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UNITED NATIONS CHILDREN'S FUND  
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FOR ACTION

COUNTRY PROGRAMME RECOMMENDATION\*\*

Multi-country programme of the Eastern Caribbean\*\*\*

Addendum

SUMMARY

The present addendum to the country note submitted to the Executive Board at its first regular session in January 1997 contains the final programme recommendation for Board approval. It also contains a recommendation for additional general resources to fund the approved programme for which the balance of approved general resources is not sufficient to fund the programme up to the approved programme period. The Executive Director recommends that the Executive Board approve:

\* E/ICEF/1997/20.

\*\* The original country note provided only indicative figures for estimated programme cooperation. The figures provided in the present addendum are final and take into account unspent balances of programme cooperation at the end of 1996. They will be contained in the "Summary of 1997 recommendations for general resources and supplementary funding programmes" (E/ICEF/1997/P/L.18).

\*\*\* The country note mistakenly included Anguilla as part of the multi-country programme. Anguilla is not been included in the programme.

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(a) The amount of \$6,000,000 from general resources, subject to the availability of funds, and \$5,000,000 in supplementary funds, subject to the availability of specific-purpose contributions, to fund the country programme of the Eastern Caribbean (covering Antigua and Barbuda, Barbados, the British Virgin Islands, Dominica, Grenada, Montserrat, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname, Trinidad and Tobago, and Turks and Caicos Islands) for the period 1998 to 2002;

(b) Additional general resources in the amount of \$27,460 to achieve the objectives of the country programme as originally approved by the Board.

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THE SITUATION OF CHILDREN AND WOMEN

1. With the exception of Trinidad and Tobago and Suriname, the countries covered by the multi-country programme have made and maintained great progress for children, as reflected in their social indicators. All have ratified both the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women, and have prepared or are finalizing reports to the Committee on the Rights of the Child. They achieved their mid-decade goals, except for the Baby-Friendly Hospital Initiative, and are set to fulfill the goals of the World Summit for Children for the year 2000. Nonetheless, across the subregion, even as many survival problems have been addressed, new problems are emerging that affect children's development and protection rights.
2. However, Trinidad and Tobago and Suriname, which were not part of the previous multi-island programme, face the possibility of reversals in progress made to date, as they have worsening child survival indicators, including increasing infant mortality rates (IMRs). Trinidad and Tobago's economy has declined steadily since the mid-1980s and the percentage of households living in poverty increased from an estimated 3 per cent in 1981 to 36 per cent in 1996. In Suriname, the virtual collapse of the economy led to the decrease of the gross national product per capita from \$3,000 in 1992 to less than \$1,000 in 1996.
3. In the other countries, a continuous economic slowdown, particularly in the Windward Islands (Dominica, Grenada, Saint Lucia, and Saint Vincent and the Grenadines), but also affecting the rest of the subregion, including the British Dependant Territories (British Virgin Islands, Montserrat and Turks and Caicos Islands, is increasingly threatening social achievements and, because of immigration, "social capital". Increased economic competition, stemming from changes in world trade that are eroding preferential market access for the one or two products upon which the subregion depends, coupled with the decline in official capital flows, have greatly affected Caribbean economies and their ability to invest in social development.
4. IMR has declined steadily in the Eastern Caribbean and presently ranges from 24.2 to 10 per 1,000 live births in the smaller islands. However, there has been very little change in perinatal mortality rates, which are associated with inadequate antenatal care and maternal nutrition.
5. Only one in five children under three years of age are in day care and just about one half of 4-5-year-olds attend pre-school. Many children in the lower socio-economic brackets are being deprived of education in their most formative years. Although primary school enrolment rates exceed 90 per cent, two thirds of children do not pass the main examination at age 11. In addition, the majority of the remaining one third who do pass fail to obtain certification at age 16. Consistently, more girls than boys sit the examinations, and boys more than girls generally end up out of school. The major cause of these problems has been traced to the poor quality of education: inadequate teaching strategies and methods that are exam-driven, coupled with lack of materials and qualified teachers. This situation has led to the increase of semi-literate, alienated, demotivated and socially unskilled young people.

6. There has been an increase of reported cases of child abuse and violence against women in recent years. The Government of Trinidad and Tobago has publicly acknowledged an emerging national problem of sexual exploitation of children, and there is also documented evidence of street children and child labour there and in Suriname. The incidence of AIDS among the young is high, with one AIDS-related death occurring every three days in Barbados alone. Similar trends exist in arrests of children (especially teenage boys) for drug offenses and theft, and in pregnancy among even younger girls. The breakdown of the traditional family system because of economic pressure and rapid cultural changes, which affect women (who now head one half of the households) in particular, together with a lack of economic opportunity for the young (50 per cent of whom are unemployed), are among the major causes of these negative trends. Lack of parenting and life skills and poor gender socialization have been identified by all national situation analyses as their primary underlying causes.

#### PROGRAMME COOPERATION, 1993-1997

7. The major focus of the 1993-1997 multi-island programme was on supporting government efforts to establish a better social policy and planning framework, centered on children. Capacity-building, institutional support, technical assistance and limited service delivery were used to support policy actions, with regard both to the application of the Convention on the Rights of the Child and the ongoing debate over the actions required to confront the challenges of the next century, particularly in terms of human resources development and education. These efforts resulted in the very rapid ratification of the Convention by all countries and the Belize Commitment for Action, which was adopted in October 1996 by social development ministers from the subregion, to address child rights issues in the English-speaking Caribbean. Also, the Standing Committee of Ministers of Education of the Eastern Caribbean endorsed and recommended to all Eastern Caribbean countries the implementation of the Early Childhood Education and Development Plan of Action, 1997-2002. Both plans were part of the basis for the development of the multi-country programme.

8. UNICEF also continued activities that supported government efforts to improve the quality of education, and maintain achievements in the areas of primary health care, including immunization, maternal and child health, nutrition and sanitation. As a result, a considerable number of nationals were trained in the delivery of basic health services; improved early childhood development and care; better parenting skills; and health and family life education.

#### Lessons learned

9. The previous programme of cooperation clearly demonstrated the effectiveness of sharing successful national experience among countries. Cooperation with the University of the West Indies, the Caribbean Community (CARICOM), the United Nations Economic Commission for Latin America and the Caribbean (ECLAC), at least 120 non-governmental organizations (NGOs) and community-based organizations (CBOs), the Pan American Health Organization/World Health Organization (PAHO/WHO), the United Nations Drug Control Programme (UNDCP), the United Nations Educational, Scientific and Cultural Organization (UNESCO), the United Nations Development Programme (UNDP), the United Nations

Population Fund (UNFPA), religious bodies and other strategic partners and institutions resulted in innovative work in favour of children and their families. These alliances have positioned UNICEF as a central partner and key player in the development debate in the Caribbean, while a closer rapport with heads of Government, mainly through subregional forums, has strengthened UNICEF technical capacity in the Caribbean.

10. At the mid-term review and strategy meeting, it was recognized that specific programme activities should respond to the present situation of Suriname and Trinidad and Tobago, which require a more survival-centred strategy. At the other end of the spectrum, the focus in the other islands should be more on improving quality of education and its delivery, and increased exposure to health and child rights information, as well as strengthening subregional initiatives.

11. A two-pronged strategic approach, through which UNICEF supported both national and regional initiatives, was successful and will be retained. As a result, such successful national experiences and lessons as parenting projects will be shared with other countries, and such regionally initiated interventions as health and family life education will be nationalized through the adoption of country-specific projects.

12. While monitoring of the goals of the World Summit for Children will continue, countries in the subregion increasingly have been involved in establishing new, more engaging child rights goals. Three countries participated in the 1995 technical meeting to follow-up the Nariño Accord. Four countries attended the 1996 Santiago Ministerial Meeting, which set targets that are extremely relevant for this subregion, e.g., for child development and participation, equity and economic empowerment, and which are part of the framework of the proposed programme of cooperation.

Recommendation for additional general resources  
to fund the approved programme, 1993-1997

13. The multi-island programme of the Eastern Caribbean was approved by the Executive Board in 1992 in the amount of \$5.1 million from general resources (E/ICEF/1992/P/L.14). When the country programme recommendation was submitted to the Board, the amount of general resources requested did not include regional funds for programme, planning and evaluation that had been allocated to the multi-island programme. In order to meet the objectives of the approved country programme, a supplementary allocation from general resources of \$27,460 is therefore requested.

Annual funding requirements

(In United States dollars)

<u>Current programme cycle</u>	<u>Approved general resources funding</u>	<u>Additional funding proposed</u>
1993-1997	5 100 000	27 460

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RECOMMENDED PROGRAMME COOPERATION, 1998-2002

General resources : \$6,000,000  
Supplementary funding: \$5,000,000

Recommended programme cooperation a/

(In thousands of United States dollars)

	<u>General resources</u>	<u>Supplementary funds</u>	<u>Total</u>
Social investment, planning, monitoring and evaluation	1 500	500	2 000
Education for child development and participation	1 650	1 750	3 400
Health and community life promotion	1 600	1 750	3 350
Child rights promotion	<u>1 250</u>	<u>1 000</u>	<u>2 250</u>
Total	<u>6 000</u>	<u>5 000</u>	<u>11 000</u>

a/ The breakdown for estimated yearly expenditures is given in table 3.

Preparation process

14. In July 1996, a multi-country strategy meeting was attended by senior officials from the 12 countries, NGOs, CBOs, representatives of international aid organizations, major donors, the United Nations system and UNICEF. Programme development meetings were also conducted in most countries. Partnerships with such key organizations and CARICOM and the Organization of Eastern Caribbean States, United Nations agencies and donors were strengthened throughout the programme preparation exercise.

Objectives and strategies

15. The 12 Governments have set national goals of reducing and eventually eliminating poverty through sustained economic diversification and targeted social policies. The objectives of the UNICEF multi-country programme are to support government efforts to: (a) target children and youth to help protect them from violence, exploitation, teen pregnancy, disease and addiction; and to eliminate all forms of child exploitation, sexual abuse, child pornography and prostitution; (b) improve targeting and efficiency of social investment and increase budgetary allocations for basic social services to reach a minimum of 20 percent of total public expenditure; (c) achieve and/or maintain progress towards the goals of the World Summit for Children.

16. The multi-country programme will consist of four programmes, two of which will focus on policies at regional and country level, and two of which will target both the countries with the greatest survival needs (Trinidad and Tobago and Suriname) and disadvantaged communities in the Windward Islands, in addition to subregional components. For programmatic purposes, the subregion has been

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divided into three groups: (a) the first group, Suriname and Trinidad and Tobago, will have full-fledged programme interventions that target deprived groups in specific geographic locations and include a service delivery component; (b) the second group, the Windward Islands of Dominica, Grenada, Saint Lucia, and Saint Vincent and the Grenadines, will be the focus of specific, community-oriented capacity-building, using current experiences of NGOs in area-based programmes, and include child protection interventions; and (c) the third group, Antigua and Barbuda, Barbados, Saint Kitts and Nevis, British Virgin Islands, Turks and Caicos Islands and Montserrat, given their relatively good socio-economic indicators, will have programme interventions centered around national-level social planning, monitoring of child rights and strengthening of institutions.

17. UNICEF cooperation will therefore be based on a strategy mix that will encompass: (a) institutional and community-level capacity-building to strengthen national strategy formulation and local communities' abilities to plan, execute and monitor social interventions; (b) advocacy for increasing social consciousness on child rights and equity; (c) social mobilization for child rights, the stimulation of demand and further active participation in programme planning and execution; and (d) technical assistance for specific policy-oriented interventions and community-level activities. Service delivery will be limited to areas in special need or for demonstration purposes. Each programme will include a monitoring and evaluation component, as well as strategic advocacy and communication activities involving radio, television, newspaper and other media.

18. The social investment, planning, monitoring and evaluation (SIPME) programme will be conducted at national and subnational levels. It will support government efforts to increase investment in basic social services, improve the efficiency and effectiveness of public expenditures in programmes for children and women, and ensure that decision makers, NGOs and communities have access to information for identification and development of activities in favour of children and women. The Santiago and Belize Accords, as well as the 20/20 Initiative, will be tools to advocate for and achieve increased and sustained government allocations to basic social services. SIPME will provide technical assistance for the development of social indicators relevant to children and women, and of monitoring systems and related training. Ongoing participatory, community-based situation analyses, monitoring and selective periodic evaluations will be the programme's other main features. Collaboration with ECLAC and the Caribbean Development Bank will be strengthened as a result of this programme.

19. Social alienation and underachievement in schools and among young people - a manifestation of the failure of the educational system to promote positive and cohesive behaviours - will be tackled at the root through the education for child development and participation (ECDP) programme, which will operate through pre-school, formal and non-formal school channels to reach disadvantaged children. ECDP will provide direct interventions in Suriname and Trinidad and Tobago, helping to restore access to primary education in rural and peri-urban areas of Suriname, and focusing on early childhood development (ECD) and improved learning environments in Trinidad and Tobago. Similar ECD activities will be undertaken in the Windward Islands. Activities will include training of teachers and parents, selected provision of materials and curriculum development. At subregional level, ECDP will concentrate on policy issues concerning ECD and improvement of learning environments.

20. The health and community life promotion (HCLP) programme will target main survival priorities, especially in Suriname and Trinidad and Tobago and disadvantaged communities in the Windward Islands, through activities in health, nutrition and sanitation which will target communities in a coordinated and synergistic manner. These actions will be directed at health facilities, families and individuals who are at social and economic risk, and will include a combination of targeted service delivery, advocacy and social mobilization actions at community level. They will be undertaken through community-based mechanisms in order to overcome the general decline of community participation and the utilization of services revealed by the situation analyses. At national level in all countries, HCLP will provide training of trainers in interactive skills and conflict resolution in order to improve interpersonal communication skills in communities, clinics and schools. The training will also include issues of male participation and gender socialization, recently identified as a priority concern in a study coordinated by the University of the West Indies.

21. The post-ratification challenge of implementing the Convention on the Rights of the Child in the Caribbean lies in institutionalizing mutually reinforcing mechanisms at both regional and national level, so they can work effectively in shaping social policies and protecting and monitoring child rights. Under the child rights promotion programme, UNICEF will support the establishment or strengthening of child rights committees (mixed bodies with members from both government and NGOs), which will then advocate for the implementation of the Convention and the Belize Commitment for Action. This advocacy will focus on legislation, enforcement and preventative actions at community level. The programme will provide technical assistance to coordinate education, training and policy reform throughout government structures, the judiciary and law enforcement agencies, as well as communities themselves. The programme will also target families at risk in selected communities to tackle abuse and domestic violence, through training and counseling of parents and young people, for the prevention of child pornography and exploitation, substance abuse, teenage pregnancies and violence and crime against children and women. CARICOM will be integral to the subregional initiatives emanating from this programme.

22. General resources will be used for policy development, advocacy and the most urgent service delivery. Supplementary funding will be used to expand service delivery in the first and second groups of countries.

#### Programme management

23. UNICEF assistance will be managed at country level with the ministries of planning, finance and development cooperation, with support from relevant sectoral ministries and NGOs. At subregional level, assistance will be channeled through Caribbean institutions which have a catalytic role in programme development and in interventions at country level, such as CARICOM, the University of the West Indies and other pertinent institutions and organizations. A key role of UNICEF staff is to provide appropriate technical and management support to Governments, NGOs and other partners. A coordinating committee will be formed in each country, composed of all counterparts and NGOs and chaired by the Ministry of Planning. Programme planning and monitoring meetings will be held every quarter, in addition to an annual review meeting and the mid-term review. The management of the UNICEF Caribbean Area Office will mirror this process, holding follow-up meetings after each review.



#### Fund-raising strategy.

24. During the previous programme period, support was provided by the Governments of Canada and Japan and the Netherlands Committee for UNICEF. Support was also received from the Special Adjustment Facility for Latin America and the Caribbean. Important contributions were also received from the private sector. During the coming programme period, the area office will continue its fund-raising efforts, particularly with the private sector.

#### Monitoring and evaluation

25. Monitoring and evaluation are key components of the new programme and will encompass four levels of intervention: (a) the assessment of macro-level socio-economic and psycho-cultural problems and the analysis and understanding of their causes, not only at the level of policy makers, but also among service providers and target communities; (b) with other partners, contributing to the formulation and updating of an action-oriented conceptual framework for the integration of the Convention on the Rights of the Child into the current socio-economic systems of the programme countries, including public awareness campaigns and surveys; (c) support to the overall monitoring and evaluation of the multi-country programme for appropriate programme interlinkages, including the development of more user-friendly databases; and (d) actions for the sustained mainstreaming of monitoring and evaluation activities within each UNICEF-funded project, including the development and use of indicators for each level of objectives.

#### Coordination with other agencies

26. With the harmonization of the programme cycle in the Eastern Caribbean with UNDP, UNFPA and PAHO/WHO, there will be greater opportunity for collaboration in programme implementation. Collaboration will be maintained with other agencies and donors involved in integrated area-based development and community level interventions, in particular with UNDP, United Nations Volunteers and the Governments of Canada, Japan and the Netherlands, as well as the Netherlands Committee for UNICEF. Special links will be established with PAHO/WHO through the national programme for technical assistance, while partnership will be expanded with churches and NGOs that provide services at community level. Linkages will be maintained or created where necessary with other international or bilateral organizations, particularly the World Bank, the Inter-American Development Bank and the Caribbean Development Bank.

27. In order to maximize the impact of the programme, UNICEF will continue to participate in inter-agency coordination meetings of the United Nations, and develop and coordinate inter-agency such initiatives as the Health and Family Life Education programmes, in which PAHO/WHO, UNDCP, UNDP and UNESCO are key partners. UNICEF will also chair task forces to be established as follow-up to recommendations of global conferences, particularly those concerning the 20/20 initiative in the Caribbean.

TABLE 1. EXPENDITURE UNDER PREVIOUS COOPERATION PERIOD, 1993-1997 <sup>a/</sup>

COUNTRY: EASTERN CARIBBEAN  
LATEST BOARD APPROVAL: 1992  
GENERAL RESOURCES: \$5 100 000

(in thousands of United States dollars)

Programme sectors/areas	Supplies and equipment (actual)		Training grants (actual)		Project staff (actual)		Other cash (actual)		General resources by		TOTAL		Total (GR & SF)	
	GR <i>b/</i>	FSF	GR <i>b/</i>	FSF	GR <i>b/</i>	FSF	GR <i>b/</i>	FSF	Actual	Planned	Actual	Planned	Actual	Planned
Health	248	29	138	8	188	8	249	35	823	1 125	72	1 000	895	2 125
Education	77		533	3	78		338	63	1 026	900	66	1 000	1 092	1 900
Women-centred programme	6	15	64	172			114	289	184	275	476	1 000	660	1 275
Children in especially difficult circumstances	21		94				89		204	150		1 000	204	1 150
Social mobilization and advocacy	6	6	93		476		380	43	955	1 050	49	1 000	1 004	2 050
Planning and social statistics	6			2	367		311		684	550	2		686	550
Programme support					907		316		1 223	1 080			1 223	1 050
<b>GRAND TOTAL</b>	<b>364</b>	<b>50</b>	<b>922</b>	<b>185</b>	<b>2 016</b>	<b>430</b>	<b>1 757</b>	<b>430</b>	<b>5 099</b>	<b>5 100</b>	<b>665</b>	<b>5 000</b>	<b>5 764</b>	<b>10 100</b>

GR = General resources.

FSF = Funded supplementary funding.

SF = Supplementary funding, funded and unfunded.

<sup>a/</sup> Actual expenditure includes expenditure recorded as of June 1997.<sup>b/</sup> Actual GR expenditure includes allocations from global funds.

TABLE 2

PLANNED YEARLY EXPENDITURES

COUNTRY: EASTERN CARIBBEAN  
 PROGRAMME CYCLE : 1998-2002

	1998	1999	2000	2001	2002	TOTAL
GR	284,000	297,000	295,000	308,000	316,000	1,500,000
FSF						
NSF	115,000	105,000	85,000	85,000	110,000	500,000
TOTAL	399,000	402,000	380,000	393,000	426,000	2,000,000
SOCIAL INVESTMENT, PLANNING						
GR	330,000	330,000	330,000	330,000	330,000	1,650,000
FSF						
NSF	200,000	375,000	475,000	375,000	325,000	1,750,000
TOTAL	530,000	705,000	805,000	705,000	655,000	3,400,000
EDUCATION FOR CHILD DEVELOPMENT						
GR	353,000	324,000	325,000	302,000	296,000	1,600,000
FSF						
NSF	387,000	498,000	329,000	269,000	267,000	1,750,000
TOTAL	740,000	822,000	654,000	571,000	563,000	3,350,000
HEALTH AND COMMUNITY LIFE PROMOTION						
GR	233,000	249,000	250,000	260,000	258,000	1,250,000
FSF						
NSF	190,000	256,000	208,000	178,000	168,000	1,000,000
TOTAL	423,000	505,000	458,000	438,000	426,000	2,250,000
CHILD RIGHTS PROMOTION						
GR	1,200,000	1,200,000	1,200,000	1,200,000	1,200,000	6,000,000
FSF						
NSF	892,000	1,234,000	1,097,000	907,000	870,000	5,000,000
TOTAL	2,092,000	2,434,000	2,297,000	2,107,000	2,070,000	11,000,000
TOTAL, PROGRAMME BUDGET						
STAFF COSTS a/	702,893	753,272	807,288	865,274	927,556	4,056,283
GENERAL OPERATING COSTS	390,381	393,321	388,399	428,399	384,371	1,984,871
TOTAL, ESTIMATE SUPPORT BUDGET	1,093,274	1,146,593	1,195,687	1,293,673	1,311,927	6,041,154
GRAND TOTAL	3,185,274	3,580,593	3,492,687	3,400,673	3,381,927	17,041,154

GR = general resources.  
 FSF = funded supplementary funding.  
 NSF = new supplementary funding.

a/ Including consultants and temporary assistance.

