

GOVERNMENT OF MONTSERRAT

SDP PROGRESS REPORT 2009 – FOR PERIOD ENDING OCTOBER 30th 2009

1. BACKGROUND

In keeping with the monitoring strategy and plan outlined in the Montserrat Sustainable Development Plan (MSDP), during the month of October 2009, a review of the progress being made in implementing the MSDP up to October 2009 was carried out. The focus of the review was on the Medium-Term Objectives and the related short to medium term Strategic Actions scheduled to be accomplished over the period 2008-2012.

The specific objectives of this annual review were as follows, to:

- a) Ascertain the progress made in implementing the strategic actions as well as the extent to which progress was being made towards the achievement of the medium term objectives.
- b) Identify significant challenges being encountered and the actions necessary to overcome them.
- c) Identify adjustments to be made to the strategic actions and performance indicators, in order to make them more realistic and/or complete.
- d) Adjust the SDP as required based on the findings.

2. SUMMARY REVIEW FINDINGS

The review was coordinated by the Ministry of Economic Development & Trade and conducted by five teams, each focused on interviewing representatives of organizations that had responsibility for implementing the key components of the plan. The teams included representatives of the DFID local office, the Governor's Office, the Office of Deputy Governor, the Ministry of Finance, opposition members of the Legislature, representatives from the public and officers of the Ministry of Economic Development & Trade. The summary findings are outlined below.

Economic Development

The main thrust over the medium term 2008-2012 is to put in place the physical infrastructure, the legislation, policies, and institutional arrangements that will provide the framework for the development of a diversified economy, the facilitation of sustained growth and the generation of employment opportunities.

The progress towards this end to date is slower than originally anticipated, however the air and sea access problem is being resolved, the port development project and the government accommodation project is set to commence in early 2010; the tourism product is being developed and marketed as planned, and among other positive developments, progress is being made in ascertaining the viability of Montserrat's geothermal resources. The major deficit in performance is in relation to the formulation of key policies such as private sector development and land development policies. These are well off schedule, so too is the modernization of key government agencies to offer cost effective, timely and business friendly services to the private sector and the general public. Two important inputs that will be required are: a) capital funding to meet shortfall in funding requirements for the port development, the little bay development and the geothermal energy and MUL electricity generation capital development

projects. b) Technical assistance required to develop policies and action plans, train local personnel in the productive sectors and in the modernization of the government agencies to enable them to offer better quality services to their customers.

It is highly probable (**HP**) that the objectives to develop and construct physical infrastructure and transportation facilities, and to develop and market Montserrat's tourism product, will be achieved by 2012.

Human Development

The medium term objective under Human Development is to formulate and commence implementation of policies, plans, programmes & standards, as well as strengthen the legislation and institutions that will provide the foundation for improving the quality of life for all residents of Montserrat.

There is a high probability that the health care services and facilities will be improved as planned by December 2012. A number of the important strategic actions however are behind schedule due to limited in-house capacity to implement them. This is particularly so for the education sector medium term objective, where there are a need to conduct a number of reviews/evaluations, assessments, and develop strategic plans. A distinct funding/technical assistance arrangement to enable agencies to access funding to employ short term specialists to help implement critical strategic actions will greatly increase the probability of these agencies achieving their implementation targets.

Environmental Management and Disaster Mitigation.

The main trust in the medium term, is to formulate and commence implementation of policies, plans, and programmes, and also to strengthen the relevant legislations and institutions that will provide the framework for the conservation and sustainable use of the natural resources, and the implementation of appropriate disaster mitigation strategies.

Progress under this strategic goal is good. Five of the seven medium term objectives have a high probability of being implemented by 2012 . There are three areas of concern worth noting:

- a) The main challenge being experienced under the environmental management aspect of the plan is the revision of the system of protected areas; the formulation of a climate change adaptation and mitigation plan, as well as the development and implementation of soil erosion control initiatives. These challenges may be addressed if funding can be accessed to secure the required expertise.
- b) Under disaster mitigation, the main challenge is to secure the funding required to constructed sorely needed multipurpose shelter for persons in the event of a hurricane, major irruption of the volcano or other natural disasters.
- c) At the Registry There is an urgent need scan and archive documents/data of national importance which are currently not in the best of condition or storage. With the acquisition of one or two computers and other critical computer hardware as well as two persons employed for a fixed period of time , this problem can be resolved. This will contribute significantly to the achievement of the medium term objective to Identify, maintain and protect heritage sites and artifacts.

Governance

The overall medium term objective under governance is to secure a revised constitution, and put in place legislation, regulations and institutional arrangements that will: provide the framework for accountability among public servants; modernize the delivery of public services ; enable participation of Montserrat in CSME and the OECS Economic Union and facilitate the effective management of crime & delinquency.

While the establishment of an accountability framework, a revised constitution and legal aid scheme are likely to be in place before 2012, it is at best only probable that the other required legislation, regulations, institutional arrangements and agreements will be in place to achieve the other aspects of the medium term objective before 2012. Critical pre-requisites for achievement are: access to the required technical expertise, securing of entrustment and required capital funding.

Population Growth

The medium term objective for population growth is to put in place the policy framework, the incentives and basic social services to encourage persons to stay on island; overseas-based Montserratians to return home, and targeted CARICOM nationals to migrate to Montserrat.

The progress is well behind schedule for all three medium term objectives. So much so that it is improbable that the targets for the period will be accomplished unless the technical expertise is secured to facilitate the finalization of policies and legislations and institutional arrangements. If there is the will, and the availability of the needed funding and /or technical assistance support, the policy framework and incentive packages can be in place before the target dates. However, the provision of the planned sporting and recreational facilities appear to be more challenging in the anticipated economic and fiscal climate over the next three years.

3. SUMMARY REVIEW BY STRATEGIC GOAL

STRATEGIC GOAL 1: ECONOMIC MANAGEMENT					
No.	MEDIUM-TERM OBJECTIVES	PERFORMANCE INDICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
1.1	To create an environment that promotes and supports private sector led sustainable economic activities	At least three of the four targeted sectors experiencing real growth of 5% in their contribution to GDP in 2012.	P *	While some progress was made in implementing training programmes for persons in the private sector; liberalizing the communication sector, and the establishment of funding sources like the Tourism Challenge Fund, much of the policy and institutional arrangements required to create the environment that will facilitate private sector development are behind schedule, these include Strategic Action 1.1.1; 1.1.2; 1.1.3; 1.1.5 and 1.1.6	Special emphasis needs to be placed on acquiring the necessary technical expertise, (maybe through a Capacity Development Fund) to develop the policies and expedite the institutional arrangements that will facilitate and promote private sector development. The key policies to be developed are the private sector development and the land development policies. Of great importance also is the modernization of key public sector agencies to provide efficient business-friendly services.
1.2	Assess and develop feasible sources of renewable,	MUL's generating capacity increased to adequately meet peak electricity demand without having to depend solely on fossil fuels as the energy source by December 2012.	P	Slow but steady progress is being made with the assessment of geothermal energy potential. The assessment of wind energy potential and feasibility has however, been unduly delayed, due to lack of access to the most feasible sites. The GOM is now seeking CDB funding for the acquisition of urgently needed base electricity generating capacity. EU grant funding is also being sought for the geothermal project.	Even if the geothermal energy potential is confirmed, it is not likely that this energy source will be harnessed before 2012. The harnessing of wind energy should therefore be vigorously pursued in the short term to medium term , as a means of reducing dependence on fossil fuel for the generation of electricity.

STRATEGIC GOAL 1: ECONOMIC MANAGEMENT					
No.	MEDIUM-TERM OBJECTIVES	PERFORMANCE INDICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
1.3	Develop and construct the physical infrastructure and transportation facilities required to facilitate tourism development, international trade and national well-being.	More reliable and affordable access to the island by December 2012.	HP	Plans well advanced for the commencement of construction of port and breakwater, government buildings, the upgrading of the road network; continued infrastructural work at the new town centre, and initiation of sea and air transportation arrangements.	Additional financing is to be secured to meet anticipated infrastructure costs. This may require loan funding if grant funding is not available . This medium term objective is on schedule to be achieved.
1.4	Develop and implement a sustainable agro-import substitution programme to ensure food security and economic diversification.	20% reduction in imports of selected agricultural products by December 2012.	P	Agriculture strategy document was developed. Some initiatives including farm roads and on farm infrastructure, are being put in place, to facilitate increase production of selected agricultural crops. However the introduction and application of appropriate farming technologies to boost production has not yet materialized.	Given the global economical climate and local fiscal constraints a cost-effective and realistic import substitution plan is needed, with the required technical expertise human and financial resources earmarked to ensure implementation over the period 2010-2012.
1.5	Develop and market the tourism product with the aim of laying the foundation for significant growth in high yield tourism	Tourist arrivals of 15,000 p.a. by December 2012.	HP	Good progress being made in developing the tourism product. With improved access arrangements being put in place, tourist arrival targets are expected to be met by December 2011, despite the global economic recession.	The main challenge to the achievement of this objective is increased volcanic activities and ash fall (from the volcano) affecting the safe zones and interrupting air access to the island.

* Please see key for performance code on page 11.

STRATEGIC GOAL 2: HUMAN DEVELOPMENT					
No.	STRATEGIC SUB-OBJECTIVES	PERFORMANCE IN DICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
2.1	Improve facilities and services for better health care delivery.	25% increase in the range of specialized health care services available on island by December 2012.	HP	Good progress is being made, it is very likely that the Objective will be achieved by 2012.	Add 'by December 2012' to PI.
2.2	Increase access to and improve quality of formal and informal education	70% or more of students sitting the CXC examinations passing four or more subjects and a 25% increase in the number of persons participating in courses offered by the Montserrat Community College by September 2010.	P	Target for performance at the CXC level was achieved in that 72% if the students who sat the exam passed four or more subjects. Most of the key strategic Actions however are behind schedule. Therefore technical assistance (human and financial resources), is required to expedite the implementation of Strategic Actions: 2.2.2; 2.2.7; 2.2.8; 2.2.9; 2.2.10 and 2.2.11, and ensure the full achievement of this important medium term objective.	Revise the PI as follows: a) 75% or more of students sitting the CXC and CSEC examinations passing four or more subjects at the general and technical levels b) A 25% and 50% increase in the number of persons participating in courses offered by the Montserrat Community College by September 2010 and Sept. 2012 respectively (2008 as base year).
2.3	Develop and implement policies and programmes to enhance the well-being of the vulnerable population.	Improved social services offered to juvenile delinquents, abused children and physically abused spouses by December 2012	P	The key Strategic Actions are not being implemented as planned.	This medium term objective will not be met unless: a) the MYACSS provide strong leadership at the policy level (technical assistance may be required) and b) the CSD is expeditiously restructured and staffed to deliver the services mandated.
2.4	Provide better housing solutions through public/private partnership.	GOM in collaboration with the private sector providing 80 housing solutions.	P	Some progress being made in providing solutions for the mentally challenged and other vulnerable groups, but only limited progress was made in a number of the key strategic actions.	Financial constraints pose the greatest challenge. There is a greater need pursue public private partnerships which will lower the cost of housing for the average resident, without significant increase in GOM capital and recurrent budget.

STRATEGIC GOAL 2: HUMAN DEVELOPMENT					
No.	STRATEGIC SUB-OBJECTIVES	PERFORMANCE IN DICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
2.5	Promote social integration and create a safer working environment.	Greater participation of Non-Montserratians in social, economic and religious life of the Montserrat community by December 2010.	P	Progress behind schedule with respect to some of the key strategic actions, however given the target dates set, it is probable that the medium term objective will be achieved if the requisite priority and human resources are assigned.	
2.6	Promote health, well being and national identity through education, culture and sports	Reduction in the rate of growth of persons suffering from chronic lifestyle diseases.	P	Progress being made in implementing fitness and sporting programmes as well as cultural events. However, the development of recreational areas and sporting facilities is not progressing as desired. A policy and action plan on culture is yet to be developed.	Technical assistance may be required to develop a policy and action plan for culture
2.7	Establish programmes which will support the building of a strong and caring family units and a God fearing society.	15% reduction of the number of young offenders coming to the attention of the police by December 2012.	P	Limited progress made overall, largely due to lack of clarity as to the organisations that should play the lead roles.	MYACCS should play a lead role in facilitating the appropriate NGOs & CBOs that can provide leadership in the achievement of this critical Medium Term Objective.

STRATEGIC GOAL 3: ENVIRONMENTAL MANAGEMENT AND DISASTER MITIGATION					
No.	MEDIUM TERM OBJECTIVES	PERFORMANCE INDICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
3.1	Enhance the capacity of the Department of Environment, DMCA and other environmental management agencies and NGOs to function effectively.	Basic staffing, facilities and systems in place to enable effective execution of departmental and NGO functions in environmental management and disaster mitigation.	HP	Progress is being made, but implementation behind schedule. It is however expected that the objective will be achieved by December 2012 if budgetary constraints do not hinder the implementation of the capacity development programme.	
3.2	Create, enact and enforce policy and legislation to ensure effective environmental and disaster management, education, and participation in decision-making.	Compliance of individuals, organizations and the Government of Montserrat with key environmental management and disaster mitigation policies and legislations	HP	Steady progress being made in drafting legislations, regulations and policies although there have been some delays. It is expected that these will be finalised and enforced by 2012.	
3.3	To strengthen national and community level capacity for mitigation, management and coordinated response to natural and technological hazards, and the effects of climate change.	The adoption of disaster and hazard mitigation/ management strategies by individuals, organizations, communities and the GOM by December 2010.	HP	Some progress being made in providing training in disaster response and management; in improving awareness at the community level, but there is still the need to give priority attention to the construction of adequate multipurpose facilities to shelter persons in the event of hurricanes or a major irruption of the volcano.	
3.4	Develop a comprehensive Disaster Management framework.	Disaster response agencies and all persons on Montserrat aware of the National Disaster Management Plan and how to respond in the event of a disaster by December 2010 (Disaster response agencies by June 2009).	HP	A disaster management framework developed and public awareness increased, but components of the disaster Management Plan need to be updated; the overall plan finalized, and response agencies properly trained. Objective expected to be achieved	

STRATEGIC GOAL 3: ENVIRONMENTAL MANAGEMENT AND DISASTER MITIGATION					
No.	MEDIUM TERM OBJECTIVES	PERFORMANCE INDICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
3.5	Protect and conserve biodiversity and other natural resources	Strategies and plans in place to ensure the protection and conservation the biological resources of Montserrat by June 2009.	HP	Good progress being made, strategies and plans are being put in place, but a more feasible completion date however is Dec. 2012. The main challenges are: the revision of the system of protected areas; the sustainable management of protected areas, the formulation of a climate change adaptation and mitigation plan, as well as the development and implementation of soil erosion control programmes.	The challenges encountered are primarily the result of adequate staffing and insufficient funding for the acquisition of required technical expertise as well as other critical inputs. PI target date to be shifted to December 2012.
3.6	Develop and promote environment health programmes to reduce health hazards	The Food Hygiene Strategy, Solid Waste Management Plan, as well as the Sewage Master Plan implemented by December 2010.	P	The Food Hygiene Strategy, Solid Waste Management Plan, as well as the Sewage Master Plan are behind schedule in the formulation process, and they are not likely to be implemented before December 2012.	PI to be adjusted as follows: The Food Hygiene Strategy, Solid Waste Management Plan, as well as the Sewage Master Plan developed by December 2010 and implemented by December 2012.
3.7	Identify, maintain and protect heritage sites and artifacts.	National Heritage Site Management Plans developed and as well as a strategy for the collection, conservation and storage of artifacts.	P	Arrangements and funding are in place to develop and implement National Heritage Sites and construct a museum by 2012. There is an urgent need however to archive documents which are currently not in the best of conditions or storage. The archiving process was hindered by lack of computer hardware and personnel to expedite the process.	It recommended that the scanning and archiving of Registry documents be treated as a high priority project, to secure critical data of national importance.

STRATEGIC GOAL 4: GOVERNANCE					
No.	MEDIUM TERM OBJECTIVES	PERFORMANCE INDICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
4.1	Develop a transparent and effective accountability framework for government and public sector.	A framework in place for holding civil servants and politicians accountable for the consistent and effective performance of their functions/roles.	HP	Progress is being made in this very critical Medium Term Objective e.g. revision of the Finance Act and the strengthening of the internal audit process but activities are well behind schedule for most of the critical Strategic Actions.	It is critical that all the lead organisations for the strategic actions under this objective give highest priority to the achievement of the revised targets.
4.2	Strengthen and implement a comprehensive public information and communication strategy.	Identification and implementation of the strategic initiatives necessary to create and nurture a holistic public communications and information system for the country	P	Some initiatives being put in place, but legislation yet to be passed and key components of the strategy, like the establishment of the Montserrat Media corporation yet to be rolled out.	
4.3	Maximize integration of Montserrat into the regional and global environments.	Approval secured for Montserrat to fully participate in the CSME and OECS Economic Union on terms favourable to the government and people of Montserrat by December 2012	I	This objective is not likely to be achieved by 2012 as originally conceived, since entrustment not received from the British Government	
4.4	Modernize relationship with Her Majesty's Government and strengthen the administration of justice system.	Revised Constitution completed & adopted by June 2010.	LP	It is anticipated that the constitution will be adjusted and agreed by the date targeted, but there is little basis for assurance that the other actions will be achieved in the time specified, given the observed level of priority assigned.	
4.5	Modernize public administration to achieve excellence in the delivery of Public Services.	Modernization of two ministries and selected departments to offer efficient and customer friendly services by December 2011.	P	Progress being made, but the desired modernization will require the allocation of funding to secure the skilled personnel required on a short term basis to carry out the critical reviews, formulate plans/strategies, make evidence based recommendations, as well as lead in implementing the agreed initiatives required to realize real transformation of the delivery of	

STRATEGIC GOAL 4: GOVERNANCE					
No.	MEDIUM TERM OBJECTIVES	PERFORMANCE IN DICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
				Public Services.	
4.6	Develop and implement strategies to manage crime and delinquency.	15% reduction of the number of young offenders coming to the attention of the police by December 2012.	P	Base year information was not available, data collected for 2009 will be used as basis for assessing progress. A number of strategic actions however are behind schedule. The development and implementation of the Multi-Agency Crime and Delinquency Management Framework., and the acquisition of equipment to enhance border control are of greatest concern.	

STRATEGIC GOAL 5: POPULATION GROWTH					
No.	MEDIUM TERM OBJECTIVES	PERFORMANCE IN DICATORS	PERF. CODE	STATUS/PROGRESS -TO- DATE	REMARKS
5.1	Develop and implement population, labour and immigration policies which will enhance growth of the population	Commencement of implementation of the population labour and immigration policies and action plans by June 2011.	P	Some modifications were made to the existing labour and immigration policies, a comprehensive review and updating of these policies is however required. Upgrading of the legislation is expected to be undertaken. A population policy is yet to be developed.	Carefully thought out and developed population and immigration policies are critical to the development of the island and should be given the highest priority attention.
5.2	Create initiatives to retain the current population.	Reduction in the number of Montserratians migrating to the UK by December 2012.	P	Initiatives are being put in place to create a vibrant private sector and improve health services. The implementation of the other strategic actions is lagging.	The probability of achieving this target will be greatly enhanced if appropriate investments are made in recreational facilities and in providing access to more options for pursuing tertiary education.
5.3	Create initiatives which will facilitate the increase of the population.	A 5% p.a. growth in population as of June 2010	LP	Since the incentives are not yet in place and the population policy will not be finalized before Dec. 2010, it is not likely that this target will be achieved.	Target date to be adjusted to June 2011.

SUMMARY OF FACTORS CONTRIBUTING TO UNDER-ACHIEVEMENT OF THE SDP TARGETS AND RECOMMENDED CORRECTIVE ACTIONS

	FACTORS CONTRIBUTING TO UNDER-ACHIEVEMENT	RECOMMENDED CORRECTIVE ACTIONS
1	Failure of GOM agencies to focus sufficiently on the implementation of the aspects of the MSDP for which they have responsibility. This is sometimes, due to pressures to meet urgent day to day operational demands at the expense implementing strategic initiatives.	<ul style="list-style-type: none"> a) Deputy Governor’s Office and the PSRU to ensure that workplans, business plans, and corporate plans of Government ministries and departments are all structured to ensure implementation of the components of the MSDP for which they have responsibility. b) Deputy Governor’s office to ensure that a performance review system is in place and that incentive are given for good performances, and sanctions for unacceptable performance. c) The MOED&T should put in place a quarterly or semi annual MSDP monitoring mechanism to identify strategic actions that are significantly behind schedule and making recommendations for the resolution of the problems identified.
2	Lack of the qualified and available personnel within the organization to carry out the strategic initiatives outlined in the plan.	Funding should be made available to organizations to secure critical short-term technical inputs to ensure that key business plan and MSDP deliverables are realized in the time planned. Training of local counterparts should also be a primary deliverable of the contractual arrangements.
3	Insufficient financial provision in the Departmental budget to finance the acquisition of the required short term specialists or other inputs to enable the implementation of strategic actions.	Where there are cuts in departmental budgets, business plans should be adjusted accordingly, to reflect the outputs that can be achieved given the level of funding available.
4	Unduly extended project development, approval and implementation processes.	<ul style="list-style-type: none"> a) DU to review the present project development & approval processes in collaboration with DFID officers. This should be gone with a view to clarifying roles and responsibilities, streamlining the process, and setting reasonable timeframes in place for actions/decisions by all parties involved in the project development and approval process. b) Fully operationalize the new Project Implementation Unit, and ensure that it is adequately staffed with highly competent personnel and adequately financed to oversee the implementation of all major Government projects.
5	Unrealistic implementation time frames for Strategic Actions given the operational context of lead and supporting agencies	<ul style="list-style-type: none"> a) Adjustment of the timeframe for the strategic actions as required, to ensure that the timelines included in the SDP are realistic, all things considered.
6	Inappropriate assignment of lead organisation for implementation of strategic actions, resulting in no action being taken	<ul style="list-style-type: none"> b) MOED&T to ensure that the most appropriate organizations are assigned to play lead roles, bearing in mind their mandate and general area of responsibility and competence.
7	Inadequate information sharing and collaboration between ministries in the implementation of strategic actions.	<ul style="list-style-type: none"> a) All Permanent Secretaries and Department Heads should be required to meet on a quarterly basis with the Minister MOED&T & the Deputy Governor to share progress made in the implementation of MSDP strategic actions for which they have responsibility and to share plans for the next quarter. b) More across ministry collaboration in the planning and execution of similar or related initiatives where feasible, to create synergies and maximize the benefits that can be derived.

Key to Rating of Strategic Sub-Objective: In Terms of Likelihood That They Will Be Achieved

RATING	CODE	INTERPRETATION
Highly Probable	HP	The Strategic Sub-Objective (SSO) is expected to be achieved.
Probable	P	Most aspects of the SSO are expected to be achieved.
Low Probability	LP	It is not expected that significant components of the SSO will be achieved.
Improbable	I	It is not expected that the SSO will be achieved.