



Budget Analysis for Investments in Children in Saint Lucia



BUDGET ANALYSIS FOR INVESTMENTS IN CHILDREN IN SAINT LUCIA
Published by UNICEF Office for the Eastern Caribbean Area

First Floor, UN House
Marine Gardens, Hastings
Christ Church
Barbados

Tel: (246) 467 6000
Fax: (246) 426 3812
Email: bridgetown@unicef.org
Website: www.unicef.org/easterncaribbean

This Study was commissioned by the UNICEF Office for the Eastern Caribbean Area and UN Women
Multi-Country Office - Caribbean
The contents do not necessarily reflect the policies or views of the organizations.

Authors: Zina Nimeh, Arthur Van de Meerendonk, Franziska Gassmann, Jouke Wortelboer, Eli Stoykova and
Daphne Francoise

Nimeh, Z., Van de Meerendonk, A., Gassmann, F., Wortelboer, J. and Stoykova, E., Francoise, D. (2015).
Budget Analysis for Investments in Children in Saint Lucia, UNICEF Office for the Eastern Caribbean Area.

All rights reserved. 2015



Budget Analysis for Investments in Children in Saint Lucia

CONTENTS

Acknowledgments	x
Executive summary	2
1 Introduction	12
1.1 Structure of the report	13
1.2 Government actors	13
1.3 Data and methodology	13
1.4 Limitations	14
1.5 Process	14
2 Economic and Social Context	16
2.1 Economic and fiscal environment	16
2.2 Fiscal operations and management and the social budget	19
2.3 Demographic trends	21
2.4 Labour market	23
2.5 Poverty and child well-being	25
2.6 Conclusion	30
3 Education	32
3.1 Short overview of the education system in Saint. Lucia	32
3.2 Policies and planning	33
3.2.1 Laws and other basic regulations concerning education	33
3.2.2 Administration and management of the education system	33
3.3 Overview of programmes	33
3.3.1 Early childhood education (ECE) services	33
3.3.2 Primary school services	34
3.3.3 Secondary school services	36
3.4 The education budget	41
3.4.1 Education financing	41
3.4.2 Methodology and data	42
3.4.3 Budget analysis	44
3.4.4 Allocation per programme	47
3.4.5 Spending execution	48
3.5 Education benefit incidence analysis	49
3.6 Discussion	52
4 Social Protection	55
4.1 Introduction	55
4.2 Policies and planning	56
4.2.1 The National Strategic Framework (NSPP)	56
4.3 Overview of the programmes	56
4.3.1 Cash transfer programmes	57
4.3.2 Programmes that combine cash transfers and non-cash transfers	57
4.3.3 Active labour market programmes	59
4.3.4 Education support programmes (non-cash transfers)	62

4.4	The social protection budget	64
4.4.1	Methodology and data	64
4.4.2	The budget of the Ministry of Social Transformation	66
4.4.3	Spending execution	69
4.4.4	The Saint Lucia Social Development Fund (SSDF) budget	70
4.4.5	Financial analysis of the social protection programmes	74
4.4.6	Key Performance Indicators	80
4.5	Assessment of social protection benefits	86
4.6	Discussion	90
5	Child Protection	93
5.1	Short overview of child protection issues in Saint Lucia	93
5.2	Overview of programmes	95
5.2.1	Child protection programmes – Ministry of Health	95
5.2.2	Child protection programmes – Ministry of Social Transformation, Local Government and Community Empowerment	97
5.2.3	Child protection programmes – Ministry of Home Affairs and National Security	97
5.2.4	The National Action Child Protection Committee	98
5.3	The child protection budget	98
5.4	Assessment of child protection initiatives	102
5.5	Discussion	105
6	Health Care	107
6.1	Overview of health conditions	107
6.2	Governance, policies and planning	109
6.3	Overview of programmes	110
6.3.1	Health services and professionals	110
6.3.2	Medicines	112
6.4	The health budget	113
6.4.1	Health care financing	113
6.4.2	Methodology and data	114
6.4.3	Budget analysis	116
6.4.4	Medical and administrative costs	122
6.4.5	Allocation per programme	122
6.4.6	Spending execution	124
6.5	Assessment of health benefits	125
6.6	Discussion	129
7	Concluding Remarks and Future Outlook	131
7.1	Highlights from the report	131
7.2	General recommendations	138
7.3	Future outlook	139
8	References	141
9	Annex	149

LIST OF FIGURES

Figure 2-1:	GOSL Public Debt (left) and Debt/GDP (right), 2003–2013	17
Figure 2-2:	Population pyramid in 2001 and 2010	22
Figure 2-3:	Distribution of population per area (per cent)	23
Figure 2-4:	Distribution of individuals by wealth quintiles, different household size, as a percentage	26
Figure 2-5:	Distribution of individuals by wealth quintiles, different number of children in the household, as a percentage	26
Figure 2-6:	Distribution of individuals by wealth quintiles, households by different age of household head, as a percentage	27
Figure 2-7:	Distribution of individuals by wealth quintiles, households by gender of household head, as a percentage	28
Figure 2-8:	Distribution of children among wealth quintiles, as a percentage	28
Figure 3-1:	Enrolment rates primary education 2000-201 (as a percentage)	35
Figure 3-2:	Adjusted net primary enrolment rates in the Caribbean, 2010 (as a percentage)	35
Figure 3-3:	Gender Parity Index for the adjusted net primary enrolment rate, 2011	36
Figure 3-4:	Primary completion rate, 2010 (as a percentage)	36
Figure 3-5:	Net enrolment rates secondary education in Saint Lucia, 2000-2012	39
Figure 3-6:	Net enrolment rate secondary, all programmes, 2010	39
Figure 3-7:	Public spending on education, 2010, (as a percentage of GDP)	42
Figure 3-8:	Allocation of expenditure for the Central Administration, 2013/14	47
Figure 3-9:	Allocation of expenditure in Primary Education, 2013/14	48
Figure 3-10:	Allocation of expenditure in Secondary Education, 2013/14	48
Figure 3-11:	Education expenditures by level of education, 2012/13	50
Figure 3-13:	Distribution of students by gender, for each level of education	51
Figure 4-1:	Overview of social protection programmes	57
Figure 4-2:	Allocation of expenditure for social transformation, 2009/10 and 2013/14	69
Figure 4-3:	Allocation of expenditure for local government, 2013/14	69
Figure 4-4:	SSDF income, 2009-2014	71
Figure 4-5:	Income, programme and administration expenditures SSDF, 2010-2014	73
Figure 4-6:	Coverage rates of PAP and average wealth scores by region, 2013	87
Figure 4-7:	Distribution of PAP beneficiaries by regions, 2013	88
Figure 5-1:	Social protection and child protection programmes in Saint Lucia.	96
Figure 5-2:	Charged children by gender	103
Figure 6-1:	Birth, death and infant mortality ratios for Saint Lucia , 2001–2012	108
Figure 6-2:	Fertility rates in the Caribbean, 2011 (in births per woman)	109
Figure 6-3:	Life expectancy at birth, Caribbean Region, 1980 and 2011 (in years)	109
Figure 6-4:	Condensed Budget MOH Economic Classification 2009-2014	119
Figure 6-5:	Central Health Administration (recurrent only), 2007/08 and 2013/14	123
Figure 6-6:	General Hospitals, 2013/14	123
Figure 6-7:	Human Services, 2013/14	124
Figure 6-8:	Total health expenditures (THE) in the Caribbean region, 2009-12 (average, as a percentage)	125
Figure 6-9:	Government health expenditures in the Caribbean region, 2012 (as a percentage)	126
Figure 6-10:	Government expenditure on health per capita at PPP (NCU per US\$), 2012	126
Figure 6-11:	Out-of-pocket expenditures in the ECCU (as a percentage), 2012	127
Figure 6-12:	Out-of-pocket expenditure as a percentage of total health expenditure by poverty incidence, 2006 (percentage of people living on less than US\$2 PPP per day)	127

LIST OF TABLES

Table 1-1:	Overview of activities and outputs	15
Table 2-1:	Selected economic and social indicators for Saint Lucia, 2008–2013	17
Table 2-2:	The Budget Calendar of Saint Lucia	19
Table 2-3:	Population structure (as a percentage)	21
Table 2-4:	Dependency Ratios (per cent) of working age population	22
Table 2-5:	Key Labour Market statistics (as a percentage)	23
Table 2-6:	Unemployment rate by age group and sex, 2013	24
Table 2-7:	Employed Population by Status of Employment and Sex (per cent), 2013	25
Table 2-8:	Overall well-being rates, by age group, as a percentage of all children in the age group	30
Table 3-1:	Monitoring Indicators Early Childhood Education (MOE) 2008/09-2012/13	34
Table 3-2:	Key performance indicators primary education, Ministry of Education, 2008/09-2012/13	36
Table 3-3:	Key performance indicators secondary education, Ministry of Education, 2008/09-2012/13	41
Table 3-4:	Conversion Table MOE	43
Table 3-5:	Condensed Budget MOE, Administrative classification, 2009-2014	44
Table 3-6:	Recurrent, capital and total expenditure of MOE, 2009-2014	45
Table 3-7:	Condensed Budget MOE Economic classification, 2009-2014	46
Table 3-8:	Salary expenditures MOH, 2009-2014	46
Table 3-9:	Expenditure per student, 2009-2014	47
Table 3-10:	Deviation of expenditure from revised budget (recurrent), 2008/09-2011/12	49
Table 3-11:	Expenditures per student for pre-school, primary, secondary and tertiary education, 2012/13	50
Table 3-12:	Distribution of students by wealth quintiles, as a percentage of all students attending a particular level of education	51
Table 3-13:	Total expenditures for schooling by education level and wealth quintile	51
Table 3-14:	Total spending for education for boys and girls, MICS	52
Table 3-15:	Total spending for education in urban and rural areas, MICS	52
Table 4-1:	Number of cash transfer programmes' beneficiaries	58
Table 4-2:	Female share among cash transfer programmes' beneficiaries	58
Table 4-3:	Cash transfers and services' beneficiaries share (15-65) age group	59
Table 4-4:	Summary of ALMPs in Saint Lucia	60
Table 4-5:	Number of reported ALMPs beneficiaries	61
Table 4-6:	Female share among ALMPs beneficiaries	61
Table 4-7:	ALMPs' beneficiaries share (15-65) age group	62
Table 4-8:	Summary of child related social protection and education programmes in Saint Lucia	63
Table 4-9:	Number of SP/Education programmes beneficiaries	63
Table 4-10:	Female share among SP/Education programmes' beneficiaries	64
Table 4-11:	SP/Education programmes' beneficiaries share (15-65) age group	64
Table 4-12:	Conversion table MOST	65
Table 4-13:	Condensed budget MOST, Administrative classification, 2009-2015	66
Table 4-14:	Condensed budget MOST economic classification, 2009-2015	67
Table 4-15:	Recurrent, capital and total expenditure of MOST, 2009-2014	67
Table 4-16:	Revenues MOST, 2009-2015	68
Table 4-17:	Staff expenditures MOST, 2009-2015	68
Table 4-18:	Deviation of expenditure from revised budget (recurrent), 2008/09-2011/12	70
Table 4-19:	SSDF income, 2010-2014	71

Table 4-20:	SSDF expenditures, 2010-2014	72
Table 4-21:	SSDF administration costs, 2010-2014 (constant 2012/13 prices, per cent)	73
Table 4-22:	Comprehensive expenditure and administration costs overview – Cash transfers (in constant 2012/13 prices)	75
Table 4-23:	Comprehensive expenditure and administration costs overview – ALMPs (in constant 2012/13 prices)	77
Table 4-24:	Comprehensive expenditure and administration costs overview – child related programmes (in constant 2012/13 prices)	78
Table 4-25:	KPIs Social protection programmes	81
Table 4-26:	Demographic characteristics of PAP beneficiaries, 2013	88
Table 4-27:	PAP beneficiaries by length of time in the programme, 2013	89
Table 4-28:	Total monthly amounts of PAP by gender of the recipient, 2013	89
Table 4-29:	Total monthly amounts of PAP per region, 2013	89
Table 5-1:	Reported victims of child abuse by gender	93
Table 5-2:	Number of new beneficiaries of different centres/programmes 2009-2014	97
Table 5-3:	Number of institutionalized children in the Bordelais correction facility 2006-2011	98
Table 5-4:	Budget allocations child protection 2009/10-2013/14 in constant (2012/13) prices	99
Table 5-5:	Information on child protection staff 2009/10-2013/14 in constant prices	99
Table 5-6:	Child protection expenditure per program in EC\$ 1000 in constant (2012/13) prices	100
Table 5-7:	Child protection expenditure/beneficiary in EC\$ in constant (2012/13) prices	101
Table 5-8:	Child protection programmes administration cost overview in EC\$ 1,000 in constant (2012/13) prices	101
Table 5-9:	Reported cases of child abuse and neglect in Saint Lucia	102
Table 5-10:	Children in conflict with the law	103
Table 5-11:	Children in the Boys Training Centre (BTC)	104
Table 5-12:	Boys admitted to (BTC)	104
Table 5-13:	KPIs for social programmes in child protection	105
Table 6-1:	Clinic attendance of primary health care services, 2013	110
Table 6-2:	Patient visits and utilisation numbers for Victoria Hospital, 2010/2011	111
Table 6-3:	Health workers, by number, density and population covered per worker 2010	112
Table 6-4:	Medicine exemptions for 2013	112
Table 6-5:	Conversion table (MOH)	115
Table 6-6:	Condensed budget MOH, administrative classification, 2009-2014	117
Table 6-7:	Recurrent and capital expenditure of MOH 2009-2014, Administrative classification	118
Table 6-8:	Condensed Budget MOH Economic Classification, 2009-2014	119
Table 6-9:	Remunerations as per cent of Government expenditure on health	120
Table 6-10:	MOH Revenues, 2009-2014 (in EC\$ 1000 constant 2012/13)	121
Table 6-11:	Salary expenditures MOH 2009-2014 (in EC\$1000 constant 2012/12 prices)	121
Table 6-12:	Medical and administration costs, Total, 2009-2014	122
Table 6-13:	Medical and administration costs, Recurrent expenditures only, 2009-2014	122
Table 6-14:	Deviation of expenditure from revised budget (recurrent), 2009-2012	124
Table 6-15:	Ministry of Health KPIs, 2009-2014	128

ABBREVIATIONS

ALMP	Active Labour Market Policies
ALOS	Average Length of Stay
ARV	Antiretroviral
BCF	Bordelais Correction Facility
BEEP	Basic Education Enhancement Project
BELfund	The James Belgrave Micro Enterprise Development Fund Inc.
BNTF	Basic Needs Trust Fund
BTC	Boys Training Centre
CADMU	Curriculum Development and Materials Production Unit
CANTA	Caribbean Association of National Training Agencies
CAPTA	Child Abuse Prevention and Treatment Act
CARICOM	Caribbean Community
CARTAC	Caribbean Regional Technical Assistance Center
CAS	Country Assistance Strategy
CASP	Community After School Programme
CBSI	Caribbean Basin Security Initiative
CDB	Caribbean Development Bank
CDP	Court Diversion Programme
CEDAW	Committee on the Elimination of Discrimination against Women
CPIP	Constituency Projects and Infrastructure Program
CRC	Convention on the Rights of the Child
CRTAC	Caribbean Regional Technical Assistance Center
CSO	Central Statistics Office
CTM	Common Targeting Mechanism
CXC	Caribbean Examinations Council
CYEP	Caribbean Youth Empowerment Project
DSA	Dept. Sustainability Analysis
EC\$	Eastern Caribbean Dollar
ECCB	Eastern Caribbean Central Bank
ECCU	Eastern Caribbean Currency Union
ECE	Early Childhood Education
ESD	Education Service Department
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
GGHE	General Government Health Expenditure
GOSL	Government of Saint Lucia

HIS	Health Information System
HOPE	Holistic Opportunities for Personal Empowerment
IFMIS	Integrated Financial Management Information System
ILO	International Labour Organization
IMF	International Monetary Fund
KSL	Koudmen Sent Lisi
MD	Doctor of Medicine
MDA	Ministry, Department or Agency
MDG	Millennium Development Goal
MEPD	Ministry of Economic Planning and Development
MICS4	Multiple Indicator Cluster Survey 4 (2012)
MODA	Multiple Overlapping Deprivations Analysis
MOE	Ministry of Education
MOH	Ministry of Health
MOST	Ministry of Social Transformation Local Government & Community Empowerment
MPI	Multi-dimensional Poverty Index
MSM	Men who have Sex with Men
MSMW	Men who have Sex with Men and Women
MTEF	Medium-Term Expenditure Framework
NACC	National Aids Coordination Committee
NACPC	National Action Child Protection Committee
NAPP	National Apprenticeship and Placement Programme
NCD	Non-Communicable Diseases
NCU	Northern Caribbean University
NELP	National Enrichment and Learning Programme
NEMO	National Emergency Management Organization
NER	Net Enrolment Rate
NICE	National Initiative to Create Employment
NSDC	National Skills Development Centre
NSPH	National Strategic Health Plan
NSPP	National Social Protection Policy
NVQ	National Vocation Qualification
OECD	Organization of Economic Cooperation and Development
OECS	Organization of Eastern Caribbean States
OLPC	One Laptop Per Child
PAP	Public Assistance Programme
PEFA	Public Expenditure and Financial Accountability
PET	Productivity Enhancement Training

PFM	Public Financial Management
PPS	Pharmaceutical Procurement Service
PRF	Poverty Reduction Fund
PS	Permanent Secretary
PvtHE	Private Health Expenditure
SALCC	Sir Arthur Lewis Community College
SBTAP	Small Business Targeted Assistance Programme
SHC	Secondary Health Care
SIDS	Small Island Development States
SLTU	Saint Lucia Teachers' Union
SMEs	Small and Micro Enterprises
SMILES	Single Mothers in Life Empowerment Project
SR	Single Registry
SSDF	Saint Lucia Social Development Fund
SSNA	Social Safety Net Assessment
STEP	Short Term Employment Programme
STR	Student:Teacher Ratio
THE	Total Health Expenditure
UHC	Universal Health Care
UNCRC	United Nations Convention on the Rights of the Child
UNICEF	United Nations Children's Fund
UWI	University of the West Indies
VAT	Value Added Tax
VPU	Vulnerable Persons Unit
WBR	Well-Being Rates
WHO	World Health Organization
WTO	World Trade Organization
YAEP	Youth Agricultural Entrepreneurial Project
YEDF	Youth Enterprise Development Fund

ACKNOWLEDGEMENTS

Budget Analysis for Investments in Children in Saint Lucia is authored by Zina Nimeh and Arthur Van de Meerendonk (lead authors) and Franziska Gassmann, Jouke Wortelboer, Eli Stoykova and Daphne Francoise (contributing authors) under the direct supervision and guidance of Jawad Aslam, Social and Economic Policy Specialist and Claudius Emmanuel, Deputy Budget Director at Ministry of Finance, Government of Saint Lucia, Violet Speek-Warnery, Deputy Representative and her successor Muriel Mafico at the UNICEF Office for the Eastern Caribbean Area.

The completion of research and capacity building initiative were made possible by the successful partnership between the Government of Saint Lucia (GOSL), the UNICEF Office for the Eastern Caribbean Area, the UN Women Multi-Country Office for the Caribbean (UN Women) and the Organization of the Eastern Caribbean States (OECS).

The study benefited from the extensive technical review and comments of a **Peer Review Group** comprising of Debbie Budlender (Technical Advisor for UN Women/ UNICEF in the Eastern Caribbean), Isiuwa Iyahan (Programme Specialist – Economic and Political Leadership, UN Women Multi-Country Office for the Caribbean), Joaquin Gonzalez-Aleman (Regional Advisor Social Policy, the UNICEF Regional Office Latin America and the Caribbean), Ana Gabriela Guerrero Serdan (Social Policy Specialist, UNICEF Peru), Matthew Cummins (Social Policy Specialist, UNICEF New York), Jingqing Chai (Chief, Social Inclusion and Social Policy, UNICEF New York), and Enrique Delamónica (Chief Social Policy, UNICEF Nigeria).

The study has also benefited immensely from the input provided by the participants in the wide consultations that were held individually, collectively and both internally and with external partners in Saint Lucia and at OECS regional level. The authors would like to thank all colleagues and partners for their excellent guidance, insights and support. In particular, they would like to express their gratitude for the inputs of Dr. Reginald Darius, Permanent Secretary, Ministry of Finance and Mr. Darrel Marcus Montrope, Cabinet Secretary, Office of the Prime Minister in Saint Lucia.

In addition, this work was spearheaded by Mr. Claudius Emmanuel, Deputy Budget Director and his team, Mr. Marcus Antoine and Mr. Swithin Donnelly at the Budget Department, Ministry of Finance.

The authors' special gratitude extends to the following:

Ms. Valerie Leon	Budget Director
Ms. Juliana Alfred	Permanent Secretary, Ministry of Social Transformation
Mr. Augustus Cadette	Deputy Permanent Secretary, Ministry of Social Transformation
Ms. Laurah John	Project Coordinator, Social Safety Net Reform Project, Ministry of Social Transformation
Mrs. Louise St. Juste	Senior Accountant, Ministry of Social Transformation
Mr. Edwin St. Catherine-	Director of Statistics, Statistics Department
Ms. Esther Brathwaite	Permanent Secretary, Ministry of Education
Mr. Kendall Khodra	Acting Deputy Chief Education Officer (Planning), Ministry of Education
Ms. Cointha Sabina Thomas	Permanent Secretary, Ministry of Health
Mr. Dwight Calixte	Health Planner, Ministry of Health
Mr. Melchoir Henry	Project Manager, National Health Management Information System, Ministry of Health
Mrs. Elizabeth Lewis	Director, Human Services and Gender Relations, Ministry of Health
Mr. Perry Thomas	Coordinator, National Initiative to Create Employment
Mr. Joachim Henry	Executive Director, Saint Lucia Social Development Fund
Mr. Darnell Bobb	Coordinator, Koudmen Sent Lisi, Saint Lucia Social Development Fund
Mr. Marcellus Joseph	Manager, The James Belgrave Micro Enterprise Development Fund Inc.
Mr. David Popo	Director Social Development
Ms. Kim Clarke	OECS Secretariat.

Last but not least, the authors are grateful to Ms. Khin-Sandi Lwin, (Representative) for her leadership to initiate innovative work on public finance for children in the Eastern Caribbean countries, and the members of the UNICEF team, Ms. Lyanna Harracksingh (Social Policy Liaison Officer), Mr. Anthony George (Social Policy Officer), Mr. Frederic Unterreiner (Chief Monitoring and Evaluation), Mr. Oladimeji Olowu (Monitoring and Evaluation Specialist), Mr. Wycliffe Otieno (Chief Education), Ms. Shelly Ann Harper (ECD Specialist), Ms. Heather Stewart (Child Protection Specialist), Ms. Elaine King (Education Specialist) at UNICEF Office for the Eastern Caribbean Area and Mr. Gerardo Escaroz (UNICEF Regional Office for Latin America and the Caribbean) for their technical input and comments.

EXECUTIVE SUMMARY



© UNICEF/ECA/(2015/Peter Flood)

States are obliged to invest as much as possible of their available resources towards guaranteeing the optimum fulfilment of rights safeguarded by the Convention of the Rights of the Child. This requires governments to assess children's needs in terms of budget allocations and utilize a child rights-based approach in the preparation of the State budget. In addition clear allocations should be put towards children in the relevant sectors and agencies, and disaggregated information be provided on the proportion of the national budget allocated to the implementation of the rights of the child at the national and local level. This report "**Budget Analysis for Investments in Children in Saint Lucia**" aims to assist in this effort by presenting an analysis of the national budget, while reflecting on policies and investments for children in Saint Lucia.

This report analyses the budgets of the various Ministries and semi-autonomous agencies that are responsible for administering programmes in the areas of education, social protection, child protection and health – that is, direct and indirect programmes that benefit children and families with children in Saint Lucia. The report's objective is twofold. Firstly, it sets out to evaluate whether

the existing national budget policies, social expenditures and investments in social policies and such allocation of resources are efficient. This objective tries to answer the question: are public resources allocated sufficiently according to the needs of children, adolescents and families with children? Secondly, this report assesses whether programmes are implemented in an economically efficient manner and aims to provide an answer to the question: are public resources on these child-related direct and indirect programmes spent in an efficient manner?

Economic growth in Saint Lucia has ground down to almost a complete halt in the past decade. The real GDP per capita of 3.56 billion EC\$ in 2013 was lower than 3.64 billion EC\$ in 2008. The island is vulnerable to economic and environmental disasters, not least because it relies on a small number of economic activities that are highly exposed to international markets and patterns. From a fiscal perspective, the high debt/GDP ratio stands out. This ratio has increased over the past decade and stood at 80 per cent in 2013/14. It is expected to 'go through the roof' (100 per cent of GDP) in the near future.

The Government is working hard to improve its public financial management (PFM). Successes include the streamlining of macroeconomic and fiscal forecasts, the move towards integrated budget preparation and economic planning, and enhancement of the strategic content in the budget preparation process. The reform of PFM for Saint Lucia is of crucial importance to improve the financial planning and governance of child related social programmes in Saint Lucia. Two issues are of particular relevance for the discussion on child rights-based budgeting in the context of Saint Lucia's overall PFM reform. Firstly, the formulation of performance indicators – in SMART terms – that help to reduce the incremental nature of the budget and turn it more into a strategic venture has only just started.

Secondly, there is no unified framework for recurrent and capital expenditure – the capital (development expenditure) budget is prepared parallel to the recurrent expenditure budget and the two are not integrated at a later stage, despite the fact that there are hidden recurrent costs in capital expenditure. In this report, the Key Performance Indicators (KPIs) for education, social protection, child protection and health can be a model for annual data collection for the Ministry of Finance (MOF). It can be perceived as an elaboration of performance-based budgeting in the area of direct and indirect social spending on children. In addition, some effort has been made to disentangle recurrent and capital expenditure items and to bring both to a level of detail where meaningful claims as to allocative and operational inefficiencies can be made.

Saint Lucia's population is aging. However, it can still be considered relatively young given that almost half of the population are under the age of 30 and around one fourth of the population are under the age of 14. In 2013, 30 per cent of the population were under the age of 18. In addition, the declining fertility rates and increasing life expectancy at birth are causing an increase in the average age of the population. In addition, birth rates have declined, but there is a large segment in the 15-24 age group who are at the threshold and/or are making their entrance into the work force. The labour market

over the past decade has not been able to absorb the inflow, and is unlikely to be able to in future. Over 50 per cent of Saint Lucia's unemployed are in the 15–29 age group.

Based on the existing information it is impossible to assess the poverty risk of the population in Saint Lucia and whether their situation has improved or worsened. The latest poverty analysis dates back to 2006. The limited information that is available in this area indicates that certain population subgroups remain vulnerable to either become or remain poor. These include children, women, the elderly and people living in rural areas. Looking at household composition, individuals living in single-person households, households with more than three children, female-headed households, and households with relatively young heads have a higher risk of being poor.

Analysis based on data from the Multiple Indicator Cluster Survey (MICS 4) further indicates that in terms of material well-being, children are on average worse off than adults. One out of three children in Saint Lucia is multi-dimensionally deprived. Analysis of child well-being in the health and nutrition domain revealed that approximately 5 per cent of Saint Lucian children are undernourished. With respect to education, the analysis indicated that most of the children in Saint Lucia attend primary school education, whereas attendance rates are considerably lower for secondary school, and particularly for children living in large households.

The study showed that children's access to information is high: 97.4 per cent of all families with children own a TV, phone, radio or computer. With regards to child protection, the average well-being rate of children in Saint Lucia needs attention, especially the issue of corporal punishment, which seems to be widely accepted as a method to restore discipline. All in all, the overall average child well-being rate in Saint Lucia is 66.1 per cent, signifying that two out of three children are well-off (i.e. in all but one dimension). Improvement in the overall child well-being rates could be achieved (amongst other interventions) through improvements in the domains of child protection and sanitation facilities, especially in rural areas. Children living in large

families and those living with a single adult also deserve extra attention, since these children are frequently comparably worse off¹.

Saint Lucia's social budget spans close to one-quarter of total government expenditure or 8 per cent of GDP. Moreover, expenditure on social programmes has been rather stable at the level from 2009/10 onwards. Within the overall spending portfolio, education (4 per cent of GDP) and health (around 2.5 per cent of GDP), take the largest share. Expenditure on child protection programmes has been stable at 0.5 per cent of GDP ever since 2011/12. Expenditure on social protection programmes has been more volatile. This applies in particular to social protection programmes for the working age population. Spending on social protection for children – education related programmes, such as school feeding and bursaries – has been quite stable at around 0.2 per cent of GDP. Expenditure on ALMPs has fluctuated between 0.4 per cent of GDP in 2011/12 to 1.1 per cent of GDP in 2012/13, and spending on cash transfers and social services for families stands at 0.3 per cent of GDP. This is a decrease from its 0.5 per cent of GDP level in 2011/12.

EDUCATION

Overall, the allocation of resources towards the MOEs budget measured consistently (2012/13) following a hike in 2012/13 (212 million EC\$), returning to just below its 2009/10 level, around 187 million EC\$ in 2013/14. This includes expenditure on child related social protection programmes and, standing at 4.7 per cent of GDP, is therefore higher than the 4 per cent of GDP mentioned in the previous paragraph. Over the year 2009/10 to 2013/2014, expenditure on primary, secondary and tertiary education exceeded 70 per cent of the education budget. On the other end of the scale, the share of spending on ECD is a meagre 1.2 per cent. The average spending per student during early childhood education is only 562 EC\$ while the amount spent per person in tertiary education is 6,854 EC\$, which is more than 10 times higher. In stark contrast to ECD spending,

8.4 percent of the budget went to tertiary education while 15.2 per cent of the total education budget has been allocated to central administration.

Of expenditures, 85 per cent are recurrent and only 15 per cent of the total expenditure is capital expenditure. In recurrent expenditure, primary and secondary education are major cost centres, 34.4 per cent and 39 per cent respectively. The large majority of capital expenditure was in administration, which makes up to 77.3 per cent of the total.

Considering that the public sector is the main provider of education services in Saint Lucia, expenditure on salaries represent two thirds of the total budget and has crowded out other items. Of the total budget, 66.3 per cent is allocated to salaries and primary (94 per cent) and secondary (87 per cent) are the largest share of these salary costs while 10.3 per cent of the budget is allocated to grants and contributions and 1.3 per cent to training.

While this high level of expenditure can be explained, with such large portions going to salaries, very little remains to cover other important facets of the education system. For example only 0.1 per cent of the budget goes to student welfare support, which holds programmes like the bursaries programme and the school transportation programme, and only 1.5 per cent is spent on special education.

Budget spending execution² did not improve in the period 2009/10 to 2011/12. The budget spending execution has been exceeding from 2008 to 2010, i.e., 1.3 per cent overstepped in 2008/09, 0.3 per cent in 2009/10 and 2010/11 respectively. However, this trend reversed with 2.7 per cent less spending execution than budgeted in the year 2011/12.

As expected, average spending per student rises with the advancement in the educational level. However, children from the poor segments of society are benefiting very little with the investment in the post-secondary or higher education in Saint Lucia. Most students in the post-secondary or

¹ For full analysis on child well-being in Saint Lucia, Nimeh, Z., Van de Meerendonk, A., Stoykova, E., Gassmann, F., & Wortelboer J. (2015). Mapping of Child Well-being in Saint Lucia, UNICEF Office for the Eastern Caribbean Area.

² Spending execution, that is: to what extent the actual expenditures are in line with the (revised) budget. Note that 2011/12 is the last Fiscal Year (FY) where the budget as approved in parliament could be compared to the actual execution of the budget.

tertiary education are found in the richer quintile, with 34.9 per cent belonging to the richest quintile and only 3.5 per cent – to the poorest quintile.

The teacher:student ratio in primary education is decreasing from 1:20 (2009/10) to 1:17 (2012/13), and in secondary education from 1:17 (2009/10) to 1:14 (2012/13). There are plans to increase the ratio in the coming years. One key strategic shift could be training and reassigning primary and secondary teachers to early childhood education (ECD) as qualified/trained practitioners.

While gender disparity between males and females on the primary level is not very evident, the situation differs in secondary school. There are 10 per cent more males attending secondary schools than females, however the pattern turns when the actual achievement is observed. Additionally, females are almost 25 per cent more likely to go on to post-secondary education.

SOCIAL PROTECTION

Social protection: the budget of Ministry of Social Transformation (MOST)

Overall, the allocation of resources towards the MOSTs budget measured in constant prices in 2012/13, measuring 43.9 million EC\$ in 2013/14, which is below its level in 2009/10 of 44.9 million EC\$. In between, the budget allocated to the MOST peaked at 75.9 million EC\$ in 2010/11 and remained stable at around 55 million EC\$ in the period afterwards. The most recent year, therefore, represents a significant drop in spending.

Spending execution has shown improvement. In earlier years, a significant amount of underspending was reported but in more recent years actual expenditure has been close to the approved budget. The exception is welfare service expenditures which exceeded the (latest revised) budget by more than 17 per cent.

The share of non-specified expenditure, itemized as 'other costs', is high. This raises the question whether the budget applies the proper categories to be transparent, informative and relevant.

Capital expenditure is high for the Ministry of Social Transformation. It is observed that a little over half of the Ministry's expenditure is capital expenditures, which is unexpected for a social programmes ministry.

Staff salaries, on average, are exceptionally high, more than twice the average level of the other ministries reviewed. In fact, there has been a boost in the total sum of salaries in 2010/11, which was not reflected by a similar increase in numbers of staff. This warrants further attention.

Looking into the SSDF budget, it has to be noted that the major programmes that SSDF administers have reduced expenditures significantly in the most recent year. The exception is the Koudmen Sent Lisi (KSL) programme that has been rolled out from a pilot programme into a regular programme.

Data collection is below par for social protection programmes. This report lists a table with KPIs which is incomplete or missing information. However, it can be a model for annual data collection for the MOF in line with the objective to achieve performance-based budgeting in the area of social protection spending.

Child related social protection programmes

Most of these programmes fall under the remit of the Ministry of Education. This is for a good reason as one of the main objectives of these programmes is, and should be, the facilitation of free and universal basic education for children from poor and vulnerable families.

The overall spending on these programmes, 0.2 per cent of GDP, compared to, for example, 4.1 per cent for education or 1.1 per cent for ALMPs, is very low. To put this into perspective, the number of Saint Lucians under the age 20 is almost equal to the number of Saint Lucians between the ages of 20 and 40 years. This is the age group most ALMPs are targeting with almost six times the budget that is allocated for social protection programmes for children.

The proper level and mechanism of targeting might be an issue. Where the laptop programme might be justified for reasons other than social protection, the grounds for providing a once-off bursary to all children entering secondary school are disputable. With the same resources, a more effectively targeted programme could do much more to help children from poor and vulnerable families.

For programmes such as the school feeding programme, the low per capita level of administration costs reveals that administration, including targeting, is performed in an efficient manner.

For most of the programmes, information was not available to arrive at such conclusions. This is an issue that warrants further discussion by the Government of Saint Lucia. In addition, monitoring and evaluation need to be improved. Commendable is the collection and reporting of information as part of the annual Education Digest. However, to ensure adequate governance of the various programmes, including their coordination and, in particular, their scope to be complimentary, more programme specific information needs to be collected from the administrations.

Cash transfers and other services that directly or indirectly benefit children

The level of overall spending on these programmes is low. If the Government is serious in its poverty alleviation objectives, more public resources should be channelled to the most successful of these programmes.

In general, social protection programmes in Saint Lucia suffer from insufficient clarity and focus in their objectives. This very much applies to the ALMPs, but also to some of the services for households.

The transfer of public assistance to MOST has been a good decision. It has created opportunities for better coordination of efforts and resources. MOST invests significant effort in improving monitoring and evaluation and continues to work on further improvements in its data collection and organization.

With respect to KSL, its multidimensional approach is crucial in addressing the often multi-faceted problems of disadvantaged households and individuals. Efforts and resources can be targeted even more effectively by focusing on households, and even female-headed households, rather than individuals. Moreover, the programme is expensive in its per capita spending – both in its programme expenditure and administration costs. Hence, it is not a programme that could be rolled out on a large scale. It might be feasible to build in some of the successful elements in other programmes – notably the public assistance programme.

BELFund and YEDP are rather costly programmes, both in their per capita programme expenditure and administration costs, despite the fact that compliance (loan recovery ratios) are generally reasonable. This raises some questions as to whether the targeted beneficiaries cannot be assisted in less costly ways.

Active labour market programmes - ALMPs

ALMPs represent a major share of Government expenditure. The total GDP share of expenditure for ALMPs is in the range of 0.5 and 0.9 per cent of GDP, and between 1.5 and 3 per cent of Government expenditure. In fact, in terms of GDP share of spending on ALMPs Saint Lucia out-spends even more advanced industrial economies. This, in combination with the earlier observation of low spending shares on other programmes, raises questions as to whether there is sufficient balance in public resource allocation across the entire spectrum of social protection.

In terms of current numbers of participants, the various ALMPs could absorb the entire unemployed youth population (aged 15 to 34 years). This clearly overshoots the proper target as it may be expected that the majority of unemployed in any age category should be able to find its way into employment without any help from an employment agency. It appears that a large number of these programmes are overshooting in terms of per capita spending on jobseekers. This is an issue of cost-effectiveness. Some of the programmes might achieve similar, if not better outcomes, with less costly instruments.

In general, it is difficult to attribute labour market outcomes to ALMP measures as there is no counterfactual (that is: what would the state of the labour market situation have been without the measure). However, looking at youth unemployment rates over recent years, well above 30 per cent, it cannot be claimed that outcomes of the existing programmes are very good.

In line with the previous point, the wage levels paid in some of the programmes are high, relative to the level of subsistence and to the average market wages. This adds to the attractiveness of the programme and makes it doubtful whether these programmes provide sufficient incentives to exit them or, in fact, to even start looking for a job independent of the programme.

Some of the programmes produce as an outcome the referral of a jobseeker to another programme. Where in individual cases this might be justified, it should not be the main objective. The main objective should be to empower participants to find and maintain a job that suits her/his motivation and qualifications.

There are too many ALMPs and too many administering agencies. This leads to problems of overlap, duplication and coordination failures that the Government wants to address in the NSPP. It would be useful to merge agencies and create something similar to a public employment service. In line with the previous point, per capita administration costs could be significantly reduced if agencies with similar activities merged. The Government should monitor these costs and fix them to ceilings.

CHILD PROTECTION

Expenditure on the various programmes for child protection is scattered across Ministries. The child protection programmes administered by the Human Services Department fall under the Ministry of Health while the Boys Training Centre falls under the Ministry of Social Transformation. Other programmes fall under various other MDAs (Home Affairs, Legal Affairs, the Prime Minister's Office and the Supreme Court). The spreading of programmes

for child protection across ministries, results in difficulties with comprehensive analysis of child protection programme expenditures, as not all of the necessary information is available.

From the limited information available, there is a concern over the apparent decreasing budget affecting child protection programmes. Only 1.2 per cent of Government revenues allocated to child protection programmes in 2013/2014 corresponded to 0.3 per cent of GDP. In real terms, since 2008/09, the budget share in GDP has fluctuated around 0.3 percentage points. The overall spending on child protection programmes is rather meagre.

Despite expenditure on staff salaries increasing over time for child protection programmes, it remains below average salary levels in the health and education sectors. The actual budget allocation for child protection programmes is a critical test of the commitment to uphold the rights of children, especially at a time when funds are tight and demand is rising.

In the absence of clear budgetary allocations for child protection it is difficult to collect information and ensure that continual monitoring of policies for protection of children's rights is taking place.

Objectives in the area of child protection are not clear and coordination on a national level is lacking. While intentions are good, and there is a voiced commitment towards improving child protection, there is no clear overarching document which commits all responsible stakeholders to jointly advancing the situation of child protection in Saint Lucia. The establishment of the NACPC has been a step in that direction. However, NACPC lacks a clear mandate, and the necessary authority and resources to effectively carry out an effective coordinating role.

HEALTH

It is not clear how the budget allocations devoted to children's priorities are determined. There is no information on utilisation for almost all health care provisions, except primary health care. This raises some concerns as to children's priorities in the

allocation of resources in the MOH's budget.

Overall, the allocation of resources towards the MOHs budget measured consistently (2012/13), at 163 million EC\$ in 2013/14, which is below its level in 2009/10 (167 million EC\$). In between, the budget allocated to the MOST has been volatile, with significant drops in budget allocation in 2010/11 and again in 2012/13.

Administrative expenditures represent two thirds of the total budget and half of recurrent expenditure. These resources are not available for services that might benefit children and families with children. Some two thirds of the health care budget is allocated towards administration. Even within recurrent expenditure almost 50 per cent is administrative overheads.

Overall, spending execution has improved. However, sizable re-allocations within the overall expenditure portfolio have remained. In addition to this, there is still a substantial overspending on administration, compared to the (revised) budget that has been submitted to Parliament.

Most of the programme expenditures fall into the functional classification and one third of the total budget is allocated to the three large hospitals. This is even larger when one looks just at recurrent spending. The share of general hospitals in total recurrent expenditure is 50 per cent. This comes at the expense of other sectors that receive a much reduced slice of the cake. Other programmes that might be more cost-effective receive far fewer resources. Expenditure on primary health care decreased in real terms (constant prices) between 2009/10 and 2013/14 from EC\$ 12.1 million to EC\$ 9.3 million. Since primary health services are crucial for children and families with children, this calls for urgent attention.

FUTURE OUTLOOK AND RECOMMENDATIONS

The recommendations in this study are not meant to address gaps in child rights and how they should be fulfilled, as this is beyond the scope of this report. This report should be utilised as a base for further work to advance a long term child responsive

budget approach in Saint Lucia and other countries in the Eastern Caribbean area, which includes a clear system of classifying expenditures related to children that can identify resource allocation across priorities.

The Government of Saint Lucia can advance the realization of children's rights through the development of a country specific, child and gender responsive budget framework which grounds its approach in an evidence-based analysis of aspects of child rights that are identified as lacking or that remain unfulfilled. This framework would form a situational analysis or equivalent diagnostic, which is feasible with the amount of research that has taken place related to child rights in Saint Lucia.

An annual budget in itself is too limited and spans too short a time frame for addressing all children's priorities, which require sustained implementation efforts and policies stretching over a longer period. The budget cycle needs to be nested within a longer-term policy and planning process, which provides a clear link from planning to the allocation of resources (Norton and Elson, 2002, p. 8). This is an item which is on the agenda of the ongoing budget reform in Saint Lucia and is therefore supported.

By establishing such a framework, the government would give headway to the implementation of article 4 of the CRC through prioritizing budgetary allocations with a view to ensure the rights of children and in particular those who belong to vulnerable groups. An overarching question guiding the budget process should be: What do we want this budget to do? And, especially, what do we want it to do for children?

Budgets can be regarded as institutional instruments for the realisation of child rights as well as attaining gender equality. The Government of Saint Lucia can then make use of different stages in the budget cycle (formulation, approval, execution and oversight) to incorporate child rights-related commitments.

The widening Government deficit and increasing public debt pose a challenge. Given that there is little discretionary room in the current government budget, a possible strategy is to further extend the

taxbase in order to create fiscal space for investments in education, social protection and child protection and health policies. However, in order to assess the impact and effectiveness of public spending with respect to outcomes for children and other vulnerable groups, it is imperative to analyze the living standard of the population and identify those groups which are most at risk of living in poverty. Child poverty analysis is not only essential for measuring policy outcomes, but it is an essential tool for policy planning and decision making in a context of limited financial resources. Additionally, this type of information can be used to feed into the fine-tuning of policies that aim to specifically alleviate child poverty on the island.

Education

There should be a focus on the first years of education for the greatest efficiency and effectiveness, including early childhood interventions in larger programmes which can enhance the programmes' efficacy. Increased investment in early childhood development (ECD) would not only have an enormous impact on children, but would address inequality and influence the development trajectory of countries.

There is no question that teachers exert a tremendous impact on academic performance, however, there has to be a more in-depth examination as to whether the answer lies with teacher's salaries alone. In Saint Lucia, salary expenditures in primary and secondary education are crowding out expenditures on other important inputs, and an under-provision of these inputs can have a detrimental impact on the quality of education.

Social protection

Monitoring and evaluation need to be further improved. For adequate governance of the various programmes, including their coordination and, in particular, their scope to be complimentary more programme specific information needs to be collected.

When considering the Government's poverty alleviation objectives, better management

and channelling of public resources should be implemented. Efforts and resources can be targeted even better by focusing on households, and even female-headed households, rather than on individuals.

Further examination is required to establish how some of the programmes mentioned can achieve similar, if not better outcomes, with less costly instruments. For example, per capita administration costs can be significantly reduced if agencies with similar activities would merge. The Government should monitor these costs and fix them to ceilings. The key performance indicators table in Chapter 4 can be a model for annual data collection for the MOF. It can be perceived as an elaboration of performance-based budgeting in the area of social protection spending and child protection spending.

Child protection

Structured support to child protection programmes of different respective ministries would be a step in the right direction. There has to be a resolute and serious undertaking in the planning element when thinking about budgets or budget items which involve child protection schemes and programmes. This has to be approached systemically and with a proactive future outlook.

It is pertinent that child protection programmes receive priority when considering a future undertaking of primary data collections in Saint Lucia. While it is also important to identify additional data needs on less visible themes, corporal punishment and child poverty is a good starting point. Better data, coupled with the Government's commitment, will pave the way for child protection programmes to receive the required financial necessities.

Health

Health sector budget allocations devoted to children's priorities need to be addressed. One way would be child-related tagging of the Government budget. This is the most sophisticated avenue to pursue and given that the government of Saint Lucia is in the process of adopting performance-

based budgeting, such an intervention deserves serious consideration. This would require the collection of age specific utilization information and age specific cost breakdown of services. For generic services, such as administration and public health programmes, age specific utilization shares could be constructed, and the information translated into child-related tags that can be used to monitor the extent to which budget allocations and expenditure are in line with the share of children and specific children's needs.

Utilization related to costs need to be better understood. Is the money going to the right places? In particular, is sufficient amounts going towards services that are important for child survival? The information required to answer these questions is currently not available, and further examination into this matter should be prioritised. The Ministry of Education is collecting information on the utilization of education services on an annual basis. The chapter on education can serve as an example of how this information can be used in child budgeting analysis for health care as this is a gap that needs to be filled urgently.



© UNICEF/ECA/(2015/Marcille Haynes)

1 Introduction



© UNICEF/ECA/(2015/Marcille Haynes)

Article 4 of the Convention of the Rights of the Child (CRC) provides for the obligation of States to invest the appropriate resources for guaranteeing that all the rights safeguarded by the convention are fulfilled to the maximum extent of the available resources. In its most recent communication regarding the implementation of the Convention of the Rights of the Child in Saint Lucia, the Committee on the Rights of the Child (2014) acknowledged the Government of Saint Lucia's efforts to maintain the allocation of resources to the most vulnerable groups of society, including children, given the ongoing economic crisis. However, it also urged the Government to assess the needs of children in terms of budget allocations, utilize a child-rights approach in the preparation of the State budget, with clear allocations for children in the relevant sectors and agencies, and provide disaggregated information on the proportion of the national budget allocated to the implementation of the rights of the child at the national and local level (pp. 4-5).

This report aims to assist in this effort by presenting an analysis of the national budget, while reflecting on policies and investments for children in Saint Lucia. The objective of a related report, published

in the same series, is to examine and explore fiscal space for sustainable financing of existing as well as additional investments and spending that benefit poor households and children in particular.

The starting point of this endeavour is the understanding that such a fiscal space needs to exist or be created in order for government to increase or improve on spending for children, the poor, and other vulnerable groups in the population in a sustainable manner. The analysis focuses on social sector spending, which includes education, health, child protection and social protection. And, while child and gender responsive budgeting is necessary for the progressive realization of children and women's rights and well-being, it should be acknowledged that spending decisions have to be taken against the backdrop of the necessity of maintaining fiscal and macroeconomic stability. Moreover, whether a certain policy measure is deemed affordable is eventually a matter of political will and commitment.

Budgets are a monetary reflection of all government policies. They not only relate to those who issue them (e.g. finance ministries), but also to those who

draft them, and ultimately implement and prioritize the policies that underlie them (e.g. line ministries). They do not merely relate to economic policy but rather they reflect the social contract between government and citizen and take into account social and economic considerations. Without political and civil consensus on how to implement human rights or conventions such as the CRC, long-term financial commitment is difficult to obtain.

1.1 Structure of the Report

Chapter 2 sets the stage for the subsequent analysis. It provides an overview of recent economic, social and demographic developments. Following chapter 2, the report provides an in-depth analysis of the specific budgets relevant for the development and well-being of children: **Chapter 3** focuses on education, **Chapter 4** on social protection, **Chapter 5** on child protection and **Chapter 6** on health.

The four chapters follow a somewhat similar structure. Each chapter begins with an introduction to the topic and an examination of policies and planning (and legislation where relevant). This is followed by a general programmes overview. The examination of the budget is then laid out, and each chapter concludes with a discussion and conclusion. The report concludes with a chapter on closing remarks and future outlook.

1.2 Government Actors

The obligation to invest in policies protecting the rights of children is not the prerogative of one single ministry or government agency. Policies and programmes aimed at the protection of children, the poor and other vulnerable groups fall under the realm of different sector ministries and their implementing agencies. The budget analysis in this report focuses specifically on four ministries, which are pivotal in contributing to child rights:

- Ministry of Finance, Economic Affairs and Social Security
- Ministry of Health, Wellness, Human Services and Gender Relations
- Ministry of Education, Human Resource Development and Labour

- Ministry of Social Transformation, Local Government and Community Empowerment³

While the analysis is concerned primarily with the aforementioned ministries, other ministries will be touched on as needed, to provide for a comprehensive mapping of relevant programmes across ministries, departments and agencies.

1.3 Data and methodology

The analysis in this report draws on primary and secondary information from multiple sources. Key sources for the budget analysis are official Government budgets, policy and planning documents, detailed budgets from sector ministries and from specific publicly financed programmes for children. In close collaboration with the relevant ministries and supported by UNICEF, the team collected detailed budget information during field visits to Saint Lucia. In addition, the report draws on secondary data published by the Central Bank and the Central Statistical Office of Saint Lucia. The analysis also uses a vast array of existing publications, such as journal articles, working papers, project and policy reports, and other general and legal documents. An overview of the sources used is provided at the end of the report.

The budget analysis presented in chapters 3 to 6 distinguishes between programme and administrative costs, which required the realignment of the administrative and economic budget classification. It allows the allocation of spending towards operations and beneficiaries. Capital and recurrent expenditures are analysed separately and in combination in order to obtain a comprehensive overview of programme expenditures.

Finally, nominal amounts are converted into constant (real) prices for the identification and analysis of spending (and revenue) over time. The actual budget analysis is guided by four underlying tasks. Firstly, to investigate the allocative efficiency of the budget, secondly to look at its economic efficiency and thirdly either conducting a benefit incidence analysis or examining the effectiveness of

³ The names of the ministries will be used interchangeably in this report, as the function of the ministry is of the overarching importance.

budget allocations. Finally, a list of key performance indicators specific to each issue is presented.

Data from the Multiple Indicator Cluster Survey – Round 4 (MICS4) were used for the analysis of material poverty and child well-being which is discussed in chapter 2⁴. The MICS is a standard UNICEF survey which contains a wide range of questions related to child well-being, including nutrition, education, reproductive health, and housing. The MICS4 survey was implemented in March-May 2012. The sample contains 1718 households (4922 individuals) and is representative at the national level.

1.4 Limitations

Ideally, a benefit incidence analysis would have been part of each sector chapter. Such an analysis allows assessing to what extent budgetary allocations are redistributive, but also to what extent different groups of the population benefit from government spending. A benefit incidence analysis requires information at the individual level regarding the actual use of government services. It also requires information on the welfare level of households and individuals in order to assess whether a certain policy or programme is pro-poor. Furthermore, the analysis requires information on government spending per capita. This information is only systematically available for education, where allocations to schools are based on the principle of per-capita funding.

For the other social sectors, the available data was insufficient to assess whether allocations match the needs and rights of children and other vulnerable groups, and how far the commitments made to children's rights through policy and programmes are being translated into reality. Neither is it possible to assess whether allocations are equitable from a gender perspective. Additionally, some other missing data severely affected the depth of the analysis. This included the unavailability of age specific health care utilization statistics. Except for a few health programmes, it was not possible to link budget allocations or expenditure to children. The section on child protection constituted the biggest

challenge as far as data was concerned. Insufficient data made it difficult to assess whether the allocations match the needs and rights of children.

Without having a comprehensive picture of how the allocation proportions were actually spent, it was not possible to do a comprehensive and in-depth analysis as was possible with the other chapters. With regards to social protection in Saint Lucia, large amounts of data have been collected. Often, these were not standardized in the information system. The challenge, therefore, was mainly at the staff level of the various agencies administering these programmes to meet this report's data requests. For a number of programmes, there was insufficient information to go into the desired level of depth in the analysis. This is reflected in the discussion of the various social protection programmes. For some programmes it was possible to go a few steps further than for others.

The MICS4 data, while perfectly suited for the analysis of child well-being and the situation of women, does not collect information on income or consumption. This also implies that there is currently no information on the coverage, distribution and adequacy of social transfers.⁵

The authors are, however, extremely grateful to all who have invested a sizable share of their time and effort to collect and provide these data, which despite its limitations made the writing of this report possible. The gaps in the data described above could be taken as an agenda for Government action in the near future. The report serves as an illustration of what can be done in terms of analysis when the required data are available.

1.5 Process

This report is one of three. The objectives as reflected in the TORs were threefold: (i) analyze existing national budget policies, social expenditures and investment in social policies for the needs of children in Saint Lucia, (ii) analyze the existing 'allocation and operational' effectiveness and

⁴ See accompanying report on the mapping of child wellbeing for more in-depth analysis: "Child Well-being in Saint Lucia: a multidimensional analysis".

⁵ Note that since the last representative household survey containing data on income, consumption and benefits was implemented nearly nine years ago (LSM/HBS from 2005/2006), there is a lack of up-to-date information which would allow an impact assessment of social protection programmes.

efficiency of direct and indirect public allocations for children, and the degree to which gender responsive budgeting and policy development has impacted on this effectiveness and efficiency, and prepare recommendations for increasing the effectiveness and efficiency and review the impact on public finance of national development policies for children, and (iii) analyze the overall economic and financial situation of Saint Lucia, ensuring a gender-responsive analytical lens, to identify the scope of available and potential fiscal space to spend for social protection on a sustainable manner. The table below provides an overview of the activities and outputs.

The team conducted three missions to Saint Lucia. The first (February – March 2014) was for interviews and information collection purposes required to undertake the budget analysis and construct an assessment matrix providing an overview of relevant programmes, their design and implementation challenges. The second mission (June 2014) was for clarification, further collection of budget information, presentation of the first results and to collect information with respect to benefit incidence. The third mission (November 2014) was to present the preliminary results and introduce the costing model in a seminar with stakeholders in Saint Lucia.

Table 1-1 Overview of Activities and Outputs

Phase	Activities	Outputs
I. Mapping existing programmes	<ul style="list-style-type: none"> Conduct interviews with ministries and other agencies, collecting information Construct an inventory of social protection and child protection programmes in Saint Lucia Assess the financial governance framework Review expenditure in areas of social expenditure relevant for children, with a focus on: health, education, child protection and social protection Assess benefit incidence focusing at public allocations Assess the needs and impact from social expenditures for children Assess the planning and implementation framework, in particular related to children Assess the allocation of budget resources towards their stated objectives Assess the 'economics' of spending: develop benchmarks to assess the choice of inputs related to programmes for children 	<ul style="list-style-type: none"> Inception report 'Assessment matrix', this is an overview of relevant programmes: design, implementation and challenges Draft first version 'Benefit Incidence Report' Draft first version 'Budget Report' Meeting with Ministries (June 2014)
II. Analysis of the administrative and allocation efficiency of existing social protection programmes, related to children	<ul style="list-style-type: none"> Produce an overview of the overall macroeconomic and fiscal environment, and fiscal management, including a projection of key economic and fiscal variables Formulate a proposal for a minimum SPF package for Saint Lucia (preparing phase III) 	<ul style="list-style-type: none"> Draft final 'benefit incidence report' Draft final 'budget report' draft first version of 'fiscal space report' Seminar with national stakeholders to discuss the draft reports and work with the costing model (November 2014)
III. Analysis of fiscal space and costing of a SPF package for Saint Lucia	<ul style="list-style-type: none"> Estimate the short, medium and long term cost of the SPF package Estimate the amount of fiscal space required to finance both existing and envisaged policies 	<ul style="list-style-type: none"> Draft final 'fiscal space report'
IV. Recommendations and dissemination		<ul style="list-style-type: none"> Final versions of the three reports (June 2015) (Training on the costing model)

2 Economic and Social Context



© UNICEF/ECA/(2015/Marcille Haynes)

This chapter presents a brief overview of the general socio-economic situation in St Lucia. It provides the contextual background to the subsequent chapters in this report. The chapter draws from multiple sources, including results from the 2010 Population and Housing Census⁶, the latest Labour Force Survey from 2013, and the Multiple Indicator Cluster Survey (MICS4) from 2012. It starts with an overview of the economic and fiscal environment of Saint Lucia providing the economic context for the subsequent chapters. The chapter then continues with a description of the demographic situation and a concise review of the labour market of Saint Lucia. Finally, the chapter outlines the poverty and child well-being situation using the limited information currently available.

⁶ Data from the Saint Lucia's 2010 Population and Household Census and a preliminary report can be found online on the webpage of the Central Statistical Office: stats.gov.lc.

2.1 Economic and fiscal environment

Key economic and social indicators for Saint Lucia over the past five years are presented in Table 2-1. In recent years growth rates have been low and volatile. Real GDP per capita in 2013 was lower than in 2008 and unemployment rates have been high and continue to rise—up from 16.3 per cent in 2008 to 23.3 per cent in 2013. At the same time, the labour force participation rate has been increasing. In 2013, 80 per cent of the population participated in the labour force.

Table 2-1: Selected economic and social indicators for Saint Lucia, 2008–2013

	2008	2009	2010	2011	2012	2013
Nominal GDP, Billion EC\$	3.20	3.19	3.38	3.50	3.56	3.56
Real GDP, Billion EC\$ ⁷	3.64	3.63	3.61	3.66	3.61	3.56
Real GDP growth, per cent	4.7	-0.1	-0.7	1.4	-1.3	-1.5
Inflation rate, per cent	7.2	-1.7	3.3	2.8	4.0	3.1
Unemployment rate, per cent	16.3	19.1	20.6	21.2	21.4	23.3
Female unemployment rate, per cent	19.3	20.6	22.0	23.3	23.6	25.5
Labour force participation rate	76.4	77.6	75.7	78.8	81.7	81.4
Female labour force participation rate	69.3	73.5	68.9	75.7	77.3	77.5
Population size	163,857	164,726	165,595	169,130	172,363	172,631
Real GDP per capita, EC\$ ⁸	22,192	22,060	21,761	21,860	21,348	20,804
Debt/GDP ratio, per cent	56.2	61.1	63.4	66.5	71.7	80.1

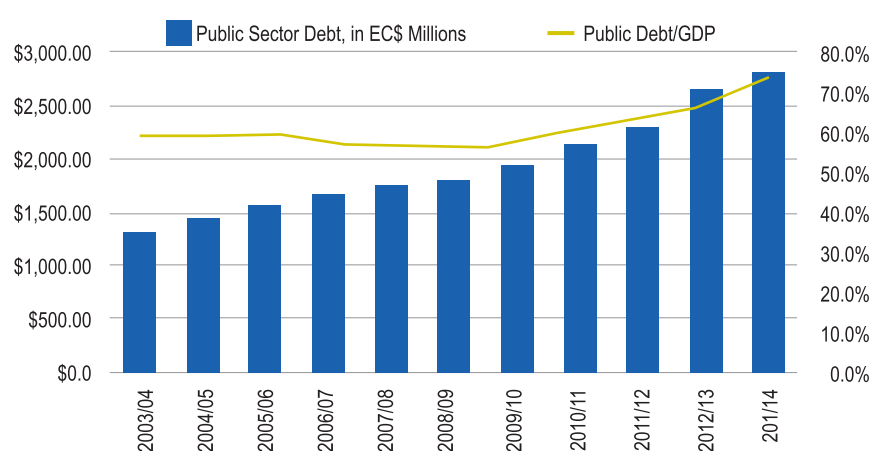
Source: GOSL (2014); CSO (2014b); CSO (2014a); IMF (2014). Note: Inflation rates as moving average, taken as of December each year. Inflation rates for 2012 and 2013, come from an updated, but different data source than previous numbers, namely CSO (2013a). 2013 Real GDP growth figure was taken from the IMF (2014). Numbers for earlier years corresponded with CSO numbers. The 2011 unemployment rate uses the average for the first and second quarter only.

The public debt of Saint Lucia has been increasing substantially over the last decade, due to large increases in Government spending in recent years. In 2002, the debt-to-GDP ratio was a relatively healthy 59.2 per cent, but reached 80.1 per cent in 2013 and is expected to increase even further (see

Figure 2-1).

The challenges for Saint Lucia's government are eminent. The Government budget statement of 2013 briefly states Saint Lucia's concerns: "Our challenge: high debt, low growth" (GOSL, 2013a, p. 9).

Figure 2-1: GOSL Public Debt (left) and Debt/GDP (right), 2003–2013



Source: GOSL (2014)

7 Base year 2013

8 Base year 2013, own calculations (real GDP / population) based on CSO (2014b).

2.2 Fiscal operations and management

Public financial management

One of the dimensions where governments can find fiscal space is in the streamlining of their public financial management (PFM), with a view to render government's financial operations more effective and efficient. One side is the improvement of revenue collection – for example, increase compliance, introduce reliable revenue forecasting mechanisms, etc. The other side is in planning and implementing expenditures in an effective and efficient manner – for example, ensuring that spending is in line with political preferences and is planned well so as to minimize surprises, reduce administrative overheads within MDAs, etc. In order to improve their budget and planning processes, governments in an increasing number of countries have introduced medium term expenditure frameworks (MTEF).

Saint Lucia introduced its first MTEF in the late 1990s. Later, the Government's focus broadened to include the strengthening of budget execution, commitment control and accounting, and the development of an integrated financial management information system (IFMIS). Saint Lucia is currently in the process of developing from a medium term fiscal framework (MTFF) towards attaining the highest level – that is, the development of a MTEF.

Two (independent) public expenditure (PEFA) reports have been published over the past decade, the last one in 2009. In general, PEFA reports look into six critical areas of PFM. These are (i) the credibility of the budget, (ii) comprehensiveness and transparency; (iii) policy based budgeting, (iv) predictability and control in the budget execution, (v) accounting, recording and reporting, and (vi) external oversight (PEFA, 2009). Where the thrust of the earlier (2006) report was towards improvement across the board, the 2009 PEFA report highlighted some stagnation – with improvements recorded on 1 indicator (out of 28 indicators) against deterioration on 8 indicators (PEFA, 2009). In terms of the credibility of the budget, recurrent expenditure has a better rating than capital expenditure. In terms of transparency, the budget is deemed adequate. However, the report identifies several

significant revenue and expenditure items that are not recorded in the budget. It is not clear what the current status is on this important issue. Some issues in the PEFA (2009) report have been taken up since – for example, the shift to performance budgeting which aims to link the budget on a one-to-one basis with outputs and outcomes.

In one area, external oversight, the practice is still inadequate. This became clear when the latest audit report available at the time of writing this report turned out to focus on FY 2009. The one indicator that showed improvement in 2009 compared to 2006, was the quality and timeliness of annual financial statements. Indicators that were stagnant or deteriorated were (inter alia) the accrual of arrears, oversight of other public entities, effectiveness in collection of tax payments, and the proportion of foreign aid inflows managed through the Government of Saint Lucia. From a fiscal space perspective, in particular the latter two are of crucial importance. If compliance in tax collections is slipping and Government is not capable to act against this, this shuts down one of the avenues for creating fiscal space for social spending. Likewise, if Government cannot control substantial shares of foreign aid inflows, there is a risk of allocative and operational inefficiencies in the use of these resources. It has been stated that the share of inflows that remains outside the consolidated budget is insignificant.⁹

Strategic planning for the budget starts in April (Fiscal Year) FY-1 when, throughout the summer, strategic directions and fiscal targets are developed. The economic outlook for the operational fiscal year, and revenue, recurrent expenditure and capital expenditure projections are formulated. Ministries, departments or agencies (MDAs) submit proposals and the initial budget allocations are drafted.

In August/September, detailed estimates are prepared and discussed between the budget office and the MDAs. The estimates are submitted, with recommendations from the budget office, to cabinet (see Table 2-2).

⁹ Interview with senior officials from MoFs Budget Office.

Table 2-2: The budget calendar of Saint Lucia

Key Task	Activities	Responsibility	Indicative completion date
Medium term fiscal framework	MOF prepares draft medium term fiscal framework <ul style="list-style-type: none"> • aggregate expenditure ceilings, • updated revenue forecasts, projected and target fiscal balance • baseline budget and forward estimates ceilings for each ministry • indicative expenditure priorities (including possible priority investment projects). 	Budget office	31/8
	Cabinet approves medium term fiscal framework	Cabinet	15/9
National budget call circular	Budget call circular issued to all agencies setting out baseline budget ceilings and requirements for: <ul style="list-style-type: none"> • preparation of programme-based annual budget and two forward years estimates in accordance with the baseline budget ceiling' and • new spending requests (above initial ceiling) , savings options, and revenue measures (i.e. fees and charges) 	Budget office	15/9
Agencies submit 2014/15 budget submissions	Agencies submit baseline estimates (i.e. 2014/15 budget estimates and 2015/16 and 2016/17 forward estimates by programme).	Agencies	30/11
	Agencies submit proposed new spending requests (budget pressures and new initiatives, savings options and revenue proposals).	Agencies	30/11
	Budget office rejects and returns incorrect or incomplete submissions to agencies for amendment and resubmission.	Budget office, Agencies	15/12
Bilateral consultations with agencies	Budget office meets with agencies to discuss new spending proposals and proposed revenue measures in the context of the Government's strategic objectives and fiscal targets.	Budget Office, Agencies	1-15/1
Budget technical committee	MOF updates medium term economic and fiscal outlook report	MoF	17/1
	Budget office presents draft budget to budget technical committee	Budget office, Technical committee	21/1
Policy committee meeting with PM	PM meets with policy committee to finalise new spending requests, savings options and proposed revenue measures.	Policy committee	31/1
Budget meetings with PM	Agencies meet with PM to discuss expenditure policy priorities	Agencies	15/2
Final budget estimates	Cabinet meets to approve final budget ceilings including approved new spending requests, savings options and revenue measures	Cabinet	28/2
	Budget office and agencies make final adjustments to budget estimates in accordance with final budget ceilings and policy decisions.	Budget office	28/2
	Budget office prepares budget ceiling reconciliation tables for each agency to highlight all approved adjustments between baseline budget ceilings (i.e. 2014/15 and 2015/16 forward estimates rolled forward from 2013/14) and final budget ceilings.	Budget office	28/2
Budget approval	Budget estimates and appropriation bill submitted to Parliament	Minister of Finance	28/2
	Budget debate	Parliament	1-31/3
	Budget approved	Parliament	31/3

Source: Authors' compilation

In the spring, until mid-March, the budget documents are prepared and following that, end-March, Cabinet approves the budget and submit it to Parliament. Budget documents submitted to Parliament include the Minister's budget statement, economic report, financial statement containing the consolidated budget and detailed budget estimates and output based estimates of each of the MDAs in administrative and functional breakdowns. In addition to this, MOF should prepare the public sector investment plan, which is also to be submitted to Parliament. However, over the past decade no public sector investment plan has been submitted to Parliament.

Throughout the fiscal year, MDAs report on a quarterly basis on the implementation of budget plans and performance of planned results.

Improvements are ongoing in the following areas:¹⁰

- a. The inclusion macroeconomic and fiscal forecasts in the budget
- b. The integration of budget preparation and economic planning
- c. Reducing the incremental ('bottom-up') nature of the current budget preparation process and turning it into a more strategic venture

With regards to these points, the Government of Saint Lucia, with assistance from the Caribbean Regional Technical Assistance Center (CARTAC), has embarked on an important reform to improve the PFM framework and address some of the challenges. First, it has adopted 'rolling' three-year budget estimates to establish hard annual and multi-year budget ceilings to underpin a medium-term expenditure framework (see below). The aim here is to develop forward estimates to establish 'hard' multi-year budget ceilings that serve to underpin the preparation of formal programme-based budget submissions and estimates in a more strategic rather than incremental manner. The second element of the reform process calls upon Government to prepare the annual budget and forward estimates in a programme-based format.

¹⁰ This information was captured from an interview with senior officials from the MOF's Budget Office.

The aim of programme-based budgeting is to better align budget allocations to Saint Lucia's strategic policy goals and priorities (CARTAC 2013)¹¹.

In fact, in 2013, the Government of Saint Lucia published, for the first time, forward estimates of recurrent expenditure for the following two fiscal years (that is, 2014/15 and 2015/16) as a part of the 2013/14 annual estimates of revenue and expenditure. Moreover, the draft budget call circular requires MDAs to submit savings options in a more rigorous manner. The aim here is to provide Cabinet with a 'menu' of savings options to prioritize spending requests and/or meet its fiscal targets. This should eliminate the practice of submitting rather vague across the board spending cuts that are seldom linked to planned reductions in services, hence leading to additional funding requests or the accumulation of arrears (CARTAC 2013).

Hence, focusing on the objectives and planned results of Government expenditures, programme-based budgeting is an important tool for assisting Cabinet to make choices between competing demands for scarce budget resources as well as for evaluating the results and cost-effectiveness achieved from budget programmes (CARTAC 2013).

According to the new budget call circular, MDAs are required to submit their 2014/15 budget and forward estimates in a revised format including the listing of their mission statement, strategic objectives, organizational objectives, programmes, programme objectives, programme costs (recurrent and capital by economic category), planned strategies for 2014/15 (that is, specific strategies aimed at improving performance) and output and outcome indicators and targets (CARTAC 2013). Hence, budget and performance information are now merged into a single format. The new format also reduces the level of detail in expenditure categories (both functional and economic) and in staff categories, focusing now more on the proportion of staffing resources allocated to front line services (CARTAC 2013).

¹¹ The CARTAC (2013) report presented factual information related to the budget allocations, moreover, the team verified the information given in this section with the Budget Office in Saint Lucia. Additional and illustrative points have been presented when necessary.

Included in the PFM reform are several new tools, to be implemented in this and subsequent FYs, that aim to support fiscal discipline and a more effective prioritization of budget allocations – such as a budget scorecard, a cabinet decision table and a budget ceiling reconciliation table, all meant to strengthen the planning process and render the budget process more transparent.

There is some scope for further improvement; two issues are of particular relevance for the discussion on budgeting for children in Saint Lucia. Firstly, the formulation of performance indicators – in SMART terms – that help to reduce the incremental nature of the budget and turn it into more of a strategic venture has only just started. Secondly, there is no unified framework for recurrent and capital expenditure – the capital (development expenditure) budget is prepared parallel to the recurrent expenditure budget and the two are not integrated at a later stage, despite the fact that there are ‘hidden’ recurrent costs in capital expenditure. In this report, Budget Analysis for Investments in Children in Saint Lucia, some effort has been made to disentangle recurrent and capital expenditure items and to bring both to a level of detail where meaningful claims as to allocative and operational inefficiencies can be made.

2.3 Demographic trends

With a total population of 182,270 in 2013 (UNICEF 2014), Saint Lucia is a small country. In spite of the fact that Saint Lucia’s population is ageing, it can still be considered relatively young given that almost half of the population is under 30 years old and around one fourth of the population is under 14 years old (CSO, 2010b). In 2013, the total number of children under 18 was 53,370, accounting for 30 per cent of the population and 14,000 children were under 5 (UNICEF, 2014). Table 2-3 shows the composition of Saint Lucia’s population by age category, demonstrating that the fastest growing age group consists of the 18-64 year olds. In 2002, 55.5 per cent of the population belonged to this age group, increasing to 61.5 per cent in 2010. Between 2000 and 2012, the percentage of children in the age category of 0-17 decreased by seven percentage points (from 37 to 30 per cent¹²), which could be the result of decreasing birth rates and ageing of the population. The crude birth rate decreased from 28 to 15 life-births per 1,000 between 1990 and 2013 (UNICEF 2014). The older population (65+) remained relatively constant, accounting for no more than 7.5 to 8.6 per cent of the population in the entire period.

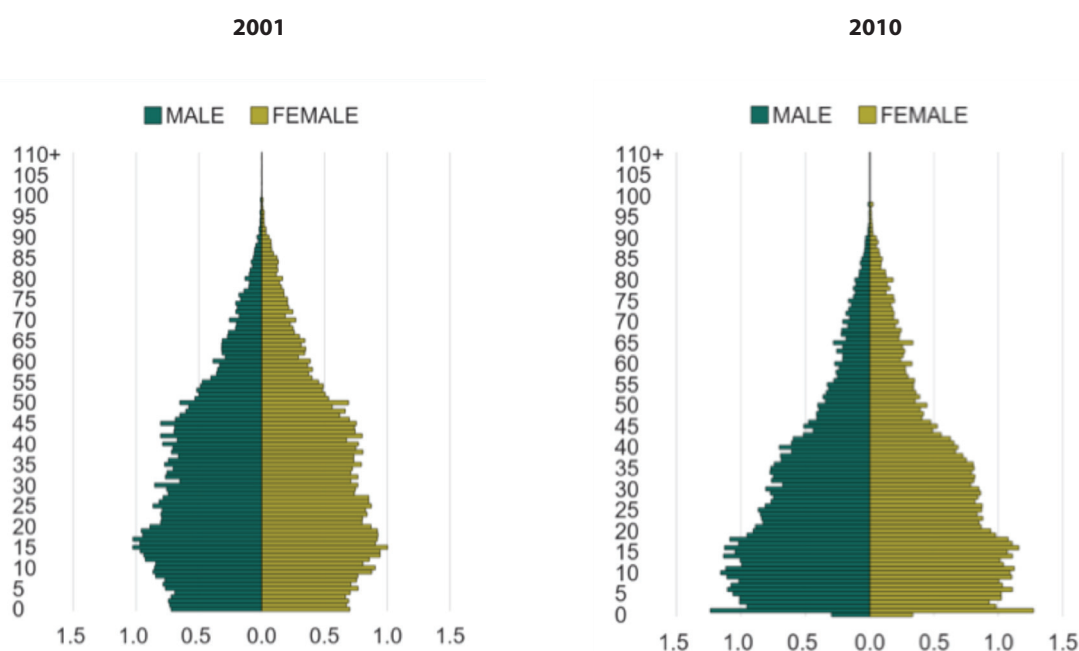
¹² Authors own calculation on the basis of CSO, (2010b)

Table 2-3: Population structure (as a percentage)

	2002			2010		
	Males	Females	Total	Males	Females	Total
Ages 0-5	11.4	10.9	11.1	8.8	8.4	8.6
Ages 6-14	19.9	18.8	19.4	15.7	15.0	15.4
Ages 15-17	6.5	6.5	6.5	6.1	5.6	5.9
Ages 18-64	55.3	55.7	55.5	61.5	61.6	61.5
Ages 65+	6.9	8.1	7.5	7.8	9.4	8.6
Total	100.0	100.0	100.0	100.0	100.0	100.0

Source: CSO, (2010b)

Figure 2-2: Population pyramid in 2001 and 2010



Source: CSO (2010b)

Note: the large group of one year olds might be a data issue. The data used to create the pyramid are not smoothed. Single years are used (contrary to regular 5-year intervals) which may result in incidental data irregularities. In 2010, this large group has disappeared.

The population pyramids in Figure 2-2 confirm the findings in Table 2-3. The 2001 pyramid has a considerably broader base than the 2010 pyramid, indicating that in 2001 a larger share of the overall population was concentrated in the youngest age categories and hence that on average the population on the island used to be younger. The two driving factors explaining this development are (1) a declining fertility rate and (2) an increase in life expectancy at birth. With regards to the former, between 1990 and 2013 Saint Lucia's fertility rate fell from 3.4 to 1.9 (UNICEF 2014). Notwithstanding that teenage pregnancy remains a major challenge on the island, this decrease can partly be explained by a drop in teenage pregnancies (Blank, 2009). With regard to life expectancy at birth, between 1990 and 2010 the average number of years that a newborn was expected to live increased from 72 to 77 years for men and from 73 to 77 years for women (The World Bank, n.d.).

Table 2-4 shows that dependency ratios are decreasing, a development driven by the lower number of children in the population. However, older persons as a percentage of the working age population are increasing, confirming the trend of an ageing population.

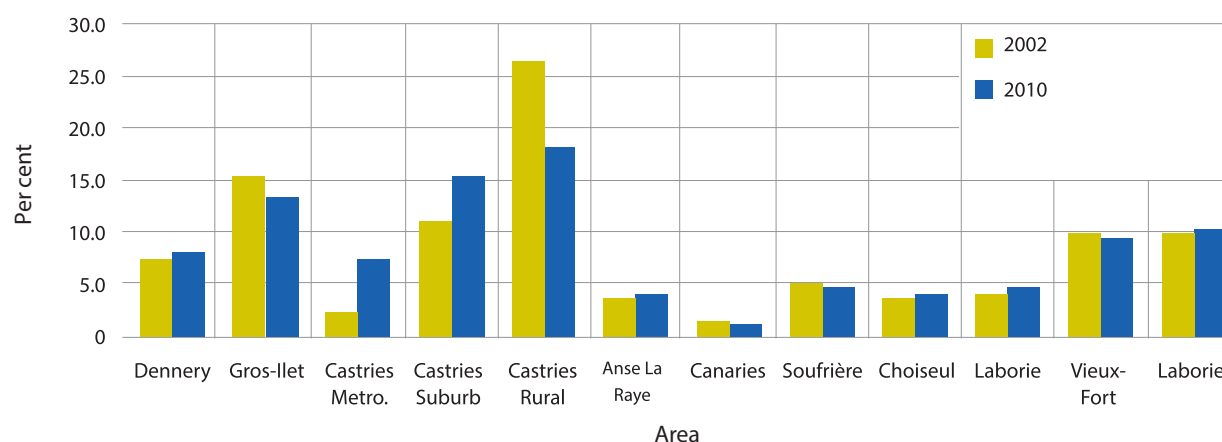
Table 2-4: Dependency ratios¹³ (per cent) of working age population

	2000	2005	2010	2012
Young	53.6	44.3	38.1	36.3
Old	12.6	11.3	12.8	13.1
Total	66.2	55.5	50.9	49.4

Source: The World Bank (n.d.)

13 Showing the number of dependents (aged 0-14 and over the age of 65) to the total population (aged 15-64).

Figure 2-3: Distribution of population per area (per cent)



Source: CSO (2002); CSO (2010b)

Over time, the size of the average Saint Lucian household has decreased steadily. Whereas in 1991 the average household consisted of 4 persons, the average household size decreased to 3.3 persons in 2001 and further declined to a size of 2.8 persons in 2010. According to Saint Lucia's Central Statistical Office (CSO) 42.5 per cent of households are headed by females. Considering other countries in the region, the relatively high proportion of female-headed households is not uncommon (CSO, 2011).

The distribution of population per area is shown in figure Figure 2-3. Saint Lucia is a predominantly rural society. Only 18 per cent of the population live in urban areas (World Bank, n.d.). However, in 2010, approximately 41 per cent of Saint Lucia's population were living in the Castries district (including the capital city), which makes it both the most highly and most densely populated (2,139 persons per square mile) district in the country (CSO, 2011). The constant movement of individuals towards the urban centres of the island can be explained by the fact that the agricultural sector is shrinking, especially as a result of the downturn in the banana industry¹⁴. The reducing significance of agricultural

production has led to poor employment prospects in rural areas and has triggered increased migration towards urban areas (Henry-Lee, 2004).

2.4 Labour market

Labour market participation in Saint Lucia has increased considerably since 2002 (Table 2-5) Overall, participation increased from 74.2 to 81.4 per cent. Although male participation is still higher, female labour force participation increased from 68.6 to 77.5 per cent over a period of ten years.

Table 2-5: Key labour market statistics (as a percentage)

	2002	2007	2012	2013
Labour force participation, both sexes	74.2	75.0	81.7	81.4
Male	80.3	81.1	86.0	85.3
Female	68.6	69.1	77.3	77.5
Unemployment rate, both sexes	20.5	14.5	21.4	23.3
Male	17.4	10.4	19.4	21.3
Female	24.0	19.2	23.6	25.5

Source: calculated from CSO LFS data

¹⁴ Overall, the agricultural sector has been on a general decline due to several economic, technical and institutional factors. The sector performance has been strongly influenced by market conditions in the EU. Banana exports have declined by almost 50% since the mid-1990s (Singh, Rankine, & Seepersad, 2005).

Table 2-6: Unemployment rate by age group and sex, 2013

Age group	Male	Female	Total
15-19 Years	53.0	70.7	61.1
20-24 Years	36.9	43.4	40.0
25-29 Years	26.6	32.4	29.2
30-34 Years	21.7	19.8	20.8
35-39 Years	16.6	15.1	15.9
40-44 Years	11.3	21.9	16.7
45-49 Years	13.3	21.4	17.3
50-54 Years	14.7	15.7	15.2
55-59 Years	13.0	14.5	13.6
60-64 Years	11.4	9.8	10.6
Over 65 Years	14.1	13.9	14.0
Total	21.3	25.5	23.3
Youth unemployment	35.7	44.1	40.0
Other adult unemployment	17.5	17.8	16.3
Youth/adult ratio	2.04	2.49	2.43

Source: CSO (2013b) Note: Youth defined as persons 15-29 years of age. Authors' calculations for youth unemployment rates and youth/adult ratio.

However, the prime risk that the working-age population of Saint Lucia faces is unemployment (Blank, 2009; Cultural Marketing Communication (Caribbean) Ltd., 2011). While the unemployment rate was as low as 14.5 per cent in 2007, in the aftermath of the economic crisis it increased to 23.3 per cent in 2013. The labour market in Saint Lucia since 2008 has not been able to absorb the growth of the labour force (Gimenez et. al 2015) Unemployment rates are still higher for women (more than two percentage points in 2013).

Youth unemployment in Saint Lucia constitutes a major challenge for young persons living on the island. According to the latest labour force survey, over 50 per cent of the unemployed are between the ages of 15 and 29, resulting in a youth unemployment rate that is more than 15 percentage points higher than the national average for the total

population (Gimenez et. al. 2015). Young women are more likely to be affected than young men. In 2013, 44 per cent of young women between the ages of 15 and 29 were unemployed, compared to 36 per cent of young men in the same age category (see table 2-6).

Much of the unemployment in Saint Lucia is structural and reflects the inability of the educational system to adequately prepare the workforce for the labour market (Kairi Consultants Ltd., 2011) and the lack of employment opportunities. According to the CSO (2014b), long term unemployment (i.e. more than six months) amounted to approximately 75 per cent in 2008 and 2009, 68 per cent in 2012 and roughly 60 per cent in 2013. This decrease could indicate an improvement in the educational system or the effect of the various active labour market programmes that the Government of Saint Lucia has implemented; however this requires further examination.

Table 2-7 provides an overview of the composition of Saint Lucia's employed population by splitting it into categories according to the status of the employed. The table reveals that roughly two thirds of the total formal labour force consists of paid employees, while the self-employed make up 23 per cent. The remaining 7.9 per cent of the employed population could not be classified based on the available data.

In addition, the table shows that while employed men are more likely to be paid employees, employed women are more likely to be self-employed. Furthermore, males more frequently work in a government job than females, while the latter are more likely to be own account workers. According to the ILO-definition of vulnerable employment, which is defined as "the proportion of own-account workers and contributing family members in total employment", Saint Lucian women are more prone to be employed in activities falling under this definition than Saint Lucian men. As a result, they are more vulnerable to economic shocks because of the insecure nature of their work and the potentially lower earnings.

Table 2-7: Employed population by status of employment and sex (per cent), 2013

	Male	Female	Total
Total paid employed	74.2	63.2	68.3
<i>Of which</i>			
Paid employed (Government)	20.4	13.2	16.5
Paid employed (private)	53.8	50.0	51.8
Total self-employed	18.5	28.3	23.8
<i>of which</i>			
Employer	3.5	7.1	5.4
Own account worker	14.1	20.8	17.7
Contributing family member	0.9	0.3	0.5
Member of a production cooperative	0.0	0.1	0.1
Not classifiable	7.3	8.5	7.9
Total	100.0	100.0	100.0

Source: CSO (2014a); CSO (2012a). Note: Own recalculation of figures (not done consistent by CSO). Category 'apprentice' was left out, as there were no observations in this category.

Saint Lucia does not have a legal minimum wage (Henry-Lee, 2004). According to CSO (2013b), the median and mode of monthly gross income in Saint Lucia amount to 1200 and 1999 EC\$ per month in 2013 respectively.

Informal employment¹⁵ accounts for a considerable proportion of Saint Lucia's labour market. The most recent informal sector survey estimates informal workers to account for 27.3 per cent of all employees¹⁶, while generating 8 per cent of (nominal) GDP, most of which originates from informal agricultural work¹⁷ (CSO 2010a).

2.5 Poverty and child well-being

The latest country poverty assessment conducted in 2006 estimated that 28.8 per cent of the population was poor (Kairi Consultants Limited, 2008). Poverty appeared to be concentrated in

15 Informal employment here is defined as employees who have no written contract and do not a pay slip.

16 This is considered to be a slight drop compared to the year 2000 when the proportion of informal workers in the labour market stood at 30.5 per cent (Henry-Lee, 2004). This could include for example street vendors, ex-farmers and fishers.

17 Includes: livestock, fisheries and forestry

rural areas with rural quarters having poverty rates between 38 and 45 per cent. Saint Lucia remains highly vulnerable to external shocks of both financial and environmental nature similarly affecting other small island developing states¹⁸.

The most vulnerable population subgroups are children; women; elderly and persons living in rural areas. All of these groups are relatively more prone to face transient and chronic multidimensional deprivations, which frequently are the product of intergenerational transmission of poverty, lack of social mobility, household composition, unemployment, and the nature of household childcare responsibilities (UNICEF, 2013). Additionally, previous studies have found that persons living in female-headed households are more likely to be poor than those living in male-headed households. Single mothers with children – particularly those that are not receiving adequate support from a male partner – are at an even greater risk of poverty due to the lack of entitlement to economic support as well as lack of childcare facilities, making it difficult for single mothers to participate in the labour market¹⁹.

A more recent perspective on household poverty and well-being can be derived from the MICS4 data, collected in 2012. Although, MICS4 does not collect data on monetary indicators, such as income or expenditures, the data allow for an assessment of material well-being based on the wealth index.²⁰ Figure 2-4 shows that single-person households are highly concentrated in the bottom of the wealth distribution. Hence, persons living in these households are noticeably worse-off than their counterparts living in larger households. To illustrate this, 40.4 per cent of single-person

18 The state is ranked as highly vulnerable as measured by volatility of real per capita GDP and output, ranking the 19th most vulnerable out of 111 developing countries (Social Safety Net Assessment, 2009). 40.3% of Saint Lucia's population, or an additional 11.5% to those already below the poverty line, are considered vulnerable (Kairi Consultants, 2006).

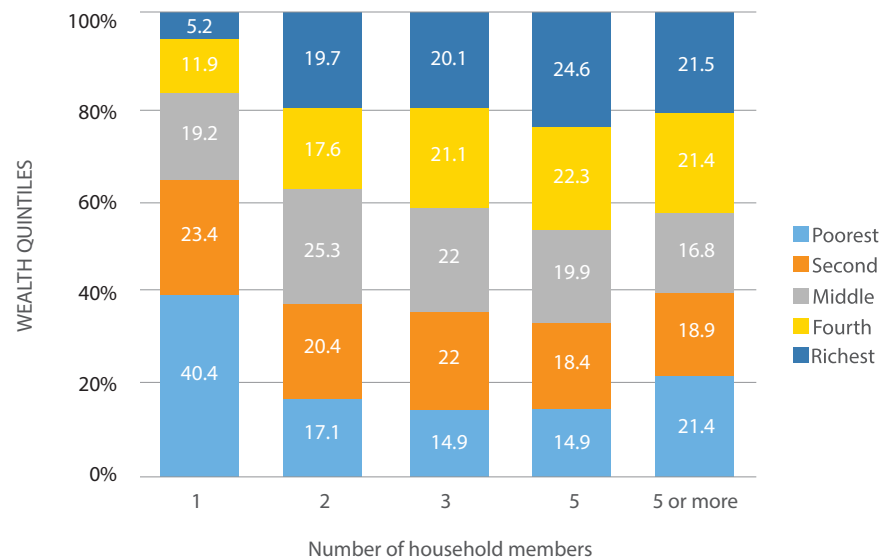
19 For more on these studies refer to Kairi Consultants (UNICEF, 2010).

20 The wealth index is constructed using information regarding ownership of household assets (such as types of floor, roof, wall, type of cooking fuel, radio, television, mobile phone, land line phone, bicycle, motorcycle, boat, car/truck, source of drinking water, type of sanitation facility). Through principal component analysis each asset is assigned a specific weight, and a wealth score is calculated for each household. For a detailed description of the wealth index methodology, please see Rutstein and Johnson (2004) and Filmer and Pritchett (2001).

households belong to the poorest wealth quintile and only 5.2 per cent to the richest. Although among larger households the wealth distribution is less regressive, individuals living in households with many children (i.e. three or more) are more likely to be among the poorest than those living in

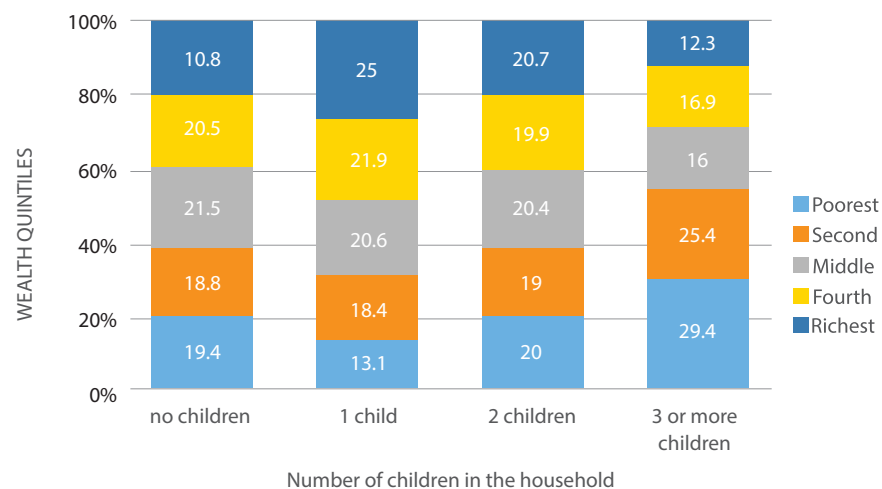
households without children. Almost 30 per cent of persons living in households with three or more children belong to the poorest wealth quintile, as compared to 19.4 per cent of persons living in households without children (see figure 2-5).

Figure 2-4: Distribution of individuals by wealth quintiles, different household size, as a percentage



Source: Authors' own calculations based on the MICS4 from 2012. Note: The differences are statistically significant at the 1 per cent level. For explanation of the wealth quintiles, please refer to the explanation of the wealth index explanation in footnote

Figure 2-5: Distribution of individuals by wealth quintiles, different number of children in the household, as a percentage



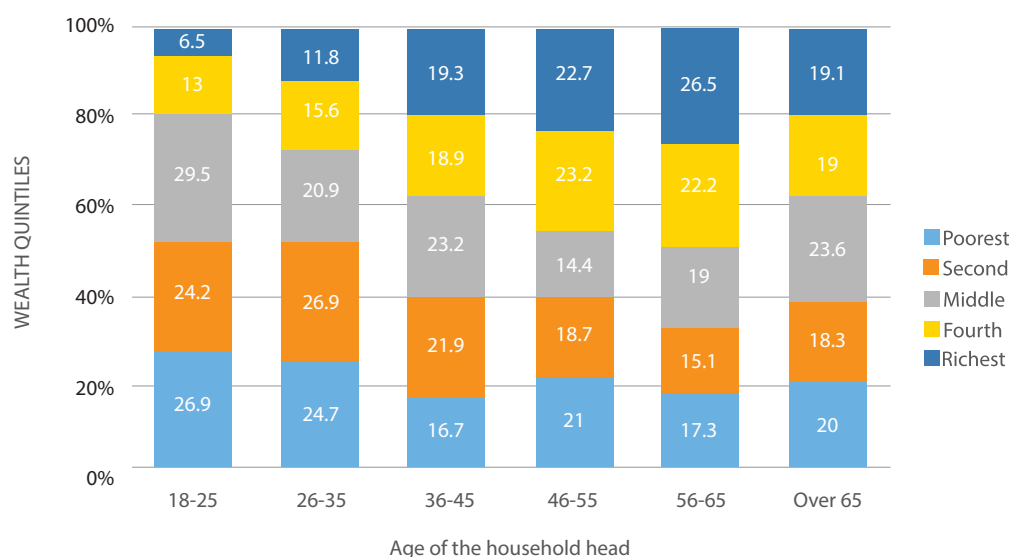
Source: Authors' own calculations based on the MICS4 from 2012. Note: The differences are statistically significant at the 1 per cent level. For explanation of the wealth quintiles, please refer to the explanation of the wealth index explanation in footnote.

The wealth of households varies in accordance with the age of the household head; persons living in households with younger heads (i.e. between 18 and 35 years of age) typically are more likely to belong to the poorest wealth quintile than those living in households with an older head (see figure 2-6). Approximately 27 per cent (25 per cent) of individuals living in households with a head under 25 years old (between 26 and 35 years old) belong to the poorest wealth quintile. The lower wealth level of young households may be related to the high unemployment rate among young adults and the reduced income earning potential of particularly young women with children due to care responsibilities. Considering that households with children under 5 years of age constitute about

a quarter (25.6 per cent) of the households with heads between the age of 26 and 35, this group deserves extra attention.

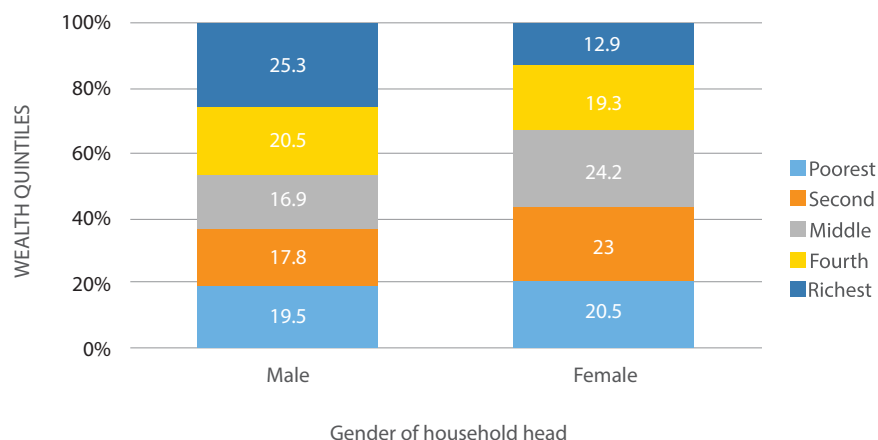
Whether an individual is living in a male- or female-headed household makes no difference at the bottom of the wealth distribution. However, male-headed households have a higher likelihood of belonging to the top wealth quintile, while female-headed households are more likely to find themselves in the second and third quintile. To illustrate this, figure 2-7 overleaf shows that only 12.9 per cent of persons living in households with a female head belong to the richest fifth, as compared to 25.3 per cent of persons living in male-headed households.

Figure 2-6: Distribution of individuals by wealth quintiles, households by different age of household head, as a percentage



Source: Authors' own calculations based on the MICS4 from 2012. Note: The differences are significant at the 1 per cent level. For explanation of the wealth quintiles, please refer to the explanation of the wealth index explanation in footnote.

Figure 2-7: Distribution of individuals by wealth quintiles, households by gender of household head, as a percentage

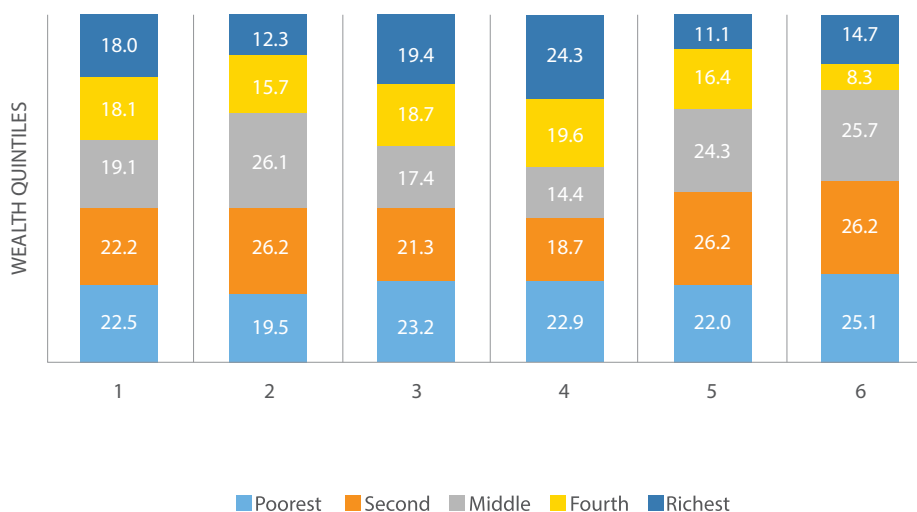


Source: Authors' own calculations based on the MICS4 from 2012. Note: The differences are statistically significant at the 1 per cent level. For explanation of the wealth quintiles, please refer to the explanation of the wealth index explanation in footnote.

In order to assess the adequacy of public resources dedicated to children in Saint Lucia and the impact of policies (both direct and indirect) on different aspects of children's lives, it is necessary to monitor the situation of children. The regular analysis of child well-being (and deprivation for that matter) helps to efficiently allocate financial resources where they are most needed and to design effective policies for children.

With regards to material well-being based on the wealth index, the analysis shows that on average children in Saint Lucia are worse off than adults, especially those living in rural areas, large households and households headed by a single adult. Also children living in households headed by a woman tend to be more frequently materially deprived as compared to their counterparts who are living in male-headed households (see figure 2-8).

Figure 2-8: Distribution of children among wealth quintiles, as a percentage



Source: Authors' own calculations based on the MICS4 from 2012. Note: The differences in wealth distribution are statistically significant at the 1 per cent level between areas and gender of household head. The difference between children in single-adult households and children on average is statistically significant at the 1 per cent level.

In addition to material well-being (based on the wealth index), the subsequent analysis evaluates four different dimensions of child well-being, including health and nutrition, education, child protection and access to information. Finally, a composite index is used to assess overall child well-being in Saint Lucia. The analysis is entirely based on MICS4 data from 2012.²¹

The well-being rates in the housing and water and sanitation domains are low considering the development state of Saint Lucia. According to the MICS4, in 2012 about 36 per cent of children did not live in proper dwellings and 30 per cent did not have access to hygienic toilet or drinking water. Children from households with a single adult and children from urban areas seem to be worse-off with respect to housing conditions. Children living in rural areas, on the other hand, are characterized by even lower well-being rates in the water and sanitation domain, mainly due to lack of proper toilet facilities. The majority of households on the island do not own a means of transportation, making public transport crucial for mobility.

Analysis of child well-being in the health and nutrition domain revealed that approximately 5 per cent of Saint Lucian children are undernourished, with girls on average being better nourished than boys and children in male-headed households being better nourished than those in female-headed households. Detailed analysis with respect to immunization of children was not possible due to the fact that MICS4 data do not contain this information.

With regards to education, the analysis reviewed different educational stages separately. Children in households headed by men are more likely to be enrolled in pre-school education than children in female-headed households, as are children in smaller-sized households. Almost all children in Saint Lucia seem to attend primary school education, whereas attendance rates are considerably lower for secondary school, particularly for children living in bit households. After the age of 17 years, only 54.6 per cent are attending some level of schooling.

Overall, the access of children to information is high: 97.4 per cent of all children own a computer, or TV/radio and a phone. Conversely, with regards to child protection, the average well-being rate of children in Saint Lucia has room for improvement. This is particularly due to the fact that corporal punishment seems to be a widely accepted method to restore discipline: 40 per cent of children are subject to a harsh discipline at home.

The overall average child well-being rate in Saint Lucia amounts to 66.1 per cent (see table 2-8), signifying that 2 out of 3 children are doing well (i.e. in all but one dimension).²² Improvement of the overall child well-being rates could, amongst others interventions, be achieved through improvements in the domain of child protection as well as with regard to sanitation facilities, especially in rural areas. Children that are part of big families and those living with a single adult also deserve extra attention, since these children are comparably worse off.

21 The analysis of child well-being presented in this section is a summary of a separate report produced by the authors: "Child Well-being in Saint Lucia: a multidimensional analysis". The report contains the detailed description of the methodology used for the assessment of child well-being in Saint Lucia, including related limitations of the study, as well as an extensive analysis of the results. Please refer to this document for comprehensive information on the method, limitations and results.

22 Please note that the composite well-being index used here is based on a relaxed definition of well-being, allowing a child to be well-off even if she/he is not well-off in one of the dimensions included in the index. From a human rights perspective, for a child to be truly well-off she/he should be well in all dimensions. Taking this approach would result in a lower overall child well-being rate in Saint Lucia than the one noted above.

Table 2-8: Overall well-being rates, by age group, as a percentage of all children in the age group

Overall well-being rates	Number of observations in the sample	Gender of household head		Gender of child		Number of children in the household			Total
		M	F	M	F	1	2	3 or more	
Child Well Being rate, age 0-2	176	74.8	64.8	64.9	65.7	81.7	63.0	55.2	65.5
Child Well Being rate, age 3-4	124	90.5	63.8	50.1	53.5	69.1	54.8	47.5	55.8
Child Well Being rate, age 5-11	484	59.9	61.4	63.2	68.1	68.5	65.2	63.2	65.2
Child Well Being rate, age 12-16	452	95.8	77.9	76.6	58.0	85.4	75.3	52.1	68.3
Child Well Being rate, age 17	102	92.8	85.0	80.1	65.3	88.1	89.7	54.2	74.6
Child Well Being rate, all children 0-17	1338	81.2	68.7	68	62.7	77.8	69	56.1	66.1

Source: Authors' own calculations based on the MICS4 from 2012. Note: The differences in total child well-being rates are not statistically significant across age groups, between children of different gender, or between children living in male- and female-headed households. * = the difference is statistically significant at the 10per cent-level; ** = the difference is statistically significant at the 5per cent-level; *** = the difference is statistically significant at the 1per cent-level.

2.6 Conclusion

This chapter aimed to provide an overview of the economic and social environment providing the context for the analysis of public spending related to children in the following chapters.

Although Saint Lucia seems to have withstood the recent economic crisis, the country's economy is still volatile. In order to stimulate economic growth and address the high level of unemployment, more reforms are needed. According to the IMF, reforms should focus on strengthening the education system, improving the business climate and making product, labour and financial markets more efficient (IMF, 2013). The widening Government deficit and increasing public debt need to be addressed. Given that there is little discretionary room the in the current government budget, a possible strategy is to further extend the tax base in order to create fiscal space for investments in education, and social protection, child protection and health policies. This is discussed more in depth in the accompanying report *Fiscal Space for a Social Protection Floor in Saint Lucia*.

With regards to the development of the population living in Saint Lucia, this chapter showed that declining fertility rates and increasing life expectancy at birth are causing the average age of its population to increase. Although Saint Lucia's population is currently still relatively young and dependency rates are not yet alarming, the ageing trend of its population – which is projected to continue – might constitute a challenge in future.

The labour market situation is characterized by relatively high unemployment rates, a comparably weaker position of women compared to men and a large share of activities taking place informally. With regards to the position of women in the labour market, the fact that women are both more prone to be unemployed and – in the event that they are employed – more likely to fall into the category of “vulnerable employment” would indicate that labour market policies on the island require gender mainstreaming. In addition, youth in Saint Lucia is particularly vulnerable to unemployment. While the lack of appropriate skills may partly explain their relatively high unemployment rates, the

weak economy coupled with limited employment opportunities jeopardize active labour market participation in general.

Based on the existing information it is impossible to assess the poverty risk of the population in Saint Lucia and whether its situation has improved or worsened. The latest analysis of monetary poverty dates back to 2006. However, in order to assess the impact and effectiveness of public spending with regards to outcomes for children and other vulnerable groups, it is imperative to regularly analyse the living standard of the population and identify those groups which are most at risk of living in poverty. Poverty analysis is not only essential for measuring policy outcomes, but it is an essential tool for policy planning and decision making in a context of limited financial resources.

The available information indicates that certain population subgroups remain vulnerable. These include children, women, elderly and persons living in rural areas. Looking at household composition, individuals living in single-person households, households with more than three children, female-headed households, and households with relatively young heads have a higher risk of being poor. Analysis based on data from the MICS4 further indicates that children are on average worse off than adults. One out of three children in Saint Lucia is deprived multi-dimensionally. The analysis has shown that investments in, for example, child protection systems or sanitation could improve the situation of these children significantly. This type of information can be used to feed into the fine-tuning of policies that aim to alleviate poverty on the island.

3 Education



© UNICEF/ECA/(2015/Marcille Haynes)

This chapter focuses on education, starting with a brief overview of the education system in Saint Lucia, followed by a description of the institutional framework, including policies and legislation. Furthermore, it presents a brief overview of education programmes for various age categories, and then continues into an in-depth discussion regarding the education budget, which is complemented with a benefit incidence analysis for the education sector. The chapter concludes with a discussion and future insight.

3.1 Short overview of the education system in Saint Lucia

Compulsory education in Saint Lucia starts at age 5. However, children within the age range of 1-4 years²³ can enroll in the non-compulsory early childhood education (ECE) centres. Secondary school starts at age 12; with the formal age range for public secondary education being 12-16 years. There are seven grades in primary school and five grades in

secondary school. (Ministry of Education, 2013). After completing secondary education, students can enroll in post-secondary or tertiary education.

According to the most recent *Education for All National Review* Saint Lucia has a total of 134 ECE centers, 5 special education centers, 75 public and 6 private infant/primary schools, 23 public and 3 private secondary schools, 2 public post-secondary/tertiary Institutions, 4 private universities and 3 public skills training institutions that also provide a second chance to basic education²⁴. Additionally, there are many distance education providers (Chitolie-Joseph, 2014). Thus, the public sector is the main provider of education services in Saint Lucia, which translates into roughly 96 per cent of student enrolment in publicly owned schools and enrolment, and 7 per cent of enrolment in the privately owned sector (Tareq, Simone, del Granado, & Kapsoli, 2010).

The national strategies, plans and targets for education are outlined in the Education Sector

²³ There are some centres where children enrolled are 5 years old, despite the fact the formal primary education commences at age 5. This is due to the fact that few children have their birthday on the day the new educational year begins.

²⁴ This chapter will only cover education up to secondary education

Development Plan (ESDP) 2009-2014, which builds on the previous plan (2000-2005). Plan development involved a wide sector and stakeholder participation as well as the incorporation of regional and international education commitments which had become part of the national agenda (Chitolie-Joseph, 2014).

3.2 Policies and planning

3.2.1 Laws and other basic regulations concerning education

The legislation which governs education in Saint Lucia, stems from the 1977 Education Act No. 18 which was repealed by the 1999 Education Act No. 41 of November 1999 (Education Act 1999). Additionally, the Teaching Service Commission Act of 1977²⁵ and the Sir Arthur Lewis Community College Act of 1984, are regarded as the legislation designed for guiding tertiary education in the country (IBE, 2010).

3.2.2 Administration and management of the education system

The overall administration of the education act and thus the education system is controlled and coordinated by the Ministry of Education, Human Resource Development and Labour²⁶, (Formally the Ministry of Education and Culture).

The Education Service Department (ESD) within the Ministry ensures that schools and educational institutions are administered in a proper and efficient manner; develops administrative principles and procedures for implementing general policies administering the school system; initiates curriculum innovation and reform and establish appropriate procedures for evaluating the instructional programmes. The ESD is under the supervision of the Chief Education Officer (IBE, 2010). In addition, there are also the key sections of Curriculum Development and Materials Production Unit (CADMU); Educational Planning; and Educational Testing and Evaluation (IBE, 2010).

²⁵ With this Act, the Teaching Service Commission became responsible for all appointments, transfers, discipline and dismissal of teachers. The independence of this Commission is protected in accordance with the Constitution, which came into effect in 1979 (IBE, 2010).

²⁶ Referred to in this report at Ministry of Education or ME

The management structure also includes a team of eight education officers — previously known as district education officers — who have individual responsibility for each of the eight school districts. Their functions cover only primary schools and they come under the supervision of the education officer for primary schools (Chitolie-Joseph, 2014, IBE, 2010). There are also curriculum officers who are expected to provide leadership in developing and reviewing the curriculum for the different subject areas. These are attached to the Curriculum Unit (CAMDU) and report to the education officer who heads up that unit.

The management of public schools is predominantly done by the Ministry and to a lesser extent by the church through church boards (Chitolie-Joseph, 2014). The three denominational authorities — Anglican, Catholic and Methodist — all have management boards for the respective schools (IBE, 2010). All private schools are owned and managed fully by private individuals or boards, which also includes church schools owned by the Seventh Day Adventist Church (Chitolie-Joseph, 2014, p.31). At the school level, principals have the responsibility for the day-to-day management of the educational institutions (IBE, 2010).

3.3 Overview of programmes

3.3.1 Early childhood education (ECE) services

ECE centres normally provide services to children within the age range of 1-4 years²⁷ (IBE, 2010). ECE centres are categorized as daycare and preschool centres. Daycare centres provide child care services to children aged 1-2 years while preschool centres normally has children of 3-4 years old in attendance and follow a structured curriculum prescribed by the early childhood unit of the MOE, Nonetheless, there are many day care centres which offer preschool services and vice versa. In such cases, however, the distinction between the two programmes is not clear. The number of centres varies, as new schools open and a few close down from year to year. The academic year 2012/13 recorded 38 daycare centres, of which 21 were

²⁷ However, there are some centres where the children are 5 years old, despite the fact the formal primary education commences at age 5.

Government-owned, and 96 were preschool centres (Ministry of Education, 2013).

Table 3-1: Monitoring indicators: Early childhood education - MOE 2008/09-2012/13

Early childhood education monitoring indicators	Year				
	2008/09	2009/10	2010/11	2011/12	2012/13
Access					
Net enrolment rate (%)	28.3	34.4	38.4	43.3	42.4
Total enrolment	4,334	4,847	4,916	4,987	4,882
Females (%)	49.6	48.5	48.9	50.3	51.1
Number of early childhood centres	137	134	133	135	134
Average size of ECEs	38.9	36.2	37.0	36.9	36.4
Resources					
Qualified/trained practitioners (%)	56.3	59.2	58.2	53.3	61.5
Child/practitioner ratio	10.3	9.8	10.1	9.9	9.7

Source: Ministry of Education (2013), Authors' calculations.

Table 3-1 presents combined monitoring indicators for ECE. The table shows that the net enrolment for ECE rate has gone up from 28.3 per cent in 2008/09 to 42.4 per cent in 2012/13. According to the National Social Protection Policy, there had been a general perception that early childhood development (ECD) services were not always accessible to children from deprived backgrounds (MoST, 2011). While considerable efforts are being made by the Government of Saint Lucia to address this issue, financial constraints remain an obstacle for the expansion of inclusive services (Chitolie-Joseph, 2014, p.13).

3.3.2 Primary school services

Student Support Services Unit

The Student Support Services Unit of the Ministry of Education coordinates the provision of assistance in the form of bursaries and school feeding programmes to disadvantaged students in public primary schools. The school feeding programme is in operation at 70 of the 75 public primary schools in Saint Lucia. In 2012/13, 7,067 needy students

(42 per cent) of the public primary school students benefited from the school feeding programme (Ministry of Education, 2013).

Performance of primary school services

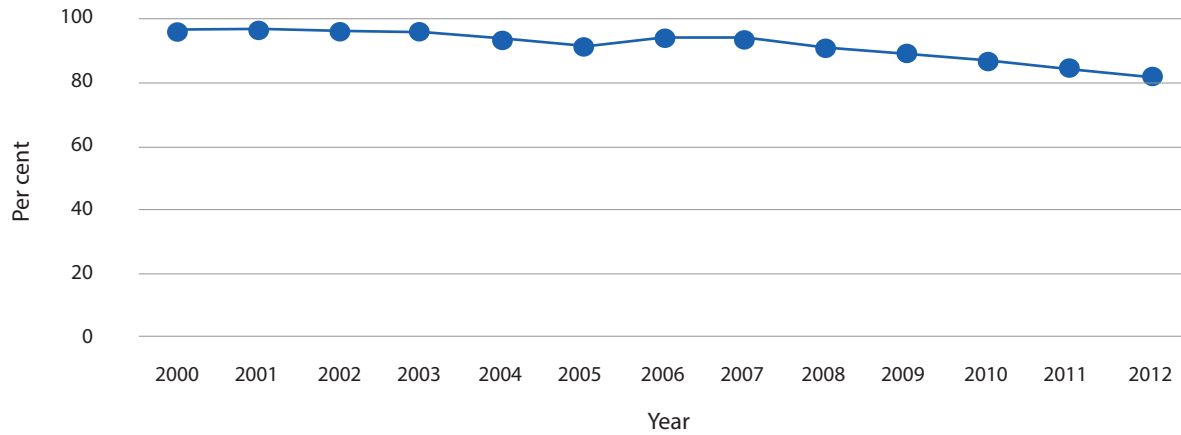
Figure 3-1 (overleaf) shows the (adjusted)²⁸ net enrolment rates for primary education for 2000-2012. It clearly shows that primary education enrolment is decreasing. From roughly 97 per cent in 2000, net enrolment has dropped to 82 per cent in 2012. Although the enrolment rate remains acceptable the declining pattern requires attention, with special attention given to the gender dynamics if they apply in this case. For example, in Saint Lucia girls could be performing better than boys (which is lost in the aggregate). Additionally a more in-depth analysis of repetition patterns (see KPIs section below) and late start among students would shed more light on the situation.

²⁸ The adjusted net enrolment is the number of pupils of the school-age group for primary education, enrolled either in primary or secondary education, expressed as a percentage of the total population in that age group.

It must be noted that according to the statistics of the Ministry of Education, the net enrolment rate was 88 per cent in 2011/12 and 90 per cent in 2012/13. It is unclear where this difference comes from. The net enrolment rates for 2009/10 to 2012/13 are also

indicated. This table also shows that total enrolment has decreased in these years; from 19,287 to 16,764 students. This also had its effect on the school size, which reduced from 248 students (2010/11) to 224 students (2012/13) on average per school²⁹.

Figure 3-1: Enrolment rates primary education 2000-201

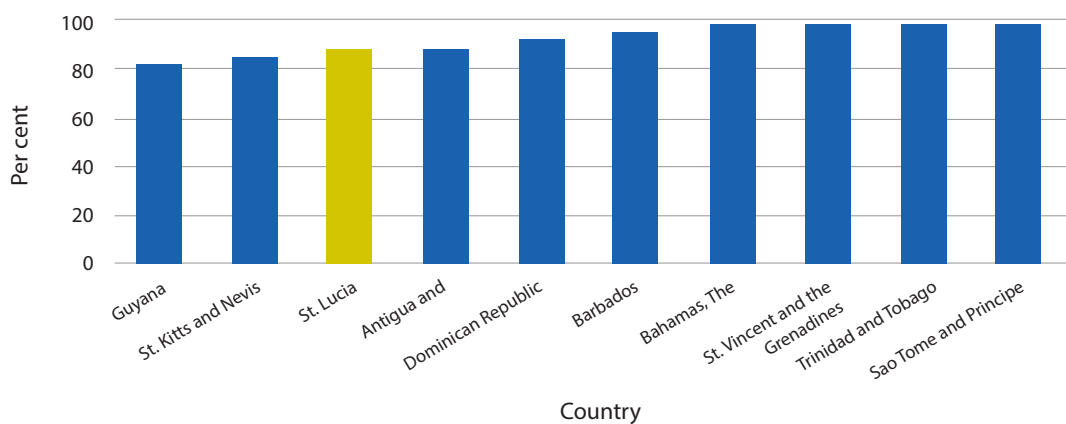


Source: The World Bank (n.d.)

Figure 3-2 compares the primary enrolment rate with countries in the region. At 87.8 per cent in 2010, Saint Lucia is below the Latin American and Caribbean average of 94.4 and in the lower end of

the region. Sao Tome and Principe and Trinidad and Tobago score a healthy 98.7 per cent enrolment rate for primary education.

Figure 3-2: Adjusted net primary enrolment rates in the Caribbean, 2010³⁰

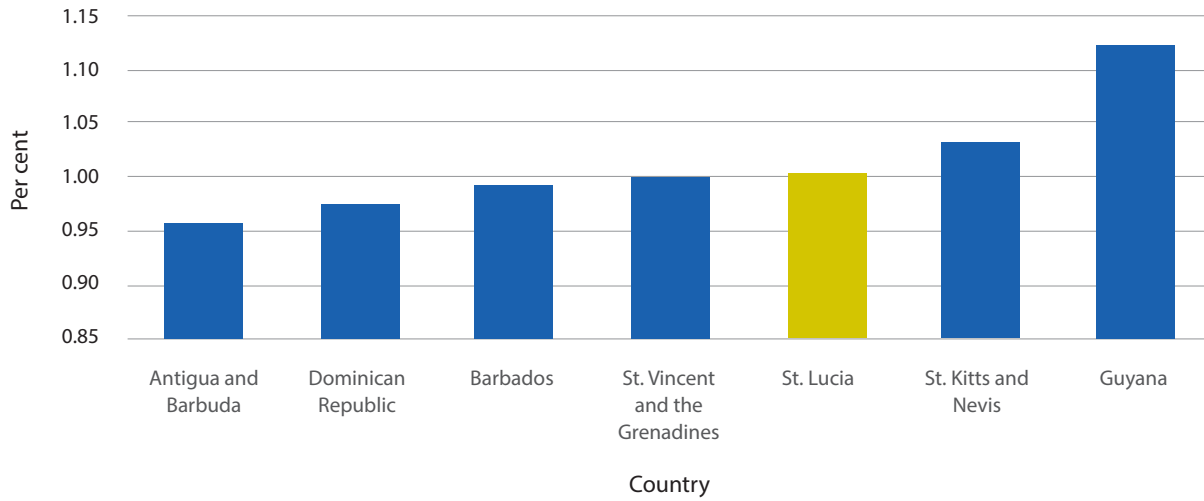


Source: The World Bank (n.d.).

²⁹ This difference could be attributed to private schools – however it should be verified.

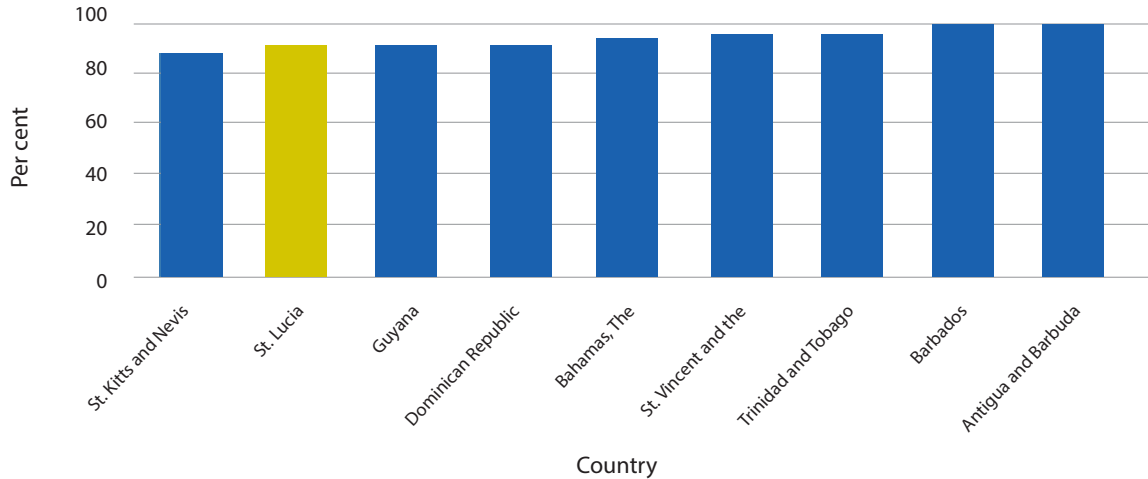
³⁰ Note: 2010 numbers were used to allow for the best regional data availability. The adjusted net enrolment is the number of pupils of the school-age group for primary education, enrolled either in primary or secondary education, expressed as a percentage of the total population in that age group.

Figure 3-3: Gender parity index for the adjusted net primary enrolment rate, 2011



Source: The World Bank (n.d.).

Figure 3-4: Primary completion rate, 2010 (as a percentage)



Source: The World Bank (n.d.). Note: 2010. numbers were used to allow for the best regional data availability. Primary completion rate is the total number of new entrants in the last grade of primary education, regardless of age, expressed as percentage of the total population of the theoretical entrance age to the last grade of primary. This indicator is also known as "gross intake rate to the last grade of primary." The ratio can exceed 100per cent due to over-aged and under-aged children who enter primary school late/early and/or repeat grades.

About the same number of boys and girls were enrolled in primary school in Saint Lucia in 2011. The gender parity index³¹ is therefore 1.00, which is average for the region, (see Figure 3-3).

Figure 3-4 shows the primary completion rates for 2010 for Saint Lucia and countries in the region. Saint Lucia was, at 89.6 per cent, below the regional average completion rates in 2010. Note that there is a discrepancy between the World Bank data and the numbers from the Ministry of Education: in 2010, according to the Ministry of Education, 95.1 per cent of students continued to secondary education. In terms of gender disaggregation in the region, the existing disparities slightly favor the girls; for every 100 boys who finish elementary school, 102 girls finish. This increases in secondary schools with a greater presence of women (UN, 2010).

Key performance indicators: Primary education

Table 3-2 (opposite) shows key performance indicators for primary education in Saint Lucia. The enrolment figures and the transition rate are positive. A little under 95 per cent of students transition from primary to secondary school. On average, about 2.5 per cent of students repeat a class per year.

Interestingly, only 35-40 per cent of the repeaters are female. This means that males make up for about two thirds of the repeaters. There is a high percentage of trained teachers working in primary education; roughly 90 per cent. The computer/student ratio has greatly improved over the last five years: from one computer per 19 students in 2009/10 to one computer per 9 students in 2012/13 (Ministry of Education, 2013).

The teacher to student ratio has decreased from 1:20 in 2009/10 to 1:17 in 2012/13. This ratio is expected to increase, however, in coming years as the number of teaching positions will be reduced. The 2013 Education Digest reports 987 teaching positions in primary education in 2012/13, of which only 671 are expected to be left in 2015/16, targeting an STR of 1:25 for grades K to 2, and 1:30 for grades 3 to 6³². This means that in three years' time, there will be a total decrease in teaching positions of 252. (Ministry of Education, 2013).

³¹ The ratio of female adjusted net enrolment rate for primary to the male adjusted net enrolment rate for primary. It is calculated by dividing the female value for the indicator by the male value for the indicator. A GPI equal to 1 indicates parity between females and males. In general, a value less than 1 indicates disparity in favour of males and a value greater than 1 indicates disparity in favour of females.

³² As stated in the existing Collective Agreement between the SLTU and the MOE. In order to reach this target by 2015, the ratio is estimated to linearly increase by 2.5 each year (Ministry of Education, 2013).

Table 3-2: Key performance indicators primary education, Ministry of Education, 2008/09-2012/13

Primary education KPIs	Year				
	2008/09	2009/10	2010/11	2011/12	2012/13
Enrolment					
Gross enrolment rate (%)	102.0	102.3	102.8	102.0	101.9
Net enrolment rate (%)	95.6	95.7	94.3	95.5	95.3
Enrolment total	19,287	18,594	17,982	17,276	16,764
Female students (% of total)	49 ³³	49	49	49	48
Net intake rate (%)	69.0	68.0	62.7	76.1	79.9
Leavers, transition and repetition					
Dropout rate (% of total)	6	6	3	2	--
Transition rate – primary to secondary (%)	93.9	93.7	95.1	93.6	93.9
Total repetition rates (%)	2.3	2.5	2.4	2.2	2.8
Female repeaters (%)	35.0	41.0	34.7	37.9	35.8
Teachers					
Qualified teachers (% of total)	90.3	88.5	87.12	89.08	88.6
Teacher-student ratio	1:20	1:19	1:18	1:17	1:17
Teacher attendance rate (actual, %)	89	91	90	92	--
Facilities and programmes					
Computer/student ratio	--	01:19	01:16	01:15	1:9
Participation in school feeding programme (% of total)	26.0	37.0	38.3	39.9	42.0
Beneficiaries from bursaries (% of total)	4.2	5.0	5.0	8.4	8.1
Average school size (no. of students)	--	248	240	230	224

Source: Authors' own calculations based on Ministry of Education (2013). Note: -- Data not available.

3.3.3 Secondary school services

In Saint Lucia, the number of public secondary schools operating in the 2012/13 academic year was 23. Two schools were privately owned and 13,706 students were enrolled in the public schools (Ministry of Education, 2013). All secondary schools offer a full five-year programme. The programmes followed in secondary school are wide-ranging, consisting of both the traditional academic as well as technical and vocational subjects (IBE, 2010).

The course of study is based mainly on syllabi set by the Caribbean Examinations Council (CXC) (IBE, 2010). Secondary education in Saint Lucia has become more common and an increasing percentage of students follows secondary education. In 2000, a little over 62 per cent of the students of the official secondary school age were actually enrolled in secondary school. In 2012, this number had increased to 82.4 per cent (see Figure 3-5 overleaf).

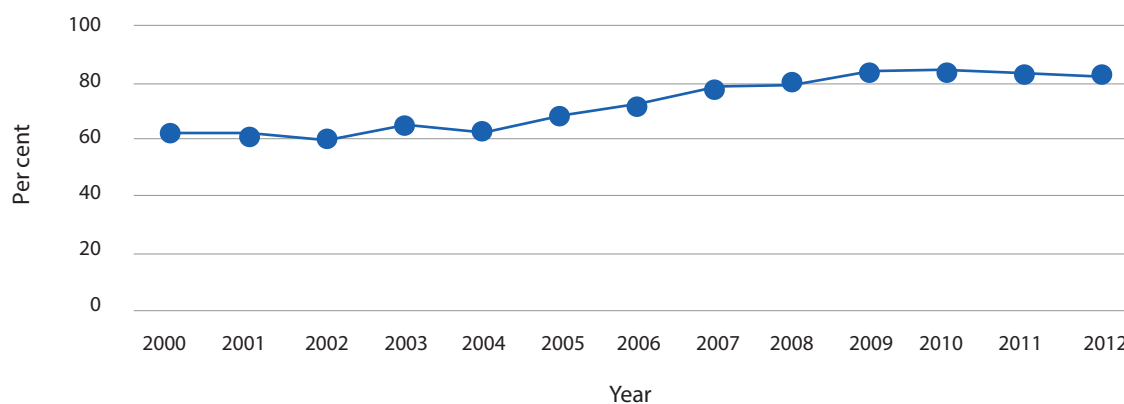
Regarding gender disaggregation, a much larger number of females were enrolled at secondary schools prior to 2006/07. This is because females usually perform better in common entrance examinations. However, as of 2006/07, with USE, the

³³ Less than 50% doesn't necessarily mean less enrolment, but perhaps that girls repeat less.

differences have become minimal as all students now have an opportunity to secondary education (Chitolie-Joseph, 2014). In this regard, Saint Lucia

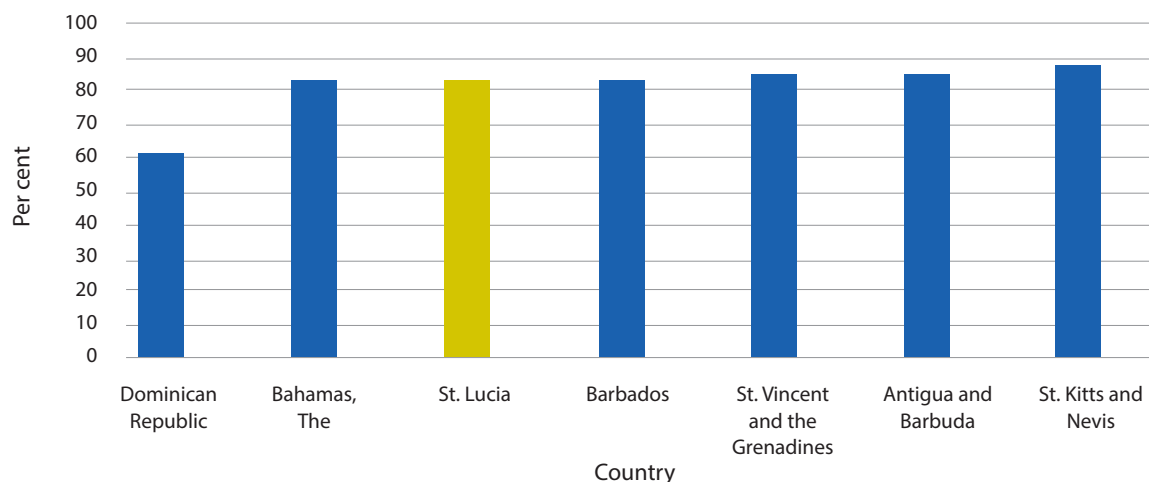
scores relatively similar to other countries in the region; as Figure 3-6 indicates, with the Dominican Republic being an extreme outlier.

Figure 3-5: Net enrolment rates: Secondary education in Saint Lucia, 2000-2012



Source: The World Bank (n.d.). Note: Net secondary education enrolment is the ratio of children of the official secondary school age who are enrolled in secondary school to the population of the official secondary school age.

Figure 3-6: Net enrolment rate secondary, all programmes, 2010



Source: The World Bank (n.d.). Note: 2010 numbers were used to allow for the best regional data availability. Presented here is the ratio of children of the official secondary school age who are enrolled in secondary school to the population of the official secondary school age.

Student support services

In 2012/13, students at public secondary schools in Saint Lucia benefited from three welfare programmes provided by the Ministry of Education namely, the transportation subsidy programme, the textbook rental programme and the bursary programme. Five per cent of students benefited from bursaries and 18 per cent from transportation subsidies. The textbook rental programme is offered to students from Form 1 to Form 3 and in 2012/13, only 0.25 per cent of these students benefited from the programme (Ministry of Education, 2013). In 2013, around 3,300 laptops were provided to students to aid them in their studies. The laptops, which were set up with up to date technological standards and the school curriculum, were provided to the form 4 level secondary school students. Ministry officials have indicated the intention to broaden the schools laptop programme to include students from the form 1 level (Bishop, 2013).

Secondary education performance

Key performance indicators for secondary education in Table 3-3 show satisfactory enrolment rates. Gross enrolment rates are close to 100 per cent, like most countries in the region and the net enrolment rate is in the range of 80-90 per cent during 2008/09 – 2012/13 (Tareq et al., 2010). The computer/student ratio is improving fast; from 19 students to one computer, to 9 students to one computer.

The number of qualified teachers is quite low, but on the increase. According to Tareq et al. (2010), the current level is not sufficient to provide quality education. Basic teacher training costs can be significant to the Government. However, the continued hiring of untrained teachers is the main cause of insufficient teacher qualifications. The teacher:student ratio decreased from 1:17 (2009/10)

to 1:14 (2012/13) over the past few years and is low compared to international standards. The STR is also substantially below the ratios of other ECCU countries (which are slightly above 20) and other small island economies (Tareq et al., 2010). However, according to the Ministry of Education for 2013/14 to 2015/16, a total surplus of 217 teachers was expected, so as to make the teacher:student ratio 1:20 in 2015/16, as stated in the existing collective agreement between the SLTU and the MOE (2013).

The percentage of students who passed five Caribbean Secondary Examination Council (CSEC) subjects, including Mathematics and English³⁴ was 44 per cent in 2008/09. In 2012/13, this was only 26 per cent (see Table 3-3, under Education Quality). While a closer look at the absolute numbers could provide some insight, the drop could mean that a significant number of students were unprepared for secondary education and that implies that a majority leaves secondary school without the basic competencies required for effective participation in the labour market. The (ir)relevance of the education curricula was pointed out as one factor responsible for this.

For the poor, who are enrolled in an education programme, inadequate access to education services and a generally lower participation in education related activities was also highlighted as a probable determinant cause; resulting from inequitable distribution of resources (Kairi Consultants Ltd., 2011).

According to Tareq et al. (2010), Saint Lucia's exam results on the Caribbean Secondary Education Certificate (CSEC) examination are average compared to other ECCU countries.

³⁴ Passing five subjects and a score of grade 1, 2 of 3 in Mathematics and English is required for admission to the Sir Arthur Lewis Community College (SALCC) Associate Degree. For a Diploma, four subjects are required, in combination with a score of grade 1, 2 of 3 in Mathematics and English. For a Certificate, there are other requirements (see the SALCC website).

Table 3-3: Key performance indicators secondary education, Ministry of Education, 2008/09-2012/13

Secondary education KPIs	Year				
	2008/09	2009/10	2010/11	2011/12	2012/13
Enrolment and dropouts					
Gross enrolment rate (%)	94.0	94.0	98.4	99.0	96.3
Net enrolment rate (%)	82.6	83.6	86.9	89.8	87.7
Enrolment total	15,753	15,564	15,139	14,241	13,576
Female students (% total)	50	50	50	50	50
Net intake rate (%)	69.0	68.0	62.7	76.1	79.9
Education quality					
Students passing 5 CSEC subjects, including English and Maths (general & technical) (%)	44.4	42.9	33.3	22.8	26.4
Students achieving grades 1, 2 or 3 in Mathematics (General Proficiency) (%)	44.7	41.5	29.9	29.9	31.6
Dropout rate (% of total)	--	2	2	2	--
Teachers					
Qualified teachers (% of total)	59.0	61.0	63.3	64.7	68.0
Student:teacher ratio	1:17	1:16	1:16	1:15	1:14
Female teachers (% of total)	--	69	70	70	71
Teacher attendance rate (actual, %)	89	89	88	90	--
Facilities and programmes					
Computer/student ratio	--	1:19	1:16	1:15	1:9
Beneficiaries from school transportation (% of total)	--	16	17	18	18
Beneficiaries from bursaries (% of total)	2.0	3.0	2.7	2.8	5.0
Average school size (no. of students)	--	677	658	619	590

Source: Ministry of Education (2013), Authors' calculations. Note: -- Data not available

3.4 The education budget

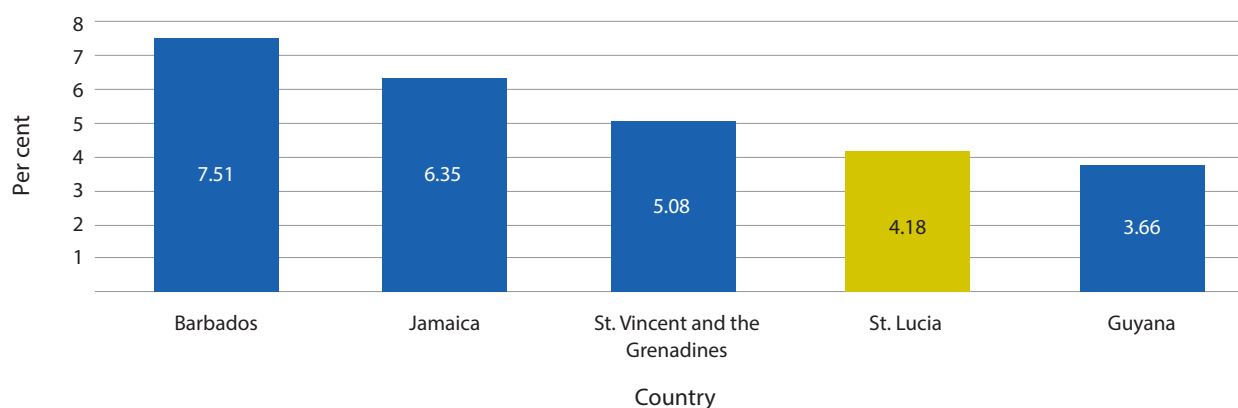
3.4.1 Education financing

For the financial year 2012/13, 211.6 million dollars were allocated to the Ministry for both recurrent and capital expenditure. This represented 14.5 per cent of the national budget for 2012/13. In 2012/13, public education expenditure as a percentage of GDP was 4.7 per cent, a slight increase of 0.1 percentage points from the previous year 2011/12, but far less than the 6.5 per cent Saint Lucia spent on education in 2009/10 (Tareq et al., 2010)³⁵.

³⁵ The 6.5 per cent was slightly above average in ECCU countries on public education and significantly exceeded the level of spending in OECD countries and Latin America and Caribbean region. However, it was somewhat below that of other small island economies. In per capita terms, spending was in line with other small island countries, but below the average of other ECCU countries (Tareq et al., 2010).

From 2005/06, the recurrent expenditures on education as a percentage of total Government recurrent expenditure has been less than 20 per cent. In 2012/13, the trend continued with the percentage slightly decreasing from 18 per cent to 17.4 per cent. For a regional comparison of the public expenditure on education, we turn to World Bank data. Figure 3-7 shows the percentage of GDP spent on education for some regional countries for which data was available. Saint Lucia was at 4.2 per cent in 2010, according to the World Bank (The World Bank, n.d.). The average for Latin America and the Caribbean was not available.

Figure 3-7: Public spending on education, 2010, (as a percentage of GDP)



Source: The World Bank (n.d.). Note: 2010 numbers were used to allow for the best regional data availability. The adjusted net enrolment is the number of students of the school-age group for primary education, enrolled either in primary or secondary education, expressed as a percentage of the total population in that age group.

It should be noted, however, that schools are allowed to generate their own revenue. This can be done through fees and fundraising activities. They also receive donations from corporate sponsors for special projects. These amounts are small, however, compared to the funds the Ministry manages for the operation of the island's schools (Office of the Director of Audit, 2012).

3.4.2 Methodology and data

The Government of Saint Lucia's budget estimates for the period 2009/10 – 2013/14, are used, whereas for 2012/13 the revised budget figures and for 2013/14 the estimates are used and for the earlier FYs the actual outturns are used. The estimates comprise recurrent expenditures, capital expenditures and revenues. The original estimates are broken down into detail in administrative and economic classifications, which is beyond the scope

of this report. However, a different categorization is needed – one that aligns the budget into meaningful categories and makes an explicit distinction between administrative expenditures and programme expenditures.

Table 3-4 provides the conversion for both the administrative and the economic classification. The amount of programmes and expenditure categories in the budget are reduced by combining different programmes or expenditure items. For example, the newly introduced category of 'salaries' is an addition of 'personal emoluments', 'wages', 'travel and subsistence' and 'rewards, compensation and incentives'. In the administrative classification, a newly introduced category called 'central administration' consists of the old categories 'agency administration' and 'corporate planning', 'information technology' and 'management information system'.

Table 3-4: Conversion Table MOE

Administrative classification	Economic classification
Central administration	Salaries
Agency administration	Personal emoluments
Corporate planning	Wages
Information technology	Travel and subsistence
Plant and equipment	Rewards, compensation and incentives
Early childhood education	Training
Primary education	Goods and services
School feeding programme	Office and general expense
Secondary education	Supplies and materials
Tertiary education	Tools and Instruments
Technical, vocational edu, training & accreditation	Utilities
Nat'l enrichment & learning programme	Operating and maintenance
Special education	Professional and consultancy services
Student welfare support	Advertising
Other	Equipment
School supervision	Hire of equipment
Educational evaluation & assessment	Communication
U. N. E. S. C. O.	Capital - equipment
Library services	Office costs
Cultural development	Rental of property
Human resource development	Insurance
Curriculum development	Capital
Labour relations	Other
	Miscellaneous
	Capital – programmes
	Grants and contributions
	Subsidies
	Public assistance

Source: authors. Notes: The categories in bold are the new categories. Any categories below the bold items are combined into the bold category.

The capital expenditures were either categorized under office costs (constructions costs, rehabilitations, restorations, etc.), equipment (medical equipment etc.) or other costs (projects like the YEP and OECs Skills for Inclusive Growth Project.). As much as possible, the original programmes were retained under which the capital expenditures were done.

By copying the numbers in the Government budget estimates and adding up different categories

according to the conversion table the 'new budget' is constructed. The numbers from this budget were transformed into 'real' numbers by correcting for inflation using 2012/13 as a base year, with inflation numbers from December each year. This way, the expenditures from 2009 can be compared to the expenditures in 2014 and vice versa. The inflation correction table that has been used can be found in the Annex (Table A-1). The 'new real budget' is thus the starting point for the budget analysis.

3.4.3 Budget and analysis

A condensed version of our newly categorized, inflation corrected budget is presented in table 3-5. The first five columns give the expenditure per program in 1,000 EC\$ (constant 2012/13 prices). The final column presents the total of the ministries' budget that has been allocated to that programme in the years 2009-2014. For example, 15.2 per cent of the total budget has been allocated to the central administration. For the Ministry of Education, the biggest programmes are secondary education,

primary education and the central administration, with 33, 29 and 15 per cent of the total budget going towards these programmes, respectively.

While this report focuses on children, it is worth mentioning that 8.4 per cent of the budget went to tertiary education in Saint Lucia between 2009 and 2013/14. The following table also gives the expenditures for a number of social protection programmes like the OECS Skills for Inclusive Growth project, SMILES, YEP and NSDC.

**Table 3-5: Condensed budget MOE, administrative classification, 2009-2014
(in 1,000 EC\$, constant 2012/13 prices)**

Administrative classification	Year					% of MOE total
	2009/10	2010/11	2011/12	2012/13	2013/14	
Central administration	22,799	25,406	39,044	42,708	20,902	15.2%
Early childhood education	2,423	2,330	2,288	2,745	2,363	1.2%
Primary education	59,376	59,498	57,894	56,588	55,335	29.1%
Of which salaries	56,487	56,158	54,455	52,660	51,702	27.1%
School feeding programme	1,681	1,816	2,029	1,995	1,917	1.0%
Secondary education	64,546	66,473	66,239	64,389	66,333	33.1%
Of which salaries	57,978	59,191	58,093	56,193	58,134	28.9%
Tertiary education	15,155	18,193	17,532	16,348	15,572	8.4%
Technical, vocational edu, training & accr.	2,644	2,548	3,553	4,678	2,741	1.6%
Nat'l enrichment & learning Programme	744	975	863	793	784	0.4%
Special education	2,720	3,166	3,011	3,484	2,936	1.5%
Student welfare support	280	221	109	130	246	0.1%
Other	16,896	19,294	11,274	17,267	18,261	8.4%
Of which OECS skills programme	1,681	972	1,565	4,423	4,007	1.3%
Of which SMILES programme	-	-	-	1,200	986	0.2%
Of which YEP programme	-	-	-	500	1,079	0.2%
Of which NSDC	-	4,642	-	-	-	0.5%
Of which other programmes	3,057	2,847	76	73	358	0.6%
Remaining other costs in 'other'	12,158	10,833	9,633	11,071	11,832	5.6%
Total	189,266	199,920	203,837	211,126	187,391	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013), authors' edit

Table 3-6, shows the allocation in a more condensed form, but with a distinction between the recurrent and capital expenditures. The latter makes up only 15 per cent of total expenditures, 85 per cent of expenditures are recurrent. The large majority of capital expenditures was in administration, which makes up 77.3 per cent of capital expenditures. In the recurrent expenditure, both primary and

secondary education are major cost centres, as is to be expected. Only 0.1 per cent of the budget goes to student welfare support, which holds programmes like the bursaries programme and the school transportation programme, while 1.5 per cent was spent on special education and tertiary education was allocated 8.4 per cent of the budget. ECE receives only 1.2 per cent of total expenditure.

**Table 3-6: Recurrent, capital and total expenditure of MOE, 2009-2014
(in 1,000 EC\$, constant 2012/13 prices)**

Programme	Recurrent expenditure (RE) Σ2009-2014		Capital expenditure (CE) Σ2009-2014		Total expenditure (TE) Σ2009-2014	
	In 1,000 EC\$	% of RE	In 1,000 EC\$	% of CE	In 1,000 EC\$	% of TE
Central administration	33,776	4.0%	117,083	77.3%	150,859	15.2%
Early childhood education	12,150	1.4%	-	0.0%	12,150	1.2%
Primary education	288,691	34.4%	-	0.0%	288,691	29.1%
School feeding programme	9,080	1.1%	359	0.2%	9,439	1.0%
Secondary education	327,375	39.0%	606	0.4%	327,981	33.1%
Tertiary education	79,974	9.5%	2,826	1.9%	82,801	8.4%
Tech., voc, training & accr.	16,165	1.9%	-	0.0%	16,165	1.6%
Nat'l enrichment & learning programme	3,933	0.5%	225	0.1%	4,158	0.4%
Special education	14,705	1.8%	612	0.4%	15,317	1.5%
Student welfare support	986	0.1%	-	0.0%	986	0.1%
Other	53,258	6.3%	29,735	19.6%	82,993	8.4%
Total	840,092	100.0%	151,448	100.0%	991,540	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013), authors' own calculations

Dividing the budget according to an economic classification, as in table 3-7 (overleaf), it appears that roughly two thirds (66.3 per cent) of the total budget is allocated to salaries. Interestingly, this number is almost double compared to the Ministry of Health, for example, where 32.6 per cent goes to salaries. Primary and secondary education account for the largest share of these salary costs while 10.3 per cent of the budget is allocated to grants and contributions with the Ministry spent 1.3 per cent on training.

This concurs with what Tareq et al. (2010), concluded in their report, namely that salary expenditures in primary and secondary education are crowding out other expenditures on other important inputs, such as supplies and materials, operating and maintenance services, and teacher training (2010). Moreover, according to this report an under-provision of these inputs can have a detrimental impact on the quality of education.

**Table 3-7: Condensed budget MOE economic classification, 2009-2014
(in constant 2012/13 prices and 1,000 EC\$)**

Classification item	Year					Total 2009-2014
	2009/10	2010/11	2011/12	2012/13	2013/14	
Salaries	129,911	133,531	129,951	126,868	127,385	65.3%
Training	1,739	2,412	2,695	3,541	2,820	1.3%
Goods and services	7,812	9,794	9,781	11,095	10,661	5.0%
Equipment	2,884	5,285	11,615	14,222	6,874	4.1%
Office costs	11,261	10,782	8,456	8,481	861	4.0%
Other	9,994	14,594	17,027	22,418	14,920	8.0%
Grants and contributions	22,076	19,645	20,146	20,584	19,873	10.3%
Subsidies	3,591	3,877	4,165	3,916	3,996	2.0%
Public assistance	-	-	-	-	-	0.0%
Total	189,266	199,920	203,837	211,126	187,391	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013), authors own calculations

Table 3-8 shows that the cost of salaries has been relatively stable over the years, when calculated on a per staff basis. The average expenditure per worker ranges from roughly 48,000 EC\$ to 50,000 EC\$. The total number of staff positions also

remained relatively stable. In primary education, the total number of staff was significantly reduced in 2009/10 – 2010/11 and in 2012/13 - 2013/14, by 52 and 56 teachers, respectively.

**Table 3-8: Salary expenditures MOE, 2009-2014
(in EC\$1,000, constant 2012/13 prices)**

Salaries	Year				
	2009/10	2010/11	2011/12	2012/13	2013/14
Total salary expenditure (EC\$)	129,911,077	133,531,176	129,951,178	126,868,131	127,385,447
Total no. of staff	2,652	2,647	2,722	2,613	2,562
Of which primary education	1,195	1,143	1,143	1,152	1,094
Of which secondary education	1,213	1,230	1,276	1,159	1,182
Total expenditure / total no. of staff (EC\$)	48,986	50,446	47,741	48,553	49,721

Source: GOSL (2009, 2010, 2011, 2012, 2013), authors own calculations. Note: Salary costs include wages, personal emoluments, travel and subsistence etc. The staff numbers are only representative for the total number of staff in service of the ministry. Contracted people are not accounted for. Therefore, the average payment might not give a representative number.

The expenditure per student has been rising since 2009/10 for both primary and secondary education (see table 3-9. For primary education, expenditure increased from 3,079 EC\$ per student in 2009/10 to

3,301 EC\$ in 2012/13. For secondary education, the expenditure per student increased at a faster pace from 4,097 EC\$ to 4,875 EC\$ (all in constant EC\$).

**Table 3-9: Expenditure per student, 2009-2014
(in 1,000 EC\$, constant 2012/13 prices)**

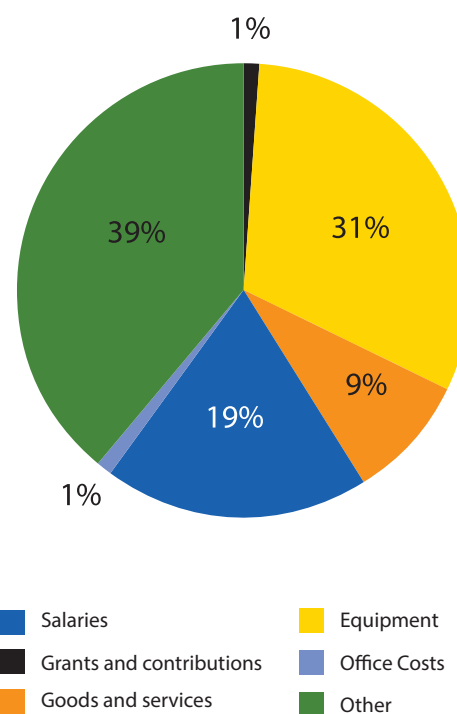
Expenditure per student	Year				
	2009/10	2010/11	2011/12	2012/13	2013/14
Expenditure primary education (EC\$)	59,376	59,498	57,894	56,588	55,335
Students primary education	19,287	18,594	17,982	17,276	16,764
Expenditure per student (primary)	3,079	3,200	3,220	3,276	3,301
Expenditure secondary education (EC\$)	64,546	66,473	66,239	64,389	66,333
Enrolment secondary education	15,753	15,564	15,139	14,241	13,576
Expenditure per student (secondary)	4,097	4,271	4,362	4,504	4,875

Source: GOSL (2009, 2010, 2011, 2012, 2013), authors own calculation. Note: With expenditures on primary education, the school feeding programme is excluded.

3.4.4 Allocation per programme

For the biggest programmes under the MOE, the economic allocation per program is presented below. Figure 3-8 shows the allocation to the central administration for 2013/14. The largest cost centre is 'other costs'. As indicated, most of the central agencies' administration costs are capital expenditures, as this programme houses a number of large capital programmes³⁶. Equipment is also a major cost, but this also includes a number of capital expenditures³⁷. Nineteen per cent of the central administration's costs are salaries, while 9 per cent is spent on goods and services.

Figure 3-8: Allocation of expenditure for the central administration, 2013/14



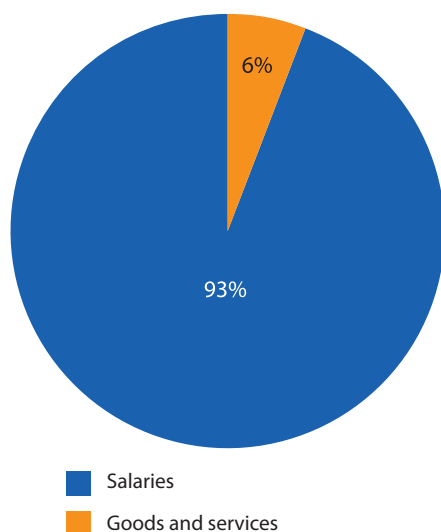
³⁶ The capital programmes include, among others, curriculum support, education access fund, the national literacy survey, OECS skills for inclusive growth project, the feasibility study for the conversion of a secondary school into a technical institute and Basic Education Enhancement Project (BEEP).

³⁷ The capital programmes include, among others, the Expansion of Learning Spaces to Support USE (V-Fort Technical Secondary), a number of ICT projects and school furniture fittings & equipment.

Source: GOSL (2013); authors own calculations

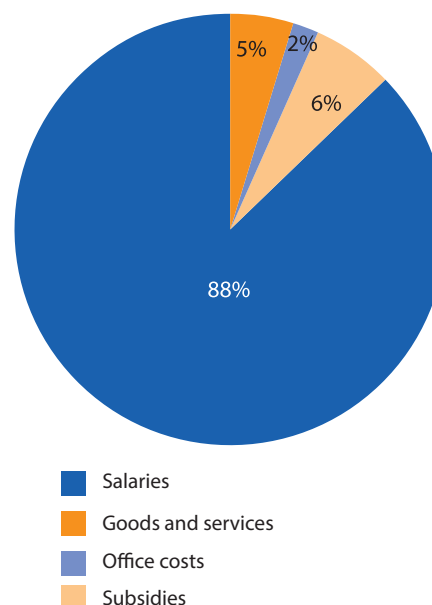
For primary education, the breakdown is less complicated; 94 per cent is allocated to salaries and 6 per cent to goods and services. All other categories are marginal. Figure 3-9 shows the breakdown³⁸.

Figure 3-9: Allocation of expenditure in primary education, 2013/14



Source: GOSL (2013); authors calculations

Figure 3-10: Allocation of expenditure in secondary education, 2013/14



Source: GOSL (2013); authors calculations.

The figure for secondary education (3-10) also shows a large share of salary costs, albeit less than that for primary education. Here, 87 per cent of the funds are going towards salaries, 6 per cent towards subsidies and 5 per cent to goods and services. Grants and contributions consumes the last 2 per cent. Other categories are marginal.

3.4.5 Spending execution

Table 3-10 shows the budget process and the extent to which the actual expenditures are in line with the revised budget. For this comparison, figures from 2008/09 to 2011/12 are available from the Government budget estimates. It appears that in 2008, 2009 and 2010, the budget was exceeded.

In 2008/09, the budget was overstepped by 0.3 per cent, in 2009/2010 by 1.3 and in 2010/2011 by 0.3 per cent, respectively. In 2011/12, the Ministry spent 2.7 per cent less than budgeted. On average, the actual expenditure was 0.2 per cent less than budgeted. Interestingly, only the school feeding programme exceeded the budgeted expenditure by more than 10 per cent in one year. And over the total period, that programme spent 3.6 per cent less than budgeted. All other programmes were always below that threshold. Looking at the programmes individually, it appears that the biggest part of the total absolute exceeding costs come from primary education, exceeding the budget by 5.2 million EC\$ taken as a total over the years for which the numbers are available.

³⁸ Other programmes such as school feeding and various projects are not included under primary education even though they may target primary education

Table 3-10: Deviation of expenditure from revised budget (recurrent), 2008/09-2011/12

Programme	Year				Average deviation (in EC\$)	Total deviation (in %)
	2008/09	2009/10	2010/11	2011/12		
Administration	2.4%	-4.4%	-3.0%	-6.9%	-190,529	-3.0%
Early childhood education	-3.2%	-1.6%	-1.8%	-5.1%	-62,956	-2.9%
Primary education	2.4%	2.5%	4.6%	0.6%	1,299,636	2.5%
School feeding programme	20.9%	-8.9%	-9.9%	-16.5%	-104,995	-3.6%
Secondary education	0.3%	3.7%	1.5%	-2.4%	388,276	0.8%
Tertiary education	0.0%	-8.1%	0.0%	0.0%	-300,000	-2.0%
Technical, vocational training	-32.0%	-0.9%	-11.5%	-9.6%	-287,969	-13.5%
Nat'l enrich. & learning programme.	-8.0%	-5.0%	1.4%	1.8%	-15,229	-2.4%
Special education	-6.8%	-0.9%	-7.5%	-13.2%	-204,551	-7.1%
Student welfare support	-46.1%	-33.8%	-44.4%	-50.5%	-184,309	-43.7%
Other	-3.0%	5.0%	-15.9%	-13.2%	-741,309	-6.8%
Total	0.3%	1.3%	0.3%	-2.7%	-403,934	-0.2%
In EC\$ of Revised Budget	437,608	1,989,379	434,827	-4,477,551		-0.2%

Source: GOSL (2009, 2010, 2011, 2012, 2013), Authors' calculations. Note: Positive deviations (thereby exceeding the revised budget) of more than 10 per cent are highlighted in blue.

3.5 Education benefit incidence analysis

"Public policy in general and public expenditures decisions in particular, must be based on a sound understanding of the needs and preferences of the population at large." (Analysing the Incidence of Public Spending, Demery 2003)

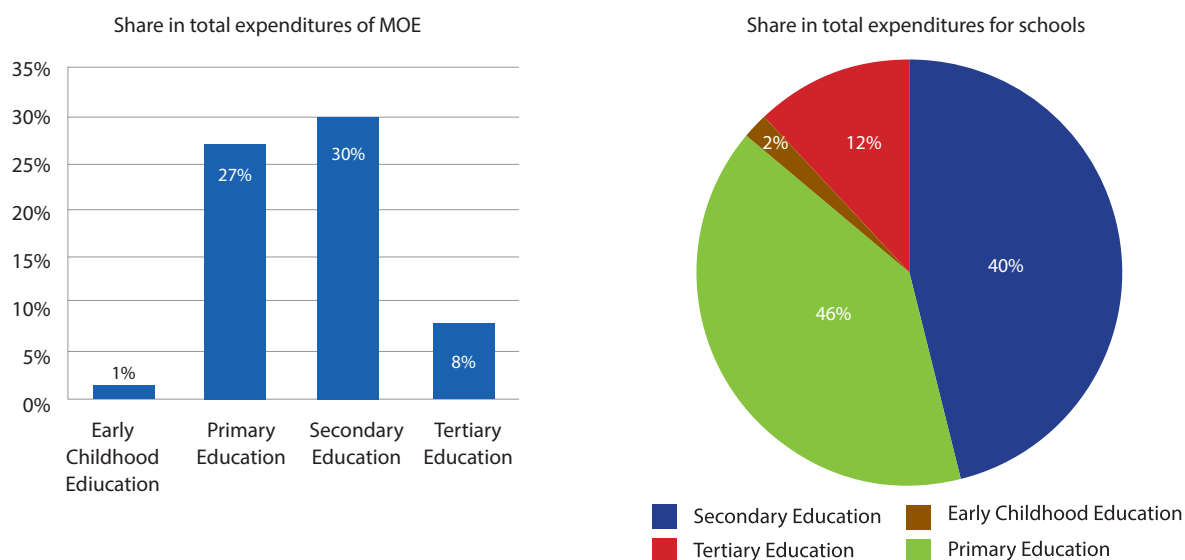
The benefit incidence analysis allows us to explore how public spending for education is distributed across the St Lucian population and who benefits most from it. Employing an established method for benefit incidence analysis (Demery, 2003), the MICS4 is used to assess the distribution of public spending for education in St Lucia across wealth quintiles as well as across different demographic groups.

In order to achieve this, the average cost per student at each level of education is first calculated. For the purpose of this analysis, the expenditures data for different levels of education as calculated for the

financial assessment, current prices for 2012/13 is used. Subsequently, enrolment figures reported in the latest Education Digest for 2012/13, are drawn upon. Then, by using the household survey as a basis for identifying wealth distribution (through the wealth index), the average cost per student is imputed for each education level to the individuals that report to attend school at that level. This allows the simulation of the distribution of public spending for education and to chart it against wealth distribution as well as to break it down per geographic area, gender, and other personal or household characteristics.

In 2012/13, the public expenditures for ECE, primary, secondary and tertiary education altogether amounted to around 140 million EC\$, which is about two-thirds of total MOE expenditures. Among the amounts for different levels of education, the amount allocated to secondary education is the biggest (see figure 3-11 overleaf).

Figure 3-11: Education expenditures by level of education, 2012/13



Source: Expenditures data provided by the Ministry of Education.
Note: The expenditures figures are in 2012/13 prices.

Looking at the average spending per student in table 3-11, it is obvious that the higher the educational level, the larger the cost per student. The average

spending per student in ECE is 562 EC\$ while the amount spent per person in tertiary education is 6854 EC\$, which is more than 10 times higher.

Table 3-11: Expenditures per student for pre-school, primary, secondary and tertiary education, 2012/13

Level of education	Expenditures (in EC\$)	Number of enrolled students	Average cost per student (in EC\$)
Early childhood education	2,745,236	4,882	562
Primary education	56,587,892	16,764	3,376
Secondary education	64,388,974	13,576	4,743
Tertiary education	16,347,800	2,385	6,854

Source: Expenditures data provided by the Ministry of Education and school enrolment information from the Education Digest.
Note: The expenditures figures are in 2012/13 prices.

Table 3-12 depicts the distribution of students over wealth quintiles. The children attending pre-school and primary school are slightly more concentrated in the bottom quintiles. In secondary school, the share of students in the poorest quintile gets

smaller while increasing in the richest quintile. Most of the students attending post-secondary or tertiary education are found in the richer quintiles, with 34.9 per cent belonging to the richest quintile and only 3.5 per cent to the poorest quintile.

Table 3-12: Distribution of students by wealth quintiles, as a percentage of all students attending a particular level of education

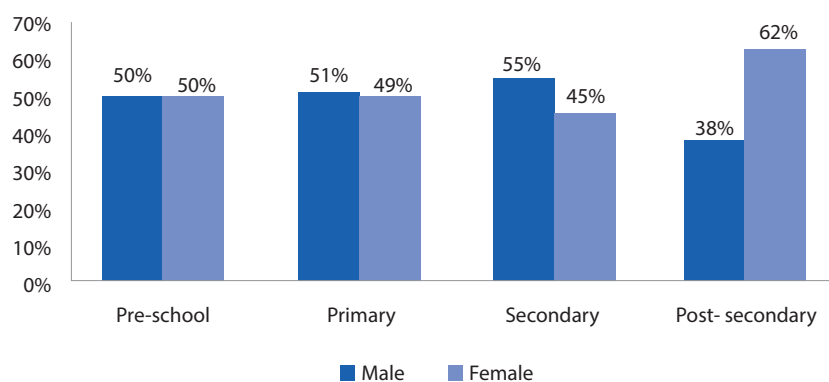
Wealth quintiles	Pre-school	Primary school	Secondary school	Post-secondary/tertiary
Poorest	22.14	25.80	19.49	3.45
Second	26.28	19.25	23.38	15.02
Middle	17.09	19.31	17.64	19.12
Fourth	16.25	16.98	19.27	27.44
Richest	18.24	18.67	20.23	34.97
Total	100	100	100	100

Source: Authors' own calculation based on the MICS4 survey from 2012.

Figure 3-13 shows the distribution of students by gender revealing an interesting pattern. While there are no gender disparities in the distribution until primary school, this starts to change, with females representing a lower percentage than

males in secondary education, which switches to almost 25 per cent more for post-secondary education. More in depth analysis needs to be done to better understand these patterns which could be attributed to repetition rates by males for example.

Figure 3-13: Distribution of students by gender, for each level of education



Source: Authors' own calculation based on the MICS4 survey from 2012. There is a variation between the % of Secondary enrolment compared to the earlier mentioned KPI – This number is calculated from the MICS4 Data, and shows female secondary enrolment at 5% points lower.

The distribution of expenditures by wealth quintiles follows the pattern of distribution of beneficiaries. A slightly bigger share of the expenditures for education are allocated to the richest quintile (22

per cent) than to the poorest quintile (20 per cent). The middle quintile receives the smallest share of the education expenditures, 18 per cent (see Table 3-13)

Table 3-13: Total expenditures for schooling by education level and wealth quintile

Wealth quintiles	Pre-school	Primary school	Secondary school	Post-secondary/tertiary	Total	Total share
Poorest	434,675	13,035,321	12,657,474	655,765	26,783,235	20%
Second	515,854	9,723,798	15,183,387	2,856,820	28,279,860	21%
Middle	335,522	9,754,053	11,455,875	3,636,408	25,181,856	18%
Fourth	319,069	8,577,918	12,515,955	5,217,477	26,630,421	20%
Richest	358,025	9,431,622	13,140,552	6,650,709	29,580,906	22%
Total	1,963,145	50,522,712	64,953,243	19,017,179	136,456,278	100%

Source: Authors' calculation based on the MICS4 from 2012. Note: The expenditure amounts in this table are derived from the representative MICS data-set and are therefore an approximation of the actual expenditures shown in table 6-2.

By disaggregating the amount of total expenditure by gender it appears that girls and boys receive almost equal amounts of the total expenditure as can be seen in Table 3-14. It is important to point out here, however, that this does not necessarily address gender equity, and is not taking the differences in girls' and boys' situations into account in determining their needs. It is, however, a noteworthy decomposition to reflect on.

With regards to urban and rural populations, the biggest percentage goes to the rural areas, which is logical as it corresponds to the population shares.

Table 3-14: Total spending for education for boys and girls, MICS

Gender	Total	%
Male	69,510,540	51%
Female	66,945,720	49%
Total	136,456,260	100%

Source: Authors' calculation based on the MICS4 from 2012. Note: The expenditure amounts in this table are derived from the representative MICS data-set and are therefore an approximation of the actual expenditures.

Table 3-15: Total spending for education in urban and rural areas, MICS

Area	Total	%
Urban	24,628,776	18.0%
Rural	111,827,490	82.0%
Total	136,456,266	100%

Source: Authors' calculation based on the MICS4 from 2012. Note: The expenditure amounts in this table are derived from the representative MICS4 data-set and are therefore an approximation of the actual expenditures.

3.6 Discussion

Public expenditure in education provides a measure of the Government's commitment to education. Examining how the government in Saint Lucia invests in education provides important context for assessing education outcomes. While investment in education can be influenced by supply and demand factors such as demographic structure, enrolment rates, and costs of educational resources, a better understanding of the budget and how actual spending on children is carried out will assist in improving the overall expenditure process to make way for improved outcomes. Following the analysis in this chapter, the following points stand out as issues that require further investigation and scrutiny.

Under-investment in early childhood development

The early years of childhood form the basis of intelligence, personality, social behaviour, and capacity to learn and nurture oneself as an adult. There is significant evidence linking the circumstances of adversity and habits formed in early years to the non-communicable diseases of adulthood (UNICEF 2014). The earlier an investment is made in the development of a child, the higher the rate of return. Efforts should focus on the first years for the greatest efficiency and effectiveness (Heckman, 2012). The average spending per student in ECE in Saint Lucia is 562 EC\$ while the amount spent per person in tertiary education is 6854 EC\$ - more than 10 times higher. ECE receives a little over 1 per cent of total expenditure. This is obviously a considerably low percentage. Including early childhood interventions in larger programmes can enhance the programmes' efficacy. Early childhood interventions in education programmes prepare children for school, improving their performance and reducing the need for repetition.

Increased investment in ECD would not only have an enormous impact on children but would address inequality and influence the development trajectory of countries.

The dilemma of quality of education and salaries of teachers

Over the last three decades substantial investment has been made to expand educational opportunities in Saint Lucia. However, it is recognised that there are problems to be addressed when quality is in question. This is evident from the large numbers leaving the educational system without having achieved basic levels in the programmes in which they might have participated. Data from the labour force survey show that over 61 per cent of the population 15 years of age and over, do not have certificates above primary level education. The current educational plan recognises the challenge and has, as one of its objectives, the enhancement of quality of education, "so that students can master the essential foundations for lifelong education" (Kairi Consultants Ltd., 2011).

This is easier said than done, however, and two issues arise. The first issue is that of salaries and

the second is that of having quality teachers with a reasonable teacher:student ratio.

As was presented in this chapter, roughly two thirds of the total budget of MOE is allocated to salaries (a number almost double that compared to MOH) with the largest share going to primary and secondary education. On the other hand, the issue of the quality of teachers seems to be a permanent one. In primary education, which has a high percentage of trained teachers, the number of teaching positions in the coming 3 years is expected to decrease changing the current teacher:student ratio from 1:17 to 1:25 for the first 3 grades, and 1:30 for the consecutive 3 grades. As for s education, the number of qualified teachers is quite low, and while the number of teachers is expected to increase, this is not sufficient in isolation of properly trained teachers. Here it becomes necessary to realise that general teacher training costs can be significant to the government, which can only be harvested in the long-term. However, the continued hiring of untrained teachers is the main cause of insufficient teacher qualifications. Additionally, it is necessary to keep in mind that a critical factor in the capacity of a country to achieve competitiveness in a variety of sectors, such as the export oriented sector, is the quality of the labour force and the depth and breadth of its educational stock.

Gender disparities

While gender disparity between girls and boys on the primary level is not very evident, the scenario changes when they move to secondary school. Firstly, there are 10 per cent more boys attending secondary schools than girls. However the pattern changes when the actual achievement is observed. One example is the issue of class repetition, which on average makes up about 2.5 per cent of students and where males actually make up about two-thirds of the repeaters. Additionally, girls are almost 25 per cent more likely to go on to post-secondary education. This disparity in the underachievement of boys should be better understood, especially in regard to the fact that the total spending on education between girls and boys is very similar. According to the OECS Education Sector Strategy (OESS), gender disparities in performance are evident at all levels of the school system and there is

actually a declining participation of boys and males at the upper secondary and tertiary levels (OECS, 2011).

Another point relating to gender stereotyping that continues to be addressed, is evident in the Curriculum and Materials Development Unit (CAMDU) changing the terminology used in its texts to include a greater degree of gender sensitivity; by reversing sex role stereotyping in the characters portrayed. This is aimed at combating discrimination against women and girls at an early age

Demographic disparities

As the education level advances, it can be observed that the share of students who belong to the poorest quintile gets smaller while getting larger in the richest quintile. While this reflects the drop in the distribution of students in the lower quintiles, this is a pattern that must be further investigated, and the possibility that there are budget implications related to it should be explored.

Salaries crowding out other expenditures

An education system that aims to offer a quality education for all young people should be able to count on teachers who are not only well trained but also adequately paid. As mentioned previously, the public sector is the main provider of education

services in Saint Lucia. As was shown, two thirds (66.3 per cent) of the total budget is allocated to salaries. Interestingly, this number is almost double than that compared to the MOH. Primary and secondary education account for the largest share of these salary costs, 10.3 per cent of the budget is allocated to grants and contributions and the Ministry spend 1.3 per cent on training. This is understandable since the biggest programmes for the ministry are secondary and primary education (in the recurrent expenditure, both primary and secondary education are major cost centres), but this also means that with such large portions going to salaries, little is left to work with on other important facets of the education system. For example, only 0.1 per cent of the budget went to student welfare support, which holds programmes like the bursaries programme and the school transportation programme, and only 1.5 per cent was spent on special education.

This poses a challenge for the budgeting exercise for Saint Lucia, because the question is not just about raising expenditure. It is clear that the expenditure per student has been rising since 2009/10 for both primary and secondary education. Additionally, it appears that in 2008, 2009 and 2010, the budget was exceeded, with the biggest part of the total absolute exceeding costs coming from primary education.

4 Social Protection



© UNICEF/ECA/(2015/Marcille Haynes)

4.1 Introduction

Various social protection schemes and programmes exist in Saint Lucia, using a range of different mechanisms. While some of these programmes are embedded in long-term strategic plans, implemented nationwide and financed through the central government's consolidated budget, few are anchored in law, and quite a few are of a short-term nature, or limited in geographical and categorical coverage, and based on a volatile and insecure resource base. The various programmes use different mechanisms to deliver the income transfer or service to different population groups. The following categories may be distinguished:

- cash transfer programmes directed to households or individuals
- in-kind transfers to households or individuals aiming at facilitating access to social services, for example in health and education
- active labour market programmes
- subsidies – either to producers or consumers of certain goods or services

This chapter begins with a general overview of the social protection landscape in Saint Lucia, and then goes more in-depth, examining these various programmes, looking into their objectives and target groups, their overlaps and/or gaps, and their funding through the budgets of three Ministries³⁹. From there, the budget of the Ministry of Social Transformation (MOST) will be analyzed, as well as the budget of its main implementing arm in the field of social protection programmes, the Saint Lucia Social Development Fund (SSDF). The programmes examined will be clustered into three areas: programmes for children, active labour market programmes (for the working age population), and cash transfer programmes and other services targeting households. Meaningful performance indicators with respect to these programmes will be introduced, with a view to their objectives and target groups and their gender responsiveness. The chapter will conclude with some recommendations and issues for further discussion.

³⁹ Earlier Chapters have looked into the budgets of the Ministries of Education (Chapter 6) and (to a lesser extent) Health (Chapter 5).

4.2 Policies and planning

4.2.1 The National Strategic Framework: the NSPP

The Government of Saint Lucia has embarked on a National Social Protection Policy (NSPP) aiming to streamline existing social protection interventions to avoid duplication and overlapping, enhance institutional capacities, coordinate mechanisms and address problems of operational weaknesses in programming and implementation. It also aims to encompass more efficient targeting mechanisms to increase the pro-poor focus of the various programmes (MOSTLG 2013).

The objective is to bring the multitude of social protection programmes under one umbrella, based on a coherent framework and programmatic approach, and embedded in legislation. The NSPP subscribes the objective of building a national social protection floor as a fundamental element of the social protection system, in line with the ILO Social Protection Floors Recommendation, 2012 (No. 202).

The implementation of the NSPP is a long-term venture. For the period up to 2017, ambitions are to consolidate and strengthen existing social protection programmes with a view to rendering them more effective and efficient. For the period 2017 to 2021, the aim is to implement wider reforms with a view to establish a coherent and integrated social protection framework. For this second phase, the focus will also be more on building social insurance schemes (health insurance, pension and unemployment insurance). Hence, the orientation in the first phase looks at horizontal expansion and rationalization of existing programmes, establishing a social protection floor tailored to the poorest and most vulnerable, whereas in the second phase the orientation is more towards vertical expansion, deepening and extending coverage in terms of social *insurance* vehicles.

4.3 Overview of the programmes

Saint Lucia operates several programmes with social protection characteristics and objectives. There is one genuine cash transfer programme (public assistance) and a fairly large number of programmes combining cash transfers with skills enhancement

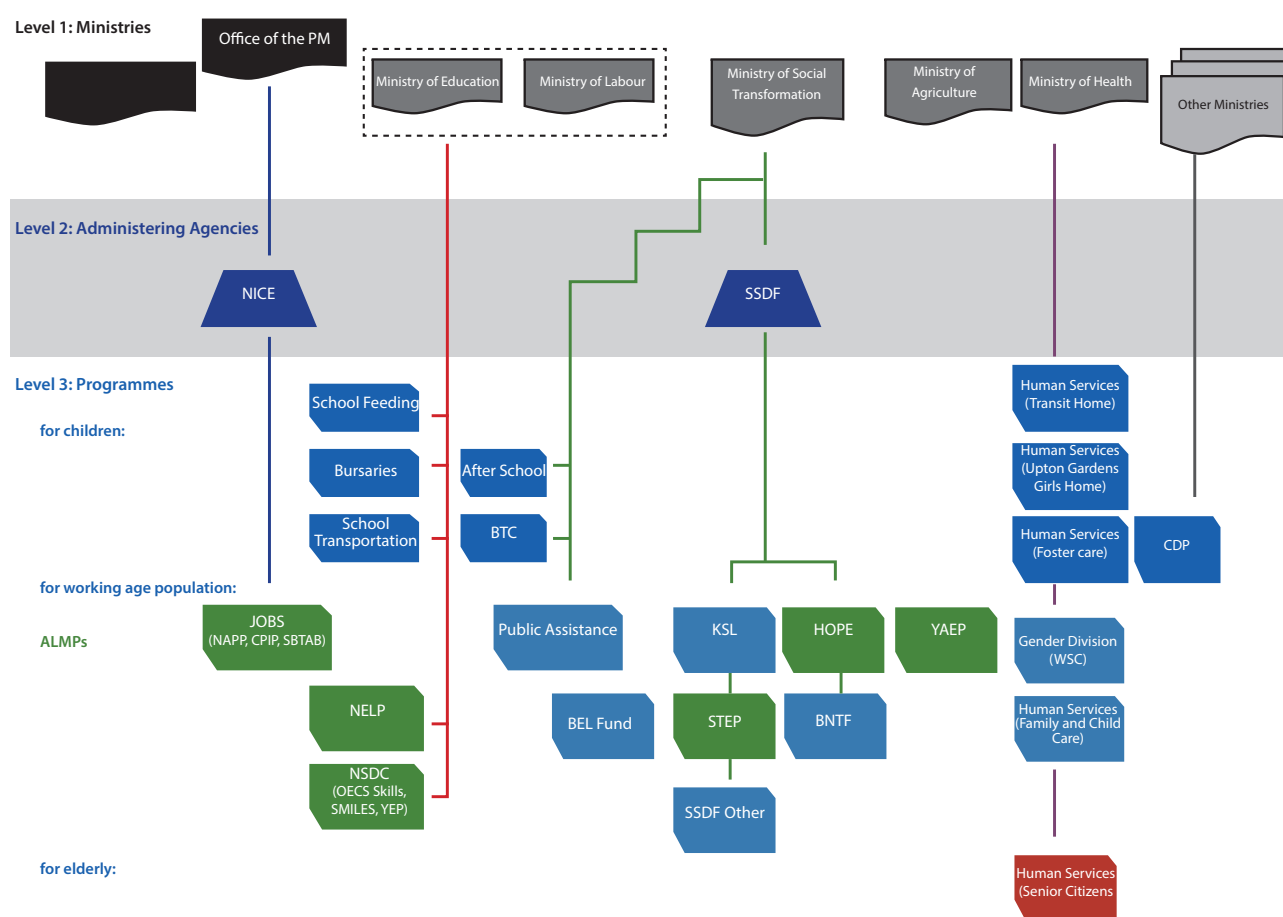
(productivity enhancement) or empowerment (social inclusion) measures. Most programmes are targeting adult Saint Lucians or households. These programmes – cash transfers and services for Saint Lucians of working age – are described in the first part of this section. The MOE operates several programmes that target poor and vulnerable children with an objective to facilitate universal access to education (FCUBE). These programmes will also be included in this section.

These programmes will be examined in three separate clusters: (i) social protection programmes for children, (ii) active labour market programmes (for the working age population), and (iii) ‘passive’ cash transfer programmes and other services in the area of social protection. The purpose of clustering the programmes is to determine whether there are overlaps between them in terms of objectives and target population. This section will take these clusters in a reverse sequence and start with the cash transfer and social services programmes, since these are considered to be the backbone of any social protection system and of crucial importance for poor and vulnerable families with children. The active labour market programmes are important with a view to the labour market perspectives of adolescents and young adults in Saint Lucia suffering from high youth unemployment.

Figure 4-1 provides an overview of social protection programmes and the MDAs responsible. The darker blue programmes target children, the lighter blue ones are ‘passive’ social protection programmes that target poor and vulnerable households – including families with children and single mothers. The green coloured programmes are active labour market programmes. There is one social protection programme targeting the elderly Saint Lucians, the senior citizen’s home. This, as one would expect in a report that discusses budgeting for children, will not be considered in further detail.

One can see from the figure that the governance situation with respect to social protection in Saint Lucia is rather complex. Quite a few ministries are involved, various implementing agencies and a vast range of programmes exist.

Figure 4-1: Overview of social protection programmes



Source: Authors' compilation

4.3.1 Cash transfer programmes

The public assistance programme

The public assistance programme (PAP) is a cash-transfer programme aimed at targeting the poorest households. The legislative title for these public assistance benefits is the Public Assistance Act. The programme's main objective is poverty alleviation.

4.3.2 Programmes that combine cash transfers and non-cash transfers

The Saint Lucia Social Development Fund (SSDF) implements various programmes that have a cash transfer component but that also provide in-kind support to families. These are the Koudmen Sent Lici (translated from the Patois language as 'Self-help Saint Lucia') and the Basic Needs Trust Fund, HOPE and STEP. This sub section will focus on the Koudmen programme, the latter three are described under the subsequent subsection 4.3.3: Active labour market programmes. The second

programme discussed here is the James Belgrave Micro Enterprise Development Fund Inc. (BELfund) which offers micro-credit and support to poor and vulnerable households.

Koudmen Sent Lici

The Koudmen Sent Lisi (KSL) programme aims to address the multidimensional needs of impoverished households, through cash transfers, services in-kind and referrals to alternative programmes. The overall objective of the programme is to improve living conditions and develop opportunities in poor communities and vulnerable households through the establishment of a targeted programme of support designed to transform household units. The programme has no legal title, and targets indigent households island-wide. Towards the end of 2014, 100 households have been enrolled in the programme, 496 individuals, including 262 children under the age of 15.

James Belgrave Micro Enterprise Development Fund Inc. (BELfund)

The James Belgrave Micro Enterprise Development Fund Inc. (BELfund) was established in 2000 with the objective of empowering the poor, the unemployed micro-entrepreneurs and other under privileged persons aged 18 and over. More specific objectives of the programme are to enable micro enterprise projects for individuals, families and groups among the less privileged sectors through the provision of low cost loans, enterprise training, technical assistance and other support services and encourage small-scale enterprise projects.

Analysis of objectives and covered population of cash transfers and other services in Saint Lucia

Table 4-1 shows the number of beneficiaries of the programmes. The PAP programmes has the most beneficiaries, followed by the individuals SSDF and the Family and Child Care, which swapped its between 2nd and 3rd largest since 2013.

Table 4-2 shows the female share among the beneficiaries, and shows that the share of women beneficiaries exceeds 50 per cent for all the programmes.

In terms of the relevant age group (age 15-64), it can be observed from Table 4-3 that the programmes do not cover more than a small proportion of the mentioned population.

Table 4-1: Number of cash transfer programmes' beneficiaries

Beneficiaries	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(Cash transfers and services)</i>					
PAP (households)	-	-	2,752	2,514	2,498
PAP# (age<20)					
SSDF (Koudmen Sent Lisi, households)	-	-		100	-
SSDF (Koudmen Sent Lisi) - individuals, working age				314	
SSDF (Koudmen Sent Lisi) - boys, age <20				165	
SSDF (Koudmen Sent Lisi) - girls, age <20				160	
Belfund	50	64	56	62	57
Women's support centre - MOST gender division	19	20	19	15	15
Family and child care - Human Services	540	289	396	558	103

#: no information on ages of individual beneficiaries was available

Source: calculated on the basis of information received from programme administrations

Table 4-2: Female share among cash transfer programmes' beneficiaries

Female beneficiaries (as a percentage of all)	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(Cash transfers and services)</i>					
PAP (households)					
SSDF (Koudmen Sent Lisi) - individuals, working age				51.0	
SSDF (Koudmen Sent Lisi) - individuals, <20				49.0	
Belfund	40.0	60.9	55.4	51.6	59.6
Women's support centre - MOST gender division	100.0				
Family and child care - human services	54.8	62.3	59.8	57.7	68.9

Source: Calculated on the basis of information received from programme administrations

Table 4-3: Cash transfers and services' beneficiaries share (15-65 age group)

Beneficiaries as a percentage of all in the relevant age group	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(Cash Transfers and Services)</i>					
PAP (households)					
SSDF (Koudmen Sent Lisi)			0.09	0.09	
Belfund	0.05	0.06	0.05	0.05	0.05
Women's support centre - MOST gender division	0.02	0.02	0.02	0.01	0.01
Family and child care - human services	0.49	0.26	0.35	0.48	0.09

Source: Calculated on the basis of information received from programme administrations

4.3.3 Active labour market programmes (ALMPs)

Active Labour Market Programmes (ALMPs) help unemployed people find work through a combination of cash and in kind benefits such as job placement services and human capital generating programmes including vocational education, skills training, and (sometimes) job creation. The objective of these programmes is twofold: (i) at the macro level, to improve the functioning of the labour market as a market, and, (ii) at the individual level, to enhance employability or provide job opportunities (an entry point to the labour market) for people of an active age that are unemployed or underemployed. Saint Lucia operates several of these programmes. Programmes such as the BNTF, HOPE and STEP are administered through SSDF with a substantial activation component. This subsection will further cover these and several other programmes, administered under the NICE office and the Ministry of Education with similar objectives.

Analysis of objectives and covered population of ALMPs in Saint Lucia

Table 4-4 (overleaf) summarizes the objectives, target groups and activities of the various ALMPs in Saint Lucia. Apparent from the table is the big overlaps between all these programmes in terms of their targeted population, objectives, and instruments. For example, NAPP and OECS skills target (vulnerable) youth, whereas HOPE and NSDC also target the at risk youth. SMILES targets deprived single mothers, but BNTF and NSDC also list teenage mothers among their target groups. No less than six programmes mention skills enhancements among their objectives, and five are providing training activities, plus another four programmes provide subsidized jobs. This points to what has been described as one of the major problems with social protection in Saint Lucia, where a large number of programmes are doing similar things with no coordination between them. One of the main reasons behind this is that in the run-up to, or after general elections, when there is a change of cabinet, new programmes tend to be introduced even when these replicate existing ones to a significant extent. Old programmes continue to exist even when their funding may be reduced.

Table 4-4: Summary of ALMPs in Saint Lucia

	Target groups Objectives Instruments applied HOPE	SSDF		NICE			OECS Skills	NELP	YEDF	YAEP
		STEP	NAPP	CPIP	NSCD	SMILES				
Target groups	Youth (general)			X				X		X
	Disadvantaged youth	X				X		X		
	Females					X	X	X		
	Un-/semi skilled	X								
	Sectors					X				X
Programme objectives	Skills enhancement		X	X		X	X	X	X	
	Experience			X				X		
	Job matching									
	Labour demand				X			X		X
	Poverty alleviation		X		X					
	Facilitate (loans etc.)									
	Other (crime prevention, etc.)		X							
Activities/ tools	Information									
	Training	X	X	X		X	X			
	Subsidized jobs	X		X	X			X		

Source: Authors' compilation

The number of the different programmes' beneficiaries is shown Table 4-5. It is evident that these programmes are relatively large in terms of their coverage. NICE, for example, in 2012 provided training and counselling services to more than 3,000 individuals. Compared to the total number of Saint Lucians in the age group up to 35 years who, according to Labour Force Survey statistics, are counted as unemployed – importantly the latter is just under 14,000 in 2013 – this is a sizable number. Moreover, if we would sum all beneficiaries in the various ALMPs – combining 2012/13 and

2013/14, since no statistics are available for all programmes for either of these years – and we would for a moment assume that there are no double counts, then this would lead to a staggering figure of more than 14,000 participants. To put this into perspective, this would mean that the current programmes could absorb the entire population registered under youth unemployment, provided these programmes would target (as most of them claim) the out-of-job youth up to the age of 35, and provided there would be no 'double dipping' and no errors of exclusion nor inclusion.

Table 4-5: Number of reported ALMPs beneficiaries

Beneficiaries	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(ALMPs)</i>					
NICE/JOBS (NAPP, CPIP, SBTAP)	-	-	-	2,970	1,503
STEP	-	-	-	-	7,514
SMILES	-	-	-	-	214
SSDF (HOPE)	681	1,171	714	611	509
SSDF (BNTF) (number of households)	-	-	-	-	-
NELP	1,598	1,250	1,616	1,425	-
NSDC	270	1,020	1,117	552	-
OECS	-	102	139	868	-
YAEP	-	-	-	-	-

Source: Calculated on the basis of information received from programme administrations

Table 4-6 indicates that the share of women beneficiaries exceeds 50 per cent for all the programmes, and tends to range between two third or even three quarters of the total beneficiaries. In

terms of the relevant age group (age 15-64) the combination of these programmes (NICE and STEP) cover a significant proportion of the population, as can be seen in Table 4-7 (overleaf).

Table 4-6: Female share among ALMPs beneficiaries

Female beneficiaries (as a percentage of all)	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(ALMPs)</i>					
NICE/JOBS (NAPP, CPIP, SBTAP)				71.0	68.1
STEP					
SMILES					100.0
SSDF (HOPE)	71.5	78.7	73.4	75.1	74.3
SSDF (BNTF)					
NELP	73.9	76.7	77.5	73.1	72.3
NSDC	64.7	72.2	64.2	65.4	54.0
OECS			81.4	77.0	69.7
YAEP					

Source: Calculated on the basis of information received from programme administrations

Table 4-7: ALMPs' beneficiaries share (15-65) age group

Beneficiaries as a percentage of all in relevant age group	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(ALMPs)</i>					
NICE/JOBS (NAPP, CPIP, SBTAP)				2.58	1.29
STEP					6.45
SMILES (≈age 20-39)					0.38
SSDF (HOPE)	0.62	1.05	0.63	0.53	0.44
SSDF (BNTF)					
NELP	1.46	1.12	1.42	1.24	
NSDC	0.25	0.92	0.98	0.48	
OECS (≈age 15-39)		0.19	0.25	1.54	
YAEP (≈age 15-35)					

Source: Calculated on the basis of information received from programme administrations

4.3.4 Education support programmes (non-cash transfers)

This sub section will remain brief in its description of the various programmes.

Analysis of objectives and covered population of child related social protection in Saint Lucia

The objectives of the various programmes have an overlap – all aim at facilitating universal access to school, including for children from poor and

vulnerable families into the education system. However, the instruments or activities applied are clearly complementary. The school feeding programme provides in-kind benefits, whereas the transportation programme provides a service. The bursaries programmes offer cash transfers. The SSLP/OLPC provides materials in the form of a laptop to secondary school students. Finally, CASP engages children in poor, rural communities in 'meaningful and productive activities' after regular school hours (see Table 4-8).

Table 4-8: Summary of child related social protection and education programmes in Saint Lucia

Target groups	Target groups Objectives Instruments applied	School transport	School feeding	Bursaries		SSLP (OLPC)	After school programme
				(Regular)	(Once off)		
Target groups	Children (general)				X	X	
	Disadvantaged children	X	X	X			X
Programme objectives	FCUBE#	X	X	X	X	X	
	Social protection	X	X	X	X		X
Activities/ tools	Cash transfers			X	X		
	In-kind transfers		X				X
	services	X					
	Materials					X	

#: FCUBE=free, compulsory and universal basic education
Source: Authors'Compilation

The number of child beneficiaries can be seen in Table 4-9. It is clear that these programmes are sizable in terms of their coverage.

Table 4-9: Number of SP/Education programmes beneficiaries

Beneficiaries	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
(Social protection)						
School transport	2,542	2,645	2,558	2,409	-	-
School feeding	7,058	7,106	7,366	7,446	-	-
Bursaries (regular)	1,396	1,358	1,851	2,121	-	-
Bursaries (once-off)	-	-	-	2,637	2,533	2,631
OLPC	-	-	-	-	2,721	-
After school programme	-	-	-	-	750	-

Source: Ministry of Education and programme administrations

Table 4-10 indicates that the share of girl students is close to 50 per cent for all the programmes.

Table 4-10: Female share among SP/Education programmes' beneficiaries

Female beneficiaries (as a percentage of all)	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
(Social protection)						
School transport	50.3	50.3	50.3	50.3	50.3	
School feeding	49.0	49.0	49.0	49.0	49.0	
Bursaries (regular)						
Bursaries (once-off)				49.0	49.0	49.0
OLPC					49.1	
After school programme						

Source: Ministry of Education and programme administrations

In terms of the relevant age group these programmes cover a significant proportion of the population; in as far as available data can show. The coverage rate of the newly established once-off bursaries programme is even closer to universal. Provided

that the objective of the latter programme, like the other bursaries programmes, is to target the poor and vulnerable households, one can safely conclude that this particular programme is actually overshooting its objective (see table 4-11).

Table 4-11: SP/Education programmes' beneficiaries share (15-65) age group

Beneficiaries as a percentage of all children in relevant age group	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15
School transport (age 5-11)				13.9		
School feeding (age 5-11)				42.8		
Bursaries (regular, age 5-11)				12.2		
Bursaries (once-off, age 12)					94.9	
OLPC (age 5-11)					16.0	
After school programme						
PAP** (age<18)						
SSDF (Koudmen Sent Lisi) - individuals, age <15						

Source: Ministry of Education and programme administrations

4.4 The social protection budget

4.4.1 Methodology and data

This section uses the Government of Saint Lucia's budget estimates for the period 2009/10 – 2013/14. For 2013/14 the revised budget figures are used and for 2014/15 the estimates, for the earlier FYs

actual outturns have been used. There was the opportunity to use one extra year of analysis here, as the new budget format for this ministry is similar to the format used up to 2013/14. For other ministries, this was not the case, thus making comparison impossible. It must be noted that in the latest

budget, estimates for 2015/16 and 2016/17 are also published. However, these do not give information on the estimated capital expenditures.

Besides, much of the figures for 2015/16 and 2016/17 were exact copies of 2014/15 figures, which indicated that the estimates for 2015/16 and

2016/17 are not completely ready as yet. The same approach has been followed as in the previous chapters to arrive at the 'new real budget', the starting point for the budget analysis in this study.

Table 4-12 provides the conversion for both the administrative and the economic classification.

Table 4-12: Conversion table MOST

Administrative classification	Economic classification
Agency administration	Salaries
Social transformation	Personal emoluments
Sports and youth services	Wages
Sports	Travel and subsistence
Youth services	Rewards, compensation and incentives
	Retroactive wage settlements
Boys Training Centre	Training
Local government	Goods and services
	Office and general expense
	Supplies and materials
	Tools and Instruments
	Utilities
	Operating and maintenance
	Professional and consultancy services
	Advertising
	Equipment
	Hire of equipment
	Communication
	Capital - equipment
	Office costs
	Rental of property
	Insurance
	Capital
	Other
	Miscellaneous
	Capital – programmes
	Grants and contributions
	Subsidies
	Public assistance

Source: Authors. Notes: The categories in bold are the new categories. Any categories below the bold items are combined into the bold category.

4.4.2 The budget of the Ministry of Social Transformation

The newly categorized, inflation-corrected budget for the Ministry of Social Transformation (MOST) per programme, can be found in Table 4-13. The biggest programmes for MOST are the Social Transformation programme (48.8 per cent of the total budget 2009-2015) and the Local Government programme (24.5 per cent). The Ministry's budget saw a huge jump from 2009/10 to 2010/11 in total

expenditures, mostly related to the addition of the Local Government programme and the Welfare Services programme, which were under different ministries in previous years. The ministry saw its highest expenditures in 2010/11, with almost 76 million EC\$. Especially the Boys Training Center (BTC) received considerable funding (over 10 million EC\$) in that year. For 2014/15, the total ministries' expenditure is budgeted at a little under 44 million EC\$.

**Table 4-13: Condensed budget MOST, administrative classification, 2009-2015
(in 1,000 EC\$, constant 2012/13 prices)**

Administrative classification	Year						% of MOST total
	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	
Agency administration	1,502	1,664	1,764	1,482	1,714	1,598	2.9%
Social transformation	30,548	34,469	29,946	26,690	25,171	15,881	48.8%
<i>Of which SSDF</i>	7,987	18,958	17,974	10,049	11,749	6,146	21.9%
<i>Of which after school Prog.</i>	777	1,140	452	1,521	1,005	-	1.5%
<i>Of which labour Absorp. Prog</i>	10,632	-	-	-	-	-	3.2%
Sports and Youth Services	11,160	8,082	4,383	-	-	-	7.1%
Boys Training Center	1,648	10,620	2,788	2,243	2,501	2,183	6.6%
Local government	-	14,589	12,534	18,905	19,408	16,216	24.5%
Welfare services	-	6,514	7,088	6,097	5,957	8,046	10.1%
Total	44,859	75,938	58,504	55,419	54,751	43,925	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013b, 2014), MGSOG/Magazijn13 edit.

Table 4-14 (overleaf) shows the budget in the economic classification. Salaries, showing a primarily increasing trend of expenditure over the years, account for 17.4 per cent of expenditure over 2009-2015. Office costs make up 13.6 per cent,

grants and contributions 12.6 per cent. The high share allocated to other costs (38.9 per cent) is mostly related to the capital programmes which fall under this category.

Table 4-14: Condensed budget MOST economic classification, 2009-2015
(in constant 2012/13 prices and 1,000 EC\$)

Economic classification	Year						Total 2009-2014
	2009/10	2010/11	2011/12	2012/13	2013/14	2014/15	
Salaries	4,818	10,437	11,090	11,843	12,119	11,781	17.4%
Training	130	31	121	28	24	28	0.1%
Goods and services	1,445	5,137	4,908	4,132	5,611	5,439	7.3%
Equipment	1,263	594	1,524	417	726	364	1.6%
Office costs	6,118	20,727	8,433	3,151	951	178	13.6%
Other	26,321	24,412	19,749	21,028	21,144	10,021	38.9%
Grants and Contributions	4,764	8,344	5,839	8,949	8,512	8,339	12.6%
Subsidies	-	-	-	-	-	-	0.0%
Public assistance	0	6,255	6,839	5,870	5,664	7,776	8.5%
Total	44,859	75,938	58,504	55,419	54,751	43,925	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013b, 2014), Authors' own calculations

The division between recurrent and capital expenditures for the ministry is presented in Table 4-15. It can be observed that a little over half of the ministries' expenditures is capital expenditures. Of the capital expenditures, 76.7 per cent can be

attributed to social transformation (over the period 2009/2014). The local government programme is the biggest programme in the recurrent expenditures, with 43.7 per cent of the recurrent budget.

Table 4-15: Recurrent, capital and total expenditure of MOST, 2009-2014
(in constant 2012/13 prices and 1,000 EC\$)

Programme	Recurrent expenditure (RE)		Capital expenditure (CE)		Total Expenditure (TE)	
	Σ2009-2014		Σ2009-2014		Σ2009-2014	
	In 1,000 EC\$	% of RE	In 1,000 EC\$	% of CE	In 1,000 EC\$	% of TE
Agency administration	8,127	5.9%	0	0.0%	8,127	2.8%
Social transformation	30,110	21.9%	116,715	76.7%	146,825	50.7%
Sports and youth services	4,300	3.1%	19,326	12.7%	23,626	8.2%
Boys Training Center	9,044	6.6%	10,756	7.1%	19,800	6.8%
Local government	60,026	43.7%	5,410	3.6%	65,436	22.6%
Welfare services	25,657	18.7%	0	0.0%	25,657	8.9%
Total	137,265	100.0%	152,206	100.0%	289,471	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' own calculations

Table 4-16 shows MOST's [own] revenues. Only the local government programme has income from revenues, accounting for 2.7 per cent of the total

expenditures for local government, and only 0.3 per cent of the total (recurrent and capital) expenditures for MOST, over 2010-2015.

**Table 4-16: Revenues MOST, 2009-2015
(in constant 2012/13 prices and 1,000 EC\$)**

Revenues	Year					% of expenditure
	2010/11	2011/12	2012/13	2013/14	2014/15	
Local government	154	200	151	212	189	2.7%
Total	154	200	151	212	189	0.3%

Source: GOSL (2009, 2010, 2011, 2012, 2013b, 2014), Authors' own calculations

**Table 4-17: Staff expenditures MOST, 2009-2015
(in constant 2012/13 prices and 1,000 EC\$)**

Salaries	Year				
	2009/10	2010/11	2011/12	2012/13	2013/14
Total salary expenditure (EC\$)	4,817,753	10,437,273	11,089,859	11,842,978	12,118,658
Total no. of staff.	84	86	84	94	94
Total expenditure / total no. of staff (EC\$)	57,354	121,364	132,022	125,989	128,922

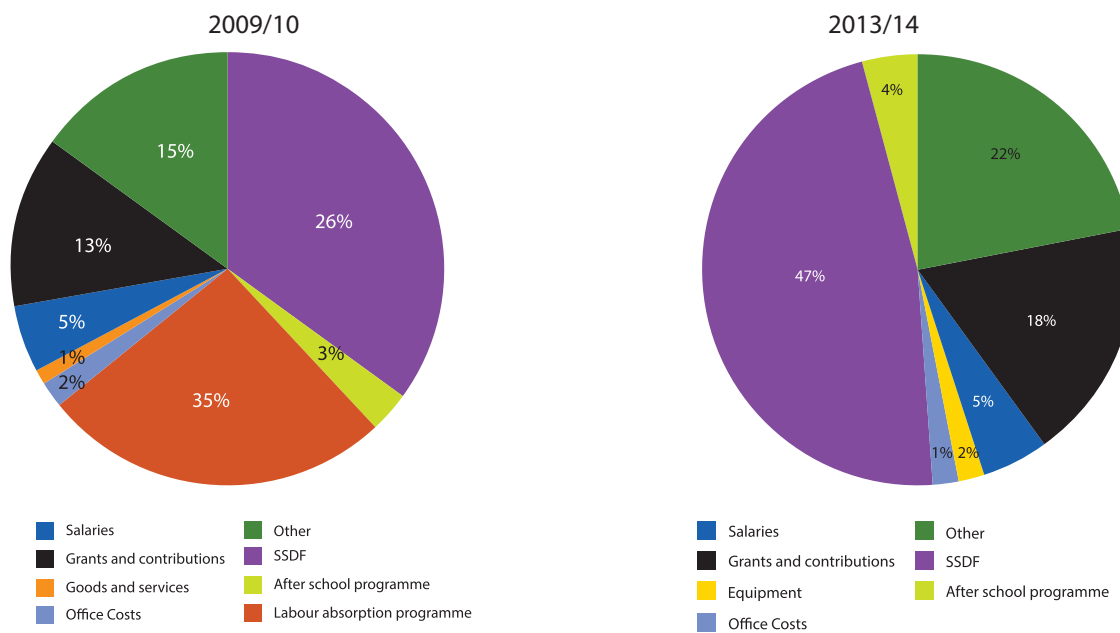
Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' own calculations

The expenditure on salaries fluctuates, when calculated on a per staff basis. The average expenditure per worker is in the range of 125,000 EC\$, which seems a lot when compared for example to 48,000 EC\$ to 50,000 EC\$ per staff member for education. The total number of staff positions remained relatively stable between 84 and 94 (see Table 4-17).

The two biggest programmes in terms of expenditure are the social transformation and

local government. Allocation of expenditures for social transformation for the years 2009/10 and 2013/14 is shown in figure 4.2. The allocation is relatively stable, with the exception of the change relating to the labour absorption programme and SSDF. In 2013/14, SSDF seems to have taken up the budget that was allocated to the labour absorption programme in 2009/10. Also interesting to note is that salaries take up only 5 per cent of the total budget for this programme.

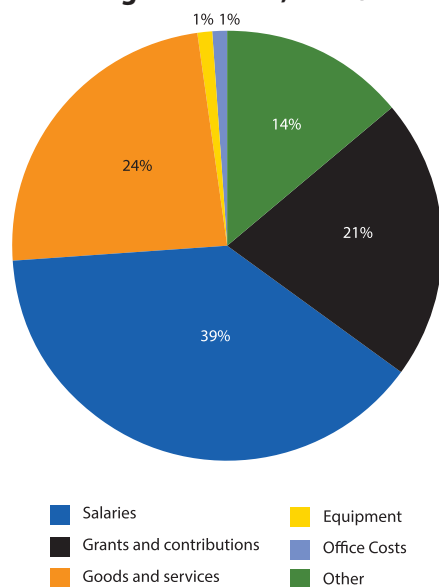
Figure 4-2: Allocation of expenditure for social transformation, 2009/10 and 2013/14



Source: GOSL (2009, 2013); Authors' own calculations

The local government programme shows a different image. Looking at Figure 4-3 reveals that 44 per cent of budget were spent on salaries in 2013/14. For this programme, only one year is presented, as the budget allocation does not differ that much from previous years.

Figure 4-3: Allocation of expenditure for local government, 2013/14



Source: GOSL (2013); Authors' own calculations

4.4.3 Spending execution

Table 4-18 presents to what extent the actual expenditures are in line with the revised budget. For this comparison, figures from 2008/09 until 2011/12 are available from the Government budget estimates. It can be noted that in 2008, 2009 and 2011, the expenditure was less than the total amount budgeted for by the ministry.⁴⁰ In total, the budget stayed 4.2 per cent below the actual budget.

⁴⁰ In 2010/11 there was a huge deviation in expenditure (118.4 per cent higher expenditure than the revised budget stated), but this was due to changes in programmes. The programmes local government and welfare services were added, and sports and youth services was removed from this ministry. For this table, these programme changes were not taken into account. Therefore, the 118.4 per cent is not shown in the table above. Not considering these programmes leads to a total deviation for 2011/12 of 0.4 per cent for the MOST, which is shown in the table above.

**Table 4-18: Deviation of expenditure from revised budget (recurrent), 2008/09-2011/12
(in constant 2012/13 prices and 1,000 EC\$)**

Programme	Year				Average deviation (in EC\$)	Average deviation (in %)
	2008/09	2009/10	2010/11	2011/12		
Agency administration	-11.4%	13.2%	6.5%	5.4%	48,872	3.4%
Social transformation	-11.8%	-11.1%	-2.0%	0.2%	-358,835	-6.1%
Sports and youth services	-9.6%	-1.9%	Omitted	--	- 141,753	-5.7%
Boys Training Center	-6.4%	-8.5%	4.4%	-10.6%	-89,836	-5.3%
Local government	--	--	Omitted	-9.6%	-318,717	-9.6%
Welfare services	--	--	Omitted	17.4%	252,077	17.4%
Total (%)	-10.5%	-5.5%	0.4%	-1.3%		-4.2%
In EC\$ of Revised Budget	1,264,065	683,696	34,711 15,495,277	- 377,965	572,754 572,754 572,754	

Source: GOSL (2009, 2010, 2011, 2012, 2013), MSGoG/Magazijn13 own calculations. Note: Positive deviations (thereby exceeding the revised budget) of more than 10 per cent are highlighted in blue. Omitted categories are omitted from this analysis because these programmes were added to or removed from the ministries' responsibilities in that year. Therefore, including these would create a distorted image.

Examining the programmes for the average deviation (in EC\$, shown in Table 4-18 in the sixth column), the biggest part of the total absolute *exceeding* expenditure comes from welfare services, exceeding the budget by EC\$ 252,077.

4.4.4 The SSDF budget

The Saint Lucia Social Development Fund (SSDF) is the consolidation of the Poverty Reduction Fund and the Basic Needs Trust Fund (BNTF) which was discussed in section 4.3.3.

Table 4-19 shows the income of SSDF for 2010/11 until 2013/14. The budget of the SSDF had been increasing every year from 2010 to 2012/13, until it was cut by more than half in 2013/14 compared to the previous year. In 2012/13, the largest SSDF programmes were BNTF (24.4 per cent of total income in 2012/13), followed by STEP (23.7 per cent) and HOPE (21.2 per cent). Seven per cent was budgeted for administration costs. In 2013/14, STEP was largest and received 36.4 per cent of the total SSDF budget.

Table 4-19: SSDF income, 2010-2014
(in 1,000 EC\$, constant 2012/13 prices)

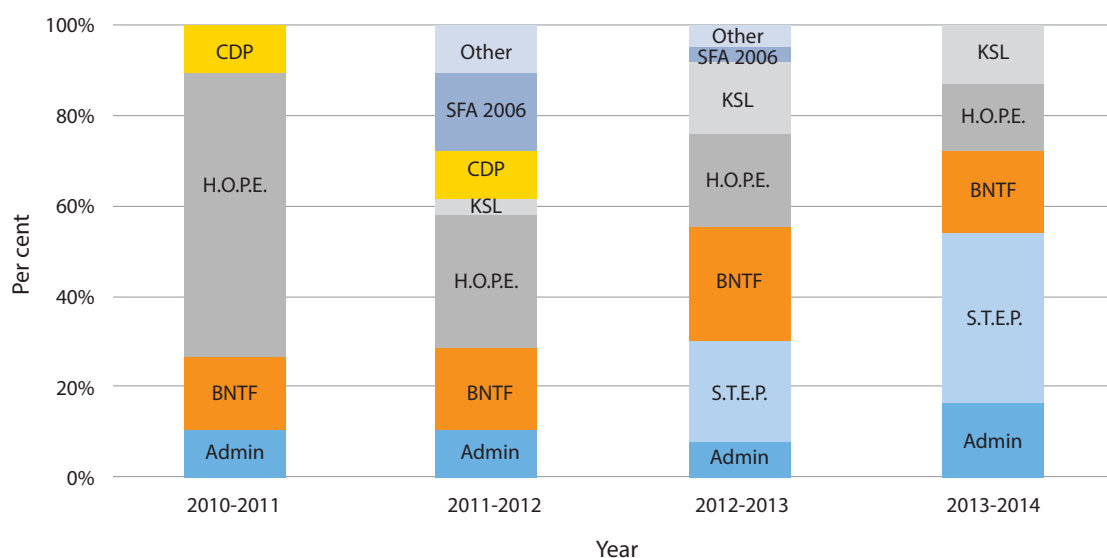
Programmes					% of total	% of total	% of total
	2010/11	2011/12	2012/13	2013/14	(2010-2014)	(2012/13)	(2013/14)
Administration	1,974	2,242	1,714	1,775	9.8%	7.0%	16.4%
STEP	-	-	5,800	3,942	13.2%	23.7%	36.4%
BNTF	3,547	4,305	5,969	2,146	20.4%	24.4%	19.8%
HOPE	13,066	6,499	5,200	1,478	32.2%	21.2%	13.7%
KSL	-	921	4,000	1,478	8.5%	16.3%	13.7%
CDP	2,099	2,703	120	-	5.9%	0.5%	-
SFA 2006	-	4,060	609	-	5.8%	2.5%	-
Other	32	2,188	1,062	-	4.2%	4.3%	-
Total	20,719	22,918	24,473	10,819	100.0%	100.0%	100.0%

Source: SSDF

Figure 4-4 provides a different overview of the income data which helps to give a better grasp of the shares of the programmes. For example, it can be noted that the HOPE programme was rather large in 2010/11, while being less prominent in recent

years. The figure shows how STEP was the biggest programme in 2013/14 and that administration costs were relatively stable, but increased in 2013/14 (as a percentage of the total income).

Figure 4-4: SSDF income, 2009-2014



Source: SSDF

Table 4-20 shows the expenditure of SSDF for the years 2010/11 until 2013/14. In general, the numbers give a similar image as the income (presented here again), with small differences in the allocation (both

over the programmes and the years). Administration costs turn out to be more than 5 percentage points higher (as a percentage of total) than the (budgeted) income.

Table 4-20: SSDF expenditures, 2010-2014
(in 1,000 EC\$, constant 2012/13 prices)

Programme					% of total expenditure (2010-2014)	% of total income (2010-2014)	% of total expenditure (2013/14)	% of total income (2013/14)
	2010/11	2011/12	2012/13	2013/14				
Administration ⁴¹	2,665	2,407	2,536	2,890	15.5%	9.8%	31.5%	16.4%
STEP	-	2,060	6,723	2,548	17.4%	13.2%	27.7%	36.4%
BNTF	4,160	4,326	4,779	1,881	22.1%	20.4%	20.5%	19.8%
HOPE	11,562	7,365	5,770	2,964	39.6%	32.2%	32.3%	13.7%
<i>Of which admin</i>	1182	470	312	219				
KSL	-	242	1,468	1,527	5.0%	8.5%	16.6%	13.7%
<i>Of which admin</i>	-	50	342	378				
CDP	1,851	2,410	122	4	6.1%	5.9%	0.0%	0.0%
SFA 2006	1,253	4,988	226	188	9.4%	5.8%	2.0%	0.0%
<i>Of which admin</i>	462	747	-	-				
Other	36	61	33	76	0.3%	4.2%	0.8%	0.0%
Total	21,518	23,943	21,660	12,079	100.0%	100.0%	100.0%	100.0%

Source: SSDF

The allocation of administration costs for SSDF are presented in Table 4-21: 43 per cent goes into administrative salaries and 14 per cent goes to office and general expenses. HOPE administrative

expenditure was substantial with 15 per cent of total administration costs of SSDF over 2010-2014. Some small categories were taken together in 'other categories' of expenditures.

⁴¹ This excludes KSL, HOPE AND SFA 2006 administration costs for better comparison with the SSDF income. The administration costs of these programs are mentioned in the table under the programs however. And in further analysis, these costs are taken into account.

Table 4-21: SSDF Administration Costs⁴², 2010-2014 (constant 2012/13 prices, per cent)

Administrative classification	% of SSDF total
Relocation expenses ⁴³	3%
Office & general expenses	14%
Utilities	6%
Personal emoluments	43%
KSL admin	5%
HOPE admin	15%
SFA 2006 admin	8%
Other categories ⁴⁴	6%
Total	100%

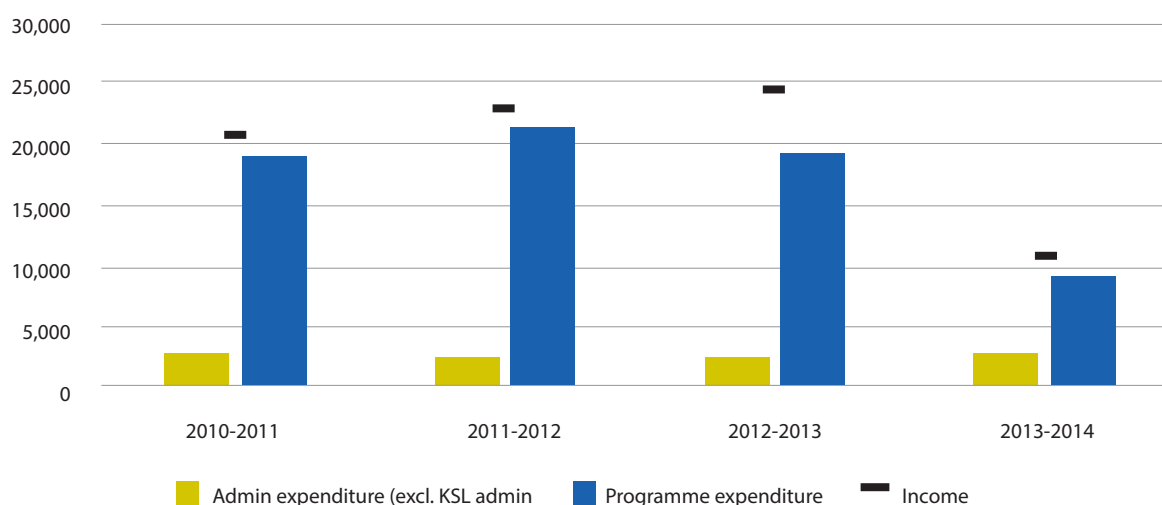
Source: SSDF

Figure 4-5 offers a comparative perspective showing the SSDF programme's administration expenditures compared to the programme income. Adding the administration costs and the programme expenditures would give the total SSDF costs.

These seem to be reasonably in line with the total income. In some years, income appears slightly higher than expenditure (administration plus programme expenditure) and vice versa.

The expenditure drops substantially in 2013/14. Administration costs remain relatively stable, where one might expect these costs to drop along with the programme costs. Even when accounting for programme-specific administration costs, as is done here⁴⁵, the administration costs remain relatively high. A partial explanation can be found in the relocation of SSDF in 2013/14; SSDF spent almost half a million EC\$ on relocation. But still, administration costs do not seem to be moving

Figure 4-5: Income, programme and administration expenditures SSDF, 2010-2014 (in EC \$1,000, constant 2012/13 prices)



Source: SSDF. Note: Here, all administration costs are taken into account. This includes the general administration costs, but also program specific admin costs for KSL, HOPE and SFA 2006. It also takes into account some minor administration costs where possible (i.e. project management costs and office costs).

42 Besides the general SSDF administration costs, in this comparison KSL, HOPE and SFA 2006 administration costs are also taken into account. These are separate items because the classification for admin costs under these programs is not similar to the categories used for the general administration costs of SSDF.

43 These costs were only made in 2013/14 due to the relocation of SSDF in that specific year.

44 Includes gratuity expense, reimbursements / refunds, professional and consultation services, tools & instruments, insurance, human resource / training, travel & subsistence, and other.

45 See the note below

along with the programme cost. For a large part because office and general expenses, and personal emoluments (general SSDF administration costs) were not significantly reduced compared to 2012/13. This makes sense, for this one year at least, as personnel and office and general expenses are not as easily reduced as budgets.

4.4.5 Financial analysis of the social protection programmes

In this section three tables are presented, each with five panels, all in constant (2012/13) prices, for each of the three clusters mentioned earlier: (i) cash transfer programmes and other services in the area of social protection, (ii) active labour market programmes (for the working age population), and (iii) social protection (education and support) programmes for children. The first panel in each table presents total expenditure, the second panel presents expenditure per capita (total cost over the total number of beneficiaries), the third total administration costs, the fourth administration costs as a share of total expenditure, and the fifth panel shows administration costs per capita (total administration costs over the total number of beneficiaries).

Regarding the first cluster, cash transfer programmes and other services in the area of social protection; the following observations can be made from the table. Firstly, the total GDP share of expenditure for the cash transfer programmes and services lies between 0.2 and 0.5 per cent, and these programmes represent a share of around 1 per cent of government expenditures. This is rather low for a middle income country. Secondly, annual programme expenditure tends to be volatile. This is visible when looking at expenditure for the Public Assistance programme, for example, where

expenditure drops from EC\$ 7.1 million in 2011/12 to EC\$ 5.9 million in 2012/13 and again to EC\$ 6.5 million (all in constant prices). Moreover, a 5.3 per cent real increase between 2009/10 and 2013/14 is rather modest considering the importance of programme. The strong increase in spending on KSL relates to the fact that this programme emerged from its pilot status to become a 'full-fledged' programme in 2012/13.

The second panel reveals that per capita spending in some of the programmes differs among the various programmes. KSL, the Women's Support Centre and BELFund have a much higher level of per capita expenditure than public assistance. There are some substantial differences between consecutive years as well. For example, per capita expenditure in KSL rises from EC\$ 2,424 in 2011/12 to EC\$ 14,678 in 2012/13, and per capita spending on Family and Child Care rises sharply from EC\$ 994 in 2012/13 to EC\$ 6,140 in 2013/14.

Turning to administration expenditure, it can be observed that the share of administration costs in total expenditure for KSL and BELFund lies much higher than for the public assistance programme. The latter programme has administration costs at around 4 per cent of total spending. This is low, compared to KSL (25 percent) and BELFund (above 70 per cent). This might be related to the characteristics of these programmes with, for example, KSL's multiple referrals to other programmes. For the BELFund, administration costs are as high as 70 per cent of total expenditure. However, this figure probably does not reflect the peculiarities of the programme, since much of the spending is channelled through a revolving fund and inflows will more or less match outflows and, therefore, net spending can be low.

**Table 4-22: Comprehensive expenditure and administration costs overview –
Cash transfers (in constant 2012/13 prices)**

Expenditure in 1,000 EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10- 2013/14
	2009/10	2010/11	2011/12			
<i>(Cash Transfers and Services)</i>						
PAP (households)	5,245	6,498	7,076	5,872	6,456	5.3
PAP (individuals, working age)	-	-	-	-	-	-
SSDF (Koudmen Sent Lisi)#	-	-	242	1,468	1,527	151.0
SSDF (Koudmen Sent Lisi) - individuals, working age	-	-	-	-	-	-
SSDF (other programmes)#	-	5,804	9,865	2,917	3,159	-18.4
Belfund	1,409	1,262	830	1,205	-	-5.1
Women's Support Centre - MOST gender division	335	361	351	337	298	-2.8
Family and child care - human services	709	678	699	554	632	-2.8
Health	-	-	-	-	-	-
Total expenditure	7,091	14,129	18,634	11,972	11,609	13.1
(% government expenditure)	0.75%	1.2%	1.5%	0.9%	1.0%	
(% GDP)	0.2%	0.4%	0.5%	0.3%	0.3%	

Expenditure/beneficiary in EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10- 2013/14
	2009/10	2010/11	2011/12			
<i>(Cash Transfers and Services)</i>						
NIC (non old-age pension cash transfers - short and long term)						
PAP (households)			2,571	2,336	2,584	0.3
PAP (individuals, working age)						
SSDF (Koudmen Sent Lisi)#			2,424	14,678		
SSDF (Koudmen Sent Lisi) - individuals, working age			-	-		
SSDF (other programmes)#						
Belfund	28,175	19,720	14,814	19,433	-	-11.6
Women's Support Centre - MOST gender division	17,606	18,037	18,475	22,463	19,883	3.1
Family and child care - human services	1,314	2,347	1,766	994	6,140	47.0

Administration cost in 1,000 EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(Cash transfers and services)</i>						
PAP (households)	309	258	252	177	249	-5.3
PAP (individuals, working age)	-	-	-	-	-	-
SSDF (Koudmen Sent Lisi)#	-	-	-	342	378	
SSDF (Koudmen Sent Lisi) - individuals, working age	-	-	-	-	-	
SSDF (other programmes)#	-	-	-	-	-	
Belfund	1,279	895	784	844	-	-12.9
Women's Support Centre - MOST gender division	-	-	-	-	-	
Family and child care - human services	-	-	-	-	-	

Administration cost as a percentage of total cost	Actual			Revised	Estimates
	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(Cash Transfers and Services)</i>					
PAP (individuals, working age)	5.9	4.0	3.6	3.0	3.9
SSDF (Koudmen SL)#					
SSDF (Koudmen SL) - individuals, working age			-	23.3	24.7
SSDF (other programmes)#		-	-	-	-
Belfund	90.8	70.9	94.5	70.0	

Administration cost per person/year in EC\$ 2009/10	Actual			Revised	Estimates	2009/10 to 2013/14
	2009/10	2010/11	2011/12	2012/13	2013/14	
<i>(Cash Transfers and Services)</i>						
PAP (households)			92	70	100	4.3
PAP (individuals, working age)						
SSDF (Koudmen SL)#			-	3,415		
SSDF (Koudmen SL) - individuals, working age	-	-	-	-	-	
SSDF (other programmes)#						
Belfund	25,577	13,984	4,003	13,610	-	-19.0

Observing the table for the second cluster of programmes, the ALMPs, it appears that the total GDP share of expenditure for ALMPs is in the range of 0.5 and 0.9 per cent of GDP, and between 1.5 and 3 per cent of Government expenditure – this is substantial. In fact, Saint Lucia spends a larger share of its GDP on these labour market programmes than a large number of OECD countries, including Australia, the Netherlands, the United Kingdom and the United States. Secondly, it again appears that the expenditure is volatile. This, in particular, is visible for STEP and BNTF. Other programmes such as HOPE have seen their expenditure drop from EC\$ 11.5 million to just below EC\$ 3 million, representing an annual decrease of 36.5 per cent between 2010/11 and 2013/14.

Expenditure per participant in NICE and HOPE lies between EC\$ 6,000 and EC\$ 10,000, whereas, per capita spending in some of the other programmes is around EC\$ 500 (STEP and NELP). Given that objectives and target groups of these various programmes have major overlaps, some appear to be much more expensive than others.

For most programmes information on administration was not available. For programmes where data was obtained, it is noticeable that administration costs range between 11 and 16 per cent of total expenditure. NICE has rather high administration costs per participant, close to 1,000 EC\$, more than 10 times the figure for STEP. The share of administration costs in total expenditure, however, is comparable in both programmes – around 15 per cent.

**Table 4-23: Comprehensive expenditure and administration costs overview – ALMPs
(in constant 2012/13 prices)**

Expenditure in 1,000 EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(ALMPs)</i>						
NICE/JOBS (NAPP, CPIP, SBTAP)	-	-	-	19,456	13,118	
STEP	-	-	2,060	6,723	3,554	
SMILES	-	-	-	-	-	
SSDF (HOPE)	-	11,562	7,365	5,770	2,964	-36.5
SSDF (BNTF)	-	4,160	4,326	4,779	1,881	-23.2
NELP	741	792	760	806	786	1.5
NSDC	-	-	-	-	-	
OECS	-	-	-	-	-	
YAEP	-	-	-	99	-	
Total Expenditure	752	16,757	14,724	38,084	22,630	10.5
(% government expenditure)	0.1%	1.5%	1.2%	2.8%	1.9%	
(% GDP)	0.0%	0.5%	0.4%	1.1%	0.6%	

Expenditure/beneficiary in EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(ALMPs)</i>						
NICE/JOBS (NAPP, CPIP, SBTAP)				6,551	8,728	
STEP					473	
SMILES					-	
SSDF (HOPE)	-	9,874	10,315	9,443	5,823	-16.1
SSDF (BNTF)						
NELP	464	634	470	566		6.8
NSDC	-	-	-	-	-	
OECS		-	-	-	-	
YAEP						

Administration cost in 1,000 EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(ALMPs)</i>						
NICE/JOBS (NAPP, CPIP, SBTAP)	-	-	-	6,551	1,450	
STEP	-	-	-	-	555	
YAEP	-	-	-	532	-	

Administration cost in per cent of total cost	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(ALMPs)</i>						
NICE/JOBS (NAPP, CPIP, SBTAP)				15,6	1,450	11,1
STEP			-	-	555	15,6
YAEP				534,8	-	

Administration cost in per person/year in EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(ALMPs)</i>						
NICE/JOBS (NAPP, CPIP, SBTAP)				1.021	965	
STEP					74	

The following table shows budget allocations, beneficiaries and expenditure related to social protection (Education Support) programmes for children, the third cluster of social protection programmes.

Table 4-24: Comprehensive expenditure and administration costs overview – child related programmes (in constant 2012/13 prices)

Expenditure in 1,000 EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(Social Protection)</i>						
School transport	3,965	3,539	3,645	3,427	3,191	-5.3
School feeding	1,593	1,705	1,857	-	-	8.0
Bursaries (regular)	-	-	-	-	-	
Bursaries (once-off)	-	-	-	1,319	1,248	
OLPC	-	-	-	-	3,191	
After school programme	-	436	795	1,521	1,014	32.4
PAP**	-	-	-	-	-	
SSDF (Koudmen SL) - individuals, age <15	-	-	-	-	-	
Child disability grant	-	-	-	-	-	
Total expenditure	5,639	5,763	6,389	6,359	8,772	11.7
(per cent government expenditure)	0.5%	0.5%	0.5%	0.5%	0.7%	
(per cent GDP)	0.2%	0.2%	0.2%	0.2%	0.2%	

Expenditure/beneficiary in EC\$	Actual			Revised	Estimates	2009/10 to 2013/14
	2009/10	2010/11	2011/12	2012/13	2013/14	
<i>(Social Protection)</i>						
School transport	1,560	1,338	1,425	1,423		-2.1
School feeding	226	240	252	-		5.7
Bursaries (regular)	-	-	-	-		
Bursaries (once-off)				500	493	
OLPC					1,173	
After school programme						
PAP**						
SSDF (Koudmen SL) - individuals, age <15						
Child disability grant						

Administration cost in 1,000 EC\$	Actual			Revised	Estimates
	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(Social Protection)</i>					
School Transport	-	-	-	-	-
School Feeding	-	21	21	-	-

Administration cost in per cent of total cost	Actual			Revised	Estimates
	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(Social Protection)</i>					
School Transport	-	-	-	-	-
School Feeding	-	1,3	1,1		

Administration cost in per person/year in EC\$	Actual			Revised	Estimates
	2009/10	2010/11	2011/12	2012/13	2013/14
<i>(Social Protection)</i>					
School Transport	-	-	-	-	-
School Feeding	-	3,0	2,9	-	-

Expenditure patterns are much more smooth here than earlier with programmes for working age groups

– with the exception perhaps of the after school programme. What can be further noted is that overall spending on social protection for children is well below the amount of spending for the adult categories. Expenditure on social protection provisions for children represents a modest share of 0.2 per cent of GDP and 0.5 to 0.7 per cent of total government spending.

The information on administration costs is rather scarce. For the school feeding programme available statistics reveal that administration costs are less than 2 per cent of total expenditure. Related to the large number of students benefitting from the programme economies of scale in administration costs are large – per capita spending on the school feeding programme is as low as EC\$ 3 per child.

4.4.6 Key performance indicators

Table 4-25 overleaf shows some KPIs for the social protection programmes. It is clear from the table that for none of the programmes, the information is complete. For example, for the education programmes with a social protection objective, the financial information is limited. This calls upon the respective administrations to collect and report this information. For the cash-transfer and community development programmes, most information is collected and reported on the household level. This renders it difficult to come to a conclusion on the gender and child responsiveness of these programmes. The exception is the KSL programme, but this covers a limited number of individuals. For the ALMPs the information collected is sufficient to a fair extent. This is particularly true for the more general ALMPs that are administered by NICE and SSDF. For the skills training programmes there are still some gaps in the data made available for this report.

The table sends out a message to the Government that, in order to obtain adequate monitoring and

evaluation information, a certain minimum amount of information needs to be collected on a systematic basis.

From the information that is presented several conclusions can be drawn. Firstly, that coverage for the education programmes is adequate. The gender ratio is what one would expect from these programmes.

Secondly, the coverage rate of public assistance is close to its target. Coverage for KSL is on a far lower level, but given that this is pilot programme this is not surprising. The average benefit level calculated from administrative data (EC\$ 201) is below the reported level (EC\$ 270) and would provide cover in the order of 40 per cent of the estimated poverty threshold.

The administration cost per staff appears low for KSL, this would be surprising given the nature of this programme that provides also in-kind services to households (for example, counselling), hence this is something that might warrant further clarification.

Thirdly, the one thing that stands out when observing the ALMP statistics is the variation in wage levels and duration between these programmes. These programmes provide wages that are in the range of 1.5 to 2.5 of the poverty threshold. This can be considered as high given that these programmes have an objective of preparing jobseekers and other disadvantaged groups for a regular job in the labour market. Wage levels that might even exceed entry wage levels in the job market do not encourage jobseekers to leave the programme when a job opening would occur.

Table 4-25: KPIs social protection programmes

Performance indicators for social programmes (I)		School programmes with a (partial) social protection objective				
		Bursaries (regular)	Bursaries (once-off)	OLPC	Transport	Feeding
<i>Programme name:</i>						
Coverage (general)						
C3a1	Number of beneficiaries	2,121	2,533	2,721	2,409	7,446
C3a2	Change in number of beneficiaries	270	-104	n.a.	-149	340
C3a3	Number of potential beneficiaries	30,340	..	..	13,576	16,764
C3a4	Coverage rate (beneficiaries)	0.07	..	..	0.18	0.44
C3a5	Coverage gap (exclusion error)	28,219	..	..	11,167	9,318
C3a6	Targeting accuracy (inclusion error)	..	..	..	..	..
Coverage (gender responsive)						
G1a1	Gender coverage rate	..	0.49	0.49	0.50	0.49
Coverage (youth responsive)						
Y1a1	Youth coverage rate	1.00	1.00	1.00	1.00	1.00
Coverage (programme specific)						
S1a1	Public schools covered	82	..	..	14	70
S1a2	Total public schools	84	..	..	23	75
S1a3	School coverage ratio	0.98	..	..	0.61	0.93
R1a1	Constituencies coverage ratio (1 = national coverage)	1.00	..	..	0.83	1.00
Benefits (this applies to cash transfer programmes)		(per year)				
B1a1	Average benefit level	..	500	n.a.	n.a.	n.a.
B1a2	Change in average benefit level	..	..	n.a.	n.a.	n.a.
B1b5	Ratio of average benefit to poverty line			n.a.	n.a.	n.a.
B5a1	Average duration for benefit payment			n.a.	n.a.	n.a.

Performance indicators for social programmes (II)		School programmes with a (partial) social protection objective				
<i>Programme name:</i>		Bursaries (regular)	Bursaries (once-off)	OLPC	Transport	Feeding
Financing (in EC\$ 1,000)						
F1a1	Annual revenue	..	..	..	..	1,945
F1a2	Change in annual revenue					(50)
F1b4	Grant share					
F2a1	Annual expenditure	..	1,267	3,238	3,238	1,592
F2a2	Change in annual expenditure	..	49	n.a.	(189)	..
F2b1	Benefit share (Programme cost)					1,572
F2c1	Administration cost ratio (per cent)	..	..	..	..	1.3
F2c2	Administration cost ratio (revenue)					
F2d1	Salaries cost ratio (expenditure)					
F3a1	Annual balance					
F3a2	Change in annual balance					
Financing (programme specific)						
S3a1	costs of inputs					
Administration						
A4a1	Total number of staff	..	..	..	..	2
A4a2	Ratio of staff to clients	..	..	..	..	0.0003
A4a3	Share of front-line staff					
A4a4	Ratio of staff salary to that in public sector					
A4b1	Administration cost					20,028
A4b2	Administration cost per staff member					10,014
S4a1	Payment of provider irregularities					

Performance Indicators for Social programmes (I)		Cash transfers	Community/family development		Entrepreneurial	
<i>Programme name:</i>		PAP	BNTF	KSL	BELfund	YAEP
Coverage (general)		(households)				
C3a1	Number of beneficiaries	2,498	..	496	57	150
C3a2	Change in number of beneficiaries	-16	..	0	-5	0
C3a3	Number of potential beneficiaries	2,656	..	2,656	not avlbl.	
C3a4	Coverage rate (beneficiaries)	0.94	..	0.19		
C3a5	Coverage gap (exclusion error)	158	..	2,160		
C3a6	Targeting accuracy (inclusion error)	..	..	..	..	..
Coverage (gender responsive)						
G1a1	Gender coverage rate	..	..	0.52	0.60	
Coverage (youth responsive)						
Y1a1	Youth coverage rate	..	..	0.66	1.00	
Coverage (programme specific)						
R1a1	Constituencies coverage ratio (1 = national coverage)	1.00	..	1.00	1.00	
Benefits (this applies to cash transfer programmes)		(per month)				
B1a1	Average benefit level	210		..		
B1a2	Change in average benefit level	21		..		
B1b5	Ratio of average benefit to poverty line	0.4		..		
B5a1	Average duration for benefit payment	..		..
Services (this applies to non-cash transfer programmes)						
S2a1	Services provided (categories)			7		

Performance indicators for social programmes (II)		Cash transfers	Community/ family development		Entrepreneurial	
<i>Programme name:</i>		PAP	BNTF	KSL	BELfund	YAEP
Financing (in EC\$ 1,000)						
F1a1	Annual revenue	6,045	2,177	1,500	1,436	2,530
F1a2	Change in annual revenue	(53)	(3,792)	(2,500)	453	840
F1b4	Grant share				0.48	
F2a1	Annual expenditure	6,551	1,909	1,550	1,205	..
F2a2	Change in annual expenditure			82	409	..
F2b1	Benefit share (Programme cost)	6,298		1,167	361	..
F2c1	Administration cost ratio (per cent)	3.9		24.7	70.0	..
Administration						
A4a1	Total number of staff	4		13	8	..
A4a2	Ratio of staff to clients	0.0016		0.0262	0.14	
A4a3	Share of front-line staff			0.85		
A4a4	Ratio of staff salary to that in public sector					
A4b1	Administration cost	252,429		383,132	843,822	
A4b2	Administration cost per staff member	63,107		29,472		
S4a1	Payment of provider irregularities				0.34	

Performance indicators for social programmes (I)		ALMPs			
<i>Programme name:</i>		CPIP	NAPP	STEP	HOPE
Coverage (general)					
C3a1	Number of beneficiaries	1,228	1,349	7,514	509
C3a2	Change in number of beneficiaries		81		-102
C3a3	Number of potential beneficiaries	22,775	22,775	22,775	22,775
C3a4	Coverage rate (beneficiaries)	0.05	0.06	0.33	0.02
C3a5	Coverage gap (exclusion error)	21,547	21,426	15,261	22,266
C3a6	Targeting accuracy (inclusion error)	..	..	..	..
Coverage (gender responsive)					
G1a1	Gender coverage rate	0.03	0.68	..	0.74
Coverage (youth responsive)					
Y1a1	Youth coverage rate	..	..	..	0.03
Coverage (programme specific)					
R1a1	Constituencies coverage ratio (1 = national coverage)	1.00	1.00	1.00	1.00
Benefits (this applies to cash transfer programmes)					
		(this is: average wage per month)			
B1a1	Average benefit level	731	898	960	1,390
B1a2	Change in average benefit level				
B1b5	Ratio of average benefit to poverty line	1.4	1.7	1.8	2.6
B5a1	Average duration for benefit payment	6 months	6 to 12 months	2 Weeks	3 months

Performance indicators for social programmes (II)		ALMPs			
<i>Programme name:</i>		CPIP	NAPP	STEP	HOPE
Financing (in EC\$ 1,000)					
F1a1	Annual Revenue			4,000	1,500
F1a2	Change in Annual Revenue			(1,800)	(3,700)
F1b4	Grant share				
F2a1	Annual Expenditure	11,738	5,698	3,606	3,007
F2a2	Change in Annual Expenditure	(1,069)		(3,118)	(2,762)
F2b1	Benefit share (Programme cost)	11,032	5,389	3,043	2,360
F2c1	Administration cost ratio (per cent)	15.6	5.4	15.6	21.5
Administration					
A4a1	Total number of staff	..	..	5	..
A4a2	Ratio of staff to clients			0.0007	
A4a3	Share of front-line staff			0.80	
A4a4	Ratio of staff salary to that in public sector				
A4b1	Administration cost	1,829,061	309,364	563,040	647,532
A4b2	Administration cost per staff member				
S4a1	Payment of provider irregularities				

Performance indicators for social programmes (I)		Skills training			
<i>Programme name:</i>		OECS Skills	SMILES	NELP	NSDC
Coverage (general)					
C3a1	Number of beneficiaries	868	214	1,425	367
C3a2	Change in number of beneficiaries	729	..	-191	-514
C3a3	Number of potential beneficiaries	13,848	..	..	..
C3a4	Coverage Rate (beneficiaries)	0.06	..	..	..
C3a5	Coverage gap (exclusion error)	12,980	..	..	..
C3a6	Targeting accuracy (inclusion error)	..	..	..	..
Coverage (gender responsive)					
G1a1	Gender coverage rate	0.70	1.00	0.72	0.54
Coverage (youth responsive)					
Y1a1	Youth coverage rate	..	..	..	0.00
Coverage (programme specific)					
R1a1	Constituencies coverage ratio (1 = national coverage)	..	..	..	..
Benefits (this applies to cash transfer programmes)					
B1a1	Average benefit level	n.a.	..	n.a.	n.a.
B1a2	Change in average benefit level	n.a.	..	n.a.	n.a.
B1b5	Ratio of average benefit to poverty line	n.a.	..	n.a.	n.a.
B5a1	Average duration for benefit payment	n.a.	..	n.a.	n.a.

Performance indicators for social programmes (II)		Skills training			
<i>Programme name:</i>		OECS Skills	SMILES	NELP	NSDC
Financing (in EC\$ 1,000)					
F1a1	Annual revenue	4,066	1,000	795	2,592
F1a2	Change in annual revenue	(1,217)	(200)	(11)	-
F1b4	Grant share				
F2a1	Annual expenditure	..	..	798	..
F2a2	Change in annual expenditure	..	..	(8)	..
F2b1	Benefit share (programme cost)	..	..	..	..
F2c1	Administration cost ratio (per cent)	..	..	..	..
Administration					
A4a1	Total number of staff	..		107	18
A4a2	Ratio of staff to clients			0.08	0.05
A4a3	Share of front-line staff				
A4a4	Ratio of staff salary to that in public sector				
A4b1	Administration cost	..		..	..
A4b2	Administration cost per staff member				
S4a1	Payment of provider irregularities				

4.5 Assessment of social protection benefits⁴⁶

Social protection programmes in Saint Lucia entail a diverse set of design features, targeting methods and activities. In order to make a solid assessment of the adequacy, distribution and coverage of social protection programmes, representative survey data capturing information on household or individual wealth together with information on recipients of social protection benefits and services would be necessary. Since there is no recent survey providing information on beneficiaries of social protection programmes in Saint Lucia, the present assessment is limited to the analysis of the distribution of public assistance benefits.

Efforts to rationalize social protection expenditure address the extent to which social protection programmes are reaching the poor and vulnerable. Reducing and preventing poverty and social exclusion are important objectives for all programmes. The development of a common

targeting mechanism (CTM) alongside an improved registration of the poorest households is an important element in the rationalization of the current programmes. In fact, the choice to focus on households as the unit for tailoring interventions is an important move, according to the NSPP. It implies a shift from agencies undertaking multiplied efforts to select individual beneficiaries for separated interventions, to a coordinated institutional effort to select the poorest and most vulnerable households that are to receive a holistic set of interventions based on identified needs.

Household level targeting, allows for a more holistic and efficient approach to social protection that is focused on targeting social assistance to the entire gambit of need within the unit of the household rather than just the individuals within a household (MOSTGL 2013, p. 17). The second important element that is to be developed under this 'service delivery area' is the development of a management information system (MIS) that will serve to process the data collected through the CTM to identify beneficiary households of the targeted social protection programmes and work as a unified

⁴⁶ For a compilation of child related social protection programmes and ALMPs for young adults, refer to the Annex.

single registry (SR) data base. The unified system will facilitate data sharing between programmes and agencies, promoting coordination and joint delivery, when desired, and avoiding duplication, where established. In this sense, the common targeting mechanism (CTM) and the single registry (SR) will enable the operationalization of the social protection framework. It will facilitate the defining of complementary (convergent) and substitute (divergent) services within the existing social protection interventions and establish clear interrelations under a consolidated framework (MOSTGL 2013, p. 17).

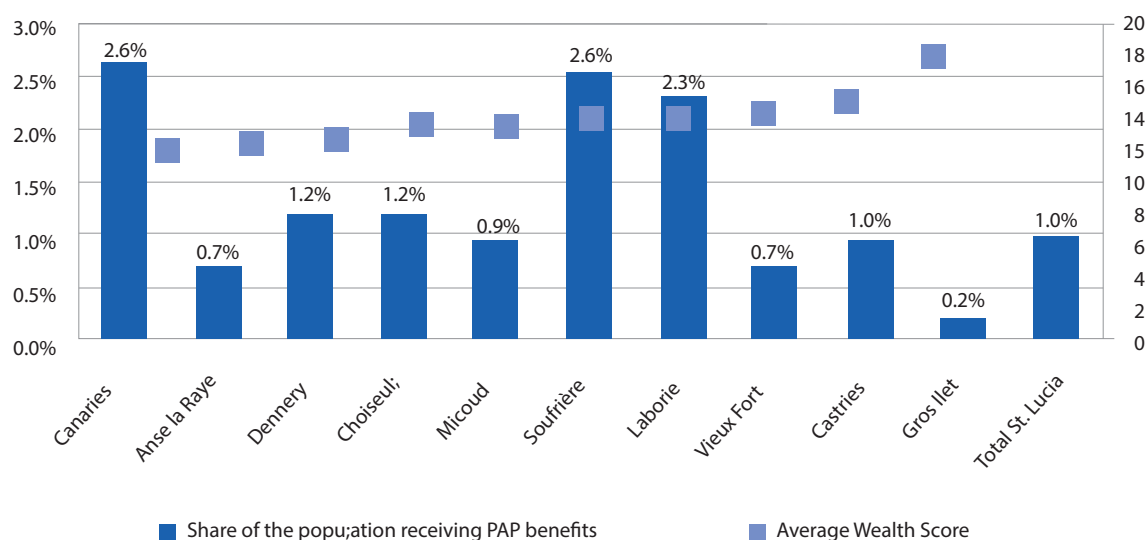
It needs to be emphasized that targeting will not in all cases be the most efficient mechanism for delivering programmes. In general, the motivation for targeting derives from the following three elements: the objective to maximize the impact on the poor (and vulnerable), the circumstance that the available budget is limited to, and that, within this budget constraint, there is a trade-off between the number of beneficiaries and the level and quality of the benefit (World Bank 2010). However, there are costs involved in targeting as well. The main items are transaction costs – for the administration as well as for the receiving beneficiaries, and incentive costs – arising from changes in the economic behaviour

of the beneficiaries to become (or remain) eligible for the programme. Other possible costs associated with targeting are social costs – the programme might stigmatize its beneficiaries, and political costs – there tends to be less support for programmes that cater for a limited number of constituents (World Bank 2010). The aim therefore is not, or should not be targeting in itself, targeting should be instrumental to arrive at an adequate, accessible, affordable, effective, efficient, sustainable and equitable social protection system, and a set of coherent economic, employment and social policies.

The public assistance programme

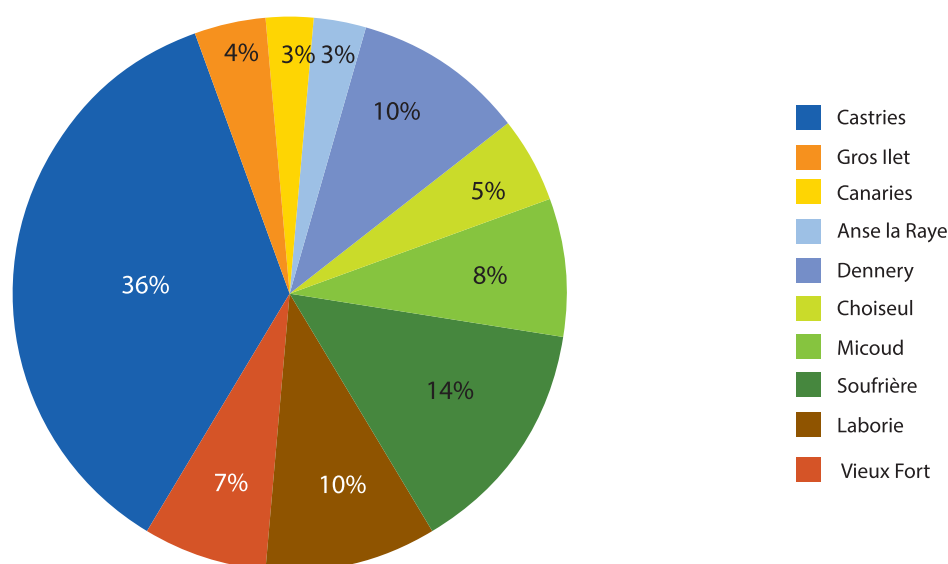
The public assistance programme (PAP) under the Ministry of Social Transformation is Saint Lucia's major poverty alleviation programme. It provides cash benefits to needy persons (in severe poverty and/or persons with serious disability). In 2013, the PAP programme covered 1 per cent of the total population of Saint Lucia (see Figure 4-6). Taking into account that the last poverty analysis (based on data from 2005/06) identified 1.6 per cent of the population as indigent poor, there is an indication that PAP's coverage is not optimal.

Figure 4-6: Coverage rates of PAP and average wealth scores by region, 2013



Source: Authors' own calculations based on the PAP Access database for 2013 provided by MOST.

Figure 4-7: Distribution of PAP beneficiaries by regions, 2013



Source: Authors' own calculations based on the PAP Access database for 2013 provided by MoST.

A large share of the PAP beneficiaries live in Castries (36 per cent). This share is proportionate to the share of the total population living in the region, making up for 1 per cent coverage rate of the population in the region. The regions where the largest share of the population is covered by the PAP are Canaries, Soufrière and Laborie (with coverage rates of respectively 2.6 per cent, 2.6 per cent and 2.3 per cent (see Figure 4-7). The figure also shows comparison of coverage rates by region in order of regional wealth score⁴⁷. According to a ranking based on average wealth scores the poorest regions are Canaries, Anse la Raye and Dennery. Interestingly, although Anse la Raye is classified as the second poorest region, the PAP coverage in this region is quite low (0.7 per cent) according to the public assistance database from 2013 (see Figure 4-7).

The major portion of recipients of public assistance benefits are over the age of 65 (see Table 4-26). Children only constitute 1 per cent of

all beneficiaries. There are slightly more women among the recipients, 57 per cent. In total, more than one third (37 per cent) of the beneficiaries (in some cases their dependants) are reported to have a high degree of disability or a serious chronic illness.

Table 4-26: Demographic characteristics of PAP beneficiaries, 2013

		Beneficiaries	%
Age of beneficiaries	Under 18 years old	16	1%
	Between 18 and 64	598	41%
	65 years or older	653	45%
	Age not reported	189	13%
Gender of beneficiaries	Female	810	57%
	Male	600	43%
	Gender not reported	46	
Disability or chronic illness	541	37%	
Total		1,456	100%

Source: Authors' own calculations based on the PAP Access database for 2013 provided by MOST.

⁴⁷ The average wealth score by region is provided by the Central Statistical Office of Saint Lucia and is calculated on the basis of the 2010 census data.

According to the PAP registry, in 2013, 7 per cent of all beneficiaries of PAP were new to the programme (receiving benefits for less than one year). On average, a beneficiary had spent seven years on public assistance in 2013. It seems that many (39%) of people remain in the programme for more than a decade (see Table 4-27).

Table 4-27: PAP beneficiaries by length of time in the programme, 2013

Period receiving benefits	Beneficiaries	%	Cumulative %
Less than 1 year	99	7%	7%
1-2 years	224	17%	24%
3-5 years	275	21%	45%
6-10 years	219	17%	62%
11-20 years	397	30%	91%
More than 20 years	113	9%	100%
Total	1,327	100%	

Source: Authors' own calculations based on the PAP Access database for 2013 provided by MOST. Note: The total number of beneficiaries in this table does not correspond to the total number of PAP beneficiaries since there is missing information in the records of some recipients.

The standard monthly benefit amount for public assistance, received by 80 per cent of the beneficiaries, was \$215 in 2013. Twelve per cent of the beneficiaries were entitled to a higher amount of \$280 per month. The maximum monthly benefit amount was \$465, granted to about 1 per cent of recipients. The larger share of monthly benefits were allocated to women (59 per cent), reflecting the higher share of women in the programme (57 per cent) as well as a slightly higher on average benefit amounts for women (Table 4-28).

Table 4-28: Total monthly amounts of PAP by gender of the recipient, 2013

Amount	Total	%
Women	188,145	59%
Men	130,295	41%
TOTAL	318,440	100%

Source: Authors' own calculations based on the PAP Access database for 2013 provided by MOST. Note: The total monthly amount paid in benefits is not accurate since in the database there is missing information on benefit amounts and gender for some recipients.

The distribution of the monthly benefit amounts across regions follows the distribution of beneficiaries. Accordingly, the largest amounts go to Castries (31 per cent), Soufriere (15%), Dennery (10%) and Laborie (10 per cent) (see Table 4-29).

Table 4-29: Total monthly amounts of PAP per region, 2013

Region	Total monthly amount	%
Anse la Raye	9,515	3%
Babonneau	18,045	6%
Canaries	10,995	3%
Castries	98,690	31%
Choiseul	15,970	5%
Dennery	31,405	10%
Gros Islet	12,475	4%
Laborie	33,295	10%
Micoud	26,305	8%
Soufriere	47,135	15%
Vieux Fort	15,470	5%
TOTAL	319,300	100%

Source: Authors' own calculations based on the PAP Access database for 2013 provided by MOST. Note: The total monthly amount paid in benefits is not accurate since in the database there is missing information on benefit amounts for some recipients.

Other programmes

Apart from the PAP there are other programmes aimed at alleviating poverty. For example, the Koudmen programme (KSL) of SSDF covered 496 poor households in 2013, providing services and, in some cases, cash benefits. The PAP and the KSL programme employ different methods of targeting the poor. PAP beneficiaries are selected based on assessment of their economic, social, and medical circumstances by welfare officers while the households targeted by KSL are identified through a proxy-means test based on the census from 2010. Due to a lack of coordination between the two programmes it is not clear how many of the beneficiaries are registered in both, thus a calculation of the total number of poor persons covered is not available in this report.

The numerous ALMPs in Saint Lucia often have overlapping goals and target population. There are ALMPs under different institutions (MOE, MOST, NICE) and there is no coordination between them. Assessment of the degree to which spending on each of these programmes is progressive would be very useful for evidence-based policy reforms. Unfortunately, such an assessment is not feasible without household survey data containing information on income/consumption and participation in ALMPs.

4.6 Discussion

This chapter leads to the following findings and some points for further discussion.

Child related social protection programmes

- Most of these programmes fall under the remit of the Ministry of Education. This is for a good reason as one of the main objectives of these programmes is, and should be, the facilitation of free and universal basic education for children from poor and vulnerable families.
- The overall spending on these programmes, 0.2 per cent of GDP, compared to, for example, 4.1 per cent for education or 1.1 per cent for ALMPs, is very low. To put this into perspective, the number of Saint Lucians under the age 20 is almost equal to the number of Saint Lucians between the ages of 20 and 40 years. This is the age group most ALMPs are targeting with almost six times the budget that is allocated for social protection programmes for children.
- The proper level and mechanism of targeting might be an issue. Where the laptop programme might be justified for other reasons than social protection, the grounds for providing a once-off bursary to all children entering secondary school is more disputable. With the same resources a better targeted programme could do much more to help children from poor and vulnerable families.
- For programmes such as school feeding, the low per capita level of administration costs reveals that administration, including targeting, is performed in an efficient manner.
- For most of the programmes information was not available to arrive at such conclusions. This is an issue for further discussion for the Government of Saint Lucia. Monitoring and evaluation need to be further improved. Much information is collected and reported in the annual Education Digest and this is laudable, but for an adequate governance of the various programmes, including their coordination and, in particular, their scope to be complimentary more programme specific information needs to be collected from the administrations.
- *Cash transfers and other services that directly or indirectly benefit children*
- The level of overall spending on these programmes is low. If Government is serious about its poverty alleviation objectives, more public resources should be channelled to some of these programmes (those which are most successful).
- In general, social protection programmes in Saint Lucia suffer from insufficient clarity and focus in their objectives. This very much pertains to the ALMPs but this also pertains to some of the services for households.

- The transfer of public assistance to MOST has been a good decision. It has created opportunities for a better coordination of efforts and resources. MOST invests significant effort in improving monitoring and evaluation and continues to work on further improvements in its data collection and organization.
- With respect to KSL, its multidimensional approach is crucial in addressing the often multifaceted problems of disadvantaged households and individuals. Efforts and resources can be targeted even better by focusing on households, and even female-headed households, rather than on individuals. Moreover, the programme is expensive in its per capita spending – both in its programme expenditure and administration costs. Hence, it is not a programme that could be rolled out on a large scale. It might be feasible to build some of the successful elements into other programmes – notably public assistance.
- BELFund and YEDP are rather expensive programmes, despite the fact that compliance (loan recovery ratios) are generally reasonable. Both in their per capita programme expenditure and administration costs these programmes are costly. This raises some questions as to whether the targeted beneficiaries cannot be assisted in less expensive ways.

Active labour market programmes - ALMPs

- ALMPs represent a major share of Government expenditure. The total GDP share of expenditure for ALMPs is in the range of 0.5 and 0.9 per cent of GDP, and between 1.5 and 3 per cent of Government expenditure. In fact, in terms of GDP share of spending on ALMPs Saint Lucia out-spends even more advanced industrial economies. This, in combination with the earlier observation of low spending shares on other programmes, raises questions as to whether there is sufficient balance in public resource allocation across the entire spectrum of social protection.
- In terms of current numbers of participants, the various ALMPs could absorb the entire unemployed youth population (aged 15 to 34 years). This clearly overshoots the proper target as it may be expected that the majority of unemployed in any age category should be able to find its way into employment without any help from an employment agency.
- It appears that a large number of these programmes are overshooting in terms of per capita spending on jobseekers. This is an issue of cost-effectiveness. Some of the programmes might achieve similar, if not better outcomes, with less costly instruments.
- In general, it is difficult to attribute labour market outcomes to ALMP measures as there is no counterfactual (that is: what would the state of the labour market situation have been without the measure). However, looking at youth unemployment rates over recent years, well above 30 per cent, it cannot be claimed that outcomes of the existing programmes are very good.
- In line with the previous point, the wage levels paid in some of the programmes are high, relative to the level of subsistence and to the average market wages. This adds to the attractiveness of the programme and makes it doubtful whether these programmes provide sufficient incentives to exit them or, in fact, to even start looking for a job independent of the programme.
- Some of the programmes produce as an outcome the referral of a jobseeker to another programme. Where in individual cases this might be justified, it should not be the main objective. The main objective should be to empower participants to find and maintain a job that suits her/his motivation and qualifications.
- There are too many ALMPs and too many administering agencies. This leads to problems of overlap, duplication and coordination failures that the Government wants to address in the NSPP. It would be useful to merge agencies and create something similar to a public employment service.

- In line with the previous point, per capita administration costs could be significantly reduced if agencies with similar activities merged. The Government should monitor these costs and fix them to ceilings.
- Spending execution has much improved. In earlier years, a significant amount of underspending was reported but in more recent years actual expenditure has been close to the approved budget.

The budget of MOST and SSDF

- The share of non-specified expenditure, itemized as 'other costs', is high. This raises the question whether the budget applies the proper categories to be transparent, informative and relevant.
- Capital expenditure is high, in particular for social transformation. This is something one would not expect to find in an MDA that is responsible for social programmes.
- Staff salaries on average are extremely high, more than twice the average level in the other ministries that were studied earlier. In fact, there has been a boost in the total sum of salaries in 2010/11, which was not reflected in a similar increase in numbers of staff. This clearly warrants further attention.

- It can be noted that the major programmes that SSDF administers have reduced expenditures significantly in the most recent year. The exception is the Koudmen Sent Lisi (KSL) programme that has been rolled out from a pilot programme into a regular programme.

KPIs

The KPIs table can be a model for annual data collection for the MOF. It can be perceived as an elaboration of performance-based budgeting in the area of social protection spending and child protection spending.

5 Child Protection⁴⁸



© UNICEF/ECA/(2015/Marcille Haynes)

48 The authors are grateful to Ms. Daphne Francoise, for the research assistance she provided in writing this chapter.

Saint Lucia has made a commitment to protect the rights of its children through the ratification of the CRC. This commitment encompasses unequivocally the protection of children from all forms of abuse, exploitation and neglect. This requires processes and measures to be in place to facilitate the needed support for abused children. Establishing such processes requires the appropriate legislative contextualization so as to empower government establishments to protect and support abused and exploited children. However, this has to be coupled with the financial means and budget appropriations so that these establishment can carry out their duties. This chapter will begin with a short overview of issues relating to child protection in Saint Lucia; followed by a brief discussion on relevant legislation, and an overview of the programmes. The child protection budget and KPIs are then presented, and the chapter is concluded with a brief discussion.

5.1 Short overview of child protection issues in Saint Lucia

Abuse and exploitation

Available data from the relevant authorities clearly indicate that sexual abuse is often coupled with

cases of child abuse and neglect. Young women are particularly at risk, often being victims of incest, sexual exploitation and other forms of sexual abuse.

To give an indication of the numbers, the reported numbers of cases of child abuse in Saint Lucia are shown in Table 5-1. However, it is reasonably assumed that the majority of cases of child abuse remain unreported (Immigration Law Practitioners' Association , 2012).

Table 5-1: Reported victims of child abuse by gender

Reported victims of child abuse, 2009 – 2011	Year		
	2009	2010	2011
Male victims	66	92	81
Female victims	166	147	173
Total	232	239	254

Source: Saint Lucia MOH/Immigration Law Practitioners' Association (ILPA), 2012

With regards to sexual abuse of children, actual data on the reported number of cases is not available. However, the joint research project “Road to Geneva” carried out by six Saint Lucian NGO’s sheds light on the general perception of the threat of sexual abuse among children. Of the 580 young respondents between the age of 11 and 17, 21 per cent of respondents indicated that they never, rarely or sometimes felt safe from sexual abuse while 62.1 per cent always felt safe from sexual abuse (Road to Geneva, 2011). Further disaggregation by gender type was not available.

As for child labour, the Government has made several efforts to address the problem, such as adopting the amended Labour Act of 2006, which increased the minimum age for employment to 15 as well as supporting after school programmes for underprivileged youth. Despite these efforts, however, a recent report by the US department of Labour indicated that children are reported to be engaged in dangerous activities in agriculture as well as in perilous work on the streets, but specific information on hazards is unknown (USDOL, 2013). While the percentage of working children is not significant per se (see accompanying report on child well-being), it is a reality and its existence obliges more effort towards its elimination.

Violence and corporal punishment

Domestic violence seems to be a prevalent phenomenon within Saint Lucian households. Analysis of MICS4 data reveals that approximately 40 per cent of all children have been subject to harsh discipline at home, which is used as a proxy for domestic violence in this report (see accompanying report on child well-being). A 2006 publication by UNICEF indicates that corporal punishment is an accepted method of punishment of children for bad behaviour, which is applied more often to younger than to older children (UNICEF, 2006). A more recent social survey which was conducted in 2014, ‘Attitudes to Corporal Punishment, Child Sexual Abuse and Domestic Violence’, found that 36 per cent of respondents did not perceive shaking/throwing children as corporal punishment and 36 per cent did not consider that kicking, punching or burning a child to be corporal punishment (UNICEF, 2014).

Corporal punishment has not yet been illegalized in Saint Lucia. Its acceptance seems to be expressed in the Children and Young Persons Act (1976), which grants “the right of any parent, teacher or other person having lawful control or charge of a child to administer reasonable punishment to him or her” (Section 5, 6). Furthermore, the Education Act explicitly regulates corporal punishment in educational settings, stating that “(c)orporal punishment may be administered where no other punishment is considered suitable or effective” (Section 50, 1-4). The Committee on the Rights of the Child recently noted efforts to address the issue of corporal punishment. However, it reiterated its concern that corporal punishment is still seen as a lawful way of disciplining children which continues to be practised within the family, schools and institutions and is widely accepted in society. It recommended that Government definitively amend its legislation to explicitly prohibit corporal punishment in the family, schools and institutions (CRC, 2014).

Youth (under 18) crime

One of the main issues which is arguably inherent in the Saint Lucian legislation dealing with juvenile offenders is the age of criminal responsibility which remains unclear due to contradicting statements in legislation. The Criminal Code provides that a person of twelve years of age and under sixteen years of age could be held criminally responsible (unless she/he is not of sufficient maturity of understanding to enable her/him to appreciate the nature and consequences of her/his conduct in respect of which she/he is accused) (article 26 -Saint Lucia Criminal Code, 2004), thus 16 and 17-year-old children may be tried and sentenced as adults. In its report, the CRC Committee raised concerns about the issue of age, in addition to other related matters such as truancy and vagrancy continuing to be classified as status offences; the increase in children engaging in more serious criminal activities and insufficient access to adequate and effective rehabilitation services (CRC, 2014).

Existing legislation⁴⁹

The 1993 ratification of the Convention on the Rights of the Child (CRC) initiated and still creates the headway for achieving basic rights of children in Saint Lucia. Since then, the Government of Saint Lucia has been attempting to increase its emphasis on issues relating to child protection. Since 1993 a number of acts and legislative measures have been developed to empower the Division of Human Services and Family Affairs to protect, support and improve the status of children and families from violence and abuse in any form (UNICEF, 2015). In order to move closer towards international standards, important statutes continue to be revised with the aim of protecting children against child abuse and offering young offenders alternative judicial procedures (UNICEF, 2006)⁵⁰. The major legal instruments which deal with child protection include:

- The Saint Lucia Children and Young Persons Act (revised 2001)
- The Saint Lucia Family Court Act (revised 1994)
- Earning Act 1996
- The Saint Lucia Criminal Code of 1957 (revised 1992 and 2003)
- Saint Lucia Domestic violence Act of 1995 (revised 2005)
- The Draft Protocol for the Management of Child Abuse and Neglect in Saint. Lucia, developed by the Division of Human Services and Family Affairs in April 2008.

49 For a recent overview of the current legislation relating to child protection refer to the June-2014 report of the committee on the Rights of the Child (CRC, 2014).

50 Additionally, Saint Lucia has ratified the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict, in 2014, the Optional Protocol to the Convention on the Rights of the Child on the sale of children, child prostitution and child pornography, in 2013; the United Nations Convention Against Transnational Organized Crime, in 2013; and the Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children, supplementing the United Nations Convention against Transnational Organized Crime, in 2013.

Additionally, the Saint Lucia Family Court, which is part of the districts court system and the only court with a social support section, deals with child protection-related matters, including youth crime, domestic violence, maintenance, custody, visitation rights and care and protection.

5.2 Overview of programmes⁵¹

In the following section, six child protection programmes offered by the government of Saint Lucia and targeted at children who are victims of abuse or neglect and/or displaying behavioural problems and young offenders are discussed.

These programmes are:

- New Beginning Transit Home;
- Upton Gardens Girls Centre;
- Foster Care and Adoption Programme;
- Boys Training Centre (BTC);
- Bordelais Correction Facility; and
- Court Diversion Programme.

Besides the child protection programmes listed above, there are a number of other institutions protecting the safety and the rights of children in Saint Lucia.

These include:

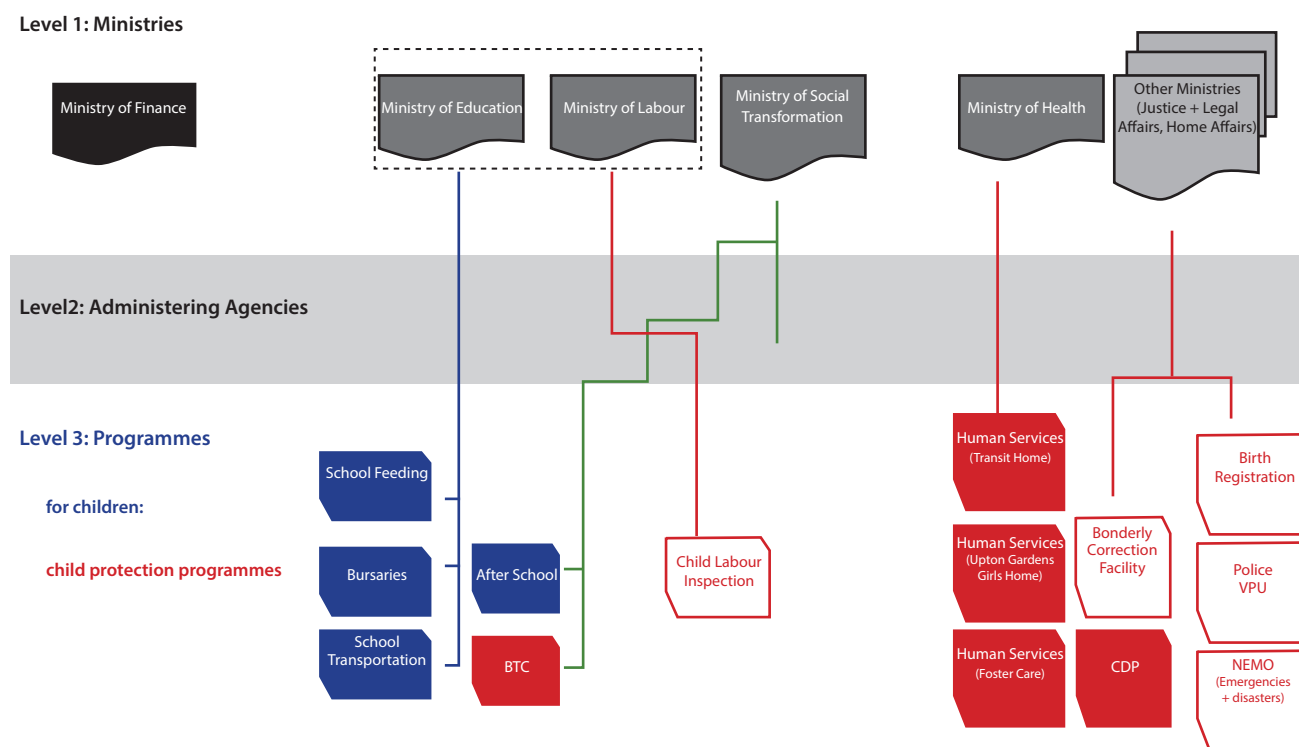
- Child Labour Inspection;
- Birth Registration;
- The Vulnerable Persons Unit (VPU) of the Royal St. Lucia Police Force; and
- National Emergency Management Organization (NEMO).

51 Programmes in the areas of education of children and skill programmes for adolescents are also offered by the Government. A discussion on these programmes, designed for children but not falling under child protection, can be found in Chapter 4– “Social Protection”.

Figure 5-1 shows the various social protection and child protection programmes in Saint Lucia. The child protection programmes have been highlighted in red. Programmes with a broader

target population and objectives, but with a child protection component, have been indicated in white.

Figure 5-1: Social protection and child protection programmes in Saint Lucia.



Source: Author's compilation

5.2.1 Child protection programmes - Ministry of Health

The Ministry of Health, Wellness, Human Services and Gender Relations is the ministry responsible for children in residential care, as well as foster care. Two residential care facilities available to children who are in need are briefly described below⁵², the New Beginnings Transit Home which caters for children up to 17 years of age (UNICEF 2015), the Upton Gardens Girls Centre which caters for girls between the ages of 12-16 and the Foster Care and Adoption Programme, serving children up to 17 years of age.

Within the Ministry of Health, Wellness, Human Services and Gender Relations the Division of

Human Services is responsible for the enhancement of the psychosocial functioning of children (among other groups) through advocacy, research, counselling and other social work, which focus on family preservation and the provision of skills for self-empowerment (MOH, 2014a).

New Beginnings Transit Home

The home caters for children who are victims of severe child abuse and neglect. Table 5-2 shows the number of new beneficiaries being housed by the institution in the period 2011-2014. The largest number of admissions occurred in 2011, when the home opened its doors, followed by 2013. The number of female admissions was double that of the number of male admissions at the transit home. For the period from 2011-2014, females accounted for 68 per cent of all admissions, compared to 32 per cent for males.

⁵² Holy Family Children's home is also a residential home which collaborates closely with the Division of Human Services in its efforts to find suitable families for the children in care. It is a privately managed facility.

Upton Gardens Girls Centre

The center's focus group consists of underprivileged, abused, neglected or abandoned teenage girls between 12 and 16 years of age. Girls can only become part of the programme on a voluntary basis and are never forced to do so. Numbers of new beneficiaries housed by the centre are shown in Table 5-2.

Foster care and adoption programme

The main objective of this programme is to provide alternative placements for children in need of care and protection. These children usually suffer from child abuse, neglect and abandonment, or death of a parent or primary caregiver. There are approximately 85 registered foster carers; A total of 120 children are in foster care - ages range from a few months to 17 years; the majority of children are female (MOH, 2009). Table 5-2 shows the admitted number each year.

Table 5-2: Number of new beneficiaries of different centres/programmes 2009-2014

Name of centre/programme	Year				
	2009/10	2010/11	2011/12	2012/13	2013/14
The New Beginnings Transit Home	-	-	33	16	33
Upton Gardens Girls' Centre	19	20	19	15	15
Boys Training Centre	13	29	30	37	31
Foster Care and Adoption Programme	6	10	40	12	32

Source: Ministry of Health, Division of Human Services and Family Affairs. Note: Total amount of children admitted each year.

5.2.2 Child protection programmes - the Ministry of Social Transformation, Local Government and Community Empowerment

Boys Training Centre (BTC)

The Boys Training Centre accommodates boys in conflict with the law and those in need of care and protection. During the period 2009-2013 a total of 140 boys were admitted to the centre, see Table 5-2 above. Under the Children and Young Persons Act a young boy is to be detained for the following reasons: - care and protection, committing an offence, and remand pending trial. The offences for which boys were detained included stealing, assault, wounding, possession of drugs, and trespassing. The most common offence over the five year period was stealing, which accounted for 59.6 per cent of all offences. Wounding accounted for 11.8 per cent of all offences (UNICEF 2015).

5.2.3 Child protection programmes - Ministry of SHome Affairs and National Security

Bordelais Correction Facility

The Bordelais Correction Facility, which falls under the competence of the Ministry of Home Affairs and National Security, is the only prison in Saint Lucia with a capacity to house 450 prisoners. Besides adult offenders it houses young persons from 16 to 18 years old who were given custodial sentences. Numbers of beneficiaries are shown in Table 5-3 . Boys account for a greater proportion of children in detention, when compared to girls. Of the 63 children detained at the Bordelias Correctional Facility, 97 per cent (61) were males and 3 per cent (2) were females. One female was detained at the prison in both 2011 and 2013. In 2012 there were no girls resident in the prison system (UNICEF 2015).

Table 5-3: Number of institutionalized children in the Bordelais Correction Facility 2006-2011

Number of beneficiaries Age	Year				
	2006/07	2007/08	2008/09	2009/10	2010/11
16	1	5	6	7	8
17	7	13	10	15	9
18	11	8	7	8	11
Total	19	26	23	30	28

Source: Ministry of Home Affairs and National Security. Total amount of children housed in each year.

Court Diversion Programme

The Court Diversion Programme is aimed at children and young persons from 12 to 19 years old who are probationers, juveniles, chronic school suspenders or school drop outs. The programme fell under the ambit of the Probation and Parole Services Department of the Ministry of Home Affairs and National Security. However, due to financial constraints the programme was closed 31st March, 2014. The Department of Probation and Parole Services has not been able to re-institute this programme to date (UNICEF, 2015).

For the period 2011-2014 there were 63 referrals to the diversion programme and of this number 65 per cent of the referrals were males and 35 per cent females (UNICEF, 2015).

5.2.4 The National Action Child Protection Committee

The National Action Child Protection Committee (NACPC) which was established 2012 has been designated as the coordinating body for governmental bodies and civil society in implementing the CRC, aimed at improving the coordination of all agencies serving children and for pooling of dedicated resources for CRC implementation and rights-based approaches of individual agencies (RISE (Saint Lucia) Inc., 2011). The CRC committee report, however, explicitly stated that it is concerned that the NACPC lacks a clear mandate, and the necessary authority and resources to effectively carry out its role as the permanent monitoring and evaluation mechanism with respect to all laws, policies and programmes

relating to the rights of the child throughout the country. Additionally, it urged the Government of Saint Lucia to provide the NACPC with sufficient authority and adequate human, technical and financial resources to effectively implement and coordinate comprehensive, coherent and consistent child rights policies at all levels and to assess the impact of such policies and programmes on children's rights, including the development and implementation of the National Plan of Action for Children (CRC, 2014, p. 4).

5.3 The child protection budget

As can be deduced from Figure 5-1, Child protection is scattered over various Ministries. The child protection programmes administered by the Human Services department are under the Ministry of Health and The Boys Training Centre is under the Ministry of Social Transformation. Other programmes are under various other MDAs (Home Affairs, Legal Affairs, the Prime Minister's Office and the Supreme Court).

Table 5-4 overleaf indicates that 1.2 per cent of Government revenue was allocated to child protection programmes in 2013/2014 – this corresponds to 0.3 per cent of GDP. Over the past five years the budget for child protection has been rather stable, in real terms. Since 2008/09, the budget share in GDP has fluctuated around 0.3 percentage points.

Table 5-4: Budget allocations child protection 2009/10-2013/14 in constant (2012/13) prices

Programme budget (revenues) in 1,000 EC\$	Actual			Revised	Estimates	2009/10 to 2013/14
	2009/10	2010/11	2011/12	2012/13	2013/14	
<i>(Child Protection)</i>						
BTC	1,642	10,594	2,783	2,243	2,737	13.6
Transit home (Human Services)	82	405	1,581	1,163	1,189	95.2
Upton Gardens Girls School (Human Services)	2,656	1,883	3,038	3,265	3,671	8.4
Foster care (Human Services)	-	-	-	-	-	
CDP	-	2,805	3,224	957	626	-39.3
BCF (Bordelais Correction Facility)	12,352	12,361	12,823	14,717	14,250	3.6
BCF, attributed to ages 16-18 population	568	742	718	883	855	10.8
Police VPU	329	298	303	433	446	7.9
NEMO	507	526	715	660	672	7.3
Birth registration	1,327	1,150	1,020	1,275	1,265	-1.2
Labour Relations Department (child labour inspectorate)	413	434	452	402	378	-2.2
Total budget child protection	6,368	17,836	12,546	9,930	10,495	13.3
(% government revenue)	0.7%	1.9%	1.3%	1.0%	1.2%	
(% GDP)	0.2%	0.5%	0.3%	0.3%	0.3%	

Source: Authors' Calculations on the basis of information received from the programme administrations

Table 5-5 indicates that expenditure on staff salaries has increased over time. Expenditure per staff is close to 40,000 EC\$ – this is well below average salary levels in the health and education sectors, around 65,000 and 50,000 EC\$ respectively.

In the annex to this report, more detailed information can be found on specific budget allocations and numbers of staff of the various child protection programmes.

Table 5-5: Information on child protection staff 2009/10-2013/14 in constant prices

<i>Child protection funded staff</i>	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
BTC	26	23	21	28	36	36
Transit home (Human Services)						
NEMO	4	4	4	4	4	4
BCF	211	199	206	206	212	208
Court Diversion Programme						
Police VPU	8	8	8	10	10	10
Birth registration	9	9	10	13	14	15
Total funded staff	258	243	249	262	277	274
Total staff expenditure in 1,000 EC\$	7,874	8,746	9,493	9,905	19,217	10,710
Expenditure per staff in EC\$	33,807	39,927	40,920	39,453	36,885	38,553

Programme and administrative expenditure

The spread of programmes for child protection across ministries, results in difficulties with comprehensive analysis of child protection programme expenditures, as not all the information is available. For several child protection programmes information was received on programme and administrative expenditure. This was the case for the BTC and the three programmes administered under Human Services (Transit Home, Upton Gardens and Foster Care). The following tables provide information on these expenditure categories; in as far as information is available.

Table 5-6 shows a 13.6 per cent annual growth in real expenditure on the BTC in 2010/11 when expenditure was exceptionally high due to capital expenditure, but this is not reflected in the trend. For most child protection programmes, however, real expenditure decreased between 2009/10 and 2013/14. The trend in total expenditure is perhaps misleading because it does not factor in the fact that the transit homes were not included in the 2009/10 figure.

Table 5-6: Child protection expenditure per programme in EC\$ 1000 in constant (2012/13) prices

Expenditure in 1,000 EC\$	Actual			Revised	Estimates	2009/10 to 2013/14
	2009/10	2010/11	2011/12	2012/13	2013/14	
<i>(Child Protection)</i>						
BTC	1,642	10,594	2,783	2,243	2,737	13.6
Transit home (Human Services)	-	1,182	1,324	1,155	1,146	-1.0
Upton Gardens Girls School (Human Services)	335	361	351	337	298	-2.8
Foster care (Human Services)	18	18	17	500	16	-2.8
CDP	-	-	-	-	-	
BCF (Bordelais Correction Facility)	12,352	12,361	12,823	14,717	14,250	
BCF, attributed to ages 16-18 population	568	742	718	883	855	10.8
Police VPU	329	298	303	433	446	
NEMO	507	526	715	660	672	
Birth registration	1,327	1,150	1,020	1,275	1,265	-1.2
Labour Relations Department (child labour inspectorate)	413	434	452	402	378	
Total expenditure child protection	3,947	14,252	6,305	6,487	6,411	12.9
(% government expenditure)	0.4%	1.3%	0.5%	0.5%	0.5%	
(% GDP)	0.1%	0.4%	0.2%	0.2%	0.2%	

Source: Authors' Calculations on the basis of information received from the programme administrations

Expenditure per child per year in the BTC lies at around 90,000 EC\$ which is well above spending per child in the Transit Home and Upton Gardens Girls School. The high level of programme spending in the BTC is related to a high staff:student ratio (around 1:1). For BTC and Transit Home, information was received on their administrative costs. In

particular for the Transit Home, these represent a substantial share of total costs (around 36 per cent). Administrative costs per child per year range between 12,000 and 20,000 EC\$ and are around three times higher than administrative costs per child in the BTC (see Table 5-7 and Table 5-8 below).

Table 5-7: Child protection expenditure/beneficiary in EC\$ in constant (2012/13) prices

Expenditure/beneficiary in EC\$	Actual			Revised 2012/13	Estimates 2013/14	2009/10 to 2013/14
	2009/10	2010/11	2011/12			
<i>(Child Protection)</i>						
BTC	126,298	365,294	92,768		88,305	-8.6
Transit home (Human Services)			40,133	72,189	34,735	-7.0
Upton Gardens Girls School (Human Services)	17,606	18,037	18,475	22,463	19,883	3.1
Foster care (Human Services)	3,021	1,756	427	41,667	505	
CDP				-		
BCT	24,704	24,723	25,646	-	-	1.9

Source: Authors' calculations on the basis of information received from the programme administrations

Table 5-8: Child protection programmes administration cost overview in EC\$ 1,000 in constant (2012/13) prices⁵³

Administration cost in 1,000 EC\$	Actual			Revised 2012/13	Estimates 2013/14
	2009/10	2010/11	2011/12		
<i>(Child Protection)</i>					
BTC	101	106	108	3.8	-
Transit home (Human Services)	464	564	519	-2.8	414
Administration cost as a percentage of total cost	Actual			Revised 2012/13	Estimates 2013/14
	2009/10	2010/11	2011/12		
<i>(Child Protection)</i>					
BTC	6.1	1.0	3.9		-
Transit home (Human Services)		47.8	39.2		36.1
Administration cost per child/year in EC\$	Actual			Revised 2012/13	Estimates 2013/14
	2009/10	2010/11	2011/12		
<i>(Child Protection)</i>					
BTC	7,732	3,653	3,602		-
Transit home (Human Services)			15,735	26,132	12,546

Source: Authors' calculations on the basis of information received from the programme administrations

⁵³ No information on Upton Gardens Girls School, Foster Care or CDP

5.4 Assessment of child protection initiatives

What can be concluded from the data available in the existing reports on child protection (Immigration Law Practitioners' Association, 2012; Armstrong, 2012; United States Department of Labor's Bureau of International Labor Affairs, 2012) is that child abuse (sexual and physical, as well as neglect) is an issue of concern in Saint Lucia (see Table 5-9). Although the figures of reported victims of child abuse differ slightly between the reports, it can be stated that about 250 cases of abuse have been reported annually since 2009. The assessment of child well-being in Chapter 3 of this report confirms that forms of harsh discipline are often used at home, indicating that more efforts in the direction of protection from violence and abuse are necessary.

Table 5-9: Reported cases of child abuse and neglect in Saint Lucia

Year	Sexual	Neglect	Verbal	Physical	Total	Females
1997	13	22	0	18	53	n.a.
2001	42	64	4	64	174	n.a.
2003	100	75	17	80	272	n.a.
2007	106	46	n.a.	59	211	n.a.
2008	74	49	n.a.	67	190	n.a.
2009	97	99	n.a.	59	255	n.a.
2010	76	62	25	82	245	147
2011	87	64	5	100	256	173

Source: Saint Lucia Child Development Project Draft Report (Armstrong, 2012), provided by the Human Services Division.

The institutions available for protection in Saint Lucia are the Boys Training Centre, the Upton Gardens Girls Centre and the Transit Home. They all host boys, girls and women/mothers with children respectively for different periods of time, and offer shelter, counselling and other related services. There is no evidence whether the number of places in these institutions corresponds to the needs and whether the services provided are adequate. However, some criticism of the institutions can be expressed, for example the fact that the Boys Training Centre accommodates victims of violence together with boys in conflict with the law is not well accepted. An in-depth research of the child protection sector and all its services would be useful to inform policy development with respect to the institutions mentioned.

According to a report on child labour from 2012, Saint Lucia has not undertaken efforts to address the worst forms of child labour. The report criticizes the absence of data on child labour and the lack of research in this area. Our analysis of child well-being, based on the representative Multiple-Indicator Cluster Survey (MICS) from 2012, showed that child labour as defined by the UNICEF and the ILO is very rare on the island, almost non-existent. Of course, single cases do exist.

The agencies responsible for child labour law enforcement are the MOE and the MOH. Workplace inspections, including those concerned with child labour, are conducted by the Department of Labour within the MOE. However, it is unclear what budget is spent for child labour inspections. Another department concerned with child protection in Saint Lucia is the Vulnerable Persons Unit of the Royal Saint Lucia Police Force, responsible for investigation of all cases of child abuse and neglect, including child labour.

The number of children in conflict with the law in Saint Lucia is displayed in Table 5-10. The most common offenses are violence and theft. The majority of children charged are boys.

Table 5-10: Children in conflict with the law

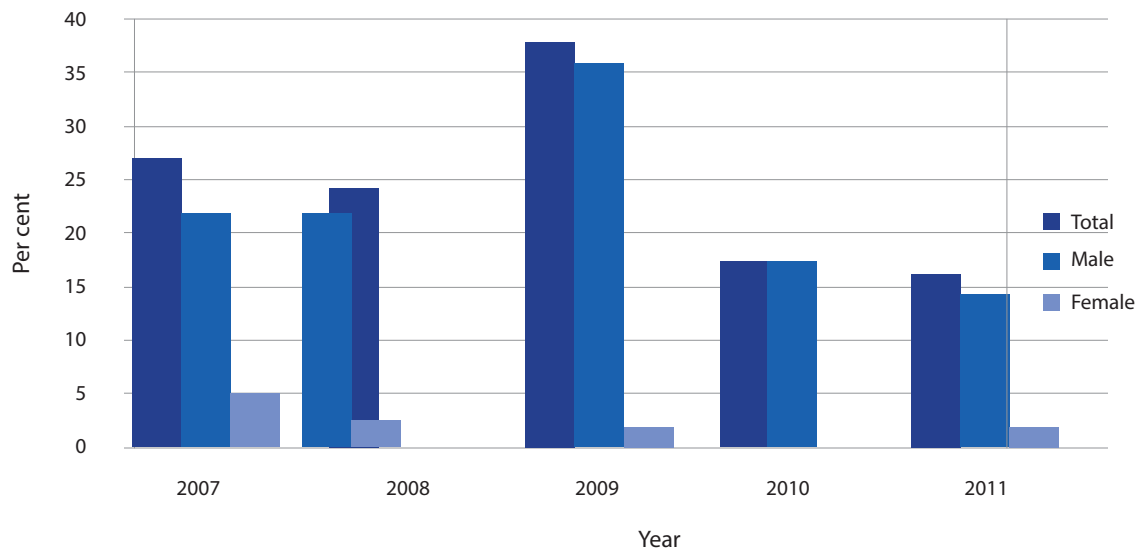
Year	Total # charged	Gender		Nature of offenses			
		Male	Female	Acts of violence	Theft	Drug abuse	Other
2007	27	22	5	15 (32%)	14 (30%)	15 (32%)	3 (6%)
2008	24	22	2	18 (44%)	12 (29%)	4 (10%)	7 (17%)
2009	38	36	2	24 (41%)	15 (26%)	5 (9%)	14 (29%)
2010	17	17	0	13 (54%)	5 (21%)	3 (12%)	3 (12%)

Source: Saint Lucia Child Development Project Draft Report (Armstrong, 2012), provided by the Human Services Division.

As mentioned above, the institution hosting boys in conflict with the law as well as boys in need of care and protection is the Boys Training Centre (BTC).

In 2013, the BTC admitted 7 offenders and 18 boys in need of care and protection (see Figure 5-2: Charged children by gender).

Figure 5-2: Charged children by gender



Source: Saint Lucia Child Development Project Draft Report (Armstrong, 2012), provided by the Human Services Division.

Table 5-11: Children in the Boys Training Centre (BTC)

Year	Care and protection (C&P)				Total C&P	In conflict with the law (CWL)				Total CWL	Total C&P + CWL
	6-12 mths	12-24 mths	24-36 mths	Over 36 mths		Re-mand	6-12 mths	12-24 mths	24-36 mths		
2007	1	4	7	1	13	4	3	6	7	20	33
2008	2	8	3	1	14	0	2	4	3	9	23
2009	1	3	4	1	9	1	1	2	0	4	13
2010	2	11	4	2	19	0	1	6	3	10	29
2011	1	4	10	2	17	0	1	8	4	13	30
2007-2011	7	30	28	7	72	5	8	26	17	56	128

Source: Saint Lucia Child Development Project Draft Report (Armstrong, 2012), provided by the Human Services Division.

Table 5-12: Boys admitted to (BTC)

Year	CWL	C&P	Total Admitted
2009	8	7	15
2010	9	18	27
2011	15	18	33
2012	12	28	40
2013	7	18	25
2014	4	5	*until July 2014

Source: Boys Training Centre (BTC)

Table 5-13: KPIs for social programmes in child protection

Performance indicators for social programmes		Child protection				
Programme Name	Boys Training Centre	Bordelais	Transit Home	Family and Child Care	Court Diversion	Upton Gardens
Coverage (general)						
Number of beneficiaries	31	28	33	103	82	15
Number of potential beneficiaries						
Coverage rate (beneficiaries) as a percentage						
Coverage gap (exclusion error)						
Coverage (gender responsive)						
Gender coverage rate (per cent)	-			68.9		100.0
Coverage (youth responsive)						
Youth coverage rate (per cent)	100.0			53.8	100.0	100.0
Performance indicators for social programmes (financial)		Child protection				
Financing						
Annual revenue (EC\$ 1,000)	2,778	868	1,206	965	635	3,725
Subsidy share						
Grant share						
Annual expenditure (EC\$1,000)	2,778	868	1,163	642		303
Benefit share (programme cost)						
Administration cost ratio (expenditure)	0.04		0.36			
Administration cost ratio (revenue)	0.04		0.35			
Annual balance	0	0	43	323		3,422
Total number of staff	36				15	
Ratio of staff to users	1.16				0.18	
Share of front-line staff	0.92				0.87	
Administration cost (EC\$ 1,000)	112		420			
Administration cost per staff member	3,111					

Note: where information was available 2013/14 was used as base for the table, in some cases data were only available for older years.

5.5 Discussion

Due to data limitations, the current analysis is limited in its capacity to present a thorough assessment of the adequacy, coverage and distribution of beneficiaries and spending for child protection, especially when it comes to analysis of progressiveness of the spending. Such an assessment requires a representative survey

containing data on beneficiaries of child protection services together with household/individual wealth. Unfortunately, since this kind of information is not available and the data provided to us by the Division of Human Services of the MOH is only secondary, it is difficult to make any meaningful interpretations of the impact of spending for child protection.

Inability to give an accurate assessment

Saint Lucia's first UN CRC NGO Report to United Nations Committee on the Rights of the Child, highlighted in its 2011 report the lack of sufficient financial resources for CRC implementation. With that said and considering what was mentioned in this chapter, it is still very difficult to give an accurate assessment of budget needs of children. Such an assessment is needed to allocate adequate resources for the implementation of child protection measures.

Insufficient data (including disaggregated data) is also a concern, and without having the necessary budget data information, it is difficult to assess whether the allocations match the needs and rights of the children. Without having a comprehensive picture of how the allocation proportions were actually spent, it is not possible to know how far the commitments made to children's rights through policy and programmes are being translated into reality.

The concern of a decreasing budget

What has been mentioned so far is also hindered by the issue of the decreasing budget. While the commitment for enforcing child protection measures is emphasized by the government, the budget for child protection has decreased, even more so in relative terms in the recent years (with expenditure on staff salaries increasing over time). The actual allocation in the budget for child protection programmes is a critical test of the commitment to uphold the rights of children, especially at a time when funds are tight and demand is rising. The overall spending on the child protection programme is rather meagre.

No clear budgetary allocation for child protection programmes

In the absence of clear budgetary allocations for child protection it is difficult to collect information and ensure that continual monitoring of policies for protection of children's rights is taking place. For example it was unclear through budget examination what budget is spent for inspections for child labour, which has a very important role in combating child labour. This creates a challenge for effective inspection, as it is not clear whether the

allocation is sufficient to carry out the inspection properly thus undermining its effectiveness.

Clarity of objectives and coordination

There is a lack of clarity over child protection objectives and coordination on a national level which can also be revealed from reviewing the available information on child protection. While a lot of effort has been made by various actors, and it is continuously mentioned that there is a commitment towards improving child protection, there seems to be no clear overarching document which commits all responsible stakeholders jointly to advancing the situation of child protection in Saint Lucia. The establishment of the NACPC has been a step in that direction as mentioned in the previous section; however NACPC lacks a clear mandate, and the necessary authority and resources to effectively carry out an effective coordinating role. Therefore, the matter of organization and coordination must be addressed where roles, responsibilities and accountabilities are clearly defined.

How to move ahead

From the information that was obtained, it can be argued that the key risk areas facing children in Saint Lucia are the issues of corporal punishment and poverty. Therefore it is pertinent that these two areas receive priority when considering a future undertaking of primary data collections. While it is also important to identify additional data needs on less visible themes, these two key areas can be a place to start. Better data, coupled with the Government's commitment, will pave the way for child protection programmes to receive the required financial necessities. Structured support to child protection programs of the three respective ministries would be a step in this direction. There has to be a resolute and serious undertaking in the planning element when thinking about budgets or budget items which involve child protection schemes and programmes. This has to be approached systemically and with a preventive future outlook.

6 Health Care



© UNICEF/ECA/(2014)

The Convention of the Rights of Children calls upon governments to ensure that children survive and develop themselves in good health (Art. 6) and to set the conditions for this through the establishment and maintaining of a system of good quality health care (Art. 24).

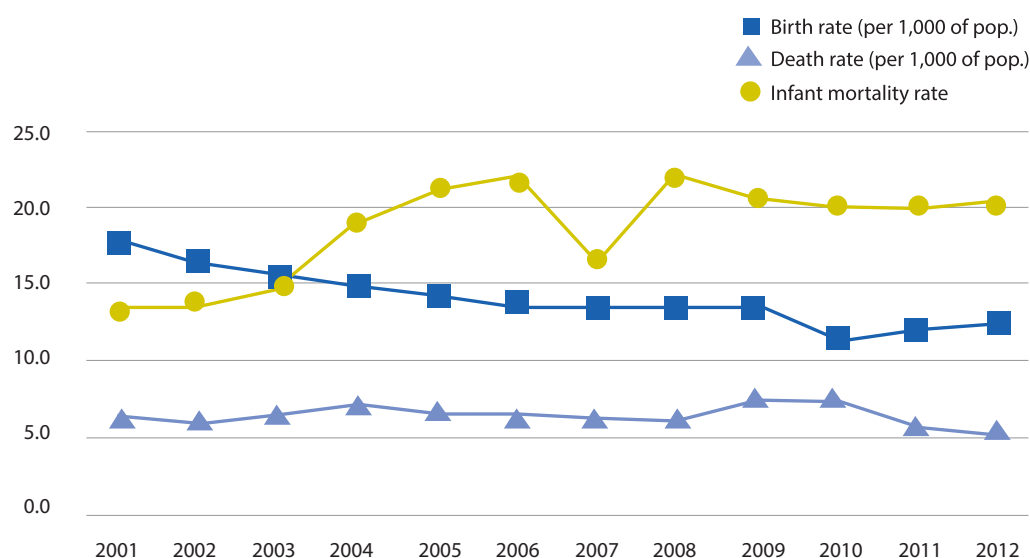
This chapter focuses on health with a particular focus on health for children, starting with a brief overview of conditions and trends in health and health services in Saint Lucia, regulations and governance pertaining to health and an overview of health programmes, and then goes into an in-depth discussion of the health budget, which is complemented with an assessment of health benefits. The chapter concludes with its main findings and recommendations .

Before starting, perhaps, a caveat on data limitations is in place. There are no age specific health care utilization statistics in Saint Lucia. This severely affects the depth of the analysis provided in this chapter. The Ministry of Health works on an improved information system. However, at the time the research for this report was conducted this system was not in place and it proved only possible to disclose gender/age utilization profiles in a number of primary health care facilities.

6.1 Overview of health conditions

Figure 6-1 shows that birth rates have come down since 2001. The infant mortality rate has increased since 2001, when 13.3 infants died per 1,000 live births, to 20.2 infants in 2012. The Saint Lucia Social and Economic Review (2008) attributes this to changing lifestyles, creating complications for pre- and post-natal care.

Figure 6-1: Birth, death and infant mortality ratios for Saint Lucia, 2001–2012



Source: GOSL (2013a). Note: Estimates for 2012 are preliminary.

In 2012, 2,006 children were born, of which 1,009 were boys and 997 girls (CSO, 2014). Close to 15 per cent are births from adolescent⁵⁴ mothers (CSO, 2014). Around 10 per cent of children had a low birth weight. Saint Lucia’s maternal mortality rate is relatively low at 34 deaths per 100,000 births⁵⁵, especially if compared to other countries in the Caribbean.⁵⁶

In line with birth rates, fertility rates have declined significantly compared to the 1960’s (6.7 in the early 1960s to 1.9 in 2009). In 2011 and 2012, the fertility rate was estimated at 1.5 (CSO, 2013).

This drop is partly attributed to the delay of first pregnancies as a result of increased education for women, family planning interventions, and increased socioeconomic status (Rodriguez et al., 2012). Although teen births have decreased significantly over the years, adolescent pregnancy remains a challenge for the country⁵⁷. Saint Lucia takes an average position in a regional comparison of fertility rates (see Figure 6-2 overleaf).

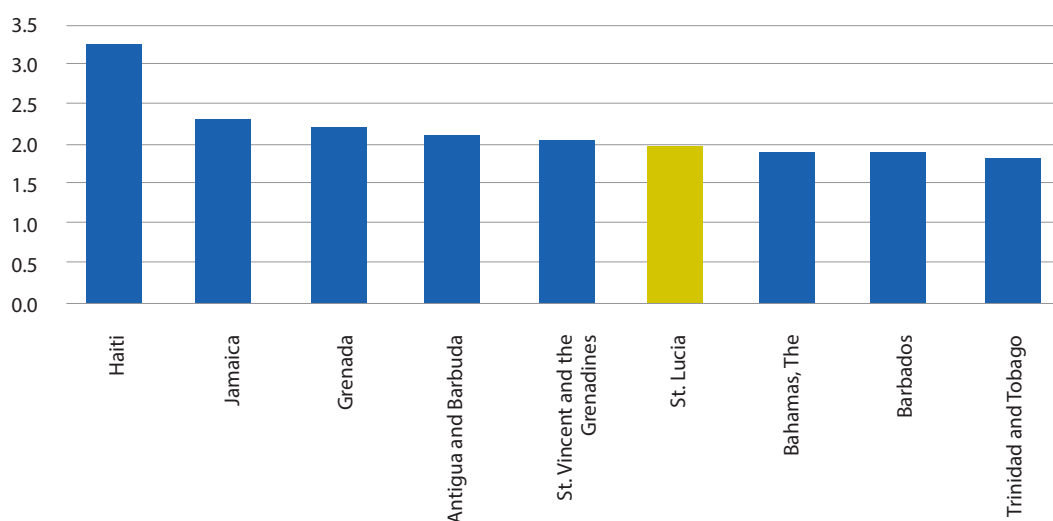
⁵⁴ Ages 15-19 yrs.

⁵⁵ The average maternal mortality ratio in developing countries in 2013 ranges from 230 per 100,000 live births to 16 per 100,000 live births in developed countries (WHO, 2014).

⁵⁶ In St. Vincent and the Grenadines, the maternal mortality ratio was 45 in 2013, and in Trinidad and Tobago it was 84. In Grenada, this mortality ratio is 23 (WHO, n.d.-b).

⁵⁷ In 2009, the adolescent fertility rate was 59.5 births per 1,000 women aged 15-19, which is below the Latin America and the Caribbean (LAC) average of 72.5, but well above the average 28.6 births per 1,000 for an upper middle-income country (Rodriguez et al., 2012).

Figure 6-2: Fertility rates in the Caribbean, 2011 (in births per woman)

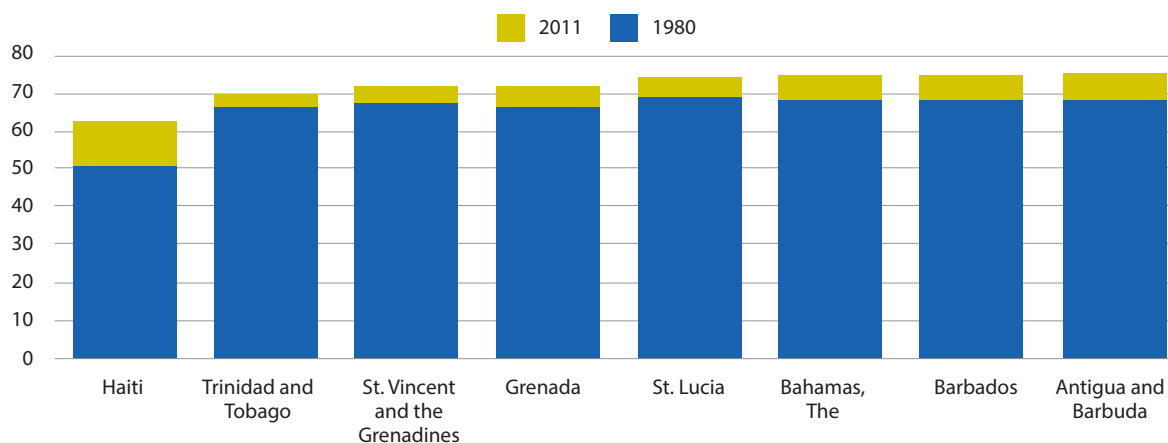


Source: The World Bank (n.d.). Note: The fertility rate is the number of births per woman.

Life expectancy in Saint Lucia is relatively high compared to the region (see Figure 6-3). In 2011, life expectancy stood at 74.6 years in Saint Lucia and has

increased by approximately six years since 1980. In 2014, total (male and female) life expectancy stood at 75.2 years according to CSO (2014).

Figure 6-3: Life expectancy at birth, Caribbean Region, 1980 and 2011 (in years)



Source: The World Bank (n.d.)

6.2 Governance, policies and planning

The Public Health Act was revised in 2001 and this established the role of the MOH. Most other Acts related to health care in Saint Lucia were also revised over the past one-and-a-half decade.

Health sector reform has been a MOH priority since the late 1990s. Two major initiatives stand out:

Universal Health Care (UHC) through national health insurance and the National Health Strategic Plan (NHSP). Not much progress has been achieved on either. The aim of Government in terms of universal coverage is to achieve a package of essential health services, including health promotion, disease prevention, and curative, and rehabilitative health interventions, that are considered fundamental to

achieving equity in the delivery and use of health care services (PAHO, 2012). However, the details of how such a plan would be financed are still under discussion.

6.3 Overview of programmes

6.3.1 Health services and professionals

There are three main levels of health care services in Saint Lucia: Health centers (primary care), polyclinics (primary care support and community secondary care services with extended hours) and hospitals (secondary and limited tertiary care services). The public health sector is organized into eight health regions delivering services through a combination of health centres, district hospitals, a polyclinic, pharmacies, and two general hospitals (Rodriguez, M. et al., 2012).

Table 6-1 shows patient visits to the clinics and utilization of primary health care (PHC) services in 2013. Females make up 63.1 per cent of the visits. Children of ages 0-5 account for almost 20 per cent of the visits, while children aged 5-15 account for 7.6 per cent of the clinic visits.

Table 6-1: Clinic attendance of primary health care services, 2013⁵⁸

Clinic attendance	No. of visits	Percentage of total	Percentage of total population
Males	26,070	37.9%	49.6%
Females	44,565	63.1%	50.4%
Total	70,655	100.0%	100.0%
Ages 0-5	14,077	19.9%	6.5%
Ages 5-15	5,364	7.6%	15.3%
Ages 15-65	38,082	53.9%	69.5%
Ages 65+	13,132	18.6%	8.7%
Total	70,655	100.0%	100.0%

Source: Ministry of Health (2014a).

⁵⁸ Note: 20 people had an 'indeterminant' gender. Population estimates for 2012 were used.

More advanced secondary care (SHC) and very limited tertiary care are delivered at the three hospitals on the island. The occupancy rates and average length of stay at both St. Jude and Victoria hospitals indicate that the facilities' inpatient services are underutilized (Rodriguez et al., 2012). Table 6-2 shows patient visits and utilization for Victoria Hospital in 2010/11. With respect to utilization statistics a caveat need to be made. Government is working on generating reliable data on utilization, and with this objective, a Health Information System (HIS) is anticipated to facilitate the coordination and management of the health sector. While the reporting of service statistics is common practice at the primary care level in Saint Lucia, hospitals do not report their service data centrally. Apart from primary health care utilization hospitals do not report the number of admissions and the discharge diagnosis in summary form to the MOH (Musau et al., 2013, p. 21). This, however, is a work in progress and currently the Health Information System (HIS) cannot provide comprehensive information on patients and utilization. For example, to date the system is not operational in all health-care facilities and even where it has been launched ⁵⁹, it appears that not all health professionals use the system. Therefore, since the HIS is in its initial phase and given that there are still existing inefficiencies, the data currently available through the system should be taken with caution. The records are often not full and utilization of some services may be underestimated.

On average for all departments, the occupancy rate for Victoria Hospital was 63 per cent. When compared to international occupancy rates this occupancy rate is considered low (Tareq, Simone, del Granado, & Kapsoli, 2010). The average length of stay is also been lower than international standards according to the same source.

⁵⁹ As of March 2013, 21 out of the 45 primary health care facilities have implemented the new HIS (Musau, Tayag, & Vogus, 2013, p. 21).

Table 6-2: Patient visits and utilisation numbers for Victoria Hospital, 2010/2011

Cost centre	Visits (outpatient) and patient days (inpatient)	Bed occupancy rate (%)	Average length of stay (days)
General outpatient	6,799	n.a.	n.a.
Outpatient specialty clinics	2,136	n.a.	n.a.
Outpatient ophthalmology	n.a.	n.a.	n.a.
Accidents & emergency	37,094	n.a.	n.a.
STI clinic	2,705	n.a.	n.a.
Renal dialysis unit	9,828	n.a.	n.a.
Sub-total outpatient	58,562		
Inpatient obstetrics	4,165	36%	1.99
Inpatient pediatrics	4,079	37%	2.93
Inpatient medical male wards	4,141	71%	4.62
Inpatient medical female ward	4,945	85%	5.30
Chest ward/TB	2,174	40%	42.63
Gynecology	4,101	86%	4.34
Inpatient surgical male ward	4,357	80%	4.94
Inpatient surgical female ward	2,820	64%	5.00
Neonatal unit	2,418	55%	5.77
Sub-total inpatient	33,200		
Total inpatient and outpatient	91,762	63%	4.13
Total expenditures 2010/11	32,412,801		

Source: USAID (2012).

On the other hand, there are concerns with the functioning of the referral system in Saint Lucia, with patients seeking care at the hospital for minor conditions that can be treated at health clinics. Hence, the hospital sector appears to be characterized by overutilization in out-patient care and at the same time underutilization in in-patient care.

Health care professionals

Table 6-3 shows figures on public sector health personnel from the database of the Ministry of Health. Unfortunately, the latest figures available date back to 2010. In general the conclusion that can be drawn from this table is that the staff to population ratios in Saint Lucia are rather high, and this is also the case from an international perspective. However, for some specialized needs the situation might be different as reflected in a Pan American Health Organization report (PAHO 2012). This indicates that there is scope for improvement in the allocation of resources within the sector.

Table 6-3: Health workers, by number, density and population covered per worker 2010

Category of health worker	Number of workers	Density per 10,000 population	Population per worker
Medical doctors	213	12.9	777
Nurses and midwives	500	30.3	331
Allied nursing professionals	97	5.9	1,707
Dentists and allied professionals	22	1.3	7,527
Pharmacists and allied professionals	13	0.8	12,738
Social workers	11	0.7	15,054
Physiotherapists	6	0.4	27,599
Technologists	59	3.6	2,806
Nutritionists and allied professionals	6	0.4	27,599
Environmental health officers and allied professionals	26	1.6	6,369
Psychiatrists and psychologists	5	0.3	33,119
Total	958	58.1	172

Source: PAHO (2012).

6.3.2 Medicines

While nearly all residents of Saint Lucia must pay for medicines; affordability does not appear to be a major impediment to access. The public health system in Saint Lucia does not deny services or essential medicines due to inability to pay. The MOH has put programmes in place to ensure affordability of medications. For example, individuals identified as indigent qualify for an exemption card, which gives the holder access to free medicines. The exemption applies to all public sector pharmacies but many private sector pharmacies will exempt or reduce prices for these groups as well. Diabetic and hypertensive patients receive free medications for their diabetes as well as for hypertension in the public sector. A local distributor that supplies private pharmacies also offers reduced prices through an agreement with the MOH to purchase through the Pharmaceutical Procurement Service (PPS).

Table 6-4 shows the medicine exemptions for 2013. The largest share of exemptions is classified as universal health care (UHC). In 2013, the average prescription had a value of about EC\$ 40.

Table 6-4: Medicine exemptions for 2013

Exemption type	Amount in EC\$	Number of prescriptions	Percentage of total number of prescriptions
No exemption	471,674	12,985	63.4%
UHC	238,857	4,898	23.9%
Social welfare	41,291	1,216	5.9%
Other ⁶⁰	56,264	1,373	6.7%
Total	808,085	20,472	100.0%

Source: Ministry of Health (2014b)

⁶⁰ These include the categories Psychiatry, MSW, Community Health Aide's, STI's, Staff, Nurses, Police Officers, Fire Fighters, Prison Officers, Tuberculosis, End Stage Renal Disease, Ex Service Men, Comfort Bay for the Elderly, Soufriere Hospital Admin, ARV's, Bordelais Correctional Facility, Hansen's Disease, Marian Home and Victoria Hospital Admin. Exemptions are made for the poor and essential public health and safety personnel such as nurses, police officers, and firefighters. Individuals who suffer from certain diseases such as diabetes and hypertension are exempt from pharmaceutical fees (Tareq et al., 2010).

In the MOH budget, primary care medication falls under procurement, under the central administration. This dataset covers 95 per cent⁶¹ of the total procurement. Patients pay the remainder of the medicines themselves, but these are only small parts of the total amounts (in the range of EC\$5 -10 generally).

6.4 The health budget

6.4.1 Health care financing

Health services in Saint Lucia are funded from four principal sources: the Consolidated Fund (part of the government budget), out-of-pocket payments, private insurance schemes, and donor contributions (PAHO, 2012). Health services delivered in government-owned health facilities are funded from general tax revenues. This is the main source of financing central government health expenditure. Most capital expenditures are funded with external grants⁶².

User fees are charged for most hospital services unless the patient is exempt or covered by the National Insurance Corporation (NIC). Exemptions are made for the poor and essential public health and safety personnel such as nurses, police officers and firefighters. Individuals who suffer from certain diseases such as diabetes and hypertension are exempt from pharmaceutical fees. Most services at the primary care level (health centres) are free, but user fees apply for select services such as contraceptives and some vaccinations.

In addition to public financing, private financing accounts for slightly less than half of total health spending according to WHO, which reflects the important health insurance sector in Saint Lucia (Tareq et al., 2010). In 2012, 44 per cent of total health expenditures were private. Besides health insurance, private financing by individual out-of-pocket payments is common in Saint Lucia. With respect to private health expenditures (PvtHE), 99

per cent of expenditures in Saint Lucia are out-of-pocket.

The NIC covers 50,000 formal sector workers, collecting a 10 per cent payroll tax on salaries (5 per cent from the employer, 5 per cent from the employee), up to 5,000 EC\$ per month. NIC also pays pension benefits to 4,000 retirees. NIC covers maternity benefits, employment injury, short- and long-term disability, and pensions. Although the focus of NIC is the provision of pensions and disability insurance, it currently pays 5 million EC\$ annually to the MOH to cover hospital services provided to its members at Victoria Hospital and St. Jude Hospital. However, dependents are not covered, hence spouses of NIC members (if not insured themselves) and their children are not covered. The 5 million EC\$ is a negotiated amount (recently increased from 3 million EC\$) and is not based on actual billings to the NIC by the hospitals (Rodriguez et al., 2012). The annual contribution, as mentioned, is designed to cover only active members and there is no NIC coverage for primary care expenditures, drug, or offshore medical care. In return, the MOH waives hospital user fees for NIC-covered workers.

Private health insurance clients include individuals, small groups (3-9 employees) and larger groups (10+) in the financial, hotel, and manufacturing sectors. In particular the larger enterprises – holding companies, financial institutions, international and local hotels – provide health insurance to their employees and dependents. Rates vary for insured individuals, insured individuals plus one dependent and family coverage. Companies in Saint Lucia cover the employee while the employee pays for her/his dependents. Typical rates for a smaller group would be 108 EC\$ per month for an individual and 272 EC\$ per month for a family. Group policies are, of course, cheaper, and do not require all members of a group to join. There are some exceptions, such as a few locally owned hotel companies, where signing up for medical health insurance is a requirement of employment (Rodriguez et al., 2012).

With respect to development partners, the Caribbean Development Bank (CDB) is a major crediting partner for Saint Lucia. CDB contributed to the development of the electronic national health

61 Primary care centres can also procure. If they do, they are not shown in this database and the costs fall under supplies. In this database, five wellness centres and two district hospitals are missing.

62 External grant financing accounted for 72 per cent of all budgeted capital expenditures on average during 2007/08 – 2009/10. Budget information was used instead of execution information as an approximation (Tareq et al., 2010)

management information system (HMIS), providing both funding and technical assistance through project management. CDB has also facilitated the rehabilitation of 14 health centers, including components that will support the rollout of the national HMIS. The EC is also a major funder. The EC has financed the building of and equipment for the NNH and health sector reform studies in previous agreements under the European Development Fund (Rodriguez et al., 2012). The United States Government supports Saint Lucia health sector through the U.S.-Caribbean Regional HIV and AIDS Partnership Framework 2010-2014. Saint Lucia is one of twelve Caribbean countries signed on to this Framework. Most development partners working in Saint Lucia do so through regional mechanisms, such as donating to the CDB, or through UNDP (Rodriguez et al., 2012).

6.4.2 Methodology and data

For this report, the Government of Saint Lucia's budget estimates for the period 2009/10 – 2013/14 are used, for 2012/13 the revised budget figures and for 2013/14 the estimates, for the earlier FYs the actual outturns are used. The estimates comprise recurrent expenditures, capital expenditures and revenues. Table 6-5 provides the conversion for both the administrative and the economic classification. The rationale for re-aligning the various items has been explained earlier in this report. In the administrative classification, a newly introduced category called 'central health administration' consists of the old categories 'agency administration' and 'corporate planning'. Under these administrative classifications, it has been organized, where possible, into subcategories of administrative and medical expenditures.

Table 6-5: Conversion table (MOHFN)⁶³

Administrative classification	Economic classification
Central health administration	Salaries
Agency administration	Personal emoluments
Corporate planning	Wages
General hospitals	Travel and subsistence
Victoria Hospital	Rewards, compensation and incentives ⁶⁴
St. Jude Hospital	Training
District hospitals	Goods and services
Soufriere Hospital	Office and general expense
Dennery Hospital	Supplies and materials
Drug, alcohol and rehab related	Tools and Instruments
Turning Point	Utilities
Substance Abuse Secretariat	Operating and maintenance
Human Services	Professional and consultancy services
Senior Citizens Home	Advertising
Primary Health Care Services	Equipment
Public Health	Hire of equipment
Gros Islet Polyclinic	Communication
Gender relations	Capital - equipment
Mental health	Office costs
	Rental of Property
	Insurance
	Capital
	Other
	Miscellaneous
	Capital – programmes
	Grants and contributions⁶⁵
	Public assistance

Source: Authors' compilation

The capital expenditures were either categorized under 'office costs' (constructions costs, rehabilitations, restorations, etc.), under 'equipment' (medical equipment etc.) or 'other costs' (projects like the malaria prevention projects etc.). As much as possible, the original programmes were retained under which the capital expenditures were done. Sometimes however, for fair comparison, programmes were moved. For example in the case of Transit Home, the building costs were listed

under Transit Home, instead of Human Services, under which it was listed initially, as Transit Home did not exist as a programme yet.

By copying the numbers in the Government estimates and adding up different categories according to our conversion table, the 'new budget' is derived. The 'new real budget' forms the starting point for the following budget analysis.

⁶³ The categories in bold are the new categories. Any categories below the bold items are the categories as presented in the GOSL Estimates. Procurement of

⁶⁴ Includes Protection of Revenue, Agriculture Farming information Fees, Cost of Personal Property Damaged, Incentives to Agents, Examination Script Marking and Bonus payments

⁶⁵ This includes Transfer Payments to Statutory Boards, Local, Regional and International Organisations Individual and Medical Assistance

6.4.3 Budget analysis

A condensed version of the newly categorized, inflation corrected budget is presented in Table 6-6. The first five columns give the expenditure per program in 1,000 EC\$. The final column presents the total of the ministries' budget that has been allocated to that program in the years 2009-2014. For example, 38.3 per cent of the total budget has been allocated to the Central Health Administration. This category consisted of the categories 'Agency Administration' and 'Corporate Planning' in the original budget.

The percentage of total budget spent on Primary Health Care Services decreased over the years. In 2010/11, 8.5 per cent was spent of Primary Health Care Services, while this decreased to 6.9, 6.8 and 5.8 per cent in 2011/12, 2012/13 and 2013/14 respectively. On average 7.0 per cent was spent on Primary Health Care Services over 2009-2014.

The percentage spent on public health has been 7.9 per cent on average over 2009-2014. This percentage has been fluctuating between 6.0 and 10.1 per cent over the years and no clear trend can be found.

Table 6-6: Condensed Budget MOH, administrative classification, 2009-2014
(in EC\$ 1000, constant 2012/2013 prices)

Administrative classification	Year					% of MOH total
	2009/10	2010/11	2011/12	2012/13	2013/14	
Central health administration	52,422	51,306	66,969	50,075	72,996	38.3%
Of which office costs	40,691	38,124	52,515	34,224	27,020	25.1%
Of which equipment costs	238	300	267	260	26,077	3.5%
All other costs	11,492	12,882	14,187	15,591	19,899	9.6%
General hospitals	47,469	47,072	48,592	51,243	51,873	32.1%
Of which hospital administration	22,817	23,013	23,872	24,451	24,588	15.5%
Of which medical services	24,652	24,058	24,720	26,792	27,285	16.6%
District hospitals	2,306	1,939	1,819	2,362	2,309	1.4%
Of which hospital administration	730	694	759	701	746	0.5%
Of which medical services	1,576	1,245	1,060	1,661	1,563	0.9%
Drug, alcohol and rehab related	802	923	915	1,081	1,036	0.6%
Of which hospital administration	190	219	203	267	275	0.2%
Of which medical services	389	318	298	312	315	0.2%
Of which Substance Abuse Secretariat	223	386	414	502	446	0.3%
Human Services	16,298	2,931	4,636	4,469	4,535	4.3%
Of which administration	10,208	1,861	2,368	2,429	2,395	2.5%
Of which family and child care	744	664	684	877	951	0.5%
Of which welfare services	5,264	-	-	-	-	0.7%
Of which Transit Home	82	406	1,584	1,163	1,189	0.6%
Senior Citizens Home	766	4,924	952	1,801	1,821	1.3%
Of which administration	370	4,543	545	1,250	1,173	1.0%
Of which services	396	381	407	551	648	0.3%
Primary health care services	12,104	11,705	10,893	9,643	9,394	7.0%
Of which administration	3,288	2,677	1,771	1,401	978	1.3%
Of which community services	8,817	9,028	9,122	8,242	8,416	5.7%
Public health	13,628	10,760	16,059	10,646	9,726	7.9%
Of which general	10,929	8,082	13,644	6,624	5,852	5.9%
Of which specific	2,699	2,679	2,416	4,022	3,874	2.0%
Gros Islet Polyclinic	1,333	1,191	1,123	2,322	2,106	1.1%
Of which administration	765	763	483	1,244	772	0.5%
Of which services	568	427	640	1,078	1,334	0.5%
Gender relations	875	799	776	876	1,228	0.6%
Mental health	19,010	4,569	5,817	6,717	6,140	5.5%
Of which administration	16,936	1,645	2,765	3,374	2,851	3.6%
Of which medical services	2,074	2,925	3,052	3,343	3,289	1.9%
Total	167,013	138,119	158,551	141,234	163,164	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' edit. Note:*In these numbers, expenditures for the New National Hospital account for the largest share of total costs.

It is clear from the table that central administrative costs represent a major proportion of the total health budget. The table also indicates that within administrative categories a sizable share of budget allocations is directed towards administration. This is important and will be discussed more in depth below.

Table 6-7 shows the allocation in a more condensed form, but now with a distinction between the recurrent and capital expenditures. It clearly shows that the general administration and the general hospitals are the biggest cost centres, representing 38.3 and 32.1 per cent of the total MOH budget in 2009-2014. For the Central Health Administration,

the lion's share lies in capital expenditures, mostly related to the construction of the New National Hospital. In total those capital expenditures account for 76.9 per cent of total capital expenditures. Other large capital expenditures were done for mental health and public health. Seven per cent of the total budget is directed towards primary health care services and 7.9 per cent to public health. General hospitals receive a large share of the recurrent budget; 51.4 per cent. General administration received 13.8 per cent of the total recurrent budget over the years. Human services received 4.3 per cent of the budget while district hospitals, surprisingly, received only 1.4 per cent of the total budget.

Table 6-7: Recurrent and capital expenditure of MOH 2009-2014, Administrative classification (in EC\$1000, constant 2012/2013 prices)

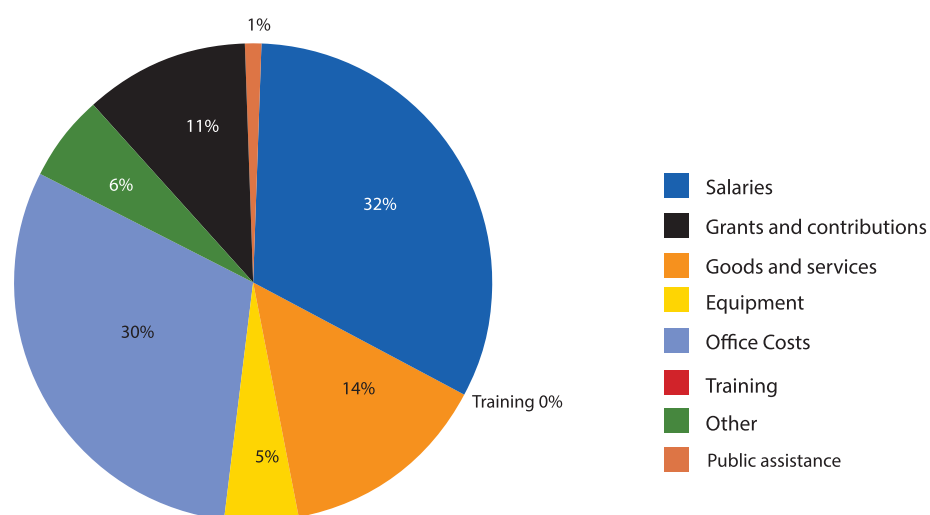
Programme	Recurrent expenditure (RE) Σ2009-2014		Capital expenditure (CE) Σ2009-2014		Total expenditure (TE) Σ2009-2014	
	In 1,000 EC\$	% of RE	In 1,000 EC\$	% of CE	In 1,000 EC\$	% of TE
Central health administration	64,675	13.8%	229,092	76.9%	293,768	38.3%
General hospitals	241,573	51.4%	4,675	1.6%	246,249	32.1%
District hospitals	9,849	2.1%	886	0.3%	10,734	1.4%
Turning point	4,758	1.0%	0	0.0%	4,758	0.6%
Human Services	23,391	5.0%	9,478	3.2%	32,869	4.3%
Senior Citizens Home	5,539	1.2%	4,724	1.6%	10,263	1.3%
Primary health care services	44,891	9.6%	8,849	3.0%	53,739	7.0%
Public health	41,078	8.7%	19,741	6.6%	60,819	7.9%
Gros Islet Polyclinic	6,710	1.4%	1,366	0.5%	8,075	1.1%
Gender relations	4,253	0.9%	301	0.1%	4,553	0.6%
Mental health	23,543	5.0%	18,710	6.3%	42,253	5.5%
Total	470,259	100.0%	297,822	100.0%	768,081	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' own calculations

For the condensed version of the economic classification, see table 6-8. Table 6-8 reveals that roughly a third (32.6 per cent) of the total budget goes into salaries. The second biggest cost centre, at 29.9 per cent, is office costs. For the MOH, these costs consist mainly of capital expenditure for the New National Hospital and other rehabilitation

costs of buildings. Of the expenses, 14.4 per cent are attributable to goods and services, while only 0.5 per cent of the total budget goes into training. The detailed Figure 6-4 shows that the costs of salaries have been increasing over the years. Corrected for inflation, more than 6 million EC\$ extra was spent on salaries in 2013/14, compared to 2009/10.

Figure 6-4: Condensed budget MOH economic classification 2009-2014



Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' own calculations

Table 6-8: Condensed budget MOH economic classification, 2009-2014

Item	Year					Total 2009-2014
	2009/10	2010/11	2011/12	2012/13	2013/14	
Salaries	47,332	47,760	49,064	52,522	53,679	32.6%
Training	468	612	646	973	833	0.5%
Goods and services	19,613	20,327	22,176	24,937	23,803	14.4%
Equipment	1,335	2,183	2,201	2,924	28,400	4.8%
Office costs	59,741	45,850	56,287	38,099	29,564	29.9%
Other	17,675	4,907	11,634	3,460	8,752	6.0%
Grants and contributions	15,896	16,480	16,544	18,264	18,084	11.1%
Public assistance	4,954	-	-	55	50	1.1%
Total	167,013	138,119	158,551	141,234	163,164	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' own calculations. Goods and services also include drug costs.

To compare the expenditures on salaries with international benchmarks, we turn to a study of the World Health Organization from 2006. In this study, an assessment is made of salary costs as a percentage of total general Government health expenditure (GGHE). It shows that in the Americas, almost 50 per cent of the GGHE is spent on salaries. Saint Lucia, at 32.6 per cent is thus quite low. (See table 6-9).⁶⁶

Table 6-10 shows the MOH collected (own) revenues for 2009/10 – 2013/14. In total, these revenues make up (7.51per cent) of the total expenditures of the Ministry of Health. In most

cases, revenues have decreased over time. For example, in primary health care, revenues were 0.98 million EC\$ in 2009/10, and gradually decreased to 0.87 million EC\$ in 2013/14. The Gros Islet Polyclinic covers 32.9 per cent of expenditures with its revenues, the highest share of all programmes.

Health facilities, such as St Jude Hospital and, to a larger extent, Victoria hospital⁶⁷, face difficulties in collecting user fees. On average about 45 to 55 per cent of the patient bills are collected, according to Tareq et al. (2010). In theory however, the fees should be paid before a service is provided.

Table 6-9: Remunerations as per cent of government expenditure on health

WHO Region	Number of countries with data accessed	Remunerations* as percentage of general government health expenditure (GGHE)
Africa	14	29.5%
South-East-Asia	2	35.5%
Europe	18	42.3%
Western Pacific	7	45%
Americas	17	49.8%
Eastern Mediterranean	5	50.8%
World	64	42.2%
Saint Lucia	--	**32.6%

Source: Hernandez, Dräger, Evans, Edejer, and Poz (2006). Note: Includes Wages, salaries and allowances of employees ** Includes Personal Emoluments, Wages, Travel and Subsistence, Rewards, compensation and incentives.

⁶⁶ It must be noted that the methodology of the WHO study might not be similar to our study, and that calculation methods might differ, however this is just to give some sort of comparison

⁶⁷ The limitations that St. Jude Hospital faces in charging user fees are significantly less than at Victoria Hospital. St. Jude Hospital is a statutory body and as such is required to fund with user fees all costs which cannot be financed by the budget transfer it receives. St. Jude Hospital is thus allowed to charge user fees which incorporates the full market costs of medical supplies, pharmaceuticals and a mark-up to its patients which is not possible at Victoria Hospital (Tareq et al., 2010).

Table 6-10: MOH revenues, 2009-2014 (in constant 2012/13 and EC\$ 1000)

Revenues per programme	Year					Total	% of expenditure
	2009/10	2010/11	2011/12	2012/13	2013/14		
Administration	3,521	3,224	4,853	5,642	5,256	22,496	9.5%
General hospitals	2,841	2,696	2,608	2,573	2,391	13,108	6.6%
District hospitals	369	385	340	303	326	1,723	19.9%
Drug, rehab etc. related	57	36	39	18	20	169	4.4%
Human services	-	-	-	-	-	-	0.0%
Senior citizens home	-	-	-	-	-	-	0.0%
Primary health care services	979	905	977	878	868	4,606	10.7%
Public health	-	-	-	-	-	-	0.0%
Gros Islet Polyclinic	435	387	474	454	390	2,141	32.9%
Gender relations	-	-	-	-	-	-	0.0%
Mental health	-	-	-	-	-	-	0.0%
Total	8,202	7,633	9,290	9,868	9,251	44,244	7.16%

Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' own calculations

Table 6-11 looks into the staff numbers compared to the total expenditure. The total number of staff has increased from 619 to 811 in those years. From 2011/12 – 2013/14, 83 per cent or 485 people of total staff had a medical function; 17 per cent had an administrative function. Dividing the total of expenditures on salaries by the amount of staff, the table shows that the average expenditure per

worker has gone down. In 2009/10, roughly 76,465 EC\$ was spent on the average worker, while in 2013/14 this would be 66,188 EC\$. It must be noted, however, that the salary expenditures presented here include wages, personal emoluments, travel and subsistence and other items (see the conversion table). For a complete overview of staff numbers, refer to the annex.

Table 6-11: Salary expenditures MOH 2009-2014 (In EC\$1000 constant 2012/12 prices)⁶⁸

Salaries	Year				
	2009/10	2010/11	2011/12	2012/13	2013/14
Total salary expenditure (EC\$)	47,331,932	47,760,120	49,064,027	52,521,514	53,678,781
Total no. of staff.	619	629	741	839	811
Of which medical (%)	78%	81%	83%	83%	83%
Total expenditure / total no. of staff (EC\$)	76,465	75,930	66,213	62,600	66,188

Source: GOSL (2009, 2010, 2011, 2012, 2013b), Authors' own calculations.

⁶⁸ Salary costs include wages, personal emoluments, travel and subsistence etc. The staff numbers are only representative for the total number of staff in service of the ministry. Contracted people are not accounted for. Therefore, the average payment might not give a representative number. Administrative staff includes administrative staff and ancillary services staff. This categorization can be found in the Government Estimates in the staff positions section. No changes were made in this categorization

**Table 6-12: Medical and administration costs, Total, 2009-2014
(in million EC\$, 2012/13 constant prices)**

Classification	Year					Total (EC\$)	Total (%)
	2009/10	2010/11	2011/12	2012/13	2013/14		
Administration	107,726	86,722	99,734	85,192	106,775	486,149	63.3%
Medical/services	59,287	51,397	58,817	56,042	56,389	281,931	36.7%
Total	167,013	138,119	158,551	141,234	163,164	768,081	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013), Authors' own calculations.

**Table 6-13: Medical and administration costs, recurrent expenditures only, 2009-2014
(in million EC\$ 2012/13 constant prices)⁶⁹**

Classification	Year					Total (EC\$)	Total (%)
	2009/10	2010/11	2011/12	2012/13	2013/14		
Administration	35,772	38,801	41,175	46,358	45,875	207,980	45.9%
Medical/services	46,028	43,231	46,354	53,763	55,594	244,970	54.1%
Total	81,800	82,032	87,529	100,121	101,468	452,950	100.0%

Source: GOSL (2009, 2010, 2011, 2012, 2013), Authors' own calculations

6.4.4 Medical and administrative costs

Table 6-12 consolidates administrative spending at the central health administration and the various programme administrations and shows that the medical expenses are far less than the administrative expenses. About two thirds of the expenses are directed towards administrative expenses. Looking at the first column for example, it appears that in 2009/10, 86.5 million of 134.2 million EC\$ was spent on administration costs. In the following years, administration costs remained higher than the medical expenditures. In the final column, a percentage of the total expenditures is given: 63.3 per cent goes into administration costs. The remaining 36.7 per cent is spent on medical costs.

It must be noted that a large fraction of these administration costs mentioned above can

be attributed to the construction of New National Hospital, which is under 'central health administration'. If capital expenditures are left out, Table 6-13 shows how in the years 2009-2014, administration costs still account for almost half of the expenditures (45.9 per cent).

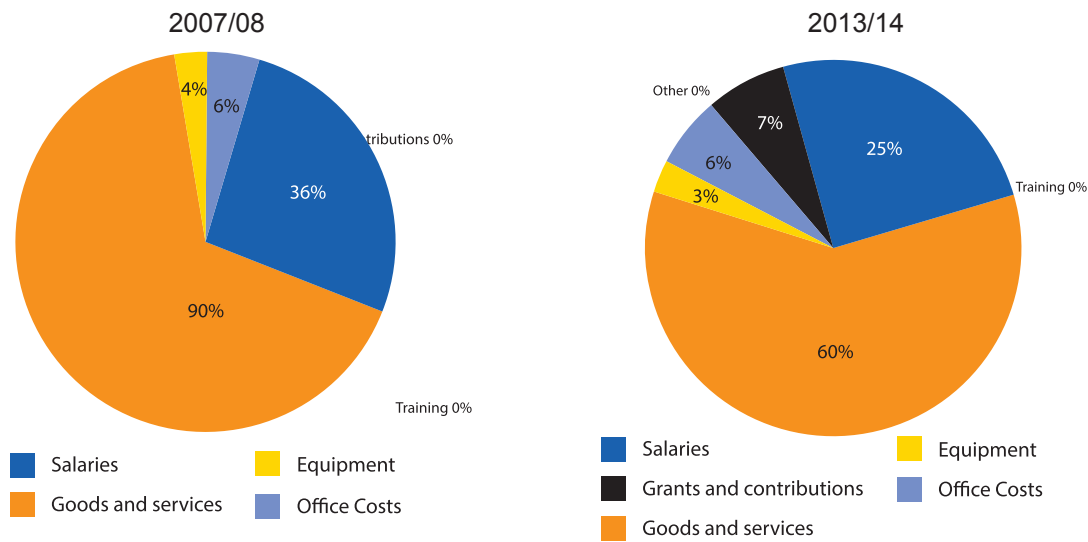
6.4.5 Allocation per programme

Looking at the expenditures for the central health administration in figure 6-5, it appears that 24 per cent of the budget is budgeted for salaries in 2013/14. Roughly 60 per cent is spent on goods and services. Part of the explanation derives from the fact that purchases, for example for medicines, are organized at the central level. The other 16 per cent is divided under grants and contributions, office costs and equipment. Compared to 2007/2008, salary costs decreased, but grants and contributions⁷⁰ have taken up a larger share of the total costs.

⁶⁹ Medical includes gender relations, public health, substance abuse secretariat and all non-administration services. Administration includes agency administration and all administrative sub-items.

⁷⁰ This includes transfer payments to statutory boards, local, regional and international organisations individual and medical assistance.

Figure 6-5: Central health administration (Recurrent only), 2007/08 and 2013/14



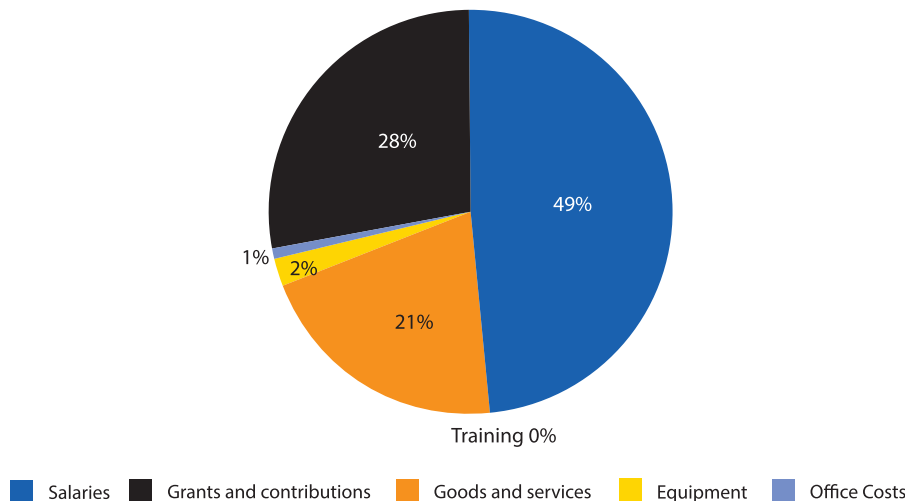
Source: GOSL (2009, 2013b), Authors' own calculations

Figure 6-6 does the same, except now for the general hospitals. Here the total expenditure, including capital expenditures is used. It appears that 49 per cent of the budget goes to salaries, 28 per cent into grants and contributions and 20 per cent into goods and services. In total, only 3 per cent goes to office costs and equipment, which seems low. Compared to earlier years, this division of costs has been relatively stable. It should be noted that equipment costs almost doubled since 2009/10.

Figure 6-7 (overleaf) shows the allocation of costs for the Human Services department in 2013/14. This department administers services that, in particular, are relevant for children and gender, such as family and child care, foster care, the Upton Gardens Girls Home, and the Transit Home. Here, 46 per cent goes into salaries.

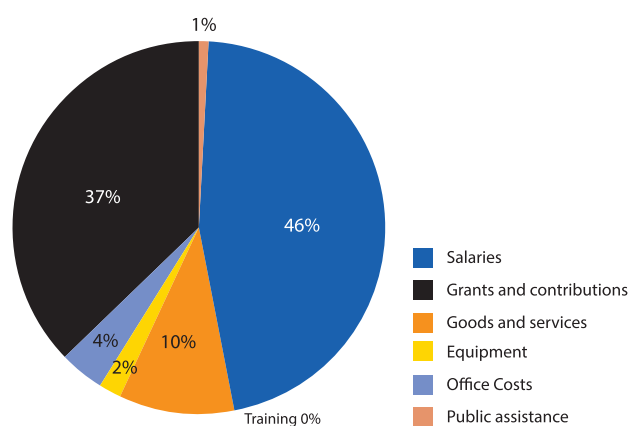
A large share, 37 per cent, is allocated to Grants and Contributions. Goods and services account for 10 per cent of costs, while the remaining 7 per cent are allocated to office costs, equipment and public assistance.

Figure 6-6: General hospitals, 2013/14



Source: GOSL (2013b), Authors' own calculations

Figure 6-7: Human Services, 2013/14



Source: GOSL (2013b). Authors' own calculations.

6.4.6 Spending execution

Table 6-14 examines to what extent the actual expenditures are in line with the revised budget. This is important from a planning perspective and even more so from an audit point of view. Parliament should be able to trust that budget appropriations and execution of the budget do not deviate to a large extent. It appears that in each year the budget was exceeded. The biggest deviation was in 2008/09, when the budget was overstepped by 5.9 per cent. On average, the budget was exceeded by 2.4 per cent per year.

Table 6-14: Deviation of expenditure from revised budget (recurrent), 2009-2012

Programme	Year				Average deviation (in EC\$)	Total deviation (in %)
	2008/09	2009/10	2010/11	2011/12		
Administration	-5%	1%	19%	13%	751,737	7.4%
General hospitals	12%	0%	1%	-3%	804,837	1.9%
District hospitals	-7%	15%	23%	-11%	54,309	3.3%
Drug, alcohol and rehab related	23%	41%	68%	55%	248,238	46.3%
Human Services	20%	-1%	-62%	-3%	-865,212	-14.5%
Senior Citizens Home	-4%	-2%	3%	-2%	-12,585	-1.7%
Primary health care services	3%	8%	13%	14%	721,752	9.7%
Public health	-8%	4%	11%	-8%	-51,334	-0.8%
Gros Islet Polyclinic	-9%	0%	-10%	-3%	-52,388	-5.5%
Gender relations	3%	7%	1%	-13%	-8,978	-1.2%
Mental health	-14%	-1%	61%	4%	328,881	10.1%
Sum of changes (in EC\$)	4,189,447	1,206,143	1,622,827	658,615	1,919,258	7,677,032
Percentage of total budget	5.9%	1.5%	2.0%	0.8%		2.4%

Source: GOSL (2009, 2010, 2011, 2012, 2013). Note: Positive deviations (thereby exceeding the revised budget) of more than 10 per cent are highlighted in blue.

Checking the programmes individually, it appears that the biggest part of the total absolute exceeding costs come from the general hospitals, the central administration and primary health care services. In terms of percentages, the drug, alcohol and rehab related programmes stand out, exceeding the budget each year with an average of 46.3 per cent. Primary health care services also stand out in this respect, exceeding the budget by 9.7 per cent on average.

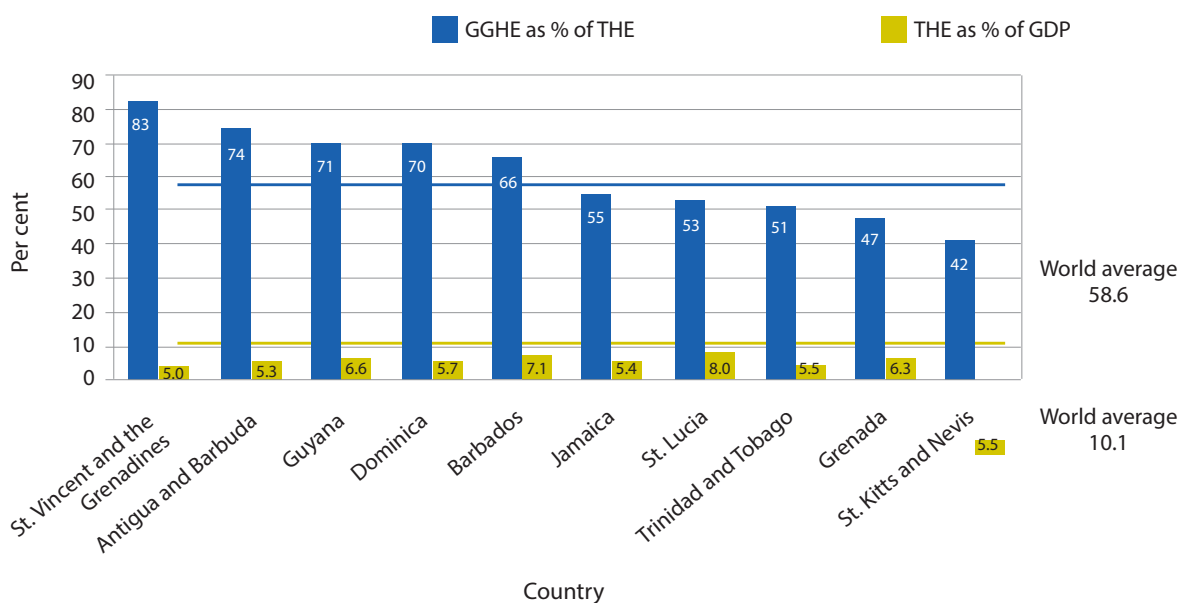
6.5 Assessment of health benefits

In order to value these findings, it is instructive to look at expenditure from an international

perspective. Compared to other countries in the region, Saint Lucia is considered among the higher spenders. Between 2009 and 2012, Saint Lucia's total expenditures on health (THE) accounted for 8 per cent of GDP, the highest of all countries in the graph. THE consisted for 53 per cent of general government health expenditures (GGHE⁷¹). The other 47 per cent comes from private expenditures.

Figure 6-9 (overleaf) shows the general government health expenditures (GGHE) for the region. Saint Lucia spent relatively the most as a percentage of GDP on GGHE (4.7 per cent). In 2012, 10 per cent was allocated to health in Saint Lucia (WHO, n.d.-a).

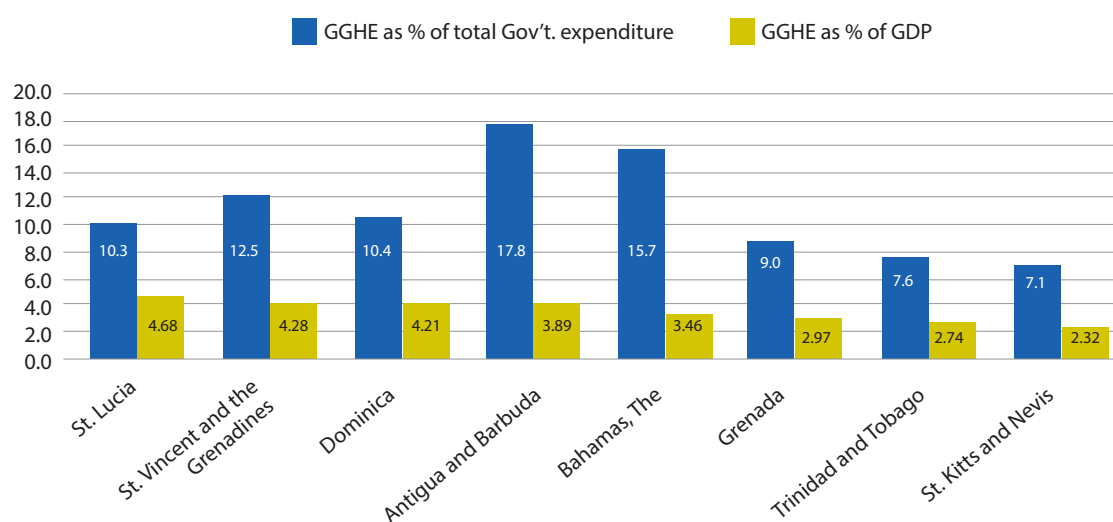
Figure 6-8: Total health expenditures (THE) in the Caribbean region, 2009-12 (average, as a percentage)



Source: WHO (n.d.-a). Note: World Average gives numbers for 2012

⁷¹ This includes not just the resources channelled through government budgets but also the expenditure on health by parastatals, extra budgetary entities and notably the compulsory health insurance.

Figure 6-9: Government health expenditures in the Caribbean region, 2012 (as a percentage)



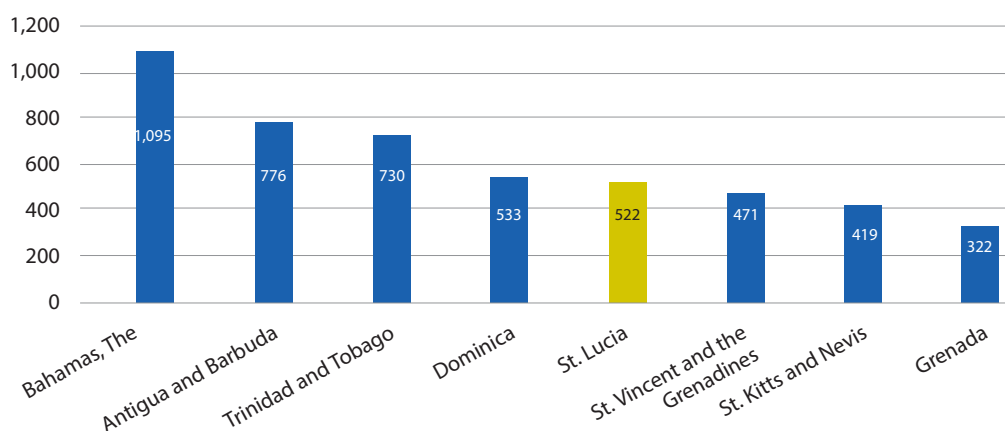
Source: WHO (n.d.-a)

When examining the per capita basis, the Government of Saint Lucia spends an average amount on health, compared to other countries in the region. This is depicted in figure 6-10. In 2012, Saint Lucia spent 522 NCU⁷² per \$US per person on health (NCU is used here to ensure purchasing power parity). There are some outliers.

As a proxy for gaps in affordability and financial protection of services, out-of-pocket (OOP) expenditures as a percentage of total health

expenditure (THE) is used. Minimizing out-of-pocket expenditures is crucial in order to make health services affordable, to avoid barriers to using health care and to avoid health-related impoverishment. From 2006 until 2012, the out-of-pocket ratio in Saint Lucia (as a percentage of total health expenditure) fluctuated between 44 and 55 per cent (See figure 6-11 for 2012). According to the latest estimate of 2012, 44 per cent of total health expenditure (THE) was out-of-pocket (WHO, n.d.-a).

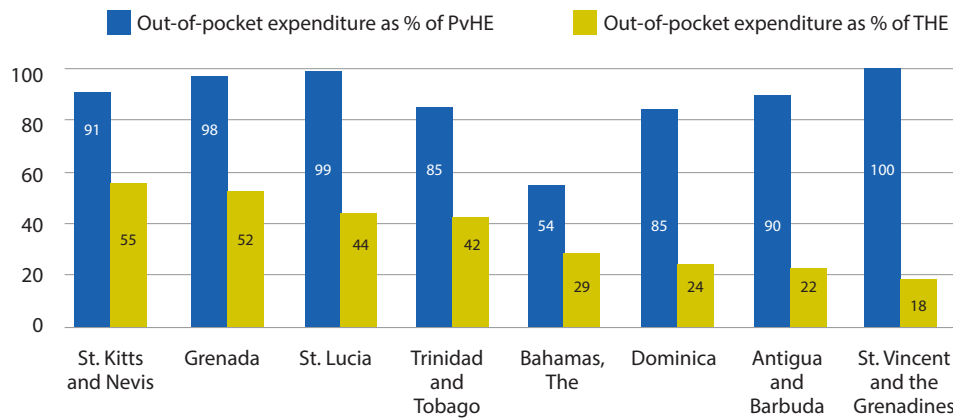
Figure 6-10: Government expenditure on health per capita at PPP (NCU per US\$), 2012



Source: WHO (n.d.-a)

⁷² National Currency Unit

Figure 6-11: Out-of-pocket expenditures in the ECCU (as a percentage), 2012

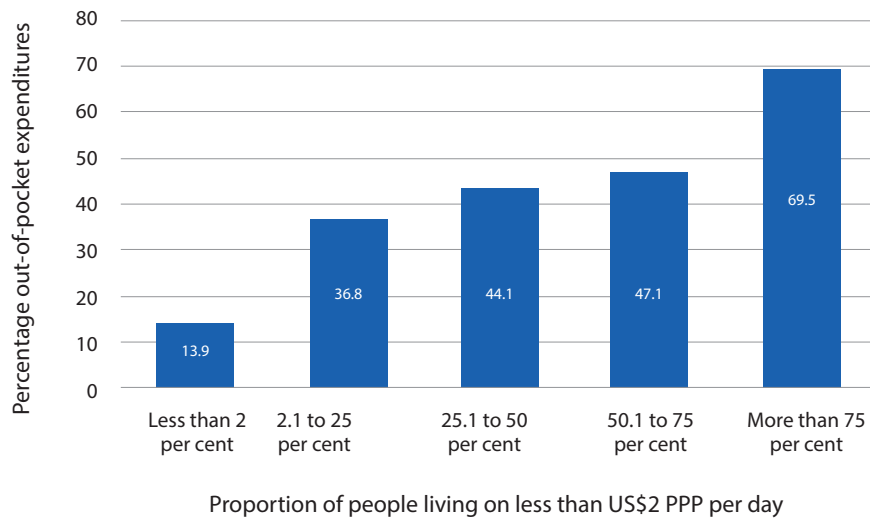


Source: WHO (n.d.-a)

The above calculations include the full population. According to the ILO (2010), and as shown in Figure 6-12, on average only 13.9 per cent of expenditures has to be borne out of pocket in countries with the lowest poverty rates (less than 2 per cent of people living on less than US\$2 PPP per day). The percentage

of out-of-pocket expenditures progressively increases as the poverty rates increase. For countries with poverty rates of 75 per cent or more, almost 70 per cent of total health expenditures have to be borne out-of-pocket.

Figure 6-12: Out-of-pocket expenditure as a percentage of total health expenditure by poverty incidence, 2006 (percentage of people living on less than US\$2 PPP per day)



Source: ILO (2010)

Key performance indicators

Towards the end of the chapter it is instructive to provide some highlights in the form of key performance indicators (KPIs) with respect to performance and financing of health care in Saint Lucia. According to the Ministry of Health, the health status of the population of Saint Lucia has seen significant improvements in past decades. These include a declining infant mortality and

maternal mortality ratio, increasing the percentage of births attended by a skilled health professional (99 per cent) and improving the nutritional status of children (Commonwealth Secretariat, 2014). The KPI indicators in Table 6-15 show that the situation has been somewhat stagnant over the past couple of years. There have also been some improvements in the decrease of the death rate, as well as a slight increase in medical staff.

Table 6-15: Ministry of Health KPIs, 2009-2014

MOH KPIs Saint Lucia	Year				
	2009/10	2010/11	2011/12	2012/13	2013/14
KPIs (source)					
Birth rates (per 1,000 pop.) (World Bank)	13.3	11.4	12.0	12.4	--
Death rate (per 1,000 pop.) (World Bank)	7.6	7.6	5.9	5.5	--
Infant mortality rate (per 1,000 pop.) (World Bank)	20.5	20.1	20.1	20.2	--
Under-5 mortality rate (per 1,000 pop.) (World Bank)	18.5	18.2	17.9	17.5	
Doctor/patient ratio (per 10,000 pop.) (PAHO)	--	12.9	--	--	--
Medical staff in administration (as a per cent of total staff) (GOSL)	78	81	83	83	83
Life expectancy, females (in years) (CSO)	--	--	--	78.4	--
Life expectancy, males (in years) (CSO)				72.0	
Maternal mortality rate (per 100,000 births) (WHO)	--	35	--	--	34
Financing					
Public health expenditure (per cent of GOSL budget) (GOSL)	20.0	14.2	14.5	11.7	13.9
Public health expenditure (per cent of GDP) (GOSL)	5.8	4.4	4.7	4.0	4.5
Out-of-pocket expenditures (as a per cent of THE) (WHO)	44	45	53	44	--
Out-of-pocket expenditures (as a per cent of PvtHe) (WHO)	99	99	99	99	--
Private expenditure on health (as a per cent of THE) (WHO)	44.9	45.4	53.4	44.8	--
Revenues					
Revenues (per cent of total MOH expenditure) (GOSL)	0.01	0.01	0.01	0.01	0.01
Allocation of MOH Budget					
Allocation to primary health care (per cent) (GOSL)	7.2	8.5	6.9	6.8	5.8
Allocation to public health (per cent) (GOSL)	8.2	7.8	10.1	7.5	6.0
Allocation to administration (per cent) (GOSL)	64.5	62.8	62.9	60.3	65.4
Allocation to salaries (per cent) (GOSL)	28.3	34.6	30.9	37.2	32.9

Source: GOSL (2009, 2010, 2011, 2012, 2013b), The World Bank (n.d.), Pan American Health Organization (2012), WHO (n.d.-a), (Central Statistics Office (CSO), 2014) authors own calculations. Note: -- data not available.

Considering the indicators on financing and allocation of MOH budget, it appears that an overall decrease in many of the indicators can be observed if compared to the former years, such as public health expenditure as a percentage of GOSL budget (went from 20 per cent in 2009 to 13.9 in 2013) and within the health budget the allocation to primary health (went from 7.2 per cent in 2009 to 5.8 per cent in 2013). Allocations to the administration were stable in these five years and salary costs increased substantially. The reduction in budget allocations to primary health care affects children and families with children, as these tend to rely heavily on the availability of these services.

In 2012/13, the last year on which the table has more or less complete information, the largest shares of the health budget went to general hospitals (36 per cent) and administration (35 per cent). Seven per cent of the MOH budget was allocated to primary health care services and 8 per cent for public health, making up 15 per cent of the total MOH budget.

6.6 Discussion

Several issues come out in the analysis in this chapter on the health budget.

Children's priorities in budget allocation

First and most importantly, it is not clear how, if at all, the budget allocations devoted to children's priorities are determined. There is no information on utilization for almost all health care provisions, except primary health care. This does not bode well for children's priorities in the allocation of resources in the MOH's budget.

There are several avenues for Government should it wish to address this issue. One of those would be child-related tagging of the Government budget. This is the most sophisticated avenue to pursue and given that the Government of Saint Lucia is in the process of adopting performance-based budgeting, this could well be something that deserves serious consideration. This would require the collection of age specific utilization information and age specific cost breakdowns of services. For generic services, like administration and public health programmes, age specific utilization shares could be constructed. This information could then be translated into child-

related tags that can be used to monitor the extent to which budget allocations and expenditure are in line with the share of children and specific children's needs.

Allocation efficiency of spending

The three hospitals represent a substantial share of total health care expenditure. On average, these hospitals receive 32 per cent of the total health care budget. This is even larger when one just looks at recurrent spending. The share of general hospitals in total recurrent expenditure is 50 per cent. This comes at the expense of other sectors that receive a much reduced slice of the cake. For example, around 7 per cent of the total health budget is allocated to primary health care. In fact, expenditure on primary health care decreased in real terms (constant prices) between 2009/10 and 2013/14 from EC\$ 12.1 million to EC\$ 9.3 million. This can be compared to real expenditure on general hospitals which increased from EC\$ 47.5 million in 2009/10 to EC\$ 51.9 million in 2013/14. Since primary health services are crucial for children and families with children, this calls for urgent attention.

Operational efficiency of spending

From a perspective of child-focused health care budgeting the item that stands out on the negative side is the high proportion of resources spent on administrative overheads. These resources are not available for services that might benefit children and families with children. Some two thirds of the health care budget is allocated towards administration. There is the issue of the New National Hospital and this accounts for a large amount of capital expenditure. However, even within recurrent expenditure almost 50 per cent are administrative overheads. This should provide some scope for the reduction of inefficiencies and re-allocating resources to programmes that would benefit children.

More data needed especially on children

Utilisation related to costs need to be better understood. Is the money going to the right places? In particular, is sufficient money going to services that are important for child survival? The information required to answer these questions is

currently not available and this is something that needs to be looked into with high priority. The Ministry of Education is collecting information on the utilization of education services on an annual basis. The chapter on education can serve as an example of how this information can be used in child budgeting analysis. With respect to health care this is a gap that needs to be filled urgently.

7 Concluding Remarks and Future Outlook



© UNICEF/ECA/(2015/Peter Flood)

No matter how much importance countries assign to the rights of children through rhetoric or legislation, failing to allocate resources to fulfil these rights will inevitably mean that they would not be considered a real priority. Thus, public budgets can be seen as the substantiation of political commitment when it comes to ensuring the child rights. A child responsive budget is not a separate budget, but rather one which makes spending on children explicit and enables the disaggregation of overall allocations to be able to specifically examine those that benefit children.

States are obliged to invest to the maximum extent of their available resources for guaranteeing that all the rights safeguarded by the Convention of the Rights of the Child are fulfilled to the maximum. This requires the governments to assess the needs of children in terms of budget allocations, utilize a child-rights approach in the preparation of the State budget, with clear allocations for children in the relevant sectors and agencies, and provide disaggregated information on the proportion of the national budget allocated to the implementation of the rights of the child at the national and local level. This report “**Budget Analysis for Investments in**

Children in Saint Lucia” aims to assist in this effort by presenting an analysis of the national budget, while reflecting on policies and investments for children in Saint Lucia.

This report analyses the budgets of the various Ministries and semi-autonomous agencies that are responsible for administering programmes in the area of education, social protection, child protection and health – that is, direct and indirect programmes that benefit children and households with children in Saint Lucia.

7.1 Highlights from the report

Economic growth in Saint Lucia has slowed down to almost a complete halt in the past decade. Real GDP per capita 3.56 billion EC\$ in 2013 was lower than 3.64 billion EC\$ in 2008. The island is vulnerable to economic and environmental disasters, not least because it relies on just a small number of economic activities that are highly exposed to international markets and patterns. From a fiscal perspective, the high debt/GDP ratio stands out. This ratio has increased over the past decade and stood at 80 per cent in 2013/14 and is expected to ‘go through the roof’ (100 per cent of GDP) in the near future.

The Government is working hard to improve its public financial management (PFM). Successes include the streamlining of macroeconomic and fiscal forecasts, the move towards integrated budget preparation and economic planning, and enhancement of the strategic content in the budget preparation process.

The reform of PFM for Saint Lucia is of crucial importance to improve the financial planning and governance of child related social programmes in Saint Lucia. Two issues are of particular relevance for the discussion on child rights budgeting in the context of overall PFM reform in Saint Lucia. Firstly, the formulation of performance indicators – in SMART terms – that help to reduce the incremental nature of the budget and turn it more into a strategic venture has only just started. Secondly, there is no unified framework for recurrent and capital expenditure – the capital (development expenditure) budget is prepared parallel to the recurrent expenditure budget and the two are not integrated at a later stage, despite the fact that there are ‘hidden’ recurrent costs in capital expenditure.

In this report, the Key Performance Indicators (KPIs) for education, social protection, child protection and health can be a model for annual data collection for the Ministry of Finance (MOF). It can be perceived as an elaboration on performance-based budgeting in the area of direct and indirect social spending on children. In addition, some effort has been made to disentangle recurrent and capital expenditure items and to bring both to a level of detail where meaningful claims as to allocative and operational inefficiencies can be made.

Saint Lucia’s population is aging, but it can still be considered relatively young given that almost half of the population is under 30 years old and around one fourth of the population under 14 years old. In 2013, 30 per cent of the population were under 18. The declining fertility rates and increasing life expectancy at birth are causing the average age of Saint Lucia’s population to increase. In addition, birth rates have declined, but there is a large segment in the 15-24 age-group who are at the threshold and/or are making their entrance into the work force. Over the past decade, the labour has not been able to absorb the inflow, nor will it be able to

do so in the future. Over 50 per cent of the currently unemployed are in the 15–29 age-group.

Based on existing information, it is impossible to assess the poverty risk of the population in Saint Lucia and whether their situation has improved or worsened. The latest analysis of poverty dates back to 2006. The limited information that is available in this area indicates that certain population subgroups remain vulnerable to either become or remain poor. These include children, women, elderly and persons living in rural areas. Looking at household composition, individuals living in single-person households, households with more than three children, female-headed households, and households with relatively young heads have a higher risk of being poor.

Analysis based on data from the Multiple Indicator Cluster Survey (MICS 4) further indicates that in terms of material well-being, children are on average worse off than adults. One out of three children in Saint Lucia is multi-dimensionally deprived. Analysis of child well-being in the health and nutrition domain revealed that approximately 5 per cent of Saint Lucian children are undernourished. With respect to education, the analysis indicated that most of the children in Saint Lucia attend primary school education, whereas attendance rates are considerably lower for secondary school, and particularly for children living in large households. The study showed that children’s access to information is high: 97.4 per cent of all families with children own a TV, phone, radio or computer. With regards to child protection, the average well-being rate of children in Saint Lucia needs attention, especially the issue of corporal punishment, which seems to be widely accepted as a method to restore discipline. All in all, the overall average child well-being rate in Saint Lucia is 66.1 per cent, signifying that two out of three children are well-off (i.e. in all but one dimension). Improvement in the overall child well-being rates could be achieved (amongst other interventions) through improvements in the domains of child protection and sanitation facilities, especially in rural areas. Children living in large families and those living with a single adult also deserve extra attention, since these children are frequently comparably worse off.

Saint Lucia's social budget spans close to one quarter of total government expenditure or 8 per cent of GDP. Moreover, expenditure on social programmes has been rather stable at the level from 2009/10 onwards. Within the overall spending portfolio, education (4 per cent of GDP) and health (around 2.5 per cent of GDP), take the largest share. Expenditure on child protection programmes has been stable at 0.5 per cent of GDP ever since 2011/12. Expenditure on social protection programmes has been more volatile. This applies in particular to social protection programmes for the working age population. Spending on social protection for children – education related programmes, such as school feeding and bursaries – has been quite stable at around 0.2 per cent of GDP. Expenditure on ALMPs has fluctuated between 0.4 per cent of GDP in 2011/12 to 1.1 per cent of GDP in 2012/13, and spending on cash transfers and social services for families stands at 0.3 per cent of GDP. This is a decrease from its 0.5 per cent of GDP level in 2011/12.

Education

- Overall, the allocation of resources towards the MOEs budget measured consistently (2012/13) following a hike in 2012/13 (212 million EC\$), returning to just below its 2009/10 level, around 187 million EC\$ in 2013/14. This includes expenditure on child related social protection programmes and, standing at 4.7 per cent of GDP, is therefore higher than the 4 per cent of GDP mentioned in the previous paragraph.
- Over the year 2009/10 to 2013/2014, expenditure on primary, secondary and tertiary education exceeded 70 per cent of the education budget. On the other end of the scale, the share of spending on ECD is a meagre 1.2 per cent. The average spending per student during early childhood education is only 562 EC\$ while the amount spent per person in tertiary education is 6,854 EC\$, which is more than 10 times higher. In stark contrast to ECD spending, 8.4 per cent of the budget went to tertiary education while 15.2 per cent of the total education budget has been allocated to central administration.
- Of expenditures, 85 per cent are recurrent and

only 15 per cent of the total expenditure is capital expenditure. In recurrent expenditure, primary and secondary education are major cost centres, 34.4 per cent and 39 per cent respectively. The large majority of capital expenditure was in administration, which makes up to 77.3 per cent of the total.

- Considering that the public sector is the main provider of education services in Saint Lucia, expenditure on salaries represent two thirds of the total budget and has crowded out other items. Of the total budget, 66.3 per cent is allocated to salaries and primary (94 per cent) and secondary (87 per cent) are the largest share of these salary costs while 10.3 per cent of the budget is allocated to grants and contributions and 1.3 per cent to training. While this high level of expenditure can be explained, with such large portions going to salaries, very little remains to cover other important facets of the education system. For example only 0.1 per cent of the budget goes to student welfare support, which holds programmes like the bursaries programme and the school transportation programme, and only 1.5 per cent is spent on special education.
- Budget spending execution⁷³ did not improve in the period 2009/10 to 2011/12. The budget spending execution has been exceeding from 2008 to 2010, i.e., 1.3 per cent overstepped in 2008/09, 0.3 per cent in 2009/10 and 2010/11 respectively. However, this trend reversed with 2.7 per cent less spending execution than budgeted in the year 2011/12.
- As expected, average spending per student rises with the advancement in the educational level. However, children from the poor segments of society are benefiting very little with the investment in the post-secondary or higher education in Saint Lucia. Most students in the post-secondary or tertiary education are found in the richer quintile, with 34.9 per cent

⁷³ Spending execution, that is: to what extent the actual expenditures are in line with the (revised) budget. Note that 2011/12 is the last Fiscal Year (FY) where the budget as approved in parliament could be compared to the actual execution of the budget.

belonging to the richest quintile and only 3.5 per cent – to the poorest quintile.

- The teacher:student ratio in primary education is decreasing from 1:20 (2009/10) to 1:17 (2012/13), and in secondary education from 1:17 (2009/10) to 1:14 (2012/13). There are plans to increase the ratio in the coming years. One key strategic shift could be training and reassigning primary and secondary teachers to early childhood education as qualified/trained practitioners.
- While gender disparity between males and females on the primary level is not very evident, the situation differs in secondary school. There are 10 per cent more males attending secondary schools than females, however the pattern turns when the actual achievement is observed. Additionally, females are almost 25 per cent more likely to go on to post-secondary education.
- One of the main messages from this report is that a more clear formulation of priorities, vesting these priorities in the cost effectiveness and in the social impact of public expenditure on education, and translating these into the budget allocation, should constitute an important element in Saint Lucia's strategic vision.

Social protection

Social protection is aimed at suffering children. The current programmes in Saint Lucia are designed with an education lens – that is, to facilitate access to basic education against no or little costs. This leaves a large group of children of pre-school age out of the equation. Moreover, the resources allocation to these education programmes with a social protection objective is dwarfed in comparison to the resources allocated to programmes for adults.

In discussing social protection programmes in Saint Lucia, this report has categorized the various programmes into three clusters. Within these clusters numerous overlaps exist in terms of target groups, programme objectives and instruments (measures). The distinction in the three clusters

is an effort to position the various programmes in terms of the implementations mechanisms applied. For example, cash-transfer programmes versus services, active labour market programmes versus unconditional (passive) welfare programmes, and programmes targeting children versus programmes targeting adults. However, it is apparent that reality in Saint Lucia escapes such theoretical classifications. Social protection programmes in Saint Lucia tend to implement a wide range of services and do not invest much in narrowing down their target groups. This is most evident in the set of programmes categorized under active labour market programmes (ALMPs). There appears to be some mismatch between the resources allocated to these and other programmes. The ALMPs all suffer from design deficiencies which tend to lock their participants in and deter their entrance into the regular labour market. Despite the fact that there is a range of programmes with large numbers of participants, the problems in Saint Lucia's labour market have deteriorated since the economic crisis.

From a governance perspective, the current situation in which programmes are scattered over various Ministries and other implementing agencies needs to be addressed. The habit of decision makers to champion new programmes without clear or distinct objectives from the existing ones is also a factor that needs to change. This should be high on the agenda in the near future when the new National Social Protection Policy is implemented. In addition to this, it became clear in the report that most of the programmes are unable to report in a sufficient level of detail on their programme and administration costs. The SSDF and the NICE administrations perform 'best of the rest' so to speak. Even for these programmes, however, it was not possible to arrive at a breakdown of their beneficiaries and their expenditure in terms of age groups which is a condition sine qua non for budgeting for children.

Budget of Ministry of Social Transformation (MOST)

- Overall, the allocation of resources towards the MOSTs budget measured in constant (2012/13) prices, stands at 43.9 million EC\$ in 2013/14, which is below its level in 2009/10 (44.9 million

EC\$). In between, the budget allocated to the MOST has peaked at 75.9 million EC\$ in 2010/11 and was rather stable around 55 million EC\$ in the period afterwards. The most recent year, therefore, represents a significant drop in spending.

- Spending execution has much improved. In earlier years, a significant amount of underspending was reported but in more recent years actual expenditure has been close to the approved budget. The exception is welfare service expenditures which exceeded the (latest revised) budget by more than 17 per cent.
- The share of non-specified expenditure, itemized as 'other costs', is high. This raises the question whether the budget applies the proper categories to be transparent, informative and relevant.
- Capital expenditure is high for the Ministry of Social Transformation. It is observed that more than half of the Ministry's expenditure is capital expenditures. This is something one would not expect to find in a ministry that is responsible for social programmes.
- Staff salaries on average are extremely high, more than twice the average level in the other Ministries reviewed. In fact, there has been a boost in the total sum of salaries in 2010/11, which was not reflected in a similar increase in numbers of staff. This warrants further investigation.
- Looking into the SSDF budget, it can be noted that the major programmes that SSDF administers have reduced expenditures significantly in the most recent year. The exception is the Koudmen Sent Lisi (KSL) programme that has been rolled out from a pilot programme into a regular programme.
- Data collection is weak for social protection programmes. The report lists a table with KPIs and it is incomplete or missing information. However, it can be a model for annual data collection for the MOF in line with the objective

to achieve performance-based budgeting in the area of social protection spending.

Child related social protection programmes

- Most of these programmes fall under the remit of the Ministry of Education. This is for a good reason as one of the main objectives of these programmes is, and should be, the facilitation of free and universal basic education for children from poor and vulnerable families.
- The overall spending on these programmes, 0.2 per cent of GDP, compared to, for example, 4.1 per cent for education or 1.1 per cent for ALMPs, is very low. To put this into perspective, the number of Saint Lucians under the age 20 is almost equal to the number of Saint Lucians between the ages of 20 and 40 years. This is the age group most ALMPs are targeting with almost six times the budget that is allocated for social protection programmes for children.
- The proper level and mechanism of targeting might be an issue. Where the laptop programme might be justified for reasons other than social protection, the grounds for providing a once-off bursary to all children entering secondary school is more disputable. With the same resources a better targeted programme could do much more to help children from poor and vulnerable families.
- For programmes such as school feeding, the low per capita level of administration costs reveals that administration, including targeting, is performed in an efficient manner.
- For most of the programmes information was not available to arrive at such conclusions. This is an issue for further discussion for the government of Saint Lucia. Monitoring and evaluation need to be further improved. Much information is collected and reported in the annual Education Digest and this is laudable, but for an adequate governance of the various programmes, including their coordination and, in particular, their scope to be complimentary more programme specific information needs to be collected from the administrations.

- Cash transfers and other services that directly or indirectly benefit children
- The level of overall spending on these programmes is low. If Government is serious in its poverty alleviation objectives, more public resources should be channelled to some of these programmes (those which are most successful).
- In general, social protection programmes in Saint Lucia suffer from insufficient clarity and focus in their objectives. This very much pertains to the ALMPs but this also pertains to some of the services for households.
- The transfer of public assistance to MOST has been a good decision. It has created opportunities for a better coordination of efforts and resources. MOST invests significant effort in improving monitoring and evaluation and continues to work on further improvements in its data collection and organization.
- With respect to KSL, its multidimensional approach is crucial in addressing the often multifaceted problems of disadvantaged households and individuals. Efforts and resources can be targeted even better by focusing on households, and even female-headed households, rather than individuals. Moreover, the programme is expensive in its per capita spending – both in its programme expenditure and administration costs. Hence, it is not a programme that could be rolled out on a large scale. It might be feasible to build some of the successful elements into other programmes – notably public assistance programme.
- BELFund and YEDP are rather costly programmes in terms of their per capita programme expenditure and administration costs, despite the fact that compliance (loan recovery ratios) are generally reasonable. This raises some questions as to whether the targeted beneficiaries cannot be assisted in less costly ways.

Active labour market programmes - ALMPs

- ALMPs represent a major share of Government expenditure. The total GDP share of expenditure for ALMPs is in the range of 0.5 and 0.9 per cent of GDP, and between 1.5 and 3 per cent of Government expenditure. In fact, in terms of GDP share of spending on ALMPs Saint Lucia out-spends even more advanced industrial economies. This, in combination with the earlier observation of low spending shares on other programmes, raises questions as to whether there is sufficient balance in public resource allocation across the entire spectrum of social protection.
- In terms of current numbers of participants, the various ALMPs could absorb the entire unemployed youth population (aged 15 to 34 years). This clearly overshoots the proper target as it may be expected that the majority of unemployed in any age category should be able to find its way into employment without any help from an employment agency.
- It appears that a large number of these programmes are overshooting in terms of per capita spending on jobseekers. This is an issue of cost-effectiveness. Some of the programmes might achieve similar, if not better outcomes, with less costly instruments.
- In general, it is difficult to attribute labour market outcomes to ALMP measures as there is no counterfactual (that is: what would the state of the labour market situation have been without the measure). However, looking at youth unemployment rates over recent years, well above 30 per cent, it cannot be claimed that outcomes of the existing programmes are very good.
- In line with the previous point, the wage levels paid in some of the programmes are high, relative to the level of subsistence and to the average market wages. This adds to the attractiveness of the programme and makes it doubtful whether these programmes provide sufficient incentives to exit them or, in fact, to even start looking for a job independent of the programme.

- Some of the programmes produce as an outcome the referral of a jobseeker to another programme. Where in individual cases this might be justified, it should not be the main objective. The main objective should be to empower participants to find and maintain a job that suits her/his motivation and qualifications.
- There are too many ALMPs and too many administering agencies. This leads to problems of overlap, duplication and coordination failures that the Government wants to address in the NSPP. It would be useful to merge agencies and create something similar to a public employment service.
- In line with the previous point, per capita administration costs could be significantly reduced if agencies with similar activities merged. The Government should monitor these costs and fix them to ceilings.
- Although the expenditure on staff salaries has increased over time for child protection programmes, it remains below average salary levels in the health and education sectors. The actual allocation in the budget for child protection programmes is a critical test of the commitment to uphold the rights of children, especially at a time when funds are tight and demand is rising.
- In the absence of clear budgetary allocations for child protection it is difficult to collect information and ensure that continual monitoring of policies for protection of children's rights is taking place.
- Objectives in the area of child protection are not clear and coordination on a national level is lacking. While intentions are good, and there is a voiced commitment towards improving child protection, there is no clear overarching document which commits all responsible stakeholders jointly to advancing the situation of child protection in Saint Lucia. The establishment of the NACPC has been a step in that direction. However NACPC lacks a clear mandate, and the necessary authority and resources to effectively carry out an effective coordinating role.

Child protection

- Expenditure on the various programmes for child protection are scattered across Ministries. The child protection programmes administered by the Human Services department are under the Ministry of Health, The Boys Training Centre is under the Ministry of Social Transformation. Other programmes are under various other MDAs (Home Affairs, Legal Affairs, the Prime Minister's Office and the Supreme Court). The spread of programmes for child protection across ministries, results in difficulties with comprehensive analysis of child protection programme expenditures, as not all the information is available.
- From the limited information available, there is a concern over the apparent decreasing budget affecting child protection programmes. Only 1.2 per cent of Government revenues is allocated to child protection programmes in 2013/2014 that corresponds to 0.3 per cent of GDP. In real terms, since 2008/09, the budget share in GDP has fluctuated around 0.3 percentage points. The overall spending on child protection programmes is rather meagre.

Health

- It is not clear how the budget allocations devoted to children's priorities are determined. There is no information on utilisation for almost all health care provisions, except primary health care. This raises some concerns as to children's priorities in the allocation of resources in the MOH's budget. This report has argued for collecting this information and translating this into child-related tags that can be used to monitor the extent to which budget allocations and expenditure are in line with the share of children and specific children's needs.
- Overall, the allocation of resources towards the MOHs budget measured in constant (2012/13) prices and stands at 163 million EC\$ in 2013/14, which is below its level in 2009/10 (167 million EC\$). In between, the budget allocated to the

MOST has been volatile, with significant drops in the budget in 2010/11 and again in 2012/13.

- Administrative expenditures represent two thirds of the total budget and half of recurrent expenditure. These resources are not available for services that might benefit children and families with children. Some two-thirds of the health care budget is allocated towards administration. Even within recurrent expenditure almost 50 per cent is administrative overhead.
- Overall, spending execution has improved. However, sizable re-allocations within the overall expenditure portfolio have remained. In addition, there is still a substantial overspending on administration, compared to the (revised) budget that has been submitted to parliament.
- Most of the programme expenditures fall into it the functional classification and one-third of the total budget is allocated to the three large hospitals. This is even larger when one looks only at recurrent spending. The share of general hospitals in total recurrent expenditure is 50 per cent. This comes at the expense of other sectors that receive a much reduced slice of the cake. Other programmes, that might be more cost-effective, receive far lesser resources. Expenditure on primary health care decreased in real terms (constant prices) between 2009/10 and 2013/14 from EC\$ 12.1 million to EC\$ 9.3 million. Since primary health services are crucial for children and families with children, this calls for urgent attention.

7.2 General recommendations

Based on discussions throughout this study and in addition to the specific recommendations presented, here follow a number of general recommendations.

1. Establish a national framework for child and gender responsive budgeting

The government of Saint Lucia can advance the realization of children's rights through the development of a country specific, national child

and gender responsive budgeting framework which grounds its approach in an evidence-based analysis of aspects of child rights that are identified as lacking or that remain unfulfilled. This framework would form a situational analysis or equivalent diagnostic, which is feasible considering the amount of research that has taken place related to child rights in Saint Lucia.

An annual budget in itself is too limited and spans too short a time frame for addressing child rights and priorities, which require sustained implementation efforts and policies stretching over a longer period. The budget cycle needs to be nested within a longer-term policy and planning process, which provides a clear link from planning to the allocation of resources (Norton and Elson, 2002, p. 8). This is an item which is on the agenda of the ongoing budget reform in Saint Lucia and therefore is supported.

By establishing such a framework, the Government would give headway to the implementation of article 4 of the CRC through prioritizing budgetary allocations with a view to ensure the rights of children and in particular those who belong to vulnerable groups. An overarching question guiding the budget process should be: What do we want this budget to do? And especially what do we want it to do for children?

Budgets can be regarded as institutional instruments for realization of child rights and achieving gender equality. The Government of Saint Lucia can then make use of different stages in the budget cycle (formulation, approval, execution and oversight) to incorporate child rights-related commitments.

2. Administrative data systems: Monitoring and evaluation

Disaggregated data on the level of expenditure on child-focused sectors (education, social protection, child protection and health) should be improved. The improvement of data entails a detail level that would allow for a child-responsive analysis of patterns in spending on these key sectors but most important on the overall impact of these investment. This would be tackled through the collection and generation of data which could be disaggregated by age, gender and other relevant

decompositions so as to enable better examination of spending trends on children.

For example, as better data becomes available it will become easier to delineate the cost of services for children or services which affect children (such as maternal health). Additionally, where data is disaggregated by girls and boys, monitoring of outcomes with gender sensitivity can be ensured.

Furthermore, it is evident that the monitoring and evaluation efforts need to be improved. On the education side, much information is collected and reported in the annual Education Digest, which in itself is good undertaking, but for an adequate governance of the various programmes, including their coordination and, in particular, their scope to be complementary more programme specific information needs to be collected from the administrations. Monitoring and evaluating the quality of services, projects and programmes provided by the Government is essential while bearing in mind the poor outcomes of the more vulnerable groups.

3. Capacity strengthening

Capacity in the Saint Lucian public sector at present is constrained due to inadequate governance structures and institutional responses. Shortages of key staff risk delaying the implementation of many priorities, therefore there has to be a concentrated effort to increase the ability of officials and agencies to better perform the core functions, and understand and deal with their development in an appropriate context and in a sustainable manner. Additionally (and relating to point 2 above) there should be a strengthening of the capacity and resources for the overall effort of improving data.

4. Improve coordination between and within ministries

It is clear that several overlaps exist between ministries as well as within ministries. The various ministries and departments must joint hands and analyse how the coordination of their strategic plans can be improved, how the programming can be streamlined, and how the quality and the delivery of the benefits can be upgraded.

7.3 Future outlook

- The recommendations in this study are not meant to address gaps in child rights and how they are not being fulfilled, as this is beyond the scope of this report. This report should be utilised as a base for further work to advance a long term child responsive budget approach in Saint Lucia and other countries in the Eastern Caribbean area, which includes a clear system of classifying expenditures related to children that can identify resource allocation across priorities.
- The Government of Saint Lucia can advance the realisation of children's rights through the development of a country specific, child and gender responsive budget framework which grounds its approach in an evidence-based analysis of aspects of child rights that are identified as lacking or that remain unfulfilled. This framework would form a situational analysis or equivalent diagnostic, which is feasible with the amount of research that has taken place related to child rights in Saint Lucia.
- An annual budget in itself is too limited and spans too short a time frame for addressing all child priorities, which require sustained implementation efforts and policies stretching over a longer period. The budget cycle needs to be nested within a longer-term policy and planning process, which provides a clear link from planning to the allocation of resources (Norton and Elson, 2002, p. 8). This is an item which is on the agenda of the ongoing budget reform in Saint Lucia and therefore is supported.
- By establishing such a framework, the government would give headway to the implementation of article 4 of the CRC through prioritizing budgetary allocations with a view to ensure the rights of children and in particular those who belong to vulnerable groups. An overarching question guiding the budget process should be: What do we want this budget to do? And especially what do we want it to do for children?

- Budgets can be regarded as institutional instruments for the realization of child rights achieving gender equality. The Government of Saint Lucia can then make use of different stages in the budget cycle (formulation, approval, execution and oversight) to incorporate child rights-related commitments.
- The widening government deficit and increasing public debt pose a challenge. Given that there is little discretionary room in the current government budget, a possible strategy is to further extend the tax base in order to create fiscal space for investments in education, social protection and child protection and health policies. However, in order to assess the

impact and effectiveness of public spending with respect to outcomes for children and other vulnerable groups, it is imperative to analyse the living standard of the population and identify those groups which are most at risk of living in poverty. Child poverty analysis is not only essential for measuring policy outcomes, but it is an essential tool for policy planning and decision making in a context of limited financial resources. Additionally, this type of information can be used to feed into the fine-tuning of policies that aim to specifically alleviate child poverty on the island.

7 References

- Armstrong, L. A. (2012). Saint Lucia Child Development Project Draft Report. Unpublished.
- Bellemare, F.-A. (2011). Migrations, Brain drain: What explanatory factors in the Caribbean Island. Student Ph. D in Economics at CEREGMIA (Centre d'Etudes et de Recherches En Economie, Gestion, Mathématique et Informatique Appliquée), University of French West Indies and Guyana.
- Bellony, A., & Reilly, B. (2009). An Analysis Of Labour Market Earnings in Saint Lucia. *Social and Economic Studies*, 58(3/4 (September/December 2009)), 111-147.
- Bishop, S. (2009, 11 05). New Centre For Juveniles. Retrieved 09 28, 2014 from The Voice - SLU online: http://www.thevoiceslu.com/local_news/2009/november/05_11_09/New_Centre_For_Juveniles.htm
- Bishop, S. (2013, September 28). THE LAPTOPS ARE HERE! Retrieved May 6, 2014, from http://www.thevoiceslu.com/local_news/2013/september/28_09_13/THE_LAPTOPS.htm
- Blank, L. (2009). Saint Lucia Social Safety Net Assessment.
- Bruinderink, M. G., & Janssens, W. (2010). Child Health and Nutrition in Saint Lucia - RCP Impact Evaluation 2009. Amsterdam Institute for International Development.
- Budlender, D. (2005). Expectations versus Realities in Gender-Responsive Budget Initiatives. The United Nations Research Institute for Social Development (UNRISD).
- Central Statistics Office (CSO). (2002). St. Lucia Population & Housing Census 2001. Preliminary Results [Excel Database]. Castries
- Central Statistics Office (CSO). (2010). Measurement Of Informal Sector And Informal Employment In Saint Lucia. Ninth meeting of the Executive Committee of the Statistical Conference of the Americas of the Economic Commission for Latin America and the Caribbean (pp. 1-49). Santiago: ECLAC.
- Central Statistics Office (CSO). (2010a, 20-22 April 2010). Measurement Of Informal Sector And Informal Employment In Saint Lucia. presented at the meeting of the Ninth meeting of the Executive Committee of the Statistical Conference of the Americas of the Economic Commission for Latin America and the Caribbean (ECLAC), Santiago.
- Central Statistics Office (CSO). (2010b). St. Lucia 2010 Population and Housing Census. Preliminary Results [Excel Database]. Castries
- Central Statistics Office (CSO). (2011). St. Lucia 2010 Population and Housing Census. Preliminary Report (updated April 2011). Castries.
- Central Statistics Office (CSO). (2012a). Labour Force Survey 2012 [SPSS Database]. Castries
- Central Statistics Office (CSO). (2012b). Labour Force Survey 2012 Q4 [SPSS Database]. Castries
- Central Statistics Office (CSO). (2013). Labour Force Survey 2013.

- Central Statistics Office (CSO). (2013). Population & Vital Statistics. Retrieved 19 08, 2014, from <http://204.188.173.139:9090/stats/index.php/statistics/population>
- Central Statistics Office (CSO). (2013a). Consumer price index series (2008 - 2013) [Excel Database]. Retrieved from http://204.188.173.139:9090/stats/images/CPI/CPI_Summary_2013.xls
- Central Statistics Office (CSO). (2013b). Labour Force Survey 2013 [SPSS Database]. Castries
- Central Statistics Office (CSO). (2014). Labour Market Indicators 2009-2013.
- Central Statistics Office (CSO). (2014). New Stat Office Tables.
- Central Statistics Office (CSO). (2014). Revised Life Expectancy Tables 2011 [Excel Database]. Castries
- Central Statistics Office (CSO). (2014a). [Excel database containing new time series tables on the Saint Lucian labour market]: Unpublished raw data.
- Central Statistics Office (CSO). (2014b). St. Lucia: Some Key Labour Market Indicators - 2008 to 2013 [Excel Database]. Castries
- Chitolie-Joseph E. (2014), Education for All 2015 National Review Report - Corporate Planning Unit -Ministry of Education, HRD and Labour
- Commonwealth Secretariat. (2014). Health in Saint Lucia. Commonwealth Health Online. Retrieved from http://www.commonwealthhealth.org/americas/st_lucia/
- CRC. (2014). Committee on the Rights of the Child - Concluding observations on the combined second to fourth periodic reports of Saint Lucia. 13 June 2014, CRC/C/LCA/CO/2-4 Advance Unedited Version.
- Cultural Marketing Communication (Caribbean) Ltd. (2011). Government of St. Lucia 2009 Poverty Reduction Strategy and Action Plan.
- Demery, L. (2003). Chapter 2 "Analysing the Incidence of Public Spending". In F. Bourguignon, & L. A. da Silva, *The Impact of Economic Policies on Poverty and Income Distribution: Evaluation Techniques and Tools*. Washington, D.C.: World Bank / Oxford University Press.
- Easter, C. (1999). Small states development: a commonwealth vulnerability index. *The Round Table*, 88(351), 403-422.
- ECLAC. (2013). 1415AG ECLAC Public Finance Concept Note as Per Advanced Draft June 2013. The United Nations Economic Commission for Latin America and the Caribbean.
- EDF. (2013). 2012 Annual Action Programme in favour of Saint Lucia/Caribbean Region covered by the programming document Project Support to the Saint Lucia Health Sector for the 10th EDF National Indicative Programme. European Development Fund.
- Education Act [No. 41 -1999] Saint Lucia
- Francis-Nathaniel, V. (2009). Foster Care Programme in Saint Lucia. Division of Human Services and Family Affairs.
- Fukuda-Parr, S. (2012). The Right to Development: Reframing a New Discourse for the Twenty-First Century. *Social Research: An International Quarterly*, 79(4), 839-864.
- Gimenez, L., E. St. Catherine, J. Karver and R. Odawara (2015), *The Aftermath of the 2008 Global Financial Crisis in the Eastern Caribbean: The Impact on the Saint Lucia Labor Market*, NSO, OECS, World Bank, UNDP, March 2015
- Gordon, D., & Nandy, S. (2007). *Child Poverty in Haiti in the 21st century*. Bristol University and UNICEF Haiti.

- Gordon, D., Nandy, S., Pantazis, C., Pemberton, S., & Townsend, P. (2003). *Child poverty in the developing world*. Bristol: Policy Press.
- Government of Saint Lucia (GOSL). (2009). *Estimates 2009-2010*.
- Government of Saint Lucia (GOSL). (2010). *Estimates 2010-2011*.
- Government of Saint Lucia (GOSL). (2011). *Estimates 2011-2012*.
- Government of Saint Lucia (GOSL). (2011, 01 24). *Government implements another project geared towards youth at risk*. Retrieved 09 27, 2014 from http://archive.stlucia.gov.lc/pr2011/january/government_implements_another_project_geared_towards_youth_at_risk.htm
- Government of Saint Lucia (GOSL). (2012). *Estimates 2012-2013*.
- Government of Saint Lucia (GOSL). (2013). *Estimates 2013-2014*.
- Government of Saint Lucia (GOSL). (2013a). *Budget Statement 2013*.
- Government of Saint Lucia (GOSL). (2013a). *Economic & Social Review 2012 - Statistical Appendix [Excel Database]: Research and Policy Unit*.
- Government of Saint Lucia (GOSL). (2013b). *Economic & Social Review 2012: Research and Policy Unit*.
- Government of Saint Lucia (GOSL). (2013b). *Estimates 2013-2014*.
- Government of Saint Lucia (GOSL). (2013c). *Economic & Social Review 2012 - Statistical Appendix [Excel Database]: Research and Policy Unit*.
- Government of Saint Lucia (GOSL). (2014). *Saint Lucia Fiscal Series (2000-2013)*. Castries
- Government of Saint Lucia (GOSL). (n.d.). *Bordelais Correctional Facility*. Retrieved 09 28, 2014 from <http://www.govt.lc/ministries/home-affairs-and-national-security/bordelais-correctional-facility>
- Government of Saint Lucia. (2012). *Social & Economic Review* .
- Government of Saint Lucia. (2013). *Budget Statement*.
- Government of Saint Lucia. (2014). *Saint Lucia Fiscal Series (2000-2013)*. Saint Lucia.
- Heckman, J. J. (2012). *Invest in early childhood development: Reduce deficits, strengthen the economy. The Heckman Equation*. Retrieved from <http://www.heckmanequation.org/heckman-equation>
- Henry-Lee, A. (2004). *Social Protection and Poverty Reduction in the Caribbean: Examining Policy and Practice*. Saint Lucia Country Review.
- Hernandez, P., Dräger, S., Evans, D. B., Edejer, T. T.-T., & Poz, M. R. D. (2006). *Measuring expenditure for the health workforce: evidence and challenges*. Background paper prepared for The world health report 2006 - working together for health. Geneva: World Health Organization.
- Hornick, J. P., & Matheson, J. (2007). *Child Development and Children at Risk in Saint Lucia Volume I: A Review of the Needs and Services for Children*. Caribbean Development Bank (CDB).
- Immigration Law Practitioners' Association (2012). *Saint Lucia: Prevalence and forms of child abuse, including legislation, state protection, and availability of child protection services*. Retrieved 09 28, 2014 from <http://www.refworld.org/docid/50b4a7c62.html>
- Immigration Law Practitioners' Association. (2012). *Saint Lucia: Prevalence and forms of child abuse, including legislation, state protection, and availability of child protection services (2009-October 2012)*.
- IMF. (2012). *Statement by an IMF Mission to Saint Lucia - Press Release No. 12/484 - December 12, 2012*.

IMF (2013), IMF Executive Board Concludes 2012 Article IV Consultation with Saint Lucia.

Public Information Notice (PIN) No. 13/27

International Bureau of Education (IBE). (2010). World Data on Education Seventh edition 2010/11: UNESCO-IBE.

International Financial and Actuarial Service (IFAS). (2005). 8th Actuarial Review of the National Insurance Fund. Geneva: ILO.

International Labour Organization (ILO). (2005). International Financial and Actuarial Service (2005) 8th Actuarial Review of the National Insurance Fund. Geneva: ILO.

International Labour Organization (ILO). (2010). World Social Security Report 2010/11. Providing coverage in times of crisis and beyond. Geneva: International Labour Office.

International Monetary Fund (IMF). (2008). Saint Lucia Staff Report for the 2008 Article IV Consultation (IMF Country Report No. 08/329). Washington, D.C.: International Monetary Fund.

International Monetary Fund (IMF). (2010). Saint Lucia Staff Report for the 2010 Article IV Consultation (IMF Country Report No. 10/92). Washington, D.C.: International Monetary Fund.

International Monetary Fund (IMF). (2014). World Economic Outlook—Recovery Strengthens, Remains Uneven. Washington.

International Monetary Fund (IMF). (n.d.). World Economic Outlook Database. <http://www.imf.org/external/pubs/ft/weo/2014/01/weodata/index.aspx>

International Monetary Fund (IMF). (n.d.). World Economic Outlook Database. <http://www.imf.org/external/pubs/ft/weo/2014/01/weodata/index.aspx>

Kairi Consultants (2006). Saint Lucia Country Poverty Assessment 2005/2006 (Revised Edition). Government of Saint Lucia.

Kairi Consultants Ltd (2011). Saint Lucia: Medium Term Development Strategic Plan.

Jules, D. (2008). Rethinking education for the Caribbean: A radical approach. *Comparative Education*, 44(2), 203–214.

Li, M., & Blanc, D. L. (2013). Financing for Sustainable Development in Small Island Developing States (SIDS). Division for Sustainable Development Department of Economic and Social Affairs United Nations.

MEHRDL. (2008). Education Sector Development Plan M. Ministry of Education, Human Resource Development and Labour - Formally the Ministry of Education and Culture- Saint Lucia.

Ministry for Education, Human Resource Development, and Labor (MEHRDL). (2008). Education Sector Development Plan M. Ministry of Education, Human Resource Development and Labour - Formally the Ministry of Education and Culture- Saint Lucia.

Ministry of Education (MOE), Human Resource Development and Labour. (2013). 2013 Education Statistical Digest. Past Trends, Present Position and Projections up to 2015/16.: Government of Saint Lucia.

Ministry of Health (MOH). (2014a). Clinic Attendance by age group 01 Jan 2013 - 31 Dec 2013 [Excel database]

Ministry of Health (MOH). (2014b). Processed prescriptions 2013 [Excel database]

Ministry of Social Transformation (MoST), Local Government & Community Empowerment and Central Statistical Office. (2014). Saint Lucia Multiple Indicator Cluster Survey 2012 Final Report.

- Ministry of Social Transformation (MoST), Local Government and Community Empowerment. (2011). National Social Protection Policy: Government of St. Lucia.
- Ministry of Social Transformation (MoST), Local Government and Community Empowerment and Central Statistics Office. (2014). St. Lucia Multiple Indicator Cluster Survey 2012: Final Report. Castries, St. Lucia.
- Mishra, P. (2006). Emigration and brain drain: Evidence from the Caribbean.
- MOH. (2006). National Strategic Plan for Quality Health Care for Life 2006–2011. Saint Lucia Ministry of Health.
- MOH. (2014a). Human Services Division Description - Ministry of health, wellness, Human Services and gender relations. Retrieved from <http://www.govt.lc/ministries/health-wellness-human-services-and-gender-relations>
- MOH. (2014b). Ministry of Health: New National Hospital Documentary.
- Monlouis, C. (2014). Anti Gang Act ensures safer communities. Saint Lucia Government Portal. Retrieved from <http://www.govt.lc/news/>
- Musau, S., Tayag, J., & Vogus, A. (2013). Saint Lucia: Health Service Delivery Costing and Other Economic Analyses. Health Systems 20/20 Caribbean project, Abt Associates Inc. Bethesda, MD.
- Neubourg, C. d., Chai, J., Milliano, M. d., Plavgo, I., & Wei, Z. (2012). Cross-Country MODA Study. UNICEF Office of Research.
- OECS. (2011). OECS Education Strategy 2012-2021. Organisation of Eastern Caribbean States.
- Office of the Director of Audit. (2012). Report of the Director of Audit for the Financial Year 2011/2012.
- Organisation of Eastern Caribbean States (OECS). (n.d.). Juvenile Justice Reform Project. Retrieved 09 28, 2014 from <http://www.oecs.org/about-jjrp>
- Organization of Eastern Caribbean States (OECS). (2011). OECS Education Strategy 2012-2021. Organisation of Eastern Caribbean States.
- Organization of Economic Cooperation and Development (OECD). (2005). Glossary of Statistical Terms. Retrieved April 9, 2014, from <http://stats.oecd.org/glossary/detail.asp?ID=6789>
- Organization of Economic Cooperation and Development (OECD). (2005, July 13). Glossary of Statistical Terms. Retrieved April 9, 2014 from OECD:<http://stats.oecd.org/glossary/detail.asp?ID=6789>
- Ortiz, I., Chai, J., & Cummins, M. (2011). Identifying Fiscal Space: Options for Social and Economic Development for Children and Poor Households in 184 Countries. UNICEF Policy and Practice - Social and Economic Working Paper.
- PAHO. (2008). Health Systems Profile - Saint Lucia. Area of Health Systems and Services HSS-SP Office of Eastern Caribbean Cooperation Barbados Pan American Health Organization/ World Health Organization.
- PAHO. (2012). Health in the Americas, 2012 Edition: Country Volume - Saint Lucia. Pan American Health Organization.
- Pan American Health Organization (PAHO). (2008). Health Systems Profile - Saint Lucia. Area of Health Systems and Services HSS-SP Office of Eastern Caribbean Cooperation Barbados Pan American Health Organization/ World Health Organization.
- Pan American Health Organization (PAHO). (2012). Saint Lucia. Health in the Americas Country Volume , 562-576.

Pan American Health Organization (PAHO). (2012). Saint Lucia. In *Health in the Americas: 2012 Edition. Regional Outlook and Country Profiles*. Washington, D.C.: PAHO.

Pantin, D. A., Ramjattan, D., & Francis, J. (2010). *Child Responsive Budgeting: The case of Trinidad and Tobago - Report No. 1: Undertaken for the United Nations Children's Fund (UNICEF) Trinidad and Tobago*. UNICEF.

Radio Caribbean International. (2013, October 03). Ministry of Education Begins Laptop Distribution throughout Saint Lucia. Retrieved 06 05, 2014, from <http://rcistlucia.com/home/NewsMore/RCINewsUpdate/tabid/91/ctl/ArticleView/mid/475/articleId/112/Ministry-of-Education-Begins-Laptop-Distribution-throughout-St-Lucia.aspx>

RISE (Saint Lucia) Inc. (2011). *Saint Lucia's 1st UN CRC NGO Report to United Nations Committee on the Rights of the Child on The state of human rights of children and youth in response to June 2010 Combined 2nd, 3rd & 4th State report by Road to Geneva Child Rights Research & Advocacy project team A NGO-Youth Coalition September 2011*. RISE (Saint Lucia) Inc.; Aids Action Foundation (AAF); National Youth Council (NYC); Saint Lucia Planned Parenthood Association (SLPPA); National Council Of/For Persons With Disabilities (NCPD); Saint Lucia Blind Welfare Association (SLBWA).

Road to Geneva. (2011). *Saint Lucia's 1st Un CRC NGO Report to United Nations Committee on the Rights of the Child on the State of Human Rights of Children and Youth in Response to June 2010 Combined 2nd, 3rd, and 4th State Report*.

Rodriguez, M., O'Hanlon, B., Vogus, A., Feeley, R., Narcisse, C., & Charles, J. (2012). *Saint Lucia Health Systems and Private Sector Assessment 2011*. USAID publication, as part of the Health Systems 20/20 Project and Strengthening Health Outcomes through the Private Sector Project.

Roelen, K., & Gassmann, F. (2012). *Child Well-Being in Kazakhstan*. UNICEF Kazakhstan.

Roelen, K., Gassmann, F., & Neubourg, C. (2009). *The Importance for Choice and Definition for the Measurement of Child Poverty - the case of Vietnam*. *Child Indicators Research*, 245-263.

Royal Saint Lucia Police Force. (n.d.). *Vulnerable Persons Units*. Retrieved 09 28, 2014 from <http://www.rslpf.com/vp.htm>

Rutstein, S. O., & Johnson, K. (2004). *The DHS wealth index*. DHS comparative reports no. 6. Calverton: ORC Macro.

Schiff, M., & Sjoblom, M. C. (2011). *Brain Drain database (Docquier 1975-2000) [Excel Database]*. Retrieved from http://siteresources.worldbank.org/INTRES/Resources/469232-1107449512766/Docquier_1975-2000_data_Panel.xls

Schipke, A., Cebotari, A., & Thacker, N. (2013). *The Eastern Caribbean Economic and Currency Union: Macroeconomics and Financial Systems*. International Monetary Fund.

Singh, R. H., Rankine, L. B., & Seepersad, G. (2005). *A Review of Agricultural Policies: Case Study of Saint Lucia*. St. Augustine, Trinidad W.I.: The Department of Agricultural Economics and Extension The University of the West Indies.

Smith, M., & Bowen, M. (2013). *Strategic Budget Reform In Saint Lucia: Strengthening Budget Planning and Preparation for the 2014/15 Budget Cycle (Draft Technical Assistance Mission Report: 17-28 June, 2013)*. CARTAC.

Saint Lucia News Online. (2014, 04 22). *Progress noted in juvenile justice reform*. Retrieved 09 28, 2014 from <http://www.stlucianewsonline.com/progress-noted-in-juvenile-justice-reform/>

Saint Lucia Online News. (2009, 03 18). *New Beginnings Transit Home on Path to Full Completion*. Retrieved 09 26, 2014 from http://www.slucia.com/news_media/2009/03/new-beginnings-transit-home-on-path-to.html

SSDF. (2014). Background of Saint Lucia Social Development Fund. Retrieved from <http://www.slusdf.net/aboutssdf.asp>

Saint Lucia Criminal Code. The revised Criminal Code of 2004 -no. 9 (2004).

STAR Newspaper. (2013, December 25, 2013). Heavy Rains Leave Widespread Devastation On Christmas Eve. Retrieved March 13, 2014, from <https://stluciarstar.com/heavy-rains-leave-widespread-devastation-on-christmas-eve/>

Tareq, S. M., Simone, A., del Granado, J. A., & Kapsoli, J. (2010). Saint Lucia, Improving The Efficiency of Government Spending; International Monetary Fund. Fiscal Affairs Department.

The Voice - SLU online. (2009, 03 07). Introducing Upton Gardens Girls' Centre. Retrieved 09 26, 2014 from http://www.thevoiceslu.com/feat_nfwo/2009/march/07_03_09/Introducingpercent20Uptonpercent20Gardenspercent20Girlspercent20Centre.htm

The Voice - SLU online. (2012, 03 31). New Beginnings Transit Home. Retrieved 09 26, 2014 from http://www.thevoiceslu.com/features/2012/march/31_03_12/New_beginnings.htm

Thukral, E. G., & Shastri, P. (2010). Budget for Children Analysis. Save the Children Sweden Regional Office for South and Central Asia.

UNHCHR. (1989). Convention on the Rights of the Child (Vol. General Assembly Resolution 44/25). UNHCHR.

UNICEF. (2006). A Study of Child Vulnerability in Barbados, Saint Lucia & The Grenadines. New York: UNICEF.

UNICEF. (2009). Children in Focus - Unmasking Child Sexual Abuse. New York: UNICEF.

UNICEF. (2010). Views on Juvenile Offending in Barbados, Dominica and Saint Lucia. New York: UNICEF.

UNICEF. (2012). Children in the Urban World: The State of The World's Children – East Caribbean Area Supplement.

UNICEF. (n.d. -a). Child Protection Systems Mapping and Assessment Toolkit. New York: UNICEF.

UNICEF. (n.d. -b). Child Protection Information Sheets. New York: UNICEF.

UNICEF. (n.d. -c). Summary Results Matrix UNICEF Eastern Caribbean Area– Multi Country Programme, 2012 – 2016. New York: UNICEF.

United Nations Secretary General. (2004). Study on Violence Against Children: Questionnaire to Governments. Ministry of Health, Human Services family Affairs and Gender Relations.

United Nations. (1948). Universal Declaration of Human Rights. Retrieved from <http://www.un.org/en/documents/udhr/index.shtml>

United States Agency for International Development (USAID). (2012). Cost Analysis of Services at Victoria Hospital, Saint Lucia: USAID.

UN. (2003). CRC- Thirty-fourth session 19 September-3 October 2003 General Comment No. 5 (2003) General measures of implementation of the Convention on the Rights of the Child (arts. 4, 42 and 44, para. 6).

UN (2010): The Progress in Latin America and the Caribbean toward the Millennium Development Goals. Challenges to achieve them with equality. Santiago de Chile: United Nations.

UN. (2014). Draft outcome document of the third International Conference on Small Island Developing States - Third International Conference on Small Island Developing States - Apia, 1-4 September 2014.

UNDP. (2013). Human Development Report 2013: The Rise of the South: Human Progress in a Diverse World. UNDP.

UNICEF. (2009a). Child abuse: a painful reality behind closed doors. UNICEF – Regional Office for Latin America and the Caribbean Documentation Centre.

UNICEF. (2009b). Child Budget Analysis - Jordan. A report commissioned by UNICEF Jordan country office and National Council for Family Affairs by Ian Mackenzie and Adrienne Shall (Ashenzi Consulting) in partnership with a local research team managed by Khleif & Samman.

UNICEF. (2010). Advancing the Rights of Children, Women and Poor Families through better public finance policies. UNICEF's social and economic policy work.

UNICEF, (2014). Attitudes to Corporal Punishment, Child Sexual Abuse and Domestic Violence in Saint Lucia Prepared by Caribbean Development Research Services Inc. (CADRES) For UNICEF Office for the Eastern Caribbean Area

United Nations. (1948). Universal Declaration of Human Rights. Retrieved from <http://www.un.org/en/documents/udhr/index.shtml>

UWP. (2011). United Workers Party 2011 Manifesto The power of we.

WHO. (2000). WHO called to return to the Declaration of Alma-Ata. Retrieved from http://www.who.int/social_determinants/tools/multimedia/alma_ata/en/index.html

WHO. (2006). World Health Organization. World Health Report 2006 "Working together for health."

WHO. (2009). WHO-AIMS Report on the Mental Health System in Saint Lucia. Report of the Assessment of the Mental Health System in the Saint Lucia using the WHO Assessment Instrument for Mental Health Systems (WHO-AIMS).

WHO. (2014). A universal truth: No Health without a Workforce. Global Health Workforce Alliance (GHWA) Secretariat and the World Health Organization (WHO).

8

Annex

Table A- 1: Inflation Correction Table, 2006-2013

Inflation	Year						
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Inflation, average consumer prices (per cent change)	2.83	5.55	-0.16	3.25	2.77	4.18	1.47
Inflation, average consumer prices (index)	85.273	90.284	90.142	93.170	95.823	100.000	101.467

Source: IMF (n.d.). Note: Base year = December 2012 (2012/13). For any fiscal year, the inflation rate over the calendar year (Jan-Dec) was used. This might lead to slightly under- or overestimates of real expenditure, as the fiscal year runs from April to April.

Table A- 2: Child related social protection programmes and ALMPs for young adults

<i>Child related social protection see, or education see with a social protection component</i>
School Feeding
The School Feeding Programme targets poor and vulnerable students in public primary schools and provides a hot meal allowing these children to attend school. The programme has no legal title.
School transportation subsidies programme
The school transportation programme provides transportation to the schools for public secondary schools, targeting poor and vulnerable students. The programme has no legal title.
School (book) bursary programme
The school book bursary programme is a bursary programme for public primary and secondary schools, targeting poor and vulnerable students. The programme has no legal title. The school bursary programme is set up to promote school enrolment and attendance.
Secondary Schools Laptop Programme
The Secondary Schools Laptop Programme aims to provide 3,300 laptops to students (form four, secondary school). The programme has no legal title.
Community After School Programme (CASP)
Design. The CASP is an initiative of the MOST which started in 2009 to establish the Programme in three communities. The goal of the Programme is to contribute towards the empowerment and holistic development of children and youth in poor urban and rural communities, by engaging them in meaningful and productive activities that will ultimately enhance their quality of life. The Programme is conducted after regular school hours.

Active labour market programmes

Basic Needs Trust Fund (BNTF)

The BNTF provides funding for projects such as access roads, health and education facilities in poor communities. The fund's targets fall in the area of enhancing the productive skills of un-/underemployed, providing skills training and job opportunities for these disadvantaged groups, improving the standard of living of poor communities, building and maintain economic and social infrastructure, and reducing vulnerabilities of women and persons living with HIV/AIDS.

Holistic Opportunities for Personal Empowerment (HOPE)

HOPE was launched in 2009 as a major component of Saint Lucia's Social Safety Net Initiative. HOPE is a short term employment programme of the SSDF designed to absorb surplus labour and provide training; targeting the indigent, poor and vulnerable. More specifically, the programme targets unemployed and at risk youth, semi-skilled and un-skilled workers, including senior citizens. The SSDF implements the program.

Short Term Employment Programme (STEP) Programme

Objectives of the STEP programme are on the one hand to generate short-term employment opportunities for disadvantaged Saint Lucians and improve the human resource base, and on the other hand to alleviate the income situation of poor and vulnerable households, and to address related issues in terms of crime. The SSDF implements the program.

National Apprenticeship and Placement Programme (NAPP)

NAPP is one of several components under the more encompassing National Initiative to Create Employment (NICE) programme. NICE, and its constituent see, including NAPP, has been initiated straight from the Prime Minister and the Cabinet of Ministers. NAPP seeks to provide a step-up for 1,300 disadvantaged jobseekers through the promotion of a series of on-the-job training opportunities in a hands-on 'real work' environment, and entrepreneurial opportunities. Job placements are sought in the public sector, within government ministries and parastatal organizations. The beneficiaries of the programme have been defined as unemployed Saint Lucians aged 16-45 years.

The Constituency Projects and Infrastructure Programme (CPIP)

CPIP targets small contractors in all constituencies throughout the island, with a view to providing them with employment opportunities through construction initiatives. Like the other components under NICE there is no legal title for CPIP.

CPIP aims to provide a safety net for vulnerable households.

The programme sets out to provide job opportunities for the skilled, unskilled and semi-skilled workers in labour intensive activities. CPIP also aims to contribute to the creation, rehabilitation and maintenance of public infrastructure that has been damaged with the passage of Hurricane Thomas.

National Skills Development Centre (NSDC)

The National Skills Development Centre (NSDC) commenced in 2001 offering information and training services towards developing a skilled, informed and marketable workforce. The target group includes displaced (banana) farmers, school dropouts, teenage mothers as well as youth at risk.

Single Mothers in Life Empowerment Project (SMILES)

The SMILES project aims to help deprived single mothers become more self-sustaining and independent, through improving their labour market perspectives. The target group are single mothers in the age range 18 to 40. Whilst attending the programme, single mothers will be paid a stipend as well as secured child care support catered for throughout the duration of the programme. Completion of the SMILES project will earn these single mothers an internationally recognized 'National Vocation Qualification (NVQ)' certificate and access to NSDC's job placement services, including internships, as a stepping stone towards regular jobs.

The OECS Skills for Inclusive Growth Project
<i>The OECS skills for inclusive growth</i> project seeks to improve the employability and career mobility of youth and some other marginalized groups through training/retraining and enterprise development initiatives. Beneficiaries are aged 16 to 40. In addition to targeting vulnerable youth, Saint Lucia's authorities made an effort to reach special-needs population groups, such as HIV infected youth, inmates at the Bordelais Correctional Facility, and girls at risk. The project has an emphasis on demand-driven training (World Bank, 2014).
National Enrichment and Learning Programme (NELP)
The National Enrichment and Learning Programme is an adult learning programme (ages 16 and over). The programme has no legal title. The programme aims at establishing a shift in thinking so that (on a long term basis) learning would become more like an attitude or a habit.
Youth Enterprise Development Fund (YEDF)
The Youth Enterprise Development Fund is a micro enterprise development credit initiative targeted primarily at deprived, unemployed young persons, between the ages of eighteen to thirty (18-30) years of age. The programme has no legal title. The YEDF is administered by the James Belgrave Micro Enterprise Development Fund (BELfund), with collaboration from the National Skills Development Centre (NSDC).
Youth Agricultural Entrepreneurial Project (YAEP)
The youth agricultural entrepreneurship incubator programme is geared at promoting the involvement of youth (between the ages of 18 and 35) in agriculture and enhance the adoption of technological advancement and competitiveness of the island's agriculture and at the same time ensure the succession of elder farmers bound to retire in the near future. No legislation applies. The project was conceptualized in 2010, but commenced no earlier than March 2013 due to organization problems.

The following tables provide an overview of budget allocations and numbers of staff of Child Protection administered under other Ministries.

Table A- 3: NEMO, Budget allocations 2007/08 to 2013/14

NEMO	Actual					Revised	Estimates
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Recurrent	430.920	439.007	446.080	468.083	624.573	660.260	663.465
Capital	0	0	13.000	23.114	61.522	0	18.385
Total	430.920	439.007	459.080	491.197	686.095	660.260	681.850

Table A- 4: NEMO, number of staff 2007/08 to 2013/14

NEMO	Actual					Revised	Estimates
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Staff		4	4	4	5	5	5
Total Funded Staff	0	4	4	4	5	5	5
Total \$	0	202.934	237.824	248.754	328.428	328.429	337.187

Table A- 5: Bordelais Correction Facility, Budget allocations 2007/08 to 2013/14

BCF - Programmes	Actual					Revised	Estimates
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Programme Administration	1.753.052	2.007.457	2.545.938	2.952.643	2.117.710	2.440.581	2.436.627
Custodial	4.305.228	5.121.949	5.470.856	5.785.555	5.550.276	4.886.548	4.901.232
Rehabilitation	555.351	655.993	822.609	955.707	918.945	1.018.327	1.024.634
Operations	1.291.075	1.010.989	977.733	986.309	2.615.522	2.615.522	3.542.708
Total	7.904.706	8.796.388	9.817.136	10.680.214	11.202.453	11.202.453	11.905.201

Table A- 6: Bordelais Correction Facility, number of staff 2008/09 to 2013/14

BCF - Funded Staff	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Programme Administration	19	17	18	18	24	20
Custodial	128	125	94	94	89	89
Rehabilitation	17	15	15	15	16	16
Operations	47	42	79	79	83	83
Total Funded Staff	211	199	206	206	212	208
Total \$	6.516.902	7.249.374	7.630.614	7.658.208	7.768.538	7.888.597

Table A- 7: Police Vulnerable Persons Unit, Budget allocations 2008/09 to 2013/14

Police - Vulnerable Persons Unit	Actual				Revised	Estimates
	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Personal Emoluments	262.284	297.383	278.630	291.178	432.869	452.937
Total	262.284	297.383	278.630	291.178	432.869	452.937

Table A- 8: Police Vulnerable Persons Unit, Budget allocations 2008/08 to 2013/14

Police - VPU - Funded Staff	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Corporal	2	2	2	2	2	2
Police Constable	6	6	6	8	8	8
Total Funded Staff	8	8	8	10	10	10
Total \$	226.808	309.497	362.346	421.509	432.869	452.937

Table A- 9: Civil Status/Birth registration, Budget allocations 2007/08 to 2013/14

Civil Status	Actual					Revised	Estimates
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Recurrent	323.303	431.511	447.496	401.423	385.098	590.564	653.074
Capital Expenditure Birth Registration	0	0	753.030	673.137	594.304	684.161	630.197
Total	332.303	431.511	1.200.526	1.074.560	979.402	1.274.725	1.283.271

Table A- 10: Civil Status/Birth registration, number of staff 2007/08 to 2013/14

Civil Status - Funded Staff	Actual					Revised	Estimates
	2007/08	2008/09	2009/10	2010/11	2011/12	2012/13	2013/14
Rehabilitation		9	9	10	13	14	15
Total	0	9	9	10	13	14	15
Total \$	0	187.393	212.238	232.272	385.970	385.970	433.052

Table A- 11: Staff numbers MOH, 2009-2014

Programme	Year				
	2009/10	2010/11	2011/12	2012/13	2013/14
Agency Administration	53	52	55	57	54
General Hospitals					
Hospital Administration	54	39	41	42	40
Medical services	293	263	309	323	315
District Hospitals					
Hospital Administration	9	9	9	10	8
Medical services	14	15	19	20	16
Drug, alcohol & rehab related					
Hospital Administration	1	1	1	1	1
Medical services	5	5	5	5	5
Substance Abuse Secretariat	3	4	5	5	5
Human Services					
Administration	5	5	6	7	7
Family & Child Care	9	9	10	13	14
Welfare Services	4	4	0	0	0
Transit Home	0	18	18	18	19
Senior Citizens Home					
Administration	2	1	2	6	5
Services	11	11	11	21	25
Primary Health Care Services					
Administration	6	5	7	8	8
Community Services	68	64	75	78	71
Public Health					
General	30	34	36	39	40
Specific	35	34	43	54	48
Gros Islet Polyclinic					
Administration	4	4	4	10	9
Services	8	9	9	27	24
Gender Relations	5	6	6	6	6
Mental Health					
Administration	0	3	3	4	6
Medical Services	0	34	67	85	85
Total	619	629	741	839	811

Source: GOSL (2009, 2010, 2011, 2012, 2013b).







ISBN 978-976-95655-9-3 (pbk)

Published by the UNICEF Office of the Eastern Caribbean Area

First Floor, UN House, Marine Gardens, Hastings

Christ Church, Barbados

Tel: (246) 467 6000 Fax: (246) 426 3812

Email: bridgetown@unicef.org

Website: www.unicef.org/easterncaribbean

www.youtube.com/UNICEFeastcaribbean

November 2015

unite for
children

unicef 