on the findings of this exercise, would include:
7.3.1.3. The IDP Commission is an independent agency in its day to day operation and subject only to policy direction from Cabinet. It will be responsible to a Minister, designated for that purpose.

7.3.1.4. Discussions with stakeholders representing the private sector and civil society as well as senior managers in the public service indicate that a properly constituted IDP Commission would include:

- The Director of Finance and Planning
- The Chairman, Development and Planning Corporation
- All Permanent Secretaries (or a Representative of that grouping)
- All Chief Technical Officers (or a Representative of that grouping)
- Chairman, National Development Corporation
- Managers, all Utilities Companies
- The Commissioner of Police
- Representatives of the Private Sector as per, financial services, retail services, manufacturing, tourism, transportation, farming, information technology, accounting, law, construction, arts and entertainment, sports,
- Representatives of Civil Society as per, labour, youth, women, the elderly, challenged, NGOs,
- Representatives of Local Area Authorities
7.3.2. **Establishing The Secretariat To The IDP Commission**

7.3.2.1. The role of Secretariat to the IDP Commission will take into account the proposed Terms of Reference for that Commission as described in the accompanying Project Brief. As proposed, the Economic Planning Unit of the Ministry of Finance and Planning should form the core of that Secretariat with provisions for the recruitment of persons from other sectors based on the need for specialized skills and the importance of ensuring cross-sector involvement at every level of the IDP process.

7.3.2.2. **The main functions of the Secretariat** as suggested in a 1998 study by the OECS/NRMU entitled “Institutional Arrangements for Integrated Development Planning in Dominica” have been modified in response to the findings of this exercise and are proposed as follows:

a) Providing technical and administrative support to the IDP Commission.
b) On behalf of the Commission, ensuring the full involvement of all stakeholders in the development planning process.

7.3.2.3. More specifically, **the Secretariat will assume responsibility for** promoting active partnership carrying out the following:

a) Facilitating inter-ministerial coordination of planning activities;
b) Ensuring monitoring and evaluation and reporting to the Commission on the performance of the IDP, the IDP Process and the Implementation of the IDP;
c) Collaborating with the CSO and other relevant agencies within the public sector as well as private sector and civil society agencies in the collection, analysis and dissemination of data pertinent to the IDP Planning process;
d) Coordinating the process of preparation of the PSIP for IDP compatibility.
e) Coordinating and assist in supervising the execution of the Budgetary Process as per the IDP;
f) Formulating development policy proposals for consideration of the Commission.
g) Engaging fully with the Project Cycle Management process;
h) Coordinating the preparation of national sector, spatial and economic plans;
i) Reviewing and proposing revisions to the IDP through the appropriate IDP mechanisms;
j) Facilitating the involvement of all sectors in the dissemination of information and public education on the IDP.
7.3.3. **Meeting the Human Resource Needs of the Secretariat to the IDP Commission**

7.3.3.1. The sector-based approach to planning has characterized the Ministerial System of Government thus far, and has created an approach to manpower management that is itself vertical and compartmentalized. The shift away from this approach is essential to implementation of the IDP which requires cross-cutting and cross sectoral analysis and design of policy, programmes and projects.

7.3.3.2. In the course of the preparation of this Report, many well-trained persons have been discovered at work in the public service where their training is underutilized and/or where the position they occupy does not fit their skills or experience. The net effect on productivity and performance is an issue that the IDP has also addressed at the sector level. (Annex A-22)

7.3.3.3. As regards the specific needs of the IDP Commission and a Secretariat to serve that body, there is urgent need for a manpower audit that is focused on matching skills and expertise to the demands of the position. The IDP process demands an approach to planning that is holistic and participatory. Therefore, the expertise required by the Commission itself should be such that it can give guidance on the implementation of this new approach to planning.

7.3.3.4. The result of this skills audit should be an immediate identification of the range of interdisciplinary expertise and personnel already in the public service that can be made available to the Commission’s Secretariat. It will be appropriate to have a similar audit exercise conducted of private sector and civil society organizations so that the expertise available from these sectors and the Diaspora is accessible to the Commission and the Secretariat.

7.3.3.5. Where needed skills are not available, opportunities for training at the graduate and post-graduate levels should be provided. Access to short term attachments and training courses are options for enhancing the capabilities of the Secretariat.

7.4. **ACTIONS BY THE PUBLIC SECTOR FOR IMPLEMENTATION OF THE IDP**

7.4.1. **Ministry of Finance and Planning**

*Mission Statement*

7.4.1.1. To provide a leadership role in the short and medium term economic management effort, and to discharge this responsibility in a manner
responsive to the changing needs of the economy. To engender and encourage sound principles of public accountability and good governance.

### 7.4.1.2. The IDP Approach to Planning involves the following:

- Solicit a spectrum of stakeholders objectives
- Devise mechanisms for arriving at objectives which are inclusive
- Allocate adequate resources
- Ensure that those implementing maintain the integrity of the objectives
- *Share responsibility for implementing the Plan*

### 7.4.1.3. Priority should be given to measures that would mitigate the vulnerability of the economy and society.

### 7.4.1.4. The vulnerability factors are identified as:

- Susceptibility of the major production structures to natural disasters
- Export dependence
- Merchandise export diversification
- Overall size of GDP

### 7.4.1.5. A speedier response to external shock may be achieved when there are institutional structures at the local level (Village Councils, Community groups, Private Sector, Civil Society and NGOs and local development committees. Thus planning for vulnerability is inseparable from planning for more effective governance.

### 7.4.1.6. For economic growth to have an impact on the incomes and asset potential of the poor (urban and rural) the latter would have to intervene with the Ministry and other stakeholder groups in redirecting the distributional impact of growth.

### 7.4.1.7. Such intervention can start in the current projects:

- Eco-Tourism Development Project
- Social Recovery in the Banana Industry
- Social Investment Fund

### 7.4.1.8. The IDP describes the challenge of fiscal stabilization as involving:

- Achieving a positive cash-flow on the Fiscal Balance sheet;
- Maintaining investment levels in order to increase production of goods and services in all sectors in the face of a declining role for the PSIP and
an unwillingness of investors to take risks given the current state of the economy

7.4.1.9. The most reliable guide to evaluating the different methods of financing the deficit is to understand the substitution effect. This immediately leads to the recognition that there is a symbiotic relationship between the health of the Government’s balance sheet and the health of the balance sheet of the private sector and individual households, and provides the legitimacy for inputs by the private sector and civil society into the decisions of public expenditures. The IDP provides a Framework (Medium-Term Public Expenditure Framework), which would seek to achieve consensus in the purpose and composition of public expenditures.

7.4.1.10. The IDP points out that the temporary measures for increasing revenue collection will have a high negative impact on growth. It includes two other measures:

- Sharing the tax burden more equitably through the eventual introduction of the VAT;
- Sharing the costs of some social and economic programme expenditures through lower levels of governance. (Achievable through the Social Investment Fund).

7.4.1.11. Most stakeholders have expressed a desire to be involved in the process of determining the national budget. The IDP proposes that the Ministry introduce the of the Medium-Term Public Expenditure Framework (MTPEF) which will:

Provide all actors with an indicative level of aggregate spending over a 3-year period on the major thematic categories; Social welfare; Economic Services and Administration of Public Affairs;
Allow a joint decision on what programmes within the budget should be protected, what expenditures will be mandated and how to allocate a fiscal capacity for dealing with vulnerability issues.

7.4.1.12. The MTPEF will require the construction of three Matrices: (Annex A-19)

a) Macroeconomic Framework (a quantitative matrix of basic economic indicators projected over the next 3 years).

b) Matrix of Priority Actions organized along the major themes of the growth and development strategy as identified within an IDP process involving Private Sector and Civil Society.
c) **Matrix of Public Resource Allocations** to Priority Actions projected over a 3-year rollover period.

7.4.1.13. The overall objective of the IDP programme in the financial sector is the creation of a competitive financial sector with affordable services and products aimed at simulating economic growth and operating within a well-regulated system. With respect to financial services, the IDP recognizes many obstacles to accessing financial resources. These include macroeconomic instability, a weak legal and judicial sector and cumbersome administrative procedures.

7.4.1.14. It considers the establishment of a Bankers’ Association as being able to provide a platform for discussions about financial issues, the organization of activities of common interest to all members of the financial community and to enhance dialogue with the monetary authorities, public sector, private sector and wider society on financial sector-related policies and strategies. Financial institutions should enhance their contacts with capital providers such as the European Investment Bank and the International Finance Corporation.

7.4.1.15. The IDP recognizes other issues that should be resolved with the active participation and commitments from stakeholders include:

- Domestic savings ratio
- Government control of NCB & Aid Bank (Privatization)
- High lending rates
- Financing for exports
- Development capital
- Public participation in ownership of financial institutions (already the case with Credit Unions)

7.4.2. **Central Statistical Office**

7.4.2.1. The purpose in the transition period is to start to build comprehensive information systems that would allow for a more comprehensive crosscutting and coherent understanding of the options and possibilities in the production of goods and services. The Central Statistical Office (CSO) should be assigned the task of improving its capacity to build integrated information systems (and to support and coordinate such initiatives in other Departments)

7.4.2.2. The IDP calls for a multi-disciplinary approach to data gathering and management that will be important if hazard vulnerability assessments and risk reduction strategies are to be incorporated into development planning decisions and into investment decisions in the - public and private sectors.
7.4.2.3. The overall purpose is for vulnerability assessments and mapping for landslide, flood, storm surge/coastal risk to be available in a form that allows investors in tourism, agriculture and housing, to select sites, technology, materials and management systems that addresses safety, affordability, sustainability and aesthetic concerns.

7.4.2.4. More specific to Dominica, planners, developers, homeowners as well as public sector managers will need to develop skills in applying volcanic hazard vulnerability information into decisions on major infrastructure in the high impact zone in the South of the island.

7.4.3. Information Sharing

7.4.3.1. Information is essential to the effective participation of stakeholders in the decision making process. As such the IDP proposes that the following information packages that are descriptive of the current situation be assembled and presented to all our major stakeholders:

a) National debt situation  
b) Potential impact of stabilization measures  
c) Policy support structures for private sector expansion  
d) Social sector spending levels

7.4.3.2. The IDP proposes that Government adopts the following measures as part of its information-sharing functions:

a) Sharing of analysis done by the external institutions with more resources than Government (IMF, World Bank and EU Reports);  
b) Implementation of a pilot project utilizing “Kiosk” Technology in dispersed communities, where individuals can obtain information through the touch-screen system;  
c) Freedom of Information legislation in which enquiries to the Public Sector are required to be answered in a timely and useable form.

7.4.4. Ministry of Agriculture and the Environment

Mission Statement:

7.4.4.1. To formulate and implement agricultural and environmental policies and programmes which accelerate growth in the sector thereby enhancing socio-economic stability; and also to administer and enforce regulatory measures for the sustainability of our natural resources.
**Background**

7.4.4.2. Agriculture must be restored to its primary purpose of producing healthy food for domestic consumption as well as for export. The sector needs to create enterprises where dignified and rewarding work is available.

7.4.4.3. Farmers and other agri-business producers must be facilitated in applying knowledge, skill and technology in the care and management of the natural systems that make all this possible.

7.4.4.4. Agriculture needs to partner with other sectors (tourism, health and education) that foster environmentally sustainable development in ways that bring benefit to the local population.

**Programme of Integrated Action**

- **Establish a Commission for Agriculture:**

  7.4.4.5. To restore Agriculture to its primary purpose of producing healthy food for domestic consumption as well as for export, the Ministry should take the initiative to establish a multi-Sectoral Commission for Agriculture. This Commission will be the main advisory and executive agency that impacts on activities in the agricultural sector. The initial drive should be to prepare Policy measures that will integrate tourism and other sectors with agriculture and promote sustainable agriculture as one of the central components in local area development planning.

- **Creating Multi-enterprise Zones**

  7.4.4.6. The Commission for Agriculture would: encourage local area development plans to give consideration to new spatial arrangements for the organization and structuring of a cadre of service delivery units at the local level (FSRCs) responding to diverse demands in Health, Education, Community Development, Housing, Transportation, Agriculture and Tourism.

  7.4.4.7. Provide through the Social Investment Fund attractive funding for farm and agro-enterprises that locate in the zones and conform to the suggested land use pattern.

  7.4.4.8. Encourage local Government authorities in these zones to consolidate and amalgamate to ensure their full involvement in ensuring that the overall impact of this reorganization of the use of productive assets benefit local residents.
**Divest Ministry of Agriculture of Extension Services**

7.4.4.9. The Commission for Agriculture would also: Partner with local area development committees to promote the outsourcing and contracting of professional and technical services required by farming enterprises in the zones.

7.4.4.10. Work with private professionals to encourage them to take up these opportunities and to create jobs by providing services in the rural areas.

7.4.4.11. Prepare a plan for the eventual divestment (over 3-5 years) the Ministry of Agriculture and of the major volume of extension services into private hands. In the meantime, prepare to utilize the skills of the Ministry in research, policy management and identifying enterprise opportunities in training and researching transfer.

**Establish Full Service Resource Centers (FSRCs)**

7.4.4.12. The Commission of Agriculture would: Foster privately operated Full Service Resource Centers (FSRCs) in cooperation with civil society to service agricultural enterprises and other sector activities in the multi-sector, multi-enterprise zones.

**Joint efforts at Combating Economic Exclusion**

7.4.4.13. The Commission of Agriculture: Combats economic exclusion by promoting job creation in both Agriculture and Tourism sectors, sustaining domestic demand in rural areas, promoting sustainable Land utilization patterns targets and reduces inter-generational poverty by promoting and facilitating.

- Broad based participation in agricultural enterprises through small credit, promotion of agricultural services and input suppliers.
- Seeking market niche in organic products.
- 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.
- Co-management of National parks, and eco-tourism sites which brings adjacent communities into the Tourism Service industry.
- Financial intervention that would seek to match local community skills with local expressed needs. NGOs, Ministry of Agriculture and local farmers groups jointly promoting environment resource management, soil quality preservation and organic farming.
7.4.4.14. **Conducting a Natural Resource Inventory**

Natural resources of Dominica are a major part of the asset base for productive activities in tourism. Waterfalls, rivers, hiking trails, flora and fauna, geological structures all form part of the attraction for nature and adventure tourists.

7.4.4.15. The IDP recognizes that the conservation and management of natural resources is vital to a healthy people and economy. The inventory of natural resources is a science that is now well advanced and is at the heart of effective planning for sustainable development.

7.4.4.16. The case for a development strategy that is in keeping with the “NATURE ISLAND” image of Dominica can be more properly evaluated with access to a **natural resources inventory** that allows for precise calculation of the costs and benefits of a project that will transform a natural system as well as the calculation of the opportunity cost of maintaining that natural system in a pristine state.

7.4.4.17. The transition strategy of the IDP Implementation Plan calls for Government and International Donor support for decisions to initiate the establishment of a comprehensive natural resource inventory system that is user-friendly and regularly updated. The Commission for Agriculture with the IDP commission will steward this initiative.

7.4.5. **Ministry of Community Development and Women’s Affairs**

**Mission Statement**

7.4.5.1. To respond to the identified social, cultural and economic needs of Society's vulnerable and disadvantaged individuals, groups and Communities through a range of social and economic programmes designed to enhance and sustain the living standards and life chances of the socio-economically underprivileged.

**Introduction**

7.4.5.2. Governance in Dominica must reflect the fact that there are many more capable actors in governing and in providing public services. There are local authorities (Village Councils), Private Sector organizations, Community based organizations (local development committees), non-Governmental Organizations and other organized civil society groups sponsored by private sector involvement.
7.4.5.3. There is general consensus regarding the need for increased public awareness of the role of individuals, groups and organizations in the development process. Public awareness and training were identified as being critical to the process of promoting sustainable development and improving the capacity of the community to address environmental and developmental issues.

A Community Awareness Programme

7.4.5.4. The IDP proposes a programme of public awareness utilizing both traditional and non-traditional communication methodologies to ensure integration into all national and local awareness programmes. The Ministry of Community Development in cooperation with the Ministry of Finance and Planning and the Dominica Association of Local Authorities, NANGO and the national private sector organization should collaborate with the IDP Commissioner to design and implement this program. (See Project Brief)

7.4.5.5. The Community awareness programme should have the objective of increasing the understanding within communities of:

- The mechanisms for participation of individuals and organized groups in the IDP planning process;
- The opportunities for active participation in social and economic programmes to be undertaken under the IDP;
- The opportunities for mobilizing resources to support local area development plans.

7.4.5.6. The IDP programme would require that officials of the Ministry of Community Development and Women’s Affairs team up with professionals and private citizens who have been involved in IDP planning to share their experiences in and their expectations from:

- Consultations with persons in specific sectors;
- Consultation in the context of local district integrated planning;
- Gathering and sharing the views of organized sectors;
- Opinion surveys of stakeholders.

Utilizing the Comprehensive Development Framework

7.4.5.7. The Ministry of Community Development should become familiar with the Comprehensive Development Framework as a tool for recording the views and opinions of different stakeholders to common problems and solutions in the communities.
Joint Approach to Risk Management Awareness

7.4.5.8. The Ministries of Health and Community Development collaborate with Village Councils, Community-Based Organizations and the private sector to develop a “Common Approach” to risk management in social and human conditions based on such risk factors as:

- Sedentary lifestyles
- Lack of exercise
- Obesity
- High fat diets
- High salt diets
- Smoking
- Substance abuse including alcohol abuse
- Unsafe sexual practices
- Poor parenting

Local Government

Supporting Local Area Development Initiatives

7.4.5.9. The Local authority or one of the local development committees (e.g. The Carib Council and the South-East Tourism Development Committee – SETDC) should take the lead in initiating integrated participatory local area planning discussions. The tools are known, consultation and general discussions with local groups (trade unions, social organizations, grass roots associations, religious bodies, NGOs and CBO) and the instrument of the Comprehensive IDP Framework matrix can be applied in the process. The Carib Peoples’ Development Plan that was prepared as part of the broader IDP exercise should be examined as a possible model for adaptation to other areas of the country.

Joint Effort towards Decentralization

7.4.5.10. The IDP observes that Village Councils have the authority to co-opt other groups and organizations as well as professionals in the communities to serve on special needs sub-committees. Building on the existing capacities, a transition strategy can be worked out between the Government and the Dominica Association of Local Authorities that would focus on, inter alia:

- Legislative amendments to give effect to administrative and institutional changes for the reform of local government;
- Institutional strengthening at Central Government and Council levels in upgrading the skills of the administrative and support staff;
- Allowing civil servants to serve on the council as nominated members;
- Encouraging private sector participation on the council;
- Decentralizing some Central Government functions, responsibilities and services to councils with the necessary capacity to acquire and effectively utilize resources

### 7.4.6. Ministry of Education, Sports and Youth Affairs

**Mission Statement**

7.4.6.1. To provide leadership, in collaboration with other stakeholders, in the creation and maintenance of an enabling environment for the provision of holistic, personal development, which will result in citizens, being capable of contributing to the sustainable development of society.

**Introduction**

7.4.6.2. A well thought-out Education Plan has been formulated. The plan incorporates a series of key targets and goals for early childhood education; primary education; secondary education; tertiary and continuing education; library and information services; teacher training; and science and technology.

7.4.6.3. The IDP process is applicable for examining the quality and content of the educational opportunities for all children in the Nation. It accepts the premise that for the education system to produce a citizen capable of performing in the 21st Century priority attention would have to be given to the curriculum and the enhancing of the State Collage would be a top priority.

**Curriculum Development and Management of Schools**

7.4.6.4. The IDP expresses two (2) concerns with respect to Education:

- Curriculum Development
- Management of Schools

7.4.6.5. With respect to the Curriculum development the focus should be on:

- Technology to be used effectively to support student learning
- The development of committed citizens, with a sense of social responsibility and a strong spiritual focus to be nurtured throughout the education system.
- A sense of empowerment through opportunities to adjust the local school curriculum to reflect the human and natural resource needs and assets of the local area.

7.4.6.6. With respect to the management of schools the focus would be for the Ministry of Education to release schools from excessive supervision at central level providing them with strong supervision and support at district level.
Building Community Participation in Education

7.4.6.7. To strengthen partnerships at all levels and share the burden of education with the wider community, the IDP proposes that:

- PTA’s, private sector and civil society groups, form part of the management of schools.
- Community partners becoming participants in planning and implementation of the Education Plan.

7.4.6.8. To provide opportunities for 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 the IDP proposes that:

- The Ministry of Education encourage local communities to organize local consultations to review the appropriateness of the curriculum in local area schools;
- The Ministry encourage local communities to submit proposals from such consultations as to measures to adjust the curriculum in local area schools;
- The Ministry work with community organizations to devise mechanism to support system of adjustments in the local curriculum by way of providing human and financial resources.

Develop Administrative Capacity

7.4.6.9. To develop administrative and managerial capacity through equipment and retraining, the IDP proposes that the Ministry of Education:

- Give priority to projects identified in the education plan that would enhance administrative capacity of the education system at the central and local level;
- Mount an information sharing process to inform all stakeholders of the particulars in the management and administration of the education system;

Information Technology (IT) in Schools

7.4.6.10. To enhance the capacity of the nation to meet new requirements of 21st Century citizenry, the IDP proposes that Government develop programmes and projects with private sector and civil society support to make IT available
throughout the school system and to enterprises in the local communities located in the school catchments area.

**Personnel Assessment in Education**

7.4.6.11. To make provision for assessment of key persons in the education system on a regular basis, the IDP proposes that the Ministry:

- Develop national standards for principals, qualified teachers, department heads etc.
- Upgrade and improve the performance of the human resource capacity in the delivery of a quality education product.

**Drug-free Environment in Schools**

7.4.6.12. To ensure school institutions will be free of drugs and violence and be able to offer a disciplined environment conducive to teaching and learning, the IDP proposes that the Ministry of Education:

- Bring civil society groups and private sector into the implementation of public sector programmes designed ultimately to make the society free of drugs and violence;
- Introduce a system of rewards and punishment designed to encourage this effort;
- Involve parents and relevant civil society groups in establishing and maintaining discipline at these institutions and in their companion communities.

7.4.7. **Ministry of Health and Social Security**

**Mission Statement**

7.4.7.1. To promote the well being of all citizens of Dominica through the provision of preventive, curative, promotive and rehabilitative health care, compatible with acceptable standards of human dignity, at a cost that is affordable and sustainable.

**Introduction**

7.4.7.2. The IDP calls for an approach to Health as one that promotes wellness as an investment in the future of human capital and of the country. As such it points to addressing such conditions as:

- Poverty and its impact on nutrition, alcoholism, suicides, homicides, domestic violence and societal violence;
- Unemployment among youth, female head of households and the, need for more gender-equitable development;
- Sharing the costs of the delivery of health services by encouraging the participation of all other stakeholders in the delivery of promotive and preventative services and primary care services.

**Investing in Wellness**

7.4.7.3. The overall aim is to promote healthy living as both a resource for and outcome of, development focusing on “wellness” and adhering to the basic principles of equity and shared responsibilities. The principal measures to be undertaken include:

- Continue building consensus on the Public policy for Health, which encompasses multi-sectoral and multi-disciplinary considerations and promotes the continued involvement of the population and its communities in sustaining this investment in wellness;
- Utilizing a participatory and consultative process to ensure that the orientation of the Health Services is also focused on geographic equity and increased responsiveness to the health needs of the population.
- Developing new cadres of health workers and imparting new skills to current health workers, so as to respond to the changing epidemiological situation, which is increasingly related to lifestyle and social behaviour. This is likely to include a greater emphasis on promotive services and a de-emphasising of hitherto well – established curative programmes.
- Empowering Communities to achieve well-being through the sharing of information, training of community members to empower them to act locally for their well-being and health.
- Developing and increasing personal health skills through an education process for personal health targeted to all ages and stages of life. In this great emphasis should be placed on the attainment of personal skills based on self-discipline and societal values.
- Building alliances with special emphasis on the Media, targeting traditional and non-traditional health providers.

**Monitoring the Supportive Environment for Health**

7.4.7.4. The main objective is to create an active programme of monitoring the supportive environment for ensuring the well-being of our citizens. The principal measures proposed include:

- Maintaining and improving access to potable drinking water: currently 90% of the population in the rural areas and 100% in urban areas have such access.
- Ensuring that all systems operated by DOWASCO are managed so that 95% of samples bacteriologically tested continue to meet WHO standards.
- Working with Communities and the Ministry of Agriculture to prevent deforestation and the use of toxic agricultural inputs in water catchments.
- Improving access to onsite excretal disposal system; (currently 85% of household have access to appropriate, individual site;) West Coast communities have the lowest coverage due to poor soil conditions, high water table and over-crowding and special attention needs to be paid to those areas.
- Redressing the high level of public dissatisfaction with solid waste management, particularly in urban areas and along the West Coast. 60% of the population have access to services offered by the Solid Waste Management Corporation yet open dumping is still practiced throughout the country.
- Increased enforcement of the litter Act.
- Putting in place a programme for monitoring and prevention and control of noise and air-pollution; currently there is no programme in place for the monitoring and prevention of air-pollution.
- Involving communities in increased control of the Aedes Egypti mosquitoes;
- Encouraging joint efforts with the Private Sector and Civil Society to establish a well-organised system for the monitoring of workers health that will compliment the current regulatory framework for the protection of workers health.

**Combating HIV/AIDS**

7.4.7.5. The main objective is to provide greater leadership and coordination of activities across sectors to combat HIV/AIDS by:

- Defining the role of all Government ministries in prevention and management.
- Providing diagnostic, clinical, promotive and support services;
- Developing NGO response to the epidemic;
- Promoting the formation of advocacy and support networks.

**Sharing the Cost of Health Service Delivery**

7.4.7.6. The main objective is to consolidate the efforts at financing Health Services provided in the public domain and to share some costs of delivery. In this respect, the IDP proposes that:

- Mechanisms for the implementation of prepayment schemes to complement users fees be devised and utilized;
- Encouragement and support be given to an essential package of care that emphasizes promotion and prevention;
- Provisions be sought for alternative financing for tertiary and curative services.
- Encouragement be given to organise and operate private curative and tertiary services utilising appropriate level technology;
- The burden for promotion and prevention be shared utilizing NGO’s;
- Increasing the focus on providing services to the poor and marginalised.

**Increasing Human resources in Health**

7.4.7.7. The main objective is to increase the availability of Adequate Human Resources through improved Human Resource Planning and Management to ensure appropriate skill-mix, deployment and availability. The Principal Measures proposed are:

- Offer training for nurses to supply the domestic, regional and international markets.
- Form alliances with U.S schools for offshore nursing and allied health workers education in Dominica.
- Partnering with private and public sector in production and retention schemes.
- Encourage wider participation in Curriculum development for Health services and Health workers.

**Application of Appropriate Technology**

7.4.7.8. The main objective is to increase the availability of Appropriate Technology for Health analyses and to evaluate the cost effectiveness of introducing new technologies e.g. electronic communication within the sector, telemedicine and new surgical and diagnostic techniques that reduce morbidity and lengths of stay. The IDP proposes that the Ministry of Health:

- Develop information systems that link the various components of the public sector and private sector and provides for monitoring of the new organizational relationships, resource distribution, productivity, efficiency and quality of care. Ensure timely information for decision making;
- Form partnerships within the sector to provide access to more sophisticated and effective technology (e.g. mammography services);
- Develop appropriate information systems and co-operate with the public sector in developing comprehensive information system for health....
Professional Associations to perform the role of catalyst for enabling partnerships within the private sector;
- Utilise available information for more effective surveillance and consumer protection action.

**Improved Efficiency**
7.4.7.9. The main objective is to bring about collective decisions for improved efficiency in the delivery of Health Services at both the National and Community levels. The principal measures proposed are to:

- Analyse health expenditures for allocative and operational inefficiencies;
- Improve managerial and operational practices;
- Involve the public and private sector in decision making processes regarding national and community health services and in the monitoring of services to improve efficiency.

**7.4.8. Ministry of Labour**

**Introduction**
7.4.8.1. The IDP observes that the labour laws are quite comprehensive, covering industrial relations, protection of employment, labour contracts and employment safety. The legislation makes provision for several committees and a tribunal drawn from the social partners to advise the minister on issues of employment, the law, and regulations and arbitrate disputes.

7.4.8.2. The IDP observes that the main issues on the labour relations agenda include:

- Protection against unfair dismissal
- Better health and safety measures
- Higher wages and better benefits
- Shorter and flexible working hours
- Longer holidays
- Family-friendly issues
- Equal opportunity issues

7.4.8.3. The IDP, however, considers the issues of productivity, incomes, poverty reduction, education and health as cross-cutting issues that not only affect the quality of labour society but also require the collective inputs of Trade Unions in designing inclusive solutions.)
**Review of Mandate**

7.4.8.4. The IDP proposes that the mandate and role of the Ministry of Labour (Mission Statement) be redefined to include it in the decision-making environment for improved national productivity, consistent work ethics and enterprising work attitudes and for defining the host-environment for foreign direct investment.

**Entering into Cluster Network**

7.4.8.5. The Ministry of Labour should consider entering into cluster networks with other Ministries and sector agencies to jointly address such core as labour standards, human rights at the workplace, health and safety, environmental standards (including bio-safety), measures for poverty reduction, and eradication and enterprise development.

**Modernize Labour Legislation**

7.4.8.6. The IDP also proposes that labour legislation be modernized to increase the capability of labour organizations to be able to channel their membership to and mobilize resources for, the development of small and medium-seize enterprises (SMEs) and micro-enterprise as part of the response to a more challenging landscape for income generation.

**Diagnostic Analysis of Labour Market**

7.4.8.7. The Ministry of Labour should make provisions for an independent diagnostic analysis of the labour market; comparisons with markets in other OECS and CARICOM regions; analysis of the implications for flexibility in wages, technology and other production factors that impact Dominican industry. Special attention should be paid to the anticipated impact on the labour market of, the FTAA, the CARICOM Single Market and Economy and other trade initiatives.

**Employment**

7.4.8.8. Based on an interpretation of the employment statistics, the IDP points out that the Ministry of Labour’s concern with unemployment has to be integrated with:

- A higher education policy;
- A skills acquisition strategy;
- An enterprise development strategy;
- Priority to the distribution of opportunities for employment among parishes;
- Measures to support the coping strategies of individuals affected by the Banana industry.
- Gender, age and disabilities considerations

7.4.8.9. The IDP however, considers the dimensions of the problems in employment and income opportunities to be much wider than Sectoral strategies (education, enterprise development, etc.) The challenge is actually one of certain sections of the population being threatened with economic exclusion. As such, programmes of income support in the rural communities and initiatives to increase domestic spending should all be considered in the context of an Integrated approaching that is crosscutting and cross-sectoral.

**Support the Establishment of Service Resource Centers (FSRCs)**

7.4.8.10. The IDP proposes that the Ministry of Labour embrace the concept of skill development in planning and implementation of full Service Resource Centres proposed as part of the strategy of the Commission for Agriculture.

7.4.8.11. These should be fostered by the Private Sector in cooperation with civil society and should service agricultural enterprises and other sector activities in the multi-sector, multi-enterprise zones. The measures would include:

- Technical support to local area development committees to promote the outsourcing and contracting of professional and technical services required by farming enterprises in the zones.
- Private professionals to be encouraged to take up these opportunities and to create jobs by providing services as close as possible to the site of production.
- Government to eventually divest the Ministry of Agriculture of the major volume of extension services, transferring this into private hands and utilizing the skills of the Ministry in research and policy management.

7.4.9. **Ministry of Enterprise Development**

*Introduction*

7.4.9.1. The emerging liberalized economy requires enhanced competitiveness in exports, services, promotion and marketing and it is the private sector that will ultimately produce the competitive products/services in this new environment. Governments of Caribbean countries are forging new linkages with the private sector as they recognize the need to facilitate the efforts of the private sector, which is expected to play a major role in generating economic growth and development in the economy.
7.4.9.2. The private sector sees the call for an “enabling environment” as implying more than getting the macroeconomic indicators right. A new dynamic must be fashioned between partners of public-private sector/civil society in which dialogue and cooperation become the focus of their relationship.

**Create an Enabling Business Environment**

7.4.9.3. The main purpose is to provide product diversification and modernized customer services in Financial Services. In respect of this objective, the IDP proposes the following objectives:

- Effect legislation for e-banking;
- Improve supervisory skills;
- Prepare for E-Government;
- Develop ICT policy;
- Prepare infrastructure to accept e-transactions ICT providers, learning institutions, etc;
- Skills improvement, training and re-training
- Collaborate in massive educational drive and acceptance;
- Employment creation

**Promoting Small and Medium Size Businesses**

7.4.9.4. The purpose is to improve lending to Small and Medium-sized Enterprises. To do this, the IDP proposes:

- Business development policy be reformulated to reflect close complimentarity with priority economic activities;
- AID Bank, NDC and Government departments and agencies become modernized- service-driven, facilitation oriented institutions;
- Support be given to institutional strengthening of DUTC, CU, NDFD;
- Guarantee Fund be created for business development in Carib Territory;
- Preparations be initiated for competition from HRD initiatives and interventions;
- Government invests in modernization public services related to this sector;
- Government create and support Service Resource Centres;
- Partnering in “Business Incubator” Programme- AID Bank, NDC, NDF, DEXIA, Full Service Resource Centres;
- Interests of gender, youth, elderly and disadvantaged be strongly advocated.
Provide Financial Support for Micro Businesses
7.4.9.5. The purpose is to develop new sources of financial support for micro businesses. In pursuit of this, the IDP proposes that the Ministry:

- Design programmes through public education, and direct departmental interventions to enable the services sector to draw on new sources of finance available for micro credit for the services sector;
- Establish a framework for technical assistance and advice to would-be entrepreneurs to respond to demands for services in tourism, agri-business, information technology, film, music and information processing;
- Collaborate with private sector and selected agencies to prepare inventory of resources available for setting up business in the services sector.

Create New Institutional Mechanisms
7.4.9.6. The purpose is to promote new institutional mechanisms to support small businesses. The IDP proposes that the Ministry:

- Create necessary policy instruments for support to comprehensive one-stop institution for the services sector in all its aspects. This would include preparation of business plans, financing, advice on design, accounting and inventory control, marketing as recently established by the NDFD;
- Work with private sector to concentrate the institutional and technical assistance to small business within a private sector/civil society framework with widespread outreach capability such as .
- Organize for youth, and women and unemployed to take advantage of self-employment opportunities in the services sector.

Increase job opportunities
7.4.9.7. The main objective is to increase job opportunities by:

- Developing incentives to encourage entrepreneurship in the services sector;
- Collaborating with other State Agencies such as the new State College to provide entrepreneurship development programmes;
- Organising jointly with private sector and public sector attachments for persons in the services sector to upgrade their skill and knowledge in selected enterprises.
7.4.10. **Ministry of Tourism, Ports and Employment**

*Mission Statement*
7.4.10.1. To develop the tourism sector so as to generate foreign exchange earnings and create employment opportunities from the wide and efficient use of available natural, human and financial resources, in a manner consistent with sustainable development strategies.

*Introduction*

Increase Tourism’s Foreign Exchange Earnings.

7.4.10.2. Main Objective is to increase earnings in foreign exchange from the Tourism sector. The Measures being recommended are:

- Design with private sector involvement programmes for converting cruise ship passengers into stay-over;
- Providing attractive packages to cruise visitors to encourage their return as stay-over;
- Develop in conjunction with local tourism development committees a programme for the continuous provision of new and innovative tours for cruise and stay-over visitors;
- Work with private sector and civil society to obtain maximum benefits from the strategies designed within a time frame of one year.

Increase employment in Tourism

7.4.10.3. Main Objective is to increase employment in the Tourism Sector. The measures being proposed include:

- Support enterprise development by local development committees;
- Involve DHTA in developing the material to market Dominica as a desirable tourism destination with a unique product.
- Seek out new partnerships with the ferry providers; designing attractive packages for off-season period, thereby increasing the number of visitors, the result will be increased demand for new personnel.
- In conjunction with the Ministry of Agriculture, local chefs to present local products in an attractive manner so that they can be used. in the
hotels, and restaurants thereby developing a linkage with agriculture and small business providers in the tourism sector;

- Negotiate with private sector and civil society programmes for employment of Dominicans on board cruise ships, within a one-year time frame.

**Promoting New Investments in Tourism sector**

7.4.10.4. Main Objective is to promote new investments in the tourism sector. The measures proposed are:

- Provide incentives for the development of cultural tourism and community tourism
- Seek participation of rural groups in Tourism development training in the Eco-tourism Project
- Support the efforts of development committees to maintain trails and promote Events Tourism
- Develop partnerships for taking advantage of incentives in new areas of entertainment, for events tourism such as the World Creole Music Festival Creole;
- Providing and working with public and private sector to promote a programme of public education encouraging investment in tourism.

**Increasing Tourism GDP**

7.4.10.5. Main Objective is to increase the contribution of Tourism to GDP. The measures being proposed include:

- Strategies designed to increase visitor arrivals, occupancy levels and new investments should be targeted to raise the levels from 10% to 15% of GDP within the next five years;

- Satisfy customer needs by providing quality product and services, collaborate with Government in planning, promoting and marketing tourism the effect of which will be to increase tourism revenues and increase contribution to GDP;

- Identify tourism resources and attractions within rural communities; seek partnership opportunities to establish private sector; develop close links within the NGO communities concerning tourism and in gender tourism awareness;

- Work with OECS EDU to create new opportunities for film industry.
Increasing Tourism Expenditure
7.4.10.6. Main Objective is to increase tourism expenditure by:

- Opening up of new sites and ensuring that user fees are collected;
- Creating new opportunities by negotiating contract for purchases of goods and services to cruise line;
- Organising training for small business providers for the tourism sector;
- Optimize opportunities for new tourism entrepreneurs to attract business from visitors;
- Using civil society expertise in small business to train entrepreneurs to provide some of the range of services required by the visitors.

Increasing occupancy levels
7.4.10.7. In promoting Hotel Occupancy, the IDP proposes that the Ministry:

- Put in place programmes for destination marketing supported by the Eco-Tourism Project and working with Stakeholders to implement other strategies aimed at increasing stay-overs from the present level of 68,000 to 85,000 within the next five years.
- Encourage private sector initiatives to engage the airlines, tour operators, and other tourism providers in strategic alliances to service the Dominica route.
- Partner with public and private sector to promote selective niche marketing.

Conducting a Visitors’ Survey
7.4.10.8. The main objective is a joint project with the DHTA to conduct a Visitors’ Survey to support Tourism investment decisions. The measures suggested are:

- Seek a consensus with the membership of DHTA on the data that should be collected;
- Design the survey instrument;
- Utilize professional services to conduct the survey and do the analysis of the data;
- Take possession of the survey data;
- Share the results with the membership of DHTA and other tourism stakeholders;
- Utilise data to effect changes to improve quality of services, and raise occupancy levels.

7.4.11. **Ministry of Foreign Affairs, Trade and Marketing**

**Mission Statement**

7.4.11.1. To provide the best representation of Dominica's trade, economic and political interests at the bilateral and multilateral level regionally and internationally; to maximise Dominica's export earnings thereby improving the balance of trade position; and to safeguard the interests of Dominican nationals abroad.

**Introduction**

7.4.11.2. The unfolding regional and international environment requires countries to review existing strategies and approaches to issues of development. This is so for a number of reasons.

- The international requirements for survival demand the maximum possible mobilization of resources to obtain the best possible results for economic advancement.
- Regional cooperation has increasingly become a compelling imperative as small States need to call on regional partners to tackle economic issues on a partnership basis.
- Trade issues for some time have been effectively addressed on a single island State basis.
- The establishment of major economic blocs like NAFTA and the coming into being of the World Trade Organization, has meant that small countries have to group together for their collective survival.

**Explore Development Prospects from International Agreements**

7.4.11.3. The IDP calls for the Ministry of Foreign Affairs, Trade and Marketing to take the initiative in a joint approach with the Private Sector and Civil Society to:

- Develop a programme of communication and information sharing around the potential economic and social benefits to Dominica from these international agreements;
- Prepare strategic plans, which will translate at the local level, the important aspects of these agreements. The recent preparation of the
Strategic Plan for Biodiversity for Dominica\textsuperscript{1} is an example of the translation to local level of another important agreement, the Convention on Biodiversity;
- Prepare a list of components of such strategic plans, which can be incorporated into the next round of IDP formulation and subsequently into the national budgetary process.

**Key International Agreements of Concern**

7.4.11.4. The recently concluded “OECS Development Charter” affirmed the decision of the Heads of Government to work towards the implementation of programmes and the attainment of targets in key international agreements such as:

- The Cairo Plan of Action for Population and Development;
- The Beijing Platform for Action;
- The UN Convention on the Eradication of All Forms of Discrimination Against Women;
- The UN Conference on the Sustainable Development of Small Island Developing States;
- The Convention on the Rights of the Child;
- The Plan of action adopted at the World Summit on Social Development.

**Increasing Export of Services**

7.4.11.5. To increased the export of services and the earning of foreign exchange the IDP recommends that the Ministry:

- Design policies aimed at raising the public consciousness about opportunities in the export services sector. In that connection, take the initiative to cultivate regional strategies to advance this goal.
- Seek out new opportunities for diversifying into export services. Give priority attention to film, music and information processing for new job prospects.
- Coordinate with the NGO community a networking structure in which the latter’s negotiating skills can be placed at the disposal of the public and private sector in seeking out new avenues for employment creation through the export services sector.

\textsuperscript{1} The IDP recognizes the possibilities for economic activity arising out of this Plan in such areas as tourism, research, training, medicinal and herbal processing, to name a few.
**Promote Diaspora Relations**

7.4.11.6. The IDP sees the Diaspora as playing five very critical roles in the development of Dominica:

- A very willing source of income flow to relatives to help improve their individual living conditions;
- A highly skilled human resource pool which can be utilized under varying conditions of residency and resettlement;
- A source of investment capital which may be foreign in its source but indigenous in its orientation;
- A source of ambassadorship to the world, mobilizing resources, technology and ideas to be applied in a process of integrated development;
- A source of wide ranging support to local community/area development plans as they seek to strengthen ties not only with the country’s efforts but also the efforts of the home villages and communities.

**7.5. ACTIONS BY THE PRIVATE SECTOR FOR IMPLEMENTATION OF IDP**

7.5.1.1. The findings of this assignment identified several critical areas of weakness in the private sector that must be addressed in order to convert that sector into a full and effective partner for IDP with the public and civil society sectors.

**Vision, Mission and Strategic Goals**

7.5.1.2. These would need to be changed to reflect movement away from the notion of the private sector as having the exclusive patent on the creation of wealth for the nation, to a position reflective of the commitment to partnership among stakeholders for investment and production. Alongside the need for efficient services from the public sector and affordable, reliable utilities, the new position of the private sector would also need to reflect an understanding of the need for proper stewardship of the natural environment in order to sustain delivery of important services such as water, electricity, recreation and tourism.

7.5.1.3. That new IDP-compatible concern would need to be accompanied by a commitment to creating more jobs that are based on adding value to locally available resources and the building of smart partnerships with trade unions and other members of civil society in order to optimize output from production as well as benefit to the persons engaged in the enterprise. Positions like these would lay the basis for synergy with a new public sector that itself would be guided by the principles of IDP.
Membership
7.5.1.4. Several important segments of the local private sector community are not part of the registered bodies representing the sector. This means that the majority of the producers of wealth in the society are not organized, have no voice in matters of policy, programme and project initiatives at the national or local level and are even more vulnerable than the organized sector, to the uncertainty of politics, economics and, natural disasters.

7.5.1.5. The new IDP-compatible private sector will need to urgently correct that deficiency and pursue the establishment of a broader based private sector organization that accommodates and includes persons from agriculture, services, manufacturing, industry, technology and other sub-sectors.

7.5.1.6. A reorganized and expanded private sector organization will need to address this issue of membership as a prelude to revision of the mission/vision/objectives with a view to ensuring greater synergy with IDP-led development planning.

Information
7.5.1.7. Opportunities for partnership under an IDP will become evident once the various sectors are determined to make use of the same data in their respective sector-level planning. The IDP has made clear proposals for the establishment of this common and cross-cutting information management and a strengthened private sector would enhance its chances of influencing the policy and planning processes if working from a reliable, current and user-friendly database.

7.5.1.8. This is one area in which the new information technology enterprises in the private sector can engage in a co-management approach with the public and civil society sectors to establish an integrated database of relevance to all.

Performance, Productivity and Customer-driven Service
7.5.1.9. All sectors have agreed on the need for a radical change in the attitude and output of workers. The partnership approach which is at the center of IDP can guide the creation of joint training and motivation activities. Personnel from one sector can be activated to respond to training needs in another. This may be an opportunity to establish the “Dominica Institute for Management and Productivity”, a step already taken years ago by other Caribbean countries (Barbados, Trinidad and Tobago) in response to the challenge of global competition.

7.5.1.10. The special needs of small and medium sized enterprises getting started in the current economic environment require specialized skills in such areas as planning, marketing, procurement, negotiations, financial management. A
modernized and efficient private sector will develop the institutional capacity to ensure availability of these and other essential enterprise services.

**Servicing The ‘New’ Private Sector**

7.5.1.11. There is the fast-growing need for a sector-level response to the emerging enterprises in arts and entertainment, information technology, ‘green’ activities such as waste recycling, renewable energy, organic farming. The need for cross-sectoral partnership is clear here and the IDP has proposed the mechanism of the Full Service Resource Centers (FSRCs) that can be established as joint ventures involving all sectors. These Centers can be designed to have the capacity to respond to the needs of private for-profit enterprises as well as the needs of emerging local area development authorities, as the Village Councils in Regions of the country come together to achieve comparative advantage in providing vital social services in education, health, disaster mitigation.

7.5.1.12. As these new enterprises trade increasingly in intellectual property, an appropriate legislative framework relating to that new range of products, is vital. This is a challenge for both the legislative machinery of the public sector as well as the management and planning capacity of the private sector that has to interpret and operate in accordance with these legislative instruments. A joint approach to the design, drafting and operationalizing of these instruments is vital and the IDP proposes the establishment of formal mechanisms through the vehicle of the IDP Commission.

**Resource Mobilization**

7.5.1.13. The private sector has capacity in the area of business negotiations. These skills are of growing importance to the public sector as it participates in the endless round of trade, financial, environmental, security and other negotiations on which the fortunes of the local economy increasingly hinge. The IDP anticipates the opportunity for partnership in this area of resource mobilization and proposes the IDP Commission as the place where the arrangements for co-management of these activities can be properly addressed along with other related issues. A new private sector that is truly responsive to the situation analysis of the entire production community is in a position to have partnership yield practical results for all sectors.

7.5.1.14. Closely related to this area of resource mobilization, is the matter of the preparation of the main expenditure instrument of the country, the National Budget. Exclusion of the private sector and civil society from this process has denied the country access to some of the best creative thinking on these matters. The IDP proposes the initializing of a fully inclusive process for the preparation of the national Budget that should extend to the issues of measures for addressing the national debt. The private sector and civil society will need
to organize the available of its best talent in the related fields in order to give credence to the IDP call for their full inclusion in these vital aspects of national development planning and management.

7.6. ACTIONS BY CIVIL SOCIETY FOR IMPLEMENTATION OF IDP
7.6.1.1. The survey of civil society conducted as part of the research and documented in the Report on Phase One of this exercise, revealed that the three most urgent issues requiring attention for making that sector ready for implementation of the IDP were:

1. Measures to ensure the institutionalization of the IDP process;
2. Steps to strengthen the institutional capability of the organizations in civil society;
3. The decentralization of activities associated with the delivery of services in support of the IDP.

7.6.1.2. As regards the issue of institutionalizing the IDP process, the proposed programme of public education on IDP and the establishment of the IDP Commission are two measures finding strong endorsement from civil society. (Annexes A-1, 22, 24) These measures are the subject of Project Briefs that accompany this Implementation Plan.

7.6.1.3. Strengthening the institutional capacity of civil society organizations is the subject of the Project Profile/Brief that accompanies this Implementation Plan. In that document, the special needs of NGOs and CBOs is addressed as well as the special challenges in assembling and enhancing the talents of youth as they seek to become active partners in the implementation of the IDP. (Annex A-24)

7.6.1.4. The third priority issue of decentralization is addressed in the proposals made in Chapter 6 for the establishment of local area development committees, the launching of the Full Service Resource Centers as a mechanism for dispersing the institutional support services to the communities and organizations with the need. (Annex A-22).
IMMEDIATE ACTIVITIES FOR IMPLEMENTATION OF THE INTEGRATED DEVELOPMENT PLAN

7.7. PROJECT BRIEFS

7.7.1. IDP Commission

1. SUMMARY
The IDP Commission is a multi-sectoral body involving all major national interests including social and economic, policy, private sector and civil society. The Commission is an Executive Agency established by Cabinet and reporting directly to that body.

2. BACKGROUND
For decades, efforts at development planning revolved largely around issues of economics. In more recent times (1992) the poor performance of small economies and their increased vulnerability to natural and manmade events have revealed the need for a more cross sectoral approach to planning in which social, environmental and economic issues receive more balanced attention. To give effect to this new integrated approach to planning, the policymaking and administrative arrangements have had to be addressed to allow for increased transparency and accountability as well as effective participation by all sectors. In this regard The IDP proposes the establishment of a Commission as a multi sector executive agency responsible for giving effect to the Plan and the new process associated with it.

3. SECTORAL & PROBLEM ANALYSIS
The unfolding reality of a more liberalized world economy alongside the more comprehensive conditionalities associated with accessing financial resources for development have combined to exacerbate the institutional and administrative capacities of Dominica. When added to the well-worn, sector approach to planning that characterizes the governance system, the need for new mechanisms, procedures and partners is clear. The IDP Commission is an important step in the process of implementation of the new process of integrated development planning.

4. Project Description
Overall Objectives – The establishment of the IDP Commission signals a definitive step towards implementation of the IDP and has as its main objective, the creation of an executive mechanism for promoting, strengthening and implementing the Plan.

Purpose – This project is part of the response to the question most often asked about the IDP: “What guarantee is there that this IDP will not remain a Report?”. Alongside the National Education Programme, this Project for the establishment of the IDP Commission, presents the various sector stakeholders with a concrete step that can be taken to operationalize the IDP.

Results – Implementation of this project will assemble a team of highly competent professionals under the leadership of a senior and experienced Commissioner. This will provide the administrative vehicle through which all major sectors can commence direct involvement in implementation of the short and medium term measures identified in the IDP Plan. (Chapter 6)

Activities – Following the decision by Government to adopt the IDP as the approach to development planning in Dominica, the following activities will be undertaken:

- The recruitment of a person with wide international experience in a senior management position to be Interim IDP Commissioner.
- The assembly of a core of senior staffers to commence the operations of the Secretariat
- The establishment of a Board for the Commission comprising representation from among all sectors as indicated in Chapter 7, Section 7.3.
- The preparation of a policy paper for consideration by Government and for consideration of the broader society, prior to preparation of a draft for the consideration of Parliament and possible enactment into law.
- The mobilization of donor support for the establishment and operationalizing of the Commission.
- Following enactment, the recruitment by the Board, of a permanent Commissioner.
- The preparation of a work plan for the Commission that reflects the focus of the IDP and addresses the short, medium and long term activities for the Commission.
- The recruitment of the full complement of staff for the Secretariat and finalisation of arrangements for facilities and equipment essential for its effective functioning.

5. Indicators

- The Board of the Commission is duly constituted.
- The Interim Commissioner is recruited along with a core compliment of staff.
- The policy paper is prepared and disseminated widely for consideration.
- The draft bill is prepared for consideration by Parliament.
- The Permanent Commissioner is recruited and the work plan prepared.
The Secretariat is fully established and operational.

6. Assumptions, Risks and Flexibility

- There is widespread support in all sectors, for the establishment of the Commission.
- The recruitment for the Interim Commissioner results in a person of the highest regard and competence being appointed to the position.
- The finances needed to meet the commitments of the Commission are forthcoming from the donor community with appropriate local counterpart contributions from all sectors.

7. Implementation Arrangements

Physical and Non-Physical

- Following the decision by Government to adopt the IDP as the approach to development planning, the major stakeholders are invited to comprise a multi-sector Board.
- Terms of Reference are prepared for the position of Interim Commissioner.
- Recruitment for the position begins immediately.
- Facilities are made available for the Interim Commissioner and the core compliment of staff for the Secretariat.
- Arrangements begin for the funding and facilities to accommodate the Commission.

Timetable
This project will unfold in two phases as follows:
Phase 1 Year 1 - Establishment of the Commission
Phase 2 Year 2-3 – Definition and commencement of work plan

Estimated Cost and Financial Plan

<table>
<thead>
<tr>
<th></th>
<th>Phase 1</th>
<th>Phase 2</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional Services</td>
<td>100,000</td>
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</tr>
<tr>
<td>Staff/Secretariat</td>
<td>150,000</td>
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<tr>
<td>Facilities and materials</td>
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<td>Sub-Total</td>
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<td>Total</td>
<td>467,500</td>
<td>1,062,500</td>
</tr>
</tbody>
</table>

SPECIAL CONDITIONS
It is anticipated that 80% of the funding for this Project will come from the international donor community. The balance of the budget is expected to be met from local contributions.

The success of this project depends critically on the active engagement of the multi sector Board in pursuit of the IDP principles and objectives.

The selection of a highly competent person as Interim Commissioner and later, as Commissioner, is central to attracting financial support and gaining the confidence of all sectors.

Deliberate monitoring and evaluation of the work of the Commission will be conducted in the areas of work
COMPOSITION:

**Political Directorate**
- Minister for Finance, Planning
- Minister for Public Service
- Minister of Legal Affairs

**Policy Researchers/Technical**
- Economic & Physical Planning
- Establishment & Personnel
- Human Services – Education, Health, Community Services
- Statutory Authorities & Local Government

**Societal Interests**
- Private Sector/Business
- Civil Society/NGO
- Organized Labour
- Media

**Functions & Responsibilities:**

1. Provide policy support to Cabinet in the formation of policies and strategies in relation to environmental resource management and sustainable development through the IDP Plan and Process
2. Review and evaluate public Sector Investment Plans/Projects to improve the programming, implementation, control and transparency of the budget process and ensure that public expenditure reflects the needs and compliments the commitments of other stakeholders
3. Establish and ensure adherence to IDP guidelines for special areas/sectors
4. Review IDP policies to reflect changing environmental circumstances and development perspectives. Ensure that the CIDP framework will inform the plan preparation process as well as sectoral plans
5. Ensure that the process of community, inter-sectoral and inter-agency participation/consultation is observed at all levels of plan preparation, implantation and evaluation.
6. Strengthen of institutional structures and administrative capacity including cross-sectoral and inter-agency structures to integrate economic and environmental planning.
7. Develop implementation strategies to take the Programme and Project Briefs included in the IDP and institute a strategy for resource mobilization starting with, project preparation, submission, negotiation and implementation.
8. Establish working groups or special sub-committees of technical resource persons from public and private sectors to facilitate work in progress arising from the tasks and responsibilities of the Commission/Council.
9. To report to the legislature on work of the Committee/Council

**EMPOWERMENT:**

**Financial:**
The appropriation will be made in the annual budget for the work of the Commission/Council. Such amount will be accounted for in the annual report to the legislature. There will need for a secretariat for administrative support, which could be shared with another Government Department/Division/Agency.

**Legislation:**
The legislative framework will be provided for by the amendment of the Planning Act along with the necessary regulation to give effect to the Commission/Council’s work and reporting requirements.

**Information:**
Community and stakeholder participation is critical to ensure acceptability and good governance. There is need to formalize the involvement of target groups and to provide adequate databases and informational systems to allow for easy access.

**Human Resource Development:**
Increase capacity and institutional strengthening through public awareness and recourse development, education and training to plan, implement and evaluate IDP policies and programme.
7.7.2. **Change Management for Public Sector Leadership Development**

1. **SUMMARY**
This programme will strengthen the capacity for public service leaders to work with their counterparts from other sectors to implement the national priorities for economic and social recovery and development. The programme will build leadership and co-management skills at the level of senior and middle management to ensure that performance and customer service characterize implementation of the country’s recovery and growth.

2. **BACKGROUND**
The severe economic and fiscal challenges facing the country require more than a short-term rescue operation. The country’s capacity to confront the difficulties posed by the loss of preferential markets and by intense competition in the emerging services sectors depends critically on its ability to design and implement programmes for lasting development. The traditional Ministerial-level management systems that are slow and not open to partnership with other sectors are in need of change to include best practices that are more responsive to the demands of 21st Century competition. The central role of the public sector as a partner in making this change demands an enlightened approach to leadership at all levels within and between sectors.

3. **SECTORAL & PROBLEM ANALYSIS**
Change management under normal circumstances, is a challenging task. In the context of deepening economic and growing social problems, the difficulty is magnified. However, the preparation of an IDP provides a unique opportunity for accelerating the transition at leadership and management levels in the public and other sectors.

The IDP provides the guidance for lasting recovery that includes making new institutional arrangements for the management of issues, programmes and projects at the community, sector and national levels. The success of this approach depends critically on the capacity to build management partnerships among leaders within and between sectors. Economic diversification, international negotiations, fund raising and project...
implementation are areas demanding a change in the style and capability of the leadership of all sectors.

4. PROJECT DESCRIPTION

   Overall Objectives
   The strengthening of leadership and management skills at the level of the Permanent Secretaries, Heads of Department and other senior management and supervisory personnel in the public sector. This means the development of new skills for multi-sector planning and implementation of all aspects of national economic and social recovery strategies.

   Project Purpose
   To build the motivation needed for public service leadership to be partners with themselves and leaders from other sectors in managing the recovery and growth process within the context of an IDP.

   Results
   To develop the skills that allow the country to manage change in the face of global market forces, to mobilize finances needed for investment in the emerging opportunities in information services and technology sectors. To create the institutional and legal frameworks needed for the conduct of the business of development in the face of the growing awareness of environmental protection and the challenge of sustainability.

   Strategies
   - Recruit a person(s) with the knowledge of change management techniques to prepare a Client’s Charter for each department of the public service.
   - Under guidance of the IDP Commission, arrange for the involvement of stakeholders from the private and civil society sectors in the process.
   - Design and deliver leadership development training programmes for senior and middle management of the public service.
   - Implement this training in ways that involve counterparts from the other sectors.

   Activities
   - Review the recent and current initiatives at reform and modernization of the public service.
   - Using job and workload analysis, gender/youth/disabled/elderly impact assessment, economic and environment impact and evaluate these efforts in the light of the demands of an IDP.
   - Prepare a draft-working document addressing the need for a Client’s Charter for the public service as part of an integrated, team approach to management.
   - Hold training workshops in change management for the leadership of the public sector.
Through surveys, monitor the unfolding impact of change management activities according to the demands of strategies for recovery in the framework of IDP.

Identify counterparts from each of the sectors to accompany the Consultant(s) throughout the assignment.

**Indicators**

Develop a critical core of persons from throughout all the sectors at the senior and middle management levels, who have the ability to be modern entrepreneurs of information and knowledge for sustainable development. This means that they have the capacity to work in partnership to design and implement policies, programmes and projects consistent with the vision and principles of the IDP. Such areas as information technology, renewable energy, organic farming, agro-eco-tourism, agro-processing, cultural/health and heritage tourism should find enlightened support and facilitation from this cadre of new managers in the public, private and civil society sectors.

5. **ASSUMPTIONS, RISKS and FLEXIBILITY**

**Assumptions**

- The IDP is adopted by Government as the official strategy for development planning.
- The IDP Commission is established as the main body to oversee the implementation of the IDP and the Commission is operational.
- Terms of Reference for the assignment are prepared and funding is available for recruitment of the Consultant and local counterparts.
- The Reform Unit becomes engaged with the IDP Commission in auditing the change management indices and monitoring application of the new modalities of the change management process.

**Risks**

- External shocks divert attention from the task of leadership development.
- Resources are unavailable for the assignment.
- IDP is replaced as the national development planning strategy

**Flexibility**

- The management challenge already confronting the public service and other sectors means that, in order to be effective, the assignment must be commenced as soon as possible.
- For optimum impact, the various initiatives at reform of the public sector that are already underway need to be coordinated into a common effort at modernization of the sector. This can be accomplished under the aegis of the IDP and this assignment.
6. IMPLEMENTATION ARRANGEMENTS

Physical and Non-Physical Means
This assignment requires a close administrative relationship between the IDP
Commission and the Reform Unit in the arrangements for design of the work, recruitment
of the persons to conduct the work, monitoring of progress, assessment of the outputs and
implementation of the recommendations.

Organisation and Implementation Procedures
- Performance targets will need to be set and monitored against actual outcomes.
- Surveys would be undertaken at 6-month intervals to ensure that the Client Charter
  and other instruments of change management are appropriately designed and
  subsequently, being implemented.
- Stakeholder participation and the other IDP principles will need to be monitored and
  the Commission kept informed of the results.
- The Office of the National Authorising Officer in Dominica can be the liaison for the
  group of donors already involved with aspects of public sector reform.

Timetable
- This assignment will be conducted over a period of 12 months.

Estimated Cost & Financing (US$)

<table>
<thead>
<tr>
<th>Activity</th>
<th>External</th>
<th>Local</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Professional fees</td>
<td>60,000</td>
<td>48,000</td>
<td>108,000</td>
</tr>
<tr>
<td>Direct Costs (travel,</td>
<td>10,000</td>
<td>5,000</td>
<td>15,000</td>
</tr>
<tr>
<td>Per diems, materials, etc.)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Training (workshops)</td>
<td>8,000</td>
<td>2,000</td>
<td>10,000</td>
</tr>
<tr>
<td>Administration</td>
<td>24,000</td>
<td>12,000</td>
<td>36,000</td>
</tr>
<tr>
<td>Audit</td>
<td>3,000</td>
<td></td>
<td>3,000</td>
</tr>
<tr>
<td>Contingencies (10%)</td>
<td></td>
<td>17,200</td>
<td>17,200</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td></td>
<td></td>
<td>189,200</td>
</tr>
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</table>

Special Conditions
There is growing appreciation among local stakeholders of the important role played by
the public sector in the management of the economy. The IDP recognizes that the
traditional approach to management in that sector is no longer adequate for the demands
placed on the economy from external and internal sources. Breaking out of the
traditional arrangements of leadership and management and the adoption of a culture of
customer service and performance is an essential component of the transition to a modern
and efficient public service. The IDP has placed additional challenges of transparency,
accountability and partnership with other sectors on the leadership and management levels of the public service. This underscores the importance of efforts at change management targeted by this project.

**Monitoring and Evaluation**
This project will need to be under the close supervision of the IDP Commission and the Reform Unit. The results of the periodic surveys and assessment of performance will be shared with the Commission, the Unit and stakeholder organizations from other sectors.

**Audits**
A full financial audit, in keeping with the highest international standards of accounting will be completed at the end of the project period.

7. **QUALITY FACTORS** (consultation, participation, transparency, accountability, governance, decentralization)

This project is designed to respond directly to several of the IDP principles and is expected to advance the process of transparency and accountability through the installation of the Client’s Charter, the management manuals and the training exercises, among other practical mechanisms for change management. The principle of participation is also addressed by this project as the representatives of other sectors become engaged through the Commission, in the process of strengthening the leadership and management of the public sector. Performance and productivity enhancement, a centerpiece of the IDP recovery strategy, will be a focused and anticipated output of this project.
IMMEDIATED ACTIVITIES FOR IMPLEMENTATION OF INTEGRATED DEVELOPMENT PLAN

PROJECT PROFILE

7.7.3. Code of Financial Management

1. SUMMARY
The Code of Financial Management is an effective system for accounting and financial management reforms designed to create a new framework for public accountability. This Project will see to the establishment of this Code by consolidating the many recommendations, plans and policy manuals dealing with financial reporting, accounting and budgetary decentralisation and control.

2. BACKGROUND
The fiscal and economic crisis facing Dominica has underscored the need for emergency measures as well as medium to long-term measures for improved management of the public finances. One of the 15 mechanisms proposed by the IDP is the establishment of a Code of Financial Management designed to provide a management tool that would enhance the capacity of the Ministry of Finance and related agencies for more effective financial management.

3. SECTORAL & PROBLEM ANALYSES
Inadequacies in financial management, the sustained loss of resources, the failure to consolidate existing recommendations and enforce legislative and administrative measures have contributed significantly to the state of the public finances. The result is a negative impact on other sectors of the economy and causes a lowering of confidence in the Government’s ability to manage the economy. This underscores the IDP recommendation for a restructuring of the Ministry of Finance for greater fiscal accountability.

4. PROJECT DESCRIPTION

   Overall Objectives
To enhance the capacity of the Ministry of Finance to manage the financial, accounting and budgetary functions associated with sound fiscal policy and practice.

   Project Purpose
To design and install a Code of Financial Management as a tool for use by the Ministry of Finance.
Results
Improved financial reporting, accounting and budgetary control.

Strategies
Consultants will be recruited to undertake the preparation of the Code of Financial Management and see to its installation. In keeping with the IDP principles, the assignment will seek to involve representatives of the private, civil society and public sectors in the design and implementation of the Code.

Activities
- Review existing recommendations, legislation and administrative manuals;
- Share information with private sector institutions, public agencies and civil society regarding the elements of the Code;
- Design the Code of Financial Management;
- Identify roles and responsibilities for managers of the Code;
- Identify strategic benchmarks (including measure for monitoring and evaluation) to guide the operationalizing of the Code.

Indicators
- The establishment of a Code with accompanying manuals defining roles and responsibilities, procedures and benchmarks.
- Training of staff in the management of the Code.
- Legislative briefs submitted for drafting

5. ASSUMPTIONS, RISKS and FLEXIBILITY

Assumptions
- The establishment of this Code will address and assist in resolving the financial and fiscal problems confronting the Government.
- The Ministry of Finance will cooperate fully in the conduct of this assignment and ensure implementation of the Code.

Risks
- The non-acceptance of this and other recommendations of the IDP directed at improving the financial and fiscal management capacities of the Government.
- The failure to attract funding for this assignment.

Flexibility
The success of this assignment depends on the timely availability of resource persons already familiar with the special nature of the problem. The design of the exercise to accommodate the IDP principles of consultation with other stakeholders can facilitate broader acceptance of the recommendations of the Code and implementation. Given the
urgency of the situation, the urgent commencement of this assignment will enhance its chances of success.

6. IMPLEMENTATION ARRANGEMENTS

Physical and Non-Physical Means
The development of full Terms of Reference guided by this Brief, for consultancy services. The identification of funding sources from among the range of donors already engaged with the country in addressing the fiscal and financial challenges. The consultants will report to the Minister of Finance.

Organisation and Implementation Procedures
A consortium of the donors already engaged in giving support to programmes/projects aimed at improved management of the public sector, should be invited to provide the financial resources needed to undertake this assignment. Consideration can be given to having DFID coordinate this special consortium.

Timetable
This assignment, including installation of the Code, should be completed in six months.

Estimated Cost & Financing Plan

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
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<tbody>
<tr>
<td>Consultancy Fees</td>
<td>US$60,000</td>
</tr>
<tr>
<td>Associated Costs (travel, per diems, meeting)</td>
<td>US$12,000</td>
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<tr>
<td>Training</td>
<td>US$ 8,000</td>
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<tr>
<td>Audit Fee</td>
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<tr>
<td><strong>TOTAL</strong></td>
<td><strong>US$ 82,500</strong></td>
</tr>
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</table>

Special Conditions
Vigorous efforts should be made to recruit local consultants with the necessary expertise and experience.

Monitoring and Evaluation
The IDP Commission should conduct review of the assignment after three months and on completion.

Audits
A financial audit will be undertaken by an Internationally reputable auditing firm, upon completion of the assignment.
7. QUALITY FACTORS (consultation, transparency, accountability, governance)
Consistent with the IDP principles, this assignment will involve consultations with the private sector and civil society and will ensure that findings are made available to all relevant stakeholders as a means of ensuring transparency. The successful implementation of a Code of Financial Management will impact all sectors and can help restore confidence in the capacity of the Government to manage the public finances.
IMMEDIATE ACTIVITIES FOR IMPLEMENTATION OF
THE INTEGRATED DEVELOPMENT PLAN

7.7.4. Dominica Land Bank

1. SUMMARY

The Dominica Land Bank Project will boost agricultural production through leasing fallow property for farming resulting in increased agricultural productive land. This ensures that the critical importance of agriculture in sustaining the national economy is jolted allowing Dominica to maintain / expand its agricultural activity in light of internal and external threats.

2. BACKGROUND

The Ministry of Agriculture in response to a need to increase agricultural production nationally initiated the Dominica Land Bank Project in 1999.

3. SECTORAL & PROBLEM ANALYSIS

Consideration for the land bank concept stemmed from analysis which pointed out that agriculture held a critical importance to the national economy and that the land base is limited and largely not suitable for agriculture. Where potentially significant areas of land are located it is un- or under-utilised.

4. PROJECT DESCRIPTION

   **Overall Objectives**
   The overall objective of the Dominica Land Bank Project is to improve agricultural revenues, increase employment and earning potential.

   **Project Purpose**
   - To increase the area of agriculturally productive land in Dominica;
   - To increase employment opportunities for Dominicans, and,
   - To make land available, especially to new and young farmers who are without access to land

   **Results**
Implementation of this project will result in the identification and inventory of idle properties through the development of a database Geographic Information System (GIS).

**Activities**
- Develop national land use zoning plan
- Identification and inventory of idle properties
- Train young and new farmers
- Lease and/or sell land

**Indicators**
- Approved national land use plan
- Identification and inventory of 90% of idle properties
- 200 young and new farmers trained

5. ASSUMPTIONS

**Assumptions at Different Levels**
Assumptions will be made when the full project document is written.

**Risks & Flexibility**
The project should have the flexibility to adapt to changes brought about by any increased demand for land use for non-agricultural purposes (e.g. housing).

6. IMPLEMENTATION ARRANGEMENTS

**Physical & Non-Physical Means**
The physical and non-physical means required for the implementation of this project include the provision of consultancy services for the activities that will be undertaken.

**Organisation and Implementation Procedures**
The National Authorising Officer of the European Development Fund will be the National Authorising Officer in accordance with the stipulations of Article 109, paragraph 1, of the Financial Regulations Applicable to the General Budget of the European Commission (Title IX: Particular Dispositions Applicable to External Aid to Third Countries). All other standard protocols are recognised.

**Timetable**
The duration of the project is twenty-eight (28) months.
**Estimated Cost & Financing Plan**

<table>
<thead>
<tr>
<th>ACTIVITIES</th>
<th>EDF</th>
<th>GOCDI</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Land Use/Zone</td>
<td>1,000,000</td>
<td>450,000</td>
<td>1,450,000</td>
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<tr>
<td>Database/GIS</td>
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<tr>
<td>Training</td>
<td>50,000</td>
<td>301,800</td>
<td>351,800</td>
</tr>
<tr>
<td>Co-ordination &amp; Monitoring</td>
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<td>95,000</td>
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<tr>
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<td>Total ECXS</td>
<td>4,620,000</td>
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</tr>
</tbody>
</table>

**Special Conditions**

The disbursement of funds will depend on the timely and successful implementation of each phase of the Plan of Action.

**Monitoring & Evaluation**

Overall monitoring of the project will be assured by the EC Delegation in Barbados and the Eastern Caribbean with the support of the National Authorising Officer in Dominica.

**Reviews & Evaluations**

An independent mid-term evaluation will take place after fourteen (14) months, midway through the Implementation of the project. Independent consultants, recruited in accordance with the procedures, applicable to service contracts, will carry out the evaluations.

**Audits**

One audit will be carried out at the end of the project by an internationally reputable auditing firm selected in accordance with the procedures applicable to service contracts.

**7. QUALITY FACTORS**

**Ownership by Beneficiaries**

The major beneficiaries of this project will be persons who will have available land for agricultural production. Each recipient of land will enter into a lease or purchase agreement with the Ministry of Agriculture. This cash transaction will ensure that the project is sustainable.

**Policy Support**

The Government of the Commonwealth of Dominica is committed to the implementation of this project as evidence by cash infusion of 1/5 of the total budget and other supports in kind.
**Appropriate Technology**
All necessary technologies are available. The use of local technology will be encouraged.

**Socio-cultural Aspects**
Employment and revenue generation have been identified as major objectives. This project will enhance and create employment and revenue generation as identified. Certain land plots have cultural significance and these will be identified by the Land Use 1 Zone Plan and respected accordingly.

**Gender Equality**
The project is designed to improve the economic status of both men and women. 36% of the persons identified to be trained, as new young farmers are women.

**Environment Protection**
Through the Division of Agriculture and the Environment Management Unit, Government will ensure that the project safeguards the integrity of environmental resources and promote sustainable utilisation of environmental resources as well as their preservation.

**Institutional & Management Capacities**
For the duration of the project it will be managed by a team of consultants thereafter by the Land and Surveys Division of the Ministry of Agriculture.

**Financial & Economic Viability**
The project will achieve improvements in agricultural production thereby allowing for increased revenues from agriculture. A significant contribution will be made to increasing opportunities for employment and earning potential particularly in the rural areas.

The rural and national economy will be positively impact
IMMEDIATELY ACTIVITIES FOR IMPLEMENTATION OF
THE INTEGRATED DEVELOPMENT PLAN

7.7.5. **National Public Education Program**

1. **SUMMARY**

The National Public Education Program will ensure continuous sensitization of the people of Dominica regarding the IDP and foster sustained participation in the ensuing national development process.

2. **BACKGROUND**

The government of Dominica has adopted the policy of an integrated approach to development planning, which emphasizes the full participation of civil society, the public and private sectors in the design, implementation and monitoring of programmes of national development.

This is a new approach which demands a significant paradigm shift in conceptualization of the process and perception of roles. The various publics are not sufficiently aware of this new concept of integrated development planning and have not been adequately prepared to become actively engaged in the process.

3. **SECTORAL & PROBLEM ANALYSIS**

Previous efforts by various sectors have indicated that sustained social participation is not achievable without the continuous education and motivation of the people.

In the consultative process for the preparation of the national integrated development plan, stakeholder groups proposed the programme of education as one means of giving a sense of ownership and building commitment for national growth and development.
4 PROJECT DESCRIPTION

**Overall Objectives**
To ensure sustained participation of all sectors and the public in national development.

**Project Purpose**
- To increase the knowledge and understanding of the Dominican public of the concept of integrated development planning.
- To help stakeholders in all sectors to become cogniscant of the contents of the IDP.
- To increase the awareness of the various sectors of their role in implementing the IDP.
- To motivate the various publics for sustained participation in the monitoring and evaluation of the performance of the IDP.

**Results**
Implementation of this project will result in an informed and motivated public willing to become full partners in the IDP.

**Strategies**
This programme will be implemented by making use various forms of information dissemination including use of the media as well as community education approaches incorporating traditional forms of communication. This programme is one of the first activities of the IDP Commission.

**Activities**
- Design the education programme
- Prepare modules and supportive educational material
- Train community resource persons
- Re engineer the Government Information Service
- Deliver the programmes
- Monitor the effectiveness of the programmes.

**Indicators**
- Detailed education plan approved
- Manual approved
- Training workshops for media workers, persons involved in arts and culture, community leaders and youth.
- GIS equipped and staff motivated
- 90 % of planned modules delivered
- Quarterly monitoring reports
5. ASSUMPTIONS, RISKS and FLEXIBILITY

Assumptions
- The cooperation of resource persons from the private and public sector, and civil society is assured.
- The project is sufficiently flexible to respond to emerging national and societal situations.
- The public is motivated to participate in the IDP process.

Risks
The IDP does not become national policy.
External shocks (natural, or manmade) trigger a non-IDP response.

Flexibility
The involvement of a broad cross section of stakeholders in the design of the programme, utilization of the best available information and, allocation for a sufficient timeframe for responding to unforeseen events, will allow for suitable programme adjustments.

6 IMPLEMENTATION ARRANGEMENTS

Physical and Non-Physical Means
Provision of Consultancy services for planning and designing the programme.
Mobilization of material resources and services including media time.
The implementation of training programmes for all persons and organizations who will participate in delivery of programme activities.
Special attention to the equipment, facilities and training needs of the Government Information Service.
Arrange for the production and dissemination of print, radio and television serials involving local artists and various art forms.

Organisation and Implementation Procedures
The IDP Commission will ensure implementation of this programme.
Through the Regional Office of the Resident Representative of UNDP in Barbados, funding will be raised for the implementation of the programme.
Approaches will also be made to other donor agencies including the European Union.

Timetable
The duration of the project is 36 months in the first instance.
Estimated Cost & Financing Plan For Three-Year Programme (in three one-year phases)

Planning Fees: 6 man-months @ US$400 per day = US$48,000
Travel (internal and external): $ 60,000
Vehicle $ 32,000
Administration/Coordination/Monitoring $300,000
Training(materials, transport, rentals, etc.) $360,000
Equipment and supplies $500,000
Media Time $300,000
Professional Services $400,000
(artists, educators, media workers, sociologists, etc.)

TOTAL US$1,915,200

Special Conditions

- The disbursement of funds will depend on the timely and successful implementation of each phase of the plan of action.
- The effectiveness of the programme will be enhanced by the simultaneous implementation of the several mechanisms for IDP by the various sector stakeholders, in particular the early establishment of the IDP Commission.

Monitoring and Evaluation

Overall monitoring of the project will be assured by the IDP Commission, with the involvement and support of local and external partners, including the donors.

Reviews & Evaluations

Independent reviews will be conducted at 9 months, 18 months 30 months and at the end of the three-year period. Independent consultants, accompanied by stakeholder counterparts, recruited in accordance with the procedures normally applicable to service contracts, will perform the evaluations.

Audits

One financial audit will be carried out at the end of the project by an internationally reputable auditing firm, selected in accordance with the procedures applicable to service contracts.

7. QUALITY FACTORS (consultation, participation, accountability, partnership)

It is essential that the IDP principles described in the Plan be applied in the design, planning and implementation of the programme. This will mean, for example, the direct involvement of sector stakeholders in all stages and the structuring of the programme to ensure co-management of the activities.
7.7.6. National Youth Services Program

1. SUMMARY
The National Youth Program will strengthen and coordinate service programs by and for youth thus resulting in increased youth focused activity and thus contributing in a positive way to the holistic growth and development of the youth of Dominica. It will allow for greater coordination of activities among government and Civil Society organizations whose programs impact youth.

It is our view that the development of a National Youth Service Corps will serve to catalyze the fullest integration of all the efforts for and with youth in Dominica.

2. BACKGROUND
The last two decades have seen a tremendous generation of positive work for and with youth by new and developing civil society organizations as well as the state. However these two stakeholders have not always collaborated. This program is intended to maximize and ensure the fullest partnering of all sectors, thus reducing the burden for the state.

The National Association of Non-government Organizations in collaboration with the Youth Division and other Civil Society organizations see the need for a stronger enabling environment in order to facilitate activities and programs with a youth focus. The various programs by and for youth in Dominica require that action be taken to support each other in the face of a greater need to impact on the contribution of youth to national development in a situation where resources for the traditional youth programs appear to be less accessible.

3. SECTORAL & PROBLEM ANALYSIS
The past decade and beyond have seen an increase in the need for youth services while resources available for sustaining such programs are competed for by both sectors. This has resulted in both government and civil society organizations fighting an uphill battle to meet the growing demands for youth services.
4. PROJECT DESCRIPTION

**Overall Project Objectives**
To empower Dominican youth with the appropriate attitudes and skills to make an active and meaningful contribution to the development of their country.

**Project purpose**
- To establish a core of youth prepared for the rigors and discipline of adult life including the world of work as well as parental responsibility
- To better coordinate the activities of civil society and government organizations working with youth.
- To strengthen the capacity of those organizations to provide top quality programs and services for youth development
- To provide youth with an opportunity to be of service to their communities and the wider society through their involvement in a National Youth Service Corp

**Results**
Implementation of this project will result in a common understanding among all the stakeholders of the direction of and activities that a national youth program should be undertaking. It will also result in the restructuring of youth programs so that they all become part of the path which will provide a more fulfilling experience for the youth of Dominica.

The establishment of a national coordinating mechanism for overseeing the implementation of a national program in an accountable and sustainable manner. It will additionally result in a youth population that is more productive, disciplined and actively engaged in the national development process.

**Activities**
- Develop a matrix of current programs/activities
- Identify training needs in existing and new programs
- Develop a resource list for program
- Develop and upgrade training material for youth programs
- Formalize the national policy on youth
- Develop a national action plan for youth development
- Establish a Board for overseeing the implementation of a National Youth Service Corp
- Establish a program for the National Youth Service Corp
- Identify a coordinator and staff
- Get stakeholders together to develop the mechanisms that will ensure that all programs/projects are consistent with the national goals and objectives
- Assess and commence strengthening of Civil Society and State organizations
• Develop a data base of youth organizations as well as organizations working with youth
• Develop a data base of youth who participate in the National Youth Service Corp
• Incorporate the lessons of regional and international youth service corps into the Dominica effort.

**Indicators**

- All youth programs fit within the national goal
- Approval of national youth policy
- Matrix developed analyzed and adjusted to maximize use of resources
- At least one cohort of youth are engaged in the National Youth Service Corps program during its inaugural year
- Training needs identified and prioritized
- Training material developed and published
- Consensus developed on approach to training
- National Youth Service Corps established
- Data bases being developed

1. **ASSUMPTIONS**

**Assumptions, Risk and Flexibility**

- All public, private and civil society youth organization will collaborate and co-operate on a national youth services program
- All resources required from both in state and out of state sectors are made available for a high impact start
- Institutions involved in education and community development are fully supportive of the initiative
- That policy and legal framework is established to facilitate implementation

2. **IMPLEMENTATION ARRANGEMENTS**

**Physical & Non-Physical Means**

- Centre for the operations of the National Youth Services Corp
- Material resources required for the operations of the Corps
Organization and Implementation Procedures
The National Authorizing Officer of the European Development Fund will be the National Authorizing Officer in accordance with the stipulations of Article 109, paragraph 1, of the Financial Regulations applicable to the General Budget of the European Commission (Title IX: Particular Dispositions Applicable to External Aid to Third Countries). All other standard protocols are recognized.

Timetable
This will be an ongoing project. However there will be a one year period of heightened activity for the initial implementation of the Corps.

Estimated Cost & Financing Plan
All figures in ECS

<table>
<thead>
<tr>
<th>ACTIVITIES</th>
<th>EDF</th>
<th>LOCAL</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
<tr>
<td>Youth focused capacity building &amp; institutional building(2yrs)</td>
<td>EC$3,000,000</td>
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<td></td>
</tr>
<tr>
<td>Operation of Corps</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>- training</td>
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<td>- equipment</td>
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</tr>
<tr>
<td>- infrastructure</td>
<td>3,000,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>- staffing/secretariat</td>
<td>4,000,000</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Contingencies</td>
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<td></td>
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<td>TOTAL</td>
<td>29,700,000</td>
<td>12,000,000</td>
<td>41,700,000</td>
</tr>
</tbody>
</table>

Special Conditions
Disbursement of funds will depend on the timely and successful implementation of each phase of the Action Plan

Monitoring and Evaluation
Overall monitoring of the project will be assured by the EC Delegation in Barbados and Eastern Caribbean, with support of the National Authorizing Officer in Dominica.

Review and Evaluation
An independent evaluation will take place at the end of the second year of the project. Independent consultants, recruited in accordance with procedures applicable to service contracts, will carry out the evaluation.
**Audits**
One audit will be carried out at the end of the project by an internationally reputable auditing firm selected in accordance with the procedures applicable to service contracts.

**9. QUALITY FACTORS**

**Ownership By Beneficiaries**
The project will be owned by the collective body of representatives from Civil Society organizations, Youth and Government, represented and formalized through legislation in the form of a national board.

**Policy Support**
The Government of the Commonwealth of Dominica is committed to the implementation of this project as evidenced by the cash infusion of 40% of the total budget and other supports in kind.

**Appropriate Technology**
The use of local technology will be encouraged when appropriate. Modern technologies related to organic agricultural production and sustainable energy use will be made available.

**Socio-cultural Aspects**
This project will better equip our youth for the world of work and more generally, nation building. It will also instill in them an appreciation for a good quality of life, environmental sustainability, eco-tourism and civic pride. It is anticipated that the project will recover some of its recurrent costs through the introduction of income generating activities.

**Gender Equality**
The project is designed to promote the development of all youth.

**Environmental Protection**
With the introduction of the Youth Corps, participating youth will develop a much deeper appreciation for the environment and actively participate in activities that promote environmental enhancement. A special sensitivity to the World Heritage Site and other nationally protected environmental and cultural assets will be developed among the participants.

**Institutional & Management Capacities**
The project will be managed by a tripartite Board of Directors through a Project Manager who will be appointed by the board.
Financial & Economic Viability
The project will provide skills training for youth who in turn will be able to seek employment or be self-employed. It is eventually expected to attain a certain level of economic self-sustainability through the development of its revenue generating projects.
IMMEDIATE ACTIVITIES FOR IMPLEMENTATION OF
THE INTEGRATED DEVELOPMENT PLAN

7.7.7. Code of Financial Management

1. SUMMARY
The Code of Financial Management is an effective system for accounting and financial management reforms designed to create a new framework for public accountability. This Project will see to the establishment of this Code by consolidating the many recommendations, plans and policy manuals dealing with financing reporting, accounting and budgetary decentralization and control.

2. BACKGROUND
The fiscal and economic crisis facing Dominica has underscored the need for emergency measures as well as medium to long term measures for improved management of the public finances. One of the 15 mechanisms proposed by the IDP is the establishment of a Code of Financial Management designed to provide a management tool that would enhance the capacity of the Ministry of Finance and related agencies for more effective financial management.

3. SECTORAL & PROBLEM ANALYSIS
Inadequacies in financial management, the sustained loss of resources, the failure to consolidate existing recommendations and enforce legislative and administrative measures have contributed significantly to the state of the public finances. This results in a negative impact on other sectors of the economy and causes a lowering of confidence in the Government’s ability to manage the economy. This underscores the IDP recommendation for a restructuring of the Ministry of Finance for greater fiscal accountability.

4. PROJECT DESCRIPTION

Overall Objectives
To enhance the capacity of the Ministry of Finance to manage the financial, accounting and budgetary functions, associated with sound fiscal policy and practice.

Project Purpose
To design and install a Code of Financial Management as a tool for use by the Ministry of Finance.
Results
Improved financing reporting, accounting and budgetary control.

5. STRATEGIES
Consultants will be recruited to undertake the preparation of the Code of Financial Management and see to its installation. In keeping with the IDP principles, the assignment will seek to involve representatives of the private, civil society and public sectors in the design and implementation of the Code.

Activities
- The review of existing recommendations, legislation and administrative manuals;
- Share information with private sector institutions, public agencies and civil society regarding the elements of the Code;
- Design the Code of Financial Management;
- Identify roles and responsibilities for managers of the Code;
- Identify strategic benchmarks (including measure for monitoring and evaluation) to guide the operationalizing of the Code.

Indicators
- The establishment of a Code with accompanying manuals defining roles and responsibilities, procedures and benchmarks.
- Training of staff in the management of the Code.
- Legislative briefs submitted for drafting

6. ASSUMPTIONS, RISKS and FLEXIBILITY

Assumptions
The establishment of this Code will address and assist in resolving the financial and fiscal problems confronting the Government.
The Ministry of Finance will cooperate fully in the conduct of this assignment and ensure implementation of the Code.

Risks
The non-acceptance of this and other recommendations of the IDP directed at improving the financial and fiscal management capacities of the Government.
The failure to attract funding for this assignment.
Flexibility
The success of this assignment depends on the timely availability of resource persons already familiar with the special nature of the problem. The design of the exercise to accommodate the IDP principles of consultation with other stakeholders can facilitate broader acceptance of the recommendations of the Code and implementation. Given the urgency of the situation, the urgent commencement of this assignment will enhance its chances of success.

7. IMPLEMENTATION ARRANGEMENTS

Physical and Non-Physical Means
The development of full Terms of Reference guided by this Brief, for consultancy services. The identification of funding sources from among the range of donors already engaged with the country in addressing the fiscal and financial challenges. The consultants will report to the Minister of Finance.

Organisation and Implementation Procedures
A consortium of the donors already engaged in giving support to programmes/projects aimed at improved management of the public sector, should be invited to provide the financial resources needed to undertake this assignment. Consideration can be given to having DFID coordinate this special consortium.

Timetable
This assignment, including installation of the Code, should be completed in six months.

Estimated Cost & Financing Plan

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
</tr>
</thead>
<tbody>
<tr>
<td>Consultancy Fees</td>
<td>US$60,000</td>
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<td>Associated Costs (travel, per diems, meeting)</td>
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<td>Training</td>
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<tr>
<td>Audit Fee</td>
<td>US$ 2,500</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td><strong>US$ 82,500</strong></td>
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</table>

Special Conditions
Vigorous efforts should be made to recruit local consultants with the necessary expertise and experience.

Monitoring and Evaluation
The IDP Commission should conduct review of the assignment after three months and on completion.
**Audits**

A financial audit will be undertaken by an Internationally reputable auditing firm, upon completion of the assignment.

7. QUALITY FACTORS (consultation, transparency, accountability, governance)

Consistent with the IDP principles, this assignment will involve consultations with the private sector and civil society and will ensure that findings are made available to all relevant stakeholders as a means of ensuring transparency. The successful implementation of a Code of Financial Management will impact all sectors and can help restore confidence in the capacity of the Government to manage the public finances.
7.7.8. **Institutional Strengthening of Civil Society Programme**

1. **Summary** - The Institutional Strengthening of Civil Society Programme seeks to enhance the capacity of organizations to coordinate in the development of integrated projects, and better manage joint resources so as to deepen their contribution in a wide range of people centered development work in Dominica.

2. **Background** - In the context of Government Commitment to integrated development planning, the works of critically important civil society organizing, facing unprecedented financial pressure, needs to be rationalized and sustained so that human rights, democracy and genuine people participation is maintained and respected. This programme is expected to maximize and ensure the deepest collaboration between civil society organizations while facilitating the fullest partnering between public, private and civil society sectors.

3. **Sector and Problem Analysis** - Dramatic reduction in financial resources available throughout the 80’s and 90’s has threaten the survival of this sector upon entering the new millenium. The diversion of resources from training and people centered project development to revenue operation has severely strained the sector just when the call for integrated development is materializing.

4. **Project Description**

   4.1 **Overall Objectives** – The overall objective of the institutional strengthening programme is the strengthening of Civil Society so that the sector can effectively partner with other sectors towards development of Dominica.

   4.2 **Project Purpose**
   To strengthen the capacity of C.S.O’s to provide top quality programmes and services to women, farmers, elderly, disabled and rural communities. To facilitate partnering opportunities with public and private sectors. To ensure sustainability of C.S.O’s
4.3 Results
Implementation of this project will result in stronger, more coordinated, streamlined, effective and viable civil society organizations and thus better services delivery to people/shareholders.

It will also result in a more cohesive Civil Society sector as a greater understanding of Civil Society’s Role, programming, individual and joint activities and impacts are shared.

4.4 Activities
- Identify and develop training programmes in sync with CSO needs
- Develop a matrix of current programmes, activities, locations beneficiaries
- Establish a board for overseeing the operation and management of the center
- Design and construct a CSO center
- Develop methodology, systems, formats for partnering on projects
- Consolidate existing networks (ie NANGO) and facilitate the formation of relevant new networks

4.5 Indicators
- Training needs identified and programme modules developed, published and commenced
- Matrix of current programmes, activities etc. developed
- CSO Center constructed
- Board established for operations and maintenance of the CSO Center
- Partnering or project/programmes within and sector started
- Networks functionally operational and new networks formed

5. Assumptions, Risks and Flexibility
- All civil society organizations will participate in the development of the Project
- Required resources from public and CSO will be forthcoming

6. Implementation Arrangement
6.1 Physical and non-physical means:
- Consultancies will be required for various aspects of the project including training, current program, partnering and center design
- Land provided by Government is a key resource required for advancement.
6.3 **Timetable**

Whilst project is ongoing an initial period of eighteen month (18 month) is envisioned for consultancies and construction.

6.4 **Estimate cost and financial plan (EC$)**

<table>
<thead>
<tr>
<th>ACTIVITIES</th>
<th>E</th>
<th>D</th>
<th>F</th>
<th>LOCAL TIME</th>
<th>TOTAL</th>
</tr>
</thead>
<tbody>
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<td>Capacity/training</td>
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<td>500,000</td>
<td>1-5</td>
<td>2,500,000</td>
<td></td>
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<tr>
<td>Coordination/partnering</td>
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<td>100,000</td>
<td></td>
<td>500,000</td>
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</tr>
<tr>
<td>Construction of CSO Center</td>
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<td>200,000</td>
<td>1-2</td>
<td>2,200,000</td>
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<td>Sub-Total EC$</td>
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<td>800,000</td>
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<td>9,200,000</td>
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<td>920,000</td>
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<td></td>
<td>10,920,000</td>
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</tr>
</tbody>
</table>

6.5 **Special Conditions**

Disbursement of funds will depend on the timely and successful implementation of each phase of the Action Plan.

6.6 **Monitoring and Evaluation**

Overall monitoring of the project will be assured by the EC Delegates in Barbados and Eastern Caribbean, with support of the National Authorizing Officer in Dominica.

6.7 **Review and Evaluation**

An independent evaluation will take place at the end of the second year of the project. Independent consultants, recruited in accordance with procedures applicable to service contracts, will carry out the evaluation.

6.8 **Audits**

One audit will be carried out at the end of the project by an internationally reputable auditing firm selected in accordance with the procedures application to service contracts.

6. **Quality Factors**

7.1 **Ownership By Beneficiaries**

The Project will be owned by the collective body of representative from Civil Society organization, represented and formalized through legislation in the form of a national board.
7.2 Policy Support
The Government of the Commonwealth of Dominica is committed to the implementation of this project as evidenced by its provision of land for CSO center and adoption of IDP.

7.3 Appropriate Technology
The use of local technology will be encouraged when appropriate. Modern technologies related to Information Technology and sustainable energy use will be utilized as available.

7.4 Socio-cultural Aspects
This project will better equip our CSO’s for survival, strengthening and partnering with public sector and more generally for nation building. It is anticipated that the project will recover some of its recurrent costs through the introduction of income generating activities.

7.5 Gender Equality
The project is designed to promote the development of all genders.

7.6 Environmental Protection
All relevant EIA’s required by planning division of Government will be undertaken re. Center construction.

7.7 Institutional and Management Capacities
The project will be managed by a tripartite Board of Directors through a center manager who will be appointed by the Board.

7.8 Financial and Economical Viability
The project will provide skills training of CSO’s who in turn will be able to provide services to clients. It is eventually expected to attain a certain level of economic self-sustainability through the development of its revenue generating projects.
7.8. PROGRAM BRIEFS

7.8.1. Legislative Issues

Legislative programme should be enacted to operationalise a number of measures/mechanisms proposed to effect to the IDP. It will be necessary for a specific assignment with suitable personnel to undertake the functions.

The IDP Commission
A White Paper should be prepared using the Terms of Reference in the report as guidance for the content of the paper. The draft legislation would be prepared based on the consultations held with civil society, private sector and the public sector.
The time frame should be six months from the submission of the Final report.

Local Authorities
Legislative amendments are required to upgrade the local authorities. This would among other things provide the scope for local authorities to take on the tasks which would devolve on those authorities in the new IDP dispensation. Some of the recommendations made by DALA based on reviews undertaken on Local Authority Reform should be reflected in these amendments.

Incentives for the Services Sector
Legislation is required to provide for the new shift to the services sector. This would include providing incentives for the firms whose main area of activity is that of the services sector with scope for setting the new environment to create jobs and earn foreign exchange.

Incentive legislation and the administrative arrangements for encouraging new investments largely still reflect the old paradigm of products. The services sector now needs to be specifically taken on board by some new enactment or regulations, which are not provided for in the present incentives law. This should also factor in e-banking and e-government to give legislative effect to Information Technology as a new focus of activity in the delivery of services to the public.

Copyright legislation also needs to be reviewed after some consultation and public participation (including the publics, artists, musicians and others with a special concern in this area) of the implications for the country of the measures stipulated by the WTO. Also included here would be film and documentaries and all manner of shootings.
**Labour Legislation**
Labour legislation requires to be upgraded to include productivity concerns, work ethics and the fostering of a new enterprise culture.

**Commission for Agriculture**
The Commission for Agriculture needs to be established by legislation. The objectives and other measures to be undertaken are set out in this chapter.

**Code of Financial Management Practices**
Legislative work is required to enable the Code of Financial Management Practices to become operational. This Code is addressed in some detail in Chapter 6 and Annex A-16. What will be required is to bring together all the various measures that are already in finally agreed and are awaiting promulgation by legislative enactment. This may involve amendments to existing legislation.

An examination should also be made to determine whether incorporating this new Code would require a new Public Finance Act in the light of recent experience with financial transactions resulting in considerable losses to the public purse.

**Legislative Measures for Personnel Administration.**
There are a number of measures that have been the subject of review for amendments for appraisal systems, general orders and upgrading of personnel practices. Some of these are now in place while others are still be enacted or finalized.

A review of these and amendments consequent on proposals recommended for an IDP modernized public service should be the subject of a legislative review.

**Constitutional Amendments**
The documents prepared by Justice Georges should be revisited. This is necessary in the light of the many calls for changes to the constitution consistent with a system that is more responsive to the public mood for greater accountability and transparency.

**Annual Reports to Parliament.**
In that connection the recommendation about annual reports to Parliament by Permanent Secretaries should be legislated to give effect to this new and far-reaching requirement of public accountability.

Measures should also be legislated to tighten the operations of the Public Accounts Committee.