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Country programme recommendation**

Guyana

Addendum

Summary

The present addendum to the country note submitted to the Executive Board at its first regular session of 2000 contains the final country programme recommendation for Board approval.

It contains a recommendation for funding the country programme of Guyana which has an annual planning level of \$1,000,000 or less. The Executive Director *recommends* that the Executive Board approve the amount of \$3,275,000 from regular resources, subject to the availability of funds, and \$1,250,000 in other resources, subject to the availability of specific-purpose contributions, for the period 2001 to 2005.

* E/ICEF/2000/14.

** 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 1999. They will be contained in the summary of recommendations for regular resources and other resources programmes (E/ICEF/2000/P/L.27).

Basic data

(1998 unless otherwise stated)

Child population (millions, under 18 years)	0.3
U5MR (per 1,000 live births)	79
IMR (per 1,000 live births)	58
Underweight (% moderate and severe) (1997)	12
Maternal mortality rate (per 100,000 live births) (1995)	180
Literacy (% male/female) (1995)	99/97
Primary school enrolment (% net, male/female) (1995)	87/87
Primary school children reaching grade 5 (%) (1995)	91
Access to safe water (%) (1997)	91
Routine EPI vaccines financed by government (%)	100
GNP per capita (US\$)	780
One-year-olds fully immunized against:	
tuberculosis	93 per cent
diphtheria/pertussis/tetanus	90 per cent
measles	93 per cent
poliomyelitis	90 per cent
Pregnant women immunized against tetanus	-

The situation of children and women

1. The major features of the situation of women and children remain essentially as described in the country note submitted to the Executive Board at its first regular session of 2000 (E/ICEF/2000/P/L.7). However, some specific new information has emerged. A May 2000 analysis of child immunization confirmed there is an overall average of 90 per cent coverage for all antigens. The recent Water and Sanitation 2000 assessment shows safe water coverage of 93 per cent and safe sanitation at a very high 85 per cent, including an outstanding 81 per cent coverage in rural areas. The Education for All 2000 assessment confirmed the excellent literacy and enrolment rates noted above. According to a May 2000 United Nations Development Programme (UNDP)-government-university analysis, the percentage of the population below the poverty line declined to 35 per cent from an estimated 43 per cent during the 1995-1999 period. These and other achievements are remarkable for a nation with a per capita gross national product under \$800. However, good national averages are not completely reflected in some regions and among some population groups. Groups in the interior regions, especially Amerindians,

show indicators well below national levels, as do populations of many peri-urban low-income zones.

2. There are new strategic opportunities to realize children's and women's rights, with the imminent completion and expected submission to Parliament of a National Development Strategy (NDS). Prepared in a consultative process that included civil society groups, NDS goals include: higher rates of economic growth; poverty reduction; a geographically and socially equitable distribution of economic activity; and economic diversification. In addition, a new Constitution currently being drafted recognizes the fundamental rights of children to a name and nationality, survival, development and protection, non-discrimination, and having their voices heard.

Programme cooperation, 1995-1999 and 2000

3. The previous country programme supported the Government of Guyana's efforts to address children's and women's rights within the political and development agenda, and to improve basic service delivery, particularly in disadvantaged areas. The 1997 mid-term review concluded that programme objectives remained valid, but that successful delivery required

enhanced beneficiary participation, community empowerment, better targeting, gender mainstreaming and better social statistics. The time needed to strengthen these components, and requirements of United Nations programme cycle harmonization, were the main reasons to extend the country programme for an additional year in 2000.

4. The advocacy and social policy programme focused on supporting the establishment of administrative, legal and social infrastructure for sustained rights gains. The National Commission for Children (NCC) was re-established (in 1997), as was the National Committee for the Prevention of Violence (1999) and the National Commission for the Family (1999). Technical/legal actions included the National Plan of Action for Children (1997), a comprehensive "Bill for Children" to be finalized in 2000, which will harmonize all children's legislation, and a Family Code, currently under debate. Social mobilization to generate knowledge of, and interest in, rights issues included a country report to the Committee on the Rights of the Child, which is undergoing final revision before its submission. The drafting process involved over 100 delegates from all regions and social groups of the country, as well as participants in the first Children's Parliament, whose views were presented to national lawmakers. More than 350 community development workers and 53 community facilitators were trained in various aspects of the Convention on the Rights of the Child. UNICEF support to this programme included training, technical cooperation and a series of consultations involving stakeholders and civil society. The new Constitution and the centrality of rights themes in national discussions indicate strong programme impact.

5. The health and nutrition programme supported government initiatives to improve primary health care, especially the quality of services, reducing disparities in access and improving data management. The programme had a significant presence in service delivery, including vaccine provision, iron and folic acid distribution to 100,000 pregnant women, and provision of safe water for 2,000 persons in 10 villages. Service delivery was balanced by a strong emphasis on technical support and policy development. Quality improvements were fostered by training health workers at all levels of the system in vaccination and nutrition. The Government now covers costs of all vaccine supplies. This commitment, and the present

high levels of coverage, forecast sustainability. A Cabinet-approved National Breastfeeding Policy based on UNICEF-World Health Organization (WHO) guidelines led to the establishment of a national committee and the creation of local committees. This has yielded a 4 per cent increase in exclusive breastfeeding rates, from 30 per cent in 1995 to 34 per cent in 1998. A Joint United Nations Programme on HIV/AIDS (UNAIDS) theme group and a National Technical Committee on AIDS are assisting in national strategy development. Salt importers have been mobilized via a national consultation to respect and enforce the laws on salt iodization. Social data systems are also being improved. A maternal and child health pilot database has incorporated reports from four hospitals, and a separate system of community-based data (births, deaths, immunization), linked to national social databases of the Bureau of Statistics, has been developed.

6. Efforts in primary education were supplemented by initiatives for children up to the age of eight and adolescents. In primary education, teacher training has been an ongoing priority due to attrition and a prevalence of untrained teachers of 80 per cent in some regions. Teaching support materials were also provided. High repetition rates of grade one (10 per cent in 1994/95) led to a focus on improving the transition to primary school from home or day care. The Smooth Transition Project trained 102 field officers to create child-friendly classrooms, and approximately 200 teachers and 22 regional coordinators upgraded their teaching and managerial skills. As a result, the grade one repetition rate declined by 50 per cent and the drop-out rate declined from 14.7 per cent (1993/94) to 0.7 per cent (1996/97). Efforts undertaken in early childhood care and development included the drafting of legislation and the creation of a national association for early childhood care providers. Legislation is being discussed in community and professional meetings before its final consideration by Parliament. Through these actions and wider social mobilization, the number of day-care centres and playgroups increased from 50 to 102 between 1994 and 1999.

7. Government and societal concerns about adolescent life skills led to the Management of Social and Sensitive Issues project (MSSI). MSSI deals with healthful living, interpersonal relationships, sexuality, self-worth and multiculturalism. Introduced into the

school curriculum, it features interactive teaching methods, drawing on UNICEF expertise in communication and stimulating group participation. Qualitative assessments show strong student and parental acceptance, increased student involvement in school activities and greater self-confidence. This project is closely related to the Caribbean Community (CARICOM) Health and Family Life Education (HFLE) project.

8. The integrated area-based programme combined several strategies to achieve full rights realization in disadvantaged rural and peri-urban communities. These included provision of medical kits to 60 remote Amerindian villages and well and latrine construction in four communities (construction is under way in five more communities). Pilot testing of the *Escuela Nueva* (New School) methodology, which adapts traditional primary schooling by using multi-grade classrooms and modular curriculum packages that students work through at their own pace, was carried out in three sites. It also included strong community involvement. The water supply project has benefited approximately 700 people. Empowerment initiatives included: small-scale income-generating programmes, e.g., cashew and cassava growing and sheep-rearing, for 1,100 women; participatory baseline community surveys in 11 Amazon communities, where residents work with programme staff to formulate local development plans; and project planning training by the Peace Corps for 66 Amerindian leaders. Regarding the income-generating projects, as the women benefiting from them are largely female heads of household, indirect beneficiaries will number 5,000 to 6,000. Youth participation empowerment was nurtured in two Youth Challenge Summits, where more than 200 participants discussed HIV/AIDS prevention, education and life skills. In an effort to foster better parenting, 12 workshops for future parents benefiting 150 participants, including parents, teachers and other professionals, were conducted in 2 regions. Sixty parents took part in an early childhood development project. Likewise, 30 parents attended workshops to foster understanding of children's development, and then produced manuals for training other parents. Support was received from ministries, the Peace Corps, the Inter-American Institute for Cooperation in Agriculture (IICA) and non-governmental organizations (NGOs).

Lessons learned from past cooperation

9. The lessons learned remain as described in the country note. However, it should be highlighted that the importance of programme integration, intersectoral collaboration and targeting of interventions was recognized.

10. The 2001-2005 country programme preparation process was led by the Ministry of Foreign Affairs, in close collaboration with relevant sectoral ministries, NGOs and community-based organizations. Baseline information was provided through a set of assessments, including a situation analysis, health and education sector analyses, a study of opportunities for the realization of child rights at societal level, and juvenile justice and maternal mortality reports. The baseline data and lessons learned from the previous country programme were examined during a two-day strategy meeting in December 1999, with more than 80 participants representing government partners, United Nations agencies and civil society organizations. One highlight was a presentation on the draft NDS by the co-chair of the NDS Committee. A major contribution was a presentation by a group of children and adolescents, who raised such issues as child abuse, parenting, teenage pregnancy and HIV/AIDS, which led to vigorous discussions. The development of the full programme of cooperation in subsequent months was led by an oversight committee established by the Ministry of Foreign Affairs, which included representatives from relevant sectoral ministries and NGOs. It coordinated the inputs of government ministries and other sectors, including civil society. The proposed country programme builds on the experiences and lessons learned from the previous programme.

11. Guyana is a pilot country for the development of a United Nations Development Assistance Framework (UNDAF). The main accomplishment to date is the Common Country Assessment (CCA). Although the country programme was developed prior to completion of the UNDAF process, early UNDAF discussions indicated priority areas that are fully consonant with the new country programme, notably poverty alleviation, education, HIV/AIDS, maternal mortality and gender mainstreaming.

Recommended programme cooperation, 2001-2005

Estimated annual expenditure

(In thousands of United States dollars)

	2001	2002	2003	2004	2005	Total
Regular resources						
Social policy and advocacy	200	200	200	200	200	1 000
Education and life skills	250	250	250	250	250	1 250
Local systems for integrated child protection	205	205	205	205	205	1 025
Subtotal	655	655	655	655	655	3 275
Other resources						
Social policy and advocacy	50	50	50	50	50	250
Education and life skills	100	100	100	100	100	500
Local systems for integrated child protection	100	100	100	100	100	500
Subtotal	250	250	250	250	250	1 250
Total	905	905	905	905	905	4 525

Country programme goals and objectives

12. The overall goal of the country programme is to enhance the realization of children's and women's rights by supporting the monitoring of national goals; and the development of rights-based social policies through widespread participation, and through strengthening national and local capacity to achieve and protect rights.

13. The country programme comprises three programmes. The social policy and advocacy programme aims to support development, in the first two years, of additional social policies and legislation, based on the Convention on the Rights of the Child and the Convention on the Elimination of All Forms of Discrimination against Women, and to implement them nationally and locally by the end of the country programme. It also seeks to sustain gains in child survival, development, protection and participation. The education and life skills programme will help to strengthen capacity in the education sector, expand services in early childhood care, and improve parenting education and life skills, following the life-cycle approach. The local systems for integrated child

protection programme will assist in disparity reduction between disadvantaged groups and the country as a whole; help improve the situation of selected communities by addressing their most basic needs, within an integrated system of support for the protection of children; and help in the reduction of specific child, family and community-related problems, such as maternal mortality, HIV/AIDS and intra-family violence.

Relation to national and international priorities

14. The country programme is in line with government priorities, as expressed in the NDS and current policies. This conformity was sought and affirmed at the strategy meeting and in subsequent programme development. Country programme objectives are also in line with the Highly Indebted Poor Countries (HIPC) initiative. Guyana is among the first candidate countries, and money saved from adjusted payments can be used to reprogramme social services of the type contained in the country programme.

15. The country programme is also in accord with CARICOM human development priorities, two of which are the HFLE project, which Guyana began to implement in the last two years, and the regional Early Childhood Education Initiative, agreed to in 1997. Priorities are also compatible with the Lima Accord for Children, which is the regional implementation of the World Summit for Children goals. The country programme will help Guyana meet additional international commitments, such as Education for All. Current and emerging UNICEF global priorities were taken into account, especially priority actions in favour of children, with an emphasis on early childhood and adolescence.

Programme strategy

16. The programme strategy remains as described in the country note, while also including advocacy for policy reform; service delivery through limited procurement and distribution of supplies and equipment; capacity-building to sustain basic services through training at national and subnational levels; and empowerment of target groups through the development and exchange of knowledge and skills. The proposed country programme embraces the rights-based approach, placing emphasis on sustainability, participation and strengthened coordination at national and local levels. Linkages between programming at national and local levels will be fostered. Another sharpened focus will be disparity reduction.

17. The *social policy and advocacy programme* will aim to promote children's and women's rights in all social strata and throughout the country, and will provide a national framework for other country programme actions. At the same time, experiences gained in the two other programme areas will enhance the development of national policies and strategies. Programme advocacy will focus on raising consciousness of child rights and equity, and will create an environment of increased social demand for rights protection. Strategically, this programme emphasizes institutional national policy development, strengthening capacity in collection and analysis of social statistics, monitoring and evaluation of social programmes and social progress, and participation of adolescents in the realization of their rights.

18. The advocacy and social mobilization project will assist the Government in ensuring the realization of

children's and women's rights through such actions as the establishment of a Family Court to deal with child abuse. The project will assist in finalizing and implementing the Bill of Rights for Children. Operationally, it will strengthen established national commissions on the rights of the child, on women, and on the family. These commissions and other programme actions will widen the debate on social issues affecting women and children. National discourse will be supplemented by training sessions for community leaders, teachers, social workers, police and the judiciary. One type of training will cover basic planning skills as regards identifying problems and designing projects, thus helping participants bring more sophisticated and better developed ideas into debate. Other training will focus on awareness creation about rights, national policies and issues of high public concern. Given the broad scope of action, linkages with other programmes will be made, notably with those of the Pan American Health Organization (PAHO)/WHO, UNDP, the United States Agency for International Development (USAID) and the Canadian International Development Agency (CIDA).

19. A project for strengthening social statistics will support capacity development in data collection and analysis at national, regional and local levels. A system to conduct periodic national/subnational surveys on achievement of national social goals will be developed, based on the multiple indicator cluster survey (MICS) methodology. Support will be provided to improve databases and routine social indicator monitoring systems in counterpart ministries, the Central Statistical Office and selected regional authorities. The results of improved routine data collection will lead to better targeting, programme monitoring and evaluation, and more accurate budgeting. Data collected will be used in annual CCA updates. Support will include training and provision of limited hardware and software.

20. The project on participation to advance children's and women's rights will promote the role of civil society, with the voice of adolescents a special focus. A key activity will be government-organized Children's and Youth Parliaments as platforms for debate on such issues as HIV/AIDS, teenage pregnancy, substance abuse, sexual abuse, violence and suicide. Another activity will be training of parents and young people in basic leadership skills for social project development at the community level. UNICEF will work closely with

multilateral and bilateral donors and NGOs in this regard. Regular resources will finance most of the project activities, while material support will be financed from other resources.

21. In line with the life-cycle approach, the *education and life skills programme* will support government initiatives in the development of culturally appropriate learning environments for all stages of the child's development. The Ministry of Education will be the main coordinator, in collaboration with the Ministries of Health and Human Services and with municipalities.

22. The early childhood care for survival growth and development (ECC-SGD) project will target children up to the age of eight (in line with the Caribbean definition of early childhood). The project will use participatory processes to help children develop life skills, acquire good intellectual skills, adopt and maintain healthful lifestyles and live harmoniously with others. Activities will focus on capacity-building, empowerment and policy formulation, which will complement the UNDP-supported rural education project and the Inter-American Development Bank (IDB) primary education improvement project. Inter-project coordination is planned, to avoid duplication and maximize exchange of experiences. For children up to the age of three, the project will assist in the formulation of legislation for day-care centres, curriculum development, teacher training, and access to day-care services for children, offered by ministries, municipalities and NGOs. Parenting education will be another focus. The project will train 100 caregivers, 66 supervisors and 80 nursery field officers in child care, supervision and early childhood education.

23. The current child-friendly school project, which focuses on the transition into elementary school, will expand to cover a total of 25 schools. At least 100 facilitators will be trained in better parenting, and 250 teachers in the development and management of child-friendly schools, including participatory learning processes and living in harmony with others. There will also be efforts to help out-of-schoolers and the disabled. An activity entitled "improving the learning capacities of students at the classroom level" will train teachers to detect learning disabilities and will work with administrators to increase support. Regular resources will finance the full set of project activities in the four focus regions; expansion to other regions will depend on availability of other resources. IDB is a potential financial partner, and UNDP has already

committed funds to expand the *Escuela Nueva* model to four more communities.

24. The HFLE project strives to promote positive attitudes among children, teachers and parents on issues such as healthful living, environmental management, interpersonal relationships, sexuality and multiculturalism. The project will train field officers, curriculum planners, teachers and education officials in life skills education. During the first two years, the project will be implemented in five schools in the formal system and one in the non-formal system. This will be expanded over the following 3 years to cover 75 educational institutions in all districts. Activities will range from national legislation development to community-level training. Teachers and parents will be trained, consistent with the country programme objective of enhancing home-school-community alliances. Strong links will be developed with the social policy and advocacy programme to create a solid policy framework and ensure popular acceptance of discussion among youth of sensitive topics. Regular resources will finance the pilot sites, and other resources will finance expansion. The IDB Secondary School Reform Programme (SSRP) is a potential programme partner.

25. The *local systems for integrated child protection programme* will support government efforts to reduce disparities in remote and peri-urban/rural coastal communities where families do not always have access to basic social services, and therefore have a greater propensity to fall below the poverty line. It will support the establishment of local systems of integrated support and protection, addressing basic needs from a rights perspective. The programme will interface with the social policy and advocacy programme with practical experiences to reflect on legislative/advocacy initiatives for disparity reduction. Many interventions are similar to those in the education and life skills programme and will draw on those strategies.

26. The project for integrated service delivery in selected communities will assist the Government in the provision of integrated health, education and water and sanitation services in communities in six disadvantaged regions. The point of entry will be the *Escuela Nueva*. This project will develop local skills in planning and participation that can then be used to facilitate self-supporting water and sanitation, health and other local projects. A key emphasis will be expansion of the income-generating projects for women, in which

income received enables women to purchase foodstuffs not grown locally. This has been one of the most successful interventions of the current country programme. An added element will be monitoring of nutritional status to measure the impact of income-generating projects. The project strategy is to empower community members in planning and project implementation skills, and to reduce the "distance" to the central levels by fostering links with regional and national sectoral ministries.

27. The children and families at risk project will assist NGOs in three municipalities to address the effects of child abuse and domestic violence, providing information to the national level for policy decision-making. NGO activities to research and monitor the situation and plan for practical interventions will be supported, building on existing projects. Technical assistance will be provided in training community social service workers. Communication and education activities for HIV/AIDS prevention will be supported, with youth serving as information providers for their peers. Projects for indigenous groups in the hinterlands will be funded from support provided by the Department for International Development (DfID) of the United Kingdom to the Amazon programme, while regular resources will be used to support projects in the peri-urban/rural areas.

28. In the area of planning, review and evaluation, the primary UNICEF counterpart is the Ministry of Foreign Affairs. At the national level, the Ministry will maintain coordination among programmes and convene review meetings quarterly and annually, from which programme reporting and planning will ensue. These reviews, as well as a mid-term review in 2003, will allow for reprogramming as necessary. Subnational planning will be coordinated by supporting such government institutions as Regional Democratic Councils (especially in the Amazon and hinterland regions) and village and municipality councils.

29. Cross-sectoral costs include both operating costs and staffing costs. Operating costs include, inter alia, general logistics, staff security and premises. Given the mutual support among UNICEF professionals that is required to implement the programme, staff will support the country programme as a whole, rather than single programmes or projects.

Monitoring and evaluation

30. An integrated monitoring and evaluation plan (IMEP) is being developed and will be completed by the start of the country programme. Key indicators to assess progress will include: (a) number and type of social policies formulated and implemented for children and women; (b) number of sectoral ministries having functional, routine social data information systems; (c) number of day-care centres/pre-schools established, by type; (d) number of child-friendly schools established; (e) number of local situation analyses and community development plans completed; and (f) HIV/AIDS infection rates. Disaggregating data by region and socio-economic class will be key for adequate planning for disparity reduction. Data collection methods will include routine information systems, national and subnational household surveys, and participatory qualitative methods — especially important for evaluation of goals for behavioural change. In the first year of the programme, an evaluation of several of the current programmes, including the Amazon programme, the *Escuela Nueva* initiative, the child-friendly school environment and micronutrient provision, will be carried out. In later years, baseline studies and evaluations are planned for assessing the impact of parental education training; HFLE training in adolescent behaviour; HIV/AIDS education and the utilization of AIDS prevention information; and water and sanitation activities and health status.

31. Within UNICEF, a United Nations Volunteers specialist is being recruited to manage monitoring and evaluation activities. When necessary, technical assistance will be sought from the private sector, as well as from United Nations partners, the UNICEF Caribbean area office and the regional office. Certain monitoring and evaluation activities will be managed within the project for strengthening social statistics, and others will be managed by respective project officers.

Collaboration with partners

32. The Government is the primary partner in the country programme. The UNDAF process is gaining momentum, and will build upon United Nations country team theme groups for poverty, health, water and sanitation, gender, macroeconomics and

governance. The country team will provide inputs to a poverty reduction strategy paper for government submission to the International Monetary Fund (IMF) and World Bank. Proposed implementation partners include: UNDP (poverty policies and data gathering); PAHO/WHO (health system improvements, especially for micronutrients, maternal and child health and HIV/AIDS); DfID (integrated child protection in the Amazon programme, particularly for water, sanitation and education); the Peace Corps (capacity-building in hinterland programmes); United Nations Educational, Scientific and Cultural Organization (education policy development); IDB (early childhood education); CARICOM (HFLE); the World Bank (water and sanitation); and CIDA and USAID (community-level awareness-building and youth mobilization). UNDP has agreed to donate \$300,000 to jointly finance the expansion of the *Escuela Nueva* project under UNICEF leadership. Partnership with IICA in the integrated systems for child rights project will promote joint activities based in small-scale production and income generation. IICA will provide technical assistance, while UNICEF will provide resources to initiate project work.

33. NGOs and community-based organizations will be used where their strengths permit. As these organizations are relatively underdeveloped, one aspect of country programme efforts will be to strengthen NGO capacity, so that they can take on more responsibility.

Programme management

34. The Ministry of Foreign Affairs is the main UNICEF counterpart. The already established Oversight Committee will continue to ensure coordination with all counterpart ministries and agencies. Sectoral ministries are the principal implementing partners, with their planning subject to Oversight Committee review. Programme officers will have regular monthly meetings with counterparts to monitor progress.

35. Within UNICEF, an active country management team guides programming. A new operations officer post will be filled in 2001, which will serve to improve accountability and provide timely support. The country office will also expand on the mutually beneficial relationship with the Caribbean area office in Barbados, utilizing technical expertise available and

offering experience gained in Guyana to the rest of the Caribbean. In particular, the Guyana suboffice will seek technical advice and/or support in areas where it cannot afford full-time staff members, such as in social policy, early childhood education and communications.

[insert table]
