

Localisation of the MDGs in the OECS

**A Framework For Local Adaptation
Of The Millennium Development
Goals In The OECS**



**Organisation of Eastern Caribbean States
United Nations Development Programme**

**A FRAMEWORK FOR LOCAL ADAPTATION
OF THE MILLENNIUM DEVELOPMENT GOALS
IN THE OECS**

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FOREWORD.

In September 2000, the United Nations General assembly adopted the Millennium Declaration, which encompassed eight major development goals. These goals have come to be known as the Millennium Development Goals (MDGs). The goals range from poverty reduction to sustainable development, with a target date of 2015.

Recognising the importance to attaining these goals, the Organisation of the Eastern Caribbean States in collaboration with the, United Nations Development Programme for Barbados and the Eastern Caribbean, developed a project entitled ***Strengthening Poverty and Social Sector Development in the OECS***, part of which was directed at ensuring that the OECS Member States are strategically placed to attain the MDGs by the target date of 2015.

In 2005 the Social Policy Unit (SPU) of the OECS Secretariat, began the process of ***Localisation of the Millennium Development Goals (MDGS)*** in the Member States, with projects in St. Kitts and Nevis, and Dominica. The main focus of those projects was to examine what exercises, programmes or activities for development plans, were in place in the Member States, and what could be done to address shortfalls, if any. It was felt that the exercise would provide an opportunity for Members States to examine the Goals, Targets and Indicators, to ensure relevancy to the social, cultural and economic environment of the individual Member State.

One of the significant findings of these projects, is the question of relevance of targets. For instance, in Dominica it was determined that Target 2/Indicator 4 ***Prevalence of underweight children*** was not at all relevant, and in fact, *obesity, and in particular childhood obesity* was much more important. Both Member States indicated that Target 1/Indicator 1 ***Proportion of population below \$1 per day***, was not useful as a measure of poverty, and instead wished to use the “food basket” established by their governments. In relation to the Goals and Targets in the areas of health and education, the Member States felt that they were making strides, and had successfully achieved universal Primary Education. While Dominica felt that the country was well on its way to achieving universal Secondary Education, St. Kitts and Nevis indicated that they had achieved this goal, but now had to pay attention to the quality of the education provided and relevance to the job market.

Recognising the peculiarity of each Member State, yet cognisant of the similarity between States, the OECS/SPU used the information coming out of the analysis of the two Member States, to develop a Framework for the ***Regionalisation of the MDGs***. It is hoped that this framework can be used to guide each Member States in addressing issues related to MDGs, and provide an outline for a Plan of Action, while paying particular attention to their special needs within the framework.

The OECS/SPU is continuing the process of ***Localisation of the MDGs*** with upcoming projects in the British Virgin Islands, St. Lucia and Montserrat, with the intention of completing the process in all nine (9) Member States by 2008.

The OECS and UNDP consider it a distinct privilege to be a part of the process of sustainable social and economic development of the sub-region.

Len Ishmael
Director General

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Finally we extend our deepest gratitude to all Ministries, NGOs, communities and individuals who helped, by participation in activities and provision of information, to make this project a success.

List of abbreviations

CARICOM	Caribbean Community
CCH	Caribbean Cooperation in Health Initiative
CDB	Caribbean Development Bank
CEDAW	UN Convention on the Elimination of all Forms of Discrimination Against Women
DFID	Department for International Development
GSPS	Growth and Social Protection Strategy
IMF	International Monetary Fund
IPRSP	Interim Poverty Reduction Strategy Paper
JASPEV	Jamaica Social Policy Evaluation Project
MDG	Millennium Development Goal
MECOVI	Programme for the Improvement of Surveys and the Measurement of Living Conditions in Latin America and the Caribbean
MTESP	Medium Term Economic Strategy Paper
NGO	Non-Governmental Organisation
OECS	Organisation of Eastern Caribbean States
PANCAP	Pan Caribbean Partnership against HIV/AIDS
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
SDF	Special Development Fund
SIMDG	Social Indicators and Millennium Development Goals (Committee)
SPARC	Support Programme for Poverty Assessment and Reduction in the Caribbean
SPU	Social Policy Unit
TWG	Technical Working Group
UN	United Nations
UNDP	United Nations Development Programme
UNESCAP	United Nations Economic and Social Commission for Asia and the Pacific
UPE	Universal Primary Education
USE	Universal Secondary Education

1 Background and method

1.1 Context

This report has been prepared as part of an Organisation of Eastern Caribbean States' (OECS) project in support of localisation of the Millennium Development Goals (MDGs) at the national and regional levels in the OECS sub-region. This OECS initiative, which is funded by the United Nations Development Programme (UNDP) Office for Barbados and the OECS, comes on the heels of the September 2005 World Summit where heads of state and government resolved in the Outcome Document 'to adopt, by 2006, and implement comprehensive national development strategies to achieve the internationally agreed development goals and objectives, including the MDGs' (UN General Assembly, 2005, Article 22a).

This initiative is also taking place in the context of other regional initiatives in support of national adaptation of the MDGs, including a Caribbean Development Bank (CDB) project to develop regional goals and indicators and the CARICOM Programme on Strengthening Capacity in the Compilation of Social Gender and Environment Statistics and Indicators in the CARICOM Region. The scaling up of effort required to make the MDGs a reality by 2015 goes beyond a need for resources to include increased commitment to delivery through nationally-owned and driven plans and programmes.

A 2004 progress report on MDGs in the eastern Caribbean, prepared for and published by the UNDP, noted that their achievement had not infused policy-making in the region and there had been little reference to the goals in ministerial statements and policy documents (Downes and Downes, 2004). While the situation has not changed dramatically in a year, evidence from St. Christopher (Kitts) and Nevis and Dominica suggests that initial efforts are being made in that regard. Indeed, funding provided under the UNDP/OECS Poverty and Social Sector Development Programme has contributed to incipient MDG localisation efforts in these two countries. As other OECS Member States move towards developing or updating poverty reduction strategies and other integrated planning frameworks, opportunities for increased coherence will present themselves.

1.2 Method

This report is informed by research conducted in two parts. The first entailed a desk study of experiences in local adaptation of the MDGs in countries in the Caribbean and beyond, along with other relevant literature. The second entailed field research conducted over a two-week period in November 2005 in St. Kitts and Nevis and Dominica, the two case-study countries identified by the OECS for this project. Lessons learned from St. Kitts and Dominica, as well as from other countries that have integrated the MDGs into their national processes, have formed the basis of a suggested framework for localisation of the goals and targets at the national and regional levels in the OECS.

1.3 Structure and contents

Section 2 of this report makes the case for local adaptation of the MDGs. Section 3 provides a brief overview of the experiences of Jamaica and Guyana in integrating the MDGs into their national policy frameworks. An overview of the case study countries is provided in section 4, along with the key lessons extracted from the experiences. Lessons on local adaptation from other countries are also outlined in this section. A framework for localisation of the MDGs in the Member States of the OECS appears in section 5. Section 6 suggests how efforts at regional

level might best complement localisation efforts at national level. The final section of the report makes preliminary recommendations to the OECS in support of localisation. The experiences in St. Kitts and Dominica, including recommended ways forward, are documented in appendices 1 and 2 respectively. The authors are grateful to colleagues in St. Kitts and Nevis and Dominica who were interviewed for this study and gave willingly of their time and insights.

2 Rationale for localisation

2.1 *The MDGs dominate the international development discourse*

Box 1. Defining localisation

Localisation, or local adaptation, of the Millennium Development Goals (MDGs) is the process by which national priorities relating to, or emanating from, the broad social development and poverty reduction MDG/Millennium Declaration agenda are established and relevant goals, targets and indicators are set. Central to localisation is the integration of the agreed goals into national development strategies and targets. Similarly required are realistically ambitious timelines and benchmarks for achievement, in the context of national capacity, resources and projected ability to mobilise resources. Ownership and stakeholder buy-in are critical for successful local adaptation. Localisation requires broad-based stakeholder participation in defining targets and indicators, and in implementing strategies for achieving them.

Local adaptation makes the process of monitoring and evaluating the internationally-agreed goals more useful and relevant to the national context and can provide mechanisms for stakeholder participation. Monitoring and evaluation, and subsequent reporting, are important for accountability at national and local levels.

The MDGs currently dominate the international development discourse and have increasingly become the framework within which much of the bi- and multi-lateral development assistance to the Global South is provided. In recognising the role of the MDGs in reducing poverty, the UK Department for International Development (DFID), for example, has made them the main focus of all its work.¹ The work of international financial institutions, such as the International Monetary Fund (IMF) and World Bank, is similarly informed by the MDGs. The 2005 review of the IMF's poverty reduction strategy (PRS) approach found that it could and should continue to be the operational framework for expanding efforts to meet the MDGs.² The United Nations (UN) family of organisations, most notably the UNDP, is guided by the achievement of the goals in their operations. In the eastern Caribbean, UNDP has made the MDGs one of the key pillars of its collaboration with the OECS Secretariat and the countries of the sub-region in the next four years as evidenced in the Sub-regional Cooperation Framework – 2005-2007. The MDGs were an integral part of the Special Development Fund (SDF) 5 of the Caribbean Development Bank and one of the four broad themes of SDF 6 is 'addressing the MDGs with further development of the MDGs as strategic benchmarks for SDF programming and a framework for monitoring overall progress of the development effort in collaboration with other development agencies and borrowing member governments' (Joseph-Brown,

2005). National and regional policy-making are necessarily influenced and guided by this dominant discourse, and it would be to the detriment of the region to ignore this dominance.

2.2 *Localisation makes a global agenda relevant to national contexts*

The MDGs seek to realise the aspirations of the signatories to the 2000 Millennium Declaration to reduce global poverty, make the right to development a reality and free humankind from want

¹ See <http://www.dfid.gov.uk/mdg/>

² See <http://www.imf.org/external/np/exr/ib/2005/092105.htm>

(UN General Assembly, 2000). The global nature of the eight goals and 18 targets means, however, that in order to bring about change in any given national context they must be tailored to fit local realities and serve national development goals and objectives. Maximising the potential benefits of the MDG agenda requires using the goals as indicative guidelines rather than absolute prescriptions, and translating them into locally relevant targets and indicators.

For middle-income countries, such as OECS Member States, the relevance of the global goals and targets, as articulated, is limited. These countries have largely met, or are on track to meet, most of the MDG targets by 2015 (Downes and Downes, 2003). This does not mean, however, that the social development and poverty reduction agenda of the MDGs has no merit in the Caribbean context, for it provides a 'useful framework for orienting development and measuring, in quantitative terms, progress towards the achievement of a number of fundamental needs in the Caribbean' (Benn, 2004, p. 69), especially in a context of increased economic and environmental vulnerability, growing social and economic challenges and persistent inequalities. In the absence of nationally adapted and adopted MDG agendas, attempts to put strategies into practice to achieve the goals have fallen short of the results that may have been expected (Ibid).

While the global MDG agenda may be ambitious for some countries, for others it does not present an inordinate challenge; the test for the latter category of countries is to use it as a springboard rather than a ceiling. If business as usual will take a country to the global targets, which articulate a minimum agenda, then surely the imperative is to avoid complacency and exploit the opportunities presented by the current momentum, with a view to going beyond the international targets.

2.3 Localised MDGs can be used as tools for leveraging international support

Although the MDGs have been critiqued for their narrow scope and the manner in which they were developed, it is undeniable that they now shape the development discourse and inform donor practice. Consequently, they are potentially useful to national governments for leveraging international support for national social development and poverty eradication priorities and efforts. Local adaptation helps mitigate the pitfalls of working to externally driven agendas in order to access resources and financing, while using the language of the international community and demonstrating how local actions contribute to a global agenda at the same time as meeting local needs and priorities. Examples of how some countries have adapted the MDGs and targets appear in box 2.

Box 2. Selected adapted goals and targets

According to the UNDP Poverty Reduction Group, more than half of the countries that have reported on progress towards the MDGs have adapted the targets and indicators to national circumstances.

The Vietnam Development Goals include four additional goals for vulnerability, governance, infra-structure and ethnicity.

Albania and Cambodia have added goals for governance and de-mining respectively.

Argentina added 'promoting a decent work environment' as a goal to address child labour, unemployment and social protection.

To emphasise the significance of the targets for water and sanitation, Poland, Armenia, Tanzania and Mozambique reported them as a separate goal under the rubric access to household amenities.

Tanzania and Mozambique relocated HIV/AIDS to the second major goal on their list to emphasise its importance to their countries.

Excerpted from: MDG Monitoring and Reporting: A Review of Good Practices.

2.4 *Localised MDGs can galvanise local support and action*

As medium term, results-based objectives that are internationally recognised and supported, the MDGs are also useful for galvanising local action around a concrete endeavour. Implementation of the activities that fall within the scope of the MDG agenda requires the participation of non-state actors, including civil society and the private sector. Such participation will of course be facilitated whenever these non-state actors have actually been involved in the formulation of the agenda and have specific roles to play in its implementation.

2.5 *The MDG approach supports measurement and monitoring*

The MDGs are articulated as results-oriented, time-bound and quantified targets; this concretises measurement and monitoring of progress. Adopting this approach to setting national development objectives can support improved monitoring, evaluation and accountability. In some countries, the MDGs have catalysed efforts to improve data collection and analysis tools and capacity, and in instances this has revealed trends and issues that merit attention. A localised agenda is both informed by, and drives, data collection and analysis that is meaningful in the national context. Within the Caribbean there is a general weakness in data collection and analysis and a need to better relate it with policy design and analysis (Downes and Downes, 2004), and the MDGs therefore offer a timely opportunity to formulate specific development targets and to establish realistic, functioning monitoring and evaluation systems.

2.6 *Localisation facilitates meaningful reporting*

As signatories to the UN Millennium Declaration, Member States are obliged to submit reports on progress towards achieving the MDGs. Much of the global MDG agenda falls within the scope of ‘what countries are doing anyway’. But when countries report against global targets in a framework with varying degrees of relevance, the reporting process becomes a bureaucratic exercise to meet an international requirement and fails to make a meaningful contribution to the monitoring and evaluation of national social development and poverty eradication policies and programmes. Reporting against a localised MDG agenda that is anchored in national development priorities can be more meaningful and useful to countries while allowing them to comply with their international reporting commitments.

For many countries, preparing reports for the first 5-year Review of the Millennium Declaration in 2005 was challenging due to the limited availability and relevance of existing data. Within the eastern Caribbean, UNDP supported at least three countries – Grenada, Barbados and St. Lucia – in the preparation of their reports and worked with Antigua and Barbuda to define the way forward after the September 2005 World Summit.

2.7 *The time for localisation is right*

The call for swift adoption of national strategies for meeting the MDGs as part of the outcome of the 2005 World Summit, coupled with regional initiatives to support local adaptation of the MDGs, suggests the time is right for countries to take action in this regard. The CDB has set in train an initiative to develop region-specific goals and indicators in the context of SDF support to achieving the MDGs. The OECS Secretariat, through its Social Policy Unit, is looking to support both localisation and regionalisation processes in Member States, while its Environment and Sustainable Development Unit is currently involved in a review of the St. George’s Declaration of Principles for Environmental Sustainability in the OECS, which is making an explicit link to the MDGs.

The OECS Secretariat is also implementing the Programme for the Improvement of Surveys and the Measurement of Living Conditions in Latin America and the Caribbean (MECOVI) to strengthen the institutional capacity of statistical offices in Dominica, Grenada, St. Kitts and Nevis, St. Lucia and St. Vincent and the Grenadines with grant support from the World Bank. The three main components of this programme are: strengthening survey design and implementation; promoting wide-spread use of survey results and dissemination to support poverty reduction strategies; and building capacity for poverty measurement and social policy analysis. This undertaking is complemented by the Support Programme for Poverty Assessment and Reduction in the Caribbean (SPARC) which is supported by CDB, DFID, the Inter American Development Bank, UNDP, and the World Bank. SPARC aims to: build capacity within the region for the development of national strategies for poverty assessment and the development and evaluation of poverty reduction strategies; strengthen capacities of national statistical offices to enable them to collect and analyse poverty related data; and develop capacity, human and institutional, to make use of the data and develop effective responses. At the same time, CARICOM is building the data collection and statistical analysis capacity of national statistics offices through its programme on Social/Gender and Environment Statistics.

UNDP, a lead international agency driving the agenda for the MDGs, is supporting the development of policy frameworks for the MDGs and other macro-level initiatives, including the work of CARICOM and the OECS, through its regional office for Barbados and the Eastern Caribbean. The support provided to CARICOM for the last three years has mainly been to enhance the collection and analysis of statistical data across Member States, particularly in the social sector, and in the OECS it has mainly been in the area of policy formulation.

These various initiatives provide a unique opportunity for countries to benefit from suitable technical guidance and to engage in localisation processes, as long as these external initiatives remain coordinated and use consistent approaches that build on each other rather than confuse local institutions and disperse their meagre resources.

3 Building coherence between national social development plans and the MDGs: two Caribbean experiences in brief

Making the MDGs operational is best done through integrating the targets and a timeline for their achievement into economic policy decisions, national planning frameworks and requests for donor assistance (UN Millennium Project, 2005). Both Jamaica and Guyana have undertaken social development policy initiatives informed by the agenda for the MDGs. In the case of Guyana, this has been done through its PRSP. Although there is no formal link between the two, the PRSP is increasingly the main national planning instrument for operationalising nationally-adapted MDG strategies (Foster, 2005). However, given the relatively short period (three to five years) covered by most PRSPs, the UN Millennium Project (2005) recommends embedding PRSPs in longer term national plans.

3.1 *Jamaica 2015: a framework and action plan for improving effectiveness, collaboration and accountability in the delivery of social policy*

The Jamaica 2015 Social Policy Framework provides the overarching agenda that guides social policy development in the country. It is complemented by a Social Action Plan 2002 – 2007 to implement the first five years of the plan.³ The Framework and Action Plan were developed out

³ See <http://www.jaspev.org>

of a year-long consultative process in 2001, under the guidance of the Jamaica Social Policy Evaluation Project (JASPEV), which was initiated and led by the Cabinet Office with support from DFID. Jamaica 2015 sets out a vision for Jamaican society; key policy goals; goals and objectives for institutional arrangements in support of achievement of the policy goals; and a monitoring and evaluation framework (Government of Jamaica, 2002a). The Action Plan outlines measures to strengthen the design and implementation of social policy in support of the policy goals, including processes for transition to the new policy framework and for ensuring coherence across sectors (Government of Jamaica, 2002b). National, regional, and international commitments were taken into account in formulating the content of the framework and its underpinning vision. The seven key outcome goals are: human security; social integration; governance; secure and sustainable livelihoods; environment; education; health and physical well being. Each goal has corresponding targets and benchmark indicators. Some of the targets that relate to the MDG agenda appear in Table 1; while some go beyond the global aims, others are broadly in line with them.

JASPEV continues to monitor implementation and facilitate annual reporting on progress. In the context of the Social Policy Information System developed under the project, reviews of the Jamaica Social Policy Framework are prepared by a Technical Working Group (TWG) comprised of research and policy experts from the social sector ministries, other public agencies, academia, NGOs and independent researchers who work on a voluntary basis. In preparing the reviews, TWG members have held focus group discussions and stakeholder review workshops to broaden participation in the process (Technical Working Group Jamaica Social Policy Evaluation Project, 2004). Reviews were initially slated to take place on an annual basis, but given the time required to compile and analyse data and observe changes in trends, reports are being prepared with less frequency. A report for 2003 has been prepared and the 2005 report is currently being compiled, with its publication slated for 2006. While the 2003 report did not explicitly track progress on the MDGs, the 2005 report and subsequent reviews will do so (J. Jones, personal communication, 20 December 2005).

Table 1: The MDGs and Jamaica 2015 Targets

MDG Target	Jamaica 2015 Target
<i>Poverty:</i> Halve between 1990 and 2015, the proportion of people whose income is less than US\$1 per day.	Eradicate absolute poverty (as defined by Jamaican society).
<i>Education:</i> Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling.	<p>Improve primary school attendance and learning outcomes.</p> <p>Improve secondary school access, attendance and outcomes.</p> <p>Improve post-secondary access to opportunities for learning and skills development for all.</p> <p>Improve tertiary access to opportunities for professional development.</p>
<i>HIV/AIDS:</i> Have halted by 2015 and begun to reverse the spread of HIV/AIDS.	Reduce incidences of persons with HIV/AIDS.

MDG Target

Environmental sustainability: Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.

Youth employment: In cooperation with Developing countries, develop and implement strategies for decent and productive work for youth.

Information and communication technology: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications technologies.

Jamaica 2015 Target

Improve environmental practices in the public and private sectors.

Increase protection of our natural resources.

Promote the active participation of youth in the social and economic life of the country.

Improve local and global communications and information flows.

Source: Government of Jamaica. 2002. *Jamaica 2015: A Framework and Action Plan for Improving Effectiveness, Collaboration and Accountability in the Delivery of Social Policy.*

Additional information on the JASPEV project is provided in appendix 3.

3.2 The Guyana Poverty Reduction Strategy Paper

In December 2001, the Government of Guyana committed itself to far-reaching economic and social reforms to reorient its social and economic policies towards poverty reduction and achievement of the MDGs through its PRSP. The main goals of Guyana's poverty reduction strategy are: (i) sustained economic expansion within the context of deepening participatory democracy; (ii) access to social services including education, health, water and housing; and (iii) strengthening and, where necessary, expansion of social safety nets (Government of Guyana, 2002). The PRSP reporting process has facilitated tracking progress on the country's MDG agenda. Box 3 shows how the Guyana PRSP has integrated the MDG agenda in selected areas.

Box 3. An agenda for the Millennium Development Goals through the Guyana Poverty Reduction Strategy

Education

Net primary school enrolment in Guyana is 98 per cent and there is little difference between enrolment of boys and girls and urban and rural areas. Moreover, 97 per cent of all children who enter the first grade of primary school reach grade five. Despite the high enrolment rate, literacy among 15 – 24 year olds was measured at 71 per cent in 1990. With the global MDG on **universal primary education** all but achieved in Guyana, relevant emphasis has been placed on the challenges of achieving universal coverage, improving the quality of education nationwide within a difficult socio-political and economic environment; expanding early childhood education and increasing secondary school enrolment. Specific strategies being implemented

through the Education Strategic Plan that has been developed through the poverty reduction strategy (PRS) are aimed at reducing literacy, drop-out and repetition rates; reviewing and revising the curricula, and improving teaching methodologies for effective learning. The plan also seeks to increase enrolment in secondary schools, reduce overcrowding, absenteeism of students and teachers, increase non-teacher recurrent expenditure and improve teacher training.

Health

A comprehensive National Health Plan, which incorporates elements of the National Development Strategy, the PRSP, the MDGs, the Caribbean Health Charter II and other international health charters to which Guyana is signatory was rolled out by the Ministry of Health in 2003. Interventions to **decrease child mortality** under the PRS include the introduction of Integrated Management of Childhood Illnesses, the promotion of 'baby friendly' programmes and accelerated immunisation programmes, especially in hinterland areas. Programmes have been put in place to **control and contain the prevalence of HIV/AIDS**.

Environmental sustainability

The provision of **access to safe water** to 95 per cent of the population is one of the provisions of the PRS, which recognises the nexus between access to safe water and sanitation and improved health. The following are expected to result in the achievement of this target by 2010: expansion of the number of wells serving hinterland communities; rehabilitation of major and minor water systems; improvement in the regulatory framework of the sector; charging fair prices to encourage the economical use of water resources, and pursuit of economies of scale in water production and distribution so as to reduce production costs, mount a public awareness campaign to educate families to conserve and treat water, and implement a comprehensive maintenance plan.

*Excerpted from: **Report of Progress 2003 towards the Achievement of the Millennium Development Goals: Guyana and Guyana Poverty Reduction Strategy Progress Report 2004***

4 Requirements for localisation

4.1 Lessons from St Kitts and Nevis and Dominica

The experiences in local adaptation of the MDGs in St. Kitts and Nevis and Dominica offer lessons that can usefully inform processes across the sub-region. (These experiences are documented in appendices 1 and 2 respectively.) Both countries are typical of OECS Member States in respect of having no overarching social development policy framework, but both are in the process of developing PRSPs, which they anticipate will be a main policy vehicle for ensuring coherence and integrating the MDGs into national development strategies. The localisation process is incipient in St. Kitts and Nevis, and while still in relatively early stages in Dominica, it is more advanced than in its Leeward Islands counterpart.

4.1.1 Overview of the localisation processes

The localisation process in St. Kitts and Nevis is occurring principally through two policy documents: the PRSP, which was in draft form at the time the field research for this paper was conducted and was expected to be finalised by February 2006, and the Medium Term Economic

Strategy Paper (MTESP) 2005 – 2007, which was slated for completion by the end of 2005. These two documents are being prepared under the aegis of two separate agencies, the Department of Social and Community Development of the Ministry of Education, Youth, Community and Social Development and Gender Affairs and the Planning Unit within the Ministry of Sustainable Development respectively, and ostensibly without reference to each other. At the same time, the National Health Plan 2005 – 2010 is being developed with reference to the MDGs. The integration of the MDGs into the MTESP is based on guidance from the CDB.

In Dominica, localisation has begun through the data collection and analysis work of the Social Indicators and Millennium Development Goals (SIMDG) and Core Committees and through the plans being elaborated by the Ministry of Finance in the context of the Growth and Social Protection Strategy (GSPS), which incorporates Dominica's PRSP. Dominica established a SIMDG Committee in 2003 as part of a CARICOM initiative to strengthen national statistics offices in Member States to collect, compile, analyse and disseminate social/gender statistics on a continuous basis under its programme on Social/Gender and Environment Statistics. Whereas the SIMDG Committee in St Kitts and Nevis is no longer functional due to lack of national ownership and limited participation, the one in Dominica has proven to be a driving force behind a national MDG agenda.

In May 2005, a Core Monitoring Committee was formed at the initiative of the SIMDG Committee in Dominica to analyse the data sets that had been compiled by the SIMDG Committee and formulate recommendations for actions to be taken. Working with line ministries, the committee has analysed data and made recommendations in the areas of education, health, population and family, and poverty. These have been summarised in a November 2005 report which will be presented to the Prime Minister and the Cabinet.⁴ It is also seeking to have its status formalised as a Standing Committee on the MDGs. The Core Committee has gone beyond the statistical role its parent SIMDG Committee was created to play to take on a policy influencing and advocacy function. In gaining formal recognition, it aims to consolidate its role in analysing indicators and formulating recommendations, assume roles in monitoring and evaluating progress against set targets and recommendations, as well as provide representation in MDG-related matters. The committee further envisages the integration of its recommendations into the GSPS, national budget and sector corporate plans by FY 2006 – 07.

Dominica's GSPS covers the five-year period 2005/06 to 2009/10. It builds on Dominica's interim poverty reduction strategy paper, approved in 2003, and which was explicitly encouraged in the joint assessment of the staff of the World Bank and IMF to adapt the MDGs to specific medium-term targets relevant to Dominica and develop appropriate indicators and targets. Although the GSPS makes no specific reference to the MDGs it is understood that the agenda has informed elaboration of the document and the intention is to make the connection to the MDGs more explicit after the document has been approved by the Cabinet and it is taken back to communities. It is also intended that the monitoring and evaluation process of the MDG agenda will be integrated into the GSPS monitoring and evaluation framework.

Several regional and international organisations, notably CARICOM, the CDB and UNDP, have been involved in supporting, and in some instances initiating, these various processes. In addition, the OECS Social Policy Unit recently commissioned case studies on localisation of the MDGs in both St. Kitts and Nevis and Dominica and supported related national workshops to

⁴ This report was embargoed at the time of writing as part of the Committee's strategy to secure political support prior to making its work known to wider audiences. It was consequently not reviewed as part of the research for this paper.

review the results of these studies. The preparation of these case studies did not link directly to on-going policy or planning processes in the countries, and have been perceived by some local actors as external initiatives, and at least in one case to be in competition with local initiatives. This having been said, it is obvious that the reports fill an information void and provide a platform for further action along the lines suggested in this report.

4.1.2 Key lessons

In examining the lessons that can be extracted from the experience of these two countries, one must keep in mind the fact that "localising the MDGs" does not mean developing new policy instruments and statements, it means creating a link between the MDGs and the local policy framework. Developing countries are the victims of the tendency of bi- and multi-lateral agencies to develop new buzzwords and place ever-changing demands on already stretched local institutions. In this context, "MDG localisation" must not become another item to be added to a long list of policies, plans and programmes imposed or proposed by development partners. It is simply a process that aims at linking and enhancing the instruments that already exist at the national, regional and global levels. The following lessons should help guide the design and implementation of such a process.

- A consensual, multi-sector national development strategy that provides a framework for integrating the MDGs is necessary to avoid fragmented and uncoordinated attempts to localise the MDGs or embed them in sectoral plans. Against the backdrop of decentralised planning processes and in the absence of an agreed MDG framework and strategy for St. Kitts and Nevis, two agencies are concurrently developing separate national plans that seek to integrate the MDGs, and at least one ministry's emerging strategy is being informed by the agenda. Without explicit efforts to foster coherence among current as well as future initiatives, localisation processes will be disjointed. Integrated and coordinated planning processes increase opportunities for synergy and complementarity.
- A locally adapted agenda for the MDGs requires a focal point within the public service, with primary responsibility for coordinating and animating: the overall planning process; implementation through line ministries; monitoring and evaluation; and reporting. In St. Kitts and Nevis, the absence of a designated focal point and lead agency on the MDGs has led to some confusion over where principal responsibility for driving the agenda lies. This has contributed to the fragmentation of efforts at the levels of policy formulation and implementation. Implementation of an MDG agenda requires multi-agency and multi-sector participation. In the absence of a focal point, the endeavour can become a Hydra working to diffuse effect at best, or cross purposes at worst.
- There is a need for clear institutional arrangements clarifying the roles of, and relationship between, agencies and department that have been playing or expect to play a pivotal role in setting and driving a national MDG agenda. In both St. Kitts and Nevis and Dominica, agencies have assumed responsibility for some aspects of adapting the MDGs locally. In St. Kitts, roles and relationships between agencies have not been clarified with resulting duplication of efforts. While clearer in Dominica, the understanding is tacit rather than formalised and it is no doubt aided by the good relationship between the heads of the two main agencies involved. Should there be a change of personnel in either agency, in the absence of a formal arrangement a situation that has worked well to date may cease to do so. Clear institutional arrangements are important for accountability.

- Transparency, collaboration, and broad-based participation are critical to local adaptation. While Dominica's SIMDG and Core Committees have made significant progress in addressing data collection concerns and the latter is now beginning to influence policy formulation, the work of these groups is not well known beyond a small group of technocrats and the perception among some outsiders is that very little is being done by the committees. In the absence of transparent processes and open sharing of information across a wide group of stakeholders, buy-in to a given agenda will be difficult to achieve. While more representative than other SIMDG Committees in the region, key stakeholders from the environment sector and local government are notably absent from this and the Core Committee. Both stakeholder groups have key roles to play in a locally adapted MDG agenda. In St. Kitts and Nevis, the SIMDG Committee did not include representation from non-state actors and territorial attitudes within the public sector present a challenge to inter-agency collaboration. Centralised attitudes towards management and proprietary attitudes towards information and knowledge militate against collaborative and transparent ways of working.
- The establishment of a localised MDG agenda should be driven by policy imperatives rather than by data collection. Accepting that one of the weaknesses of progress towards the achievement of the MDGs in the eastern Caribbean is the process of data collection on the indicators (Downes and Downes, 2004), there is a danger in leading with these requirements rather than national targets. The work of the now-defunct SIMDG Committee in St. Kitts and Nevis led, at least initially, to a stronger focus on the global indicators and the production of data, rather than on developing locally-adapted policy-based targets and indicators. A purely data-driven agenda may not lead to the most relevant or appropriate programmatic interventions, and could place an unnecessary burden on local agencies and skills.
- Regional initiatives can be most effective when they build on, or tap into, national processes. The catalytic role that regional initiatives can play and have been playing vis-à-vis the MDGs notwithstanding, they can also undermine or further weaken national processes in the absence of a structure for them to build on. While appropriate structures may not always exist, it is important to work in the national context to put something in place. In the absence of a national policy and planning process in St Kitts and Nevis, for example, CARICOM's SIMDG initiative unintentionally contributed to the narrowing of the MDG focus to statistics in some spheres and compounded local ambiguity regarding where responsibility for the agenda lies. The CDB guidance on integration of the MDGs into the MTESP has helped create a parallel process for localisation to that of the PRSP. The case studies prepared under the OECS Social Policy Unit localisation project have been perceived as external initiatives in both St. Kitts and Nevis and Dominica and in the case of the latter was seen to be in direct competition with local efforts to prepare a national report. While regional initiatives can support localisation of the MDGs, they are no substitute for nationally-owned and driven processes.

Table 2. Status of localisation in Dominica and St. Kitts and Nevis

Localisation Criteria	PILOT COUNTRY	
	Dominica	St. Kitts & Nevis

Localisation Criteria	PILOT COUNTRY	
	Dominica	St. Kitts & Nevis
Consensual multi-sector development strategy into which agenda could be embedded	GSPS (forthcoming)	Competing MTESP and PRSP
Focal point	SIMDG	None
Institutional arrangements	Tacit rather than formal	None
Stakeholder consultation	Limited - through SIMDG and Core Committees	No
High level political leadership and buy-in	No, but plan in place to attempt to secure buy-in	Commitment by Head of Government to Social Development but not explicitly to MDGs
Strategic partnerships	None	None
Interagency collaboration	Limited to work of SIMDG and Core Committees	No
Process anchored in established offices	Yes – Central Statistical Office and Ministry of Finance	No - some confusion over where responsibility lies
Process mainstreamed in policy discourse	No	No
Active civil society participation	Limited to Core Committee	None

Box 4. Towards a regional agenda for the MDGs: suggested locally adapted goals, targets and indicators for Dominica and St. Kitts and Nevis

Extrapolating a regional MDG agenda from the localisation experiences in Dominica and St Kitts and Nevis would be premature. The incipient localisation processes in these two pilot countries offer some guidance on elements that might be included in a locally adapted MDG agenda for OECS Member States. But for the most part these can only be considered indicative as neither country has undertaken an extensive localisation planning process.

The consultants contracted by the OECS to prepare the localisation reports have identified areas where locally adapted goals, targets or indicators might be appropriate in each national context and suggested alternatives that better relate to their national contexts. Some of these are presented below.

Redefined poverty measure

On the recommendation of the SIMDG National Committee, Dominica has redefined the poverty measure for Goal 1 (Eradication of Extreme Poverty and Hunger). Instead of using US\$1 per day as for the global target, it is using the more relevant measure of the national poverty line. Dominica's redefined target for this goal is: *Halve, between 1990 and 2015 the proportion of people live below the national poverty line* and the corresponding redefined indicator is: *The proportion of the population below the poverty line.*

These are only officially redefined goal and target in Dominica to date. Dominica's SIMDG National Committee has also been tracking statistics on crime which, although not a part of the global MDG agenda, could be usefully used to inform a national human security goal.

Nutritional status

In both Dominica and St. Kitts and Nevis, there is little or no problem with hunger per the global target but there are concerns about nutrition, with obesity and malnutrition being two of the main challenges in this area. The Ministry of Health and Social Security in Dominica is preparing a public awareness campaign to counteract the prevalence of these conditions and reduce the high social and economic cost of treating and managing the diseases associated with both conditions (Pascal, 2006).

The suggested redefined target and indicator for Dominica are: *Reduce, between 2005 and 2015, the proportion of people who are obese and Prevalence of obesity and anaemia in children and women* (Pascal, 2006). In St. Kitts and Nevis, a suggested revised indicator looks at *reducing obesity among children aged 0 to 5 years* (Daniel, 2005).

Quality of primary education and Universal Secondary Education

Goal 2 (Achieve Universal Primary Education) is one of the MDGs with limited relevance to most OECS Member States as stated. Dominica has achieved Universal Primary Education (UPE) and St Kitts has gone beyond this to achieve Universal Secondary Education (USE). Dominica has set a national goal for USE, which lends itself to a locally adapted MDG 2. Notwithstanding good performance in the area of primary school enrolment, there remain certain challenges at the primary education level related to the quality of education, competencies of school leavers and male performance. Both countries are working to the Education for All agenda which informed MDG 2.

The suggested revised goal and target for Dominica are: *Achieve Universal Secondary Education and Ensure by 2015 all primary school leavers, boys and girls alike, are adequately prepared for secondary level education* respectively. The proposed revised indicators are as follows:

- *Net secondary enrolment ratio (% of relevant age groups)*
- *Percentage of cohort reaching fifth form by sex (%)*
- *Level of male performance at early childhood, primary, secondary and tertiary levels of education*
- *Primary school students' grade appropriate numeracy and literacy competencies at the Grade 2, 4 & 6 national assessment* (Pascal, 2006)

The suggested localised target for St. Kitts and Nevis focuses on *increasing the number of students who graduate high school with the minimum required certification for employment and college matriculation*. Concern about male performance is translated into a suggested indicator of: *Percentage of males who graduate high school with at least six CXC subjects at the general level* (Daniel, 2005).

Literacy rates among males

Lower female participation in education is not a problem in the Caribbean and the gender disparity issue relates to male achievement and competencies. To improve alignment of the indicators of Goal 3 (Promote Gender Equality and Empowerment of Women) with the national development agendas in both Dominica and St. Kitts and Nevis it has been suggested that the global indicator that looks at the ratio of literate females to males in the 15 to 24-year age group

be redefined to look literacy rates or educational attainment among males in that age group (Pascal, 2006; Daniel, 2005).

Access to water and sanitation and child mortality

In St. Kitts and Nevis, it is felt that *access to clean water and sanitation* might be a useful indicator of progress towards Goal 4 (Reduce Child Mortality) (Daniel, 2005).

Maternal health and birth rates

In Dominica, low levels of maternal mortality mean that the global target of reducing the maternal mortality rate by three-quarters, between 1990 and 2015 has already been met. There is concern about declining fertility levels and in that context an additional target for Goal 5 (Improve Maternal Health) has been proposed as follows: *By 2015 establish whether there is any connection between declining population and birth rates and female reproductive health or family planning* (Pascal, 2006).

Rates of teenage pregnancy and prenatal health

In St. Kitts and Nevis, where the maternal mortality rate is also low, it has been suggested that localised indicators which look at rates of teenage pregnancy and births to unwed mothers as well as at prenatal health status and care could usefully inform public policy (Daniel, 2005).

Environmental sustainability

Challenges to environmental sustainability in Dominica (Goal 7) include the need for a well-defined land use policy, improved protection of rare species from external threats and the ability to reconcile economic development imperatives with maintaining the integrity of the country's natural resource base (Pascal, 2006). Suggested localised indicators include the following:

- *Knowledge base of national environmental sustainability issues of 15-24 year olds.*
- *Level of visitor load to and negative impact on nature sites/attractions*
- *Silting and purity levels in coastal and rivers water*
- *Number of functioning local area management groups* (Pascal, 2006).

In St. Kitts and Nevis, where the challenges also include striking a balance between economic development and resource conservation and building stakeholder buy-in to principles of environmental sustainability, suggested localised indicators include such things as:

- *Number of projects refused approval due to possible negative environmental impacts*
- *Number of World Heritage sites declared*
- *Number of additional protected areas declared during the last decade*
- *New legislation to prevent environmental degradation*
- *Change in forest cover, pollution (including of coastal waters) and soil erosion*
- *Availability of forest management programmes* (Daniel, 2005).

Sources: Daniel, H. 2005. *St. Kitts and Nevis Millennium Development Goals*. Report Commissioned by the Organisation of Eastern Caribbean States.

Pascal, C. 2006. *Dominica: A Plan of Action for Localizing and Achieving the Millennium Development Goals (MDGs)*. Report Commissioned by the Organisation of Eastern Caribbean States.

4.2 *Selected lessons from other experiences*

This section draws on lessons from the Dominican Republic, Mauritius, and Thailand. The Dominican Republic is one of the pilot countries where the UN Millennium Project helped elaborate a national MDG strategy. Mauritius is a middle-income small island developing state with similar concerns and vulnerabilities as Caribbean states that has localised the MDG agenda. Thailand has formulated an MDG-Plus agenda with more rigorous targets appropriate to the Thai context aimed at addressing persistent poverty and inequality. A comparison between the MDG targets and Thai MDG-Plus targets appears in a table in appendix 4.

- Successful localisation processes have enjoyed strong, visible, high-level political leadership. In the Dominican Republic, the establishment of a Presidential Commission on the MDGs raised the profile of the planning process and demonstrated the President's commitment to the process. The Commission also provided high-level support for integrating the process into existing structures (UN Millennium Project, 2005, p.14 - 15). In Thailand, strong leadership through the National Economic and Social Development Board facilitated productive interaction with UN agencies through the UN Country Team (Bjorkman, 2005).
- Anchoring the process in established offices and mainstream policy discourses minimises duplication and time-consuming undertakings to put new structures in place, and increases integration with other policy processes. In Thailand, the process of producing the MDG report, which led to the MDG-Plus agenda, was led by the National Economic and Social Development Board, which plays a central development coordination role and has primary responsibility for recommending suitable economic and social development strategies to the Cabinet. The report was endorsed by the Cabinet, and after its launch the Prime Minister held a special follow-up session for the Cabinet to discuss the implications of the MDG-Plus agenda for line ministries and sector strategies (Bjorkman, 2005).
- The synergy between MDG reports and development plans can be two-way. Where MDG reports are prepared prior to development plans they can become important inputs to the planning process. For example, the MDG sub-national report for the island of Rodrigues (an administrative department of Mauritius which has lower social development indices overall than the larger island) informed the island's first development plan, which will be aligned with localised goals and targets (Matthews and Flore-Smrecznik, 2005).
- Early stakeholder consultation and participation are important for buy-in and support. The experiences of Mauritius and Rodrigues illustrate the importance of building stakeholder participation into processes from the start. The preparation of the MDG report in Rodrigues was more successful than the national process and this is due, in part, to the participation of civil society right from the start, rather than once the report was launched. Additionally, the civil society consultation on the report was integrated with the one for parliamentarians, which allowed for discussion and exchange of ideas across the two stakeholder groups. Widespread public support resulting from this process enabled a participatory development planning process and a high level of local ownership for the resulting plan (Matthews and Flore-Smrecznik, 2005).
- Thematic working groups can usefully facilitate cross-agency interaction and bring area-specific expertise to the process. The work of the Presidential Commission on the MDGs in the Dominican Republic was supported by nine thematic working groups headed by ministers. To ensure that gender-specific concerns were addressed in all of the groups,

the Ministry of Women's Affairs designated representatives to each. The Ministry of the Environment followed suit to ensure the mainstreaming of environmental concerns (UN Millennium Project, 2005). In Thailand, the work of the National Social and Economic Development Board was supported by six MDG Cluster Groups that were given responsibility for reviewing data and application of the MDG framework to Thailand in the following areas: poverty and hunger; education; gender equality; health; environment; and Thailand's contribution to the global partnership for development. Each Cluster Group was assigned a Cluster Champion from line ministries or civil society; this helped increase ownership and facilitate implementation of the MDG-Plus agenda recommendations once they were approved by the Cabinet (Bjorkman, 2005).

- Civil society has a key role to play in the elaboration of national strategies. Civil society organisations were active throughout the process to prepare the Rodriques MDG report and subsequent development plan. This level of involvement is expected to continue through implementation of the plan (Matthews and Flore-Smrecznjak, 2005). In Thailand, civil society leaders were among the Cluster Champions that helped drive the planning and implementation process there (Bjorkman, 2005).

5 A framework for localisation in the OECS

There is no template for developing a local MDG agenda, precisely because it is not a new agenda, but a process of convergence between development policies at various levels. Indeed, localisation varies greatly between countries, both in terms of the processes (who does it, how is it done, within what type of policy framework?) and the contents (local targets and indicators, and specific linkages to local policies). While some countries, such as Jamaica, have integrated the MDG agenda into their national social policy, others, like Guyana, have used the PRSP. Some countries have developed discrete MDG agendas, such as Thailand's MDG-Plus process or the Vietnam Development Goals. It is important for countries to identify the method that works best in their national context, given ongoing processes, existing opportunities or opportunities that may be created, and available human resources and capacity.

The PRSP processes in both St. Kitts and Dominica have both been identified nationally as appropriate vehicles for a localised MDG agenda. IPRSPs and national social policies, as in the case of St. Lucia and St. Vincent and the Grenadines, or national development planning processes such as that being undertaken in Grenada, could provide similarly suitable bases.

Recognising that there is no set way of going about localisation, the principles and strategies below are suggested as guidelines rather than directives.

5.1 Guiding principles

- Alignment and integration: A national MDG agenda should be aligned with, and integrated into, existing or intended policy and planning instruments and processes insofar as possible, rather than have new processes developed exclusively for it.
- Participation and collaboration: A national MDG agenda requires the participation of a range of actors within and outside of government for its successful implementation. Participatory and collaborative processes build ownership and stakeholder buy-in.

- Transparency and accountability: Like participation, these are important for building ownership and are aspects of a good governance agenda that allows for stakeholder participation in, and review of, public policy.

5.2 *Outputs and outcomes of localisation processes*

The focus of a localisation process should be on the participatory formulation of targets and indicators that are applicable to local needs and conditions, and on the identification of linkages between existing and proposed national, regional and international policy instruments. To be meaningful, localised agendas should be simultaneously realistic in scope and ambitious in nature.

A localised MDG agenda contributes to developing:

- time-bound and quantified national targets and indicators that are relevant to local needs and conditions and at the same time consistent with global and regional policy, including the MDGs; and
- demonstrated and functional links between national policies, programmes and actions and the achievement of the MDGs.

On this basis, the localised agenda produces the following outcomes:

- increased understanding and commitment of national and international policy objectives among all stakeholders;
- increased participation by stakeholders in policy and programme formulation, implementation and review;
- improved and simplified monitoring and reporting mechanisms that allow countries to meet their international commitments while generating information that assists them in policy-making and resource mobilisation; and
- enhanced policy coherence and consistency.

5.3 *Strategies and actions*

5.3.1 *Step 1: Laying the groundwork – initial planning*

a. Information and data gathering

- Conduct an MDG audit to establish a baseline and identify:
 - departments and agencies that have been integrating the MDGs into their work or planning instruments, and how this is being done;
 - civil society and private sector organisations that have been working to an MDG agenda and main activities in this regard;
 - national policy documents and sectoral initiatives (health, education, etc.) attempting to localise the MDGs;
 - existing policy statements that are relevant to the MDGs, including international agreements; and
 - existing targets and indicators.

Box 5. Partnership with the private sector

The Caribbean MDG Business Initiative 2005 is one example of how the private sector is actively looking to contribute to national development agendas by engaging in 'development-oriented business practices'. The Initiative seeks to facilitate the exchange of experiences in multi-sector partnerships to foster and promote innovative, alternative collaboration in support of development-oriented business practices and the pursuit of the MDGs in the Caribbean (UNDP, 2005b). The Barbados Social Partnership is a model for cross-sectoral dialogue and consensus building in the interest of national development.

The Philippine Business for Social Progress - Center for Corporate Citizenship has established the Philippine Business Response to the Millennium Development Challenge in collaboration with the National Economic Development Agency, UNDP and the Office of the UN Resident Coordinator to garner support from the Philippine business community for achievement of the country's MDG targets. Based on the premise that achieving the MDGs makes good business sense because a 'prosperous, healthy and sustainable community forms the foundation of a thriving business sector and poverty, environmental degradation or illiteracy weakens the base on which a company stands', the group advocates that the private sector must 'manage the costs and risks of doing business' including by investing in development. Philippine Business for Social Progress has prepared a list of action points in support of companies' commitment to the MDGs, developed through a series of multi-stakeholder 'square table discussions' involving business, civil society, government and multi-lateral development agencies. Participating businesses are required to sign a Statement of Commitment (Philippine Business for Social Progress website, http://www.pbsp.org.ph/mdg_intro.htm).

- Identify the stakeholders to ensure that all concerned parties are involved. Such a stakeholder identification exercise is critical to the process, to generate broad-based participation and commitment and to avoid the exclusion of important groups or sectors. A stakeholder identification exercise would typically follow a number of guidelines:
 - while the range of people and institutions concerned with MDG localisation is very broad, the primary stakeholders in a national process towards MDG localisation would include all the individuals and groups that have:
 - specific mandates and responsibilities in the domains covered by the MDGs;
 - specific roles and experiences in setting development targets and managing development processes;
 - knowledge and expertise in the various fields and disciplines relevant to the MDG;
 - stakeholders would therefore include individuals and groups in government, in the private sector and in civil society;
 - institutions that should be brought into such a localisation process include local and national actors, but also external agencies, regional universities and development partners;
- Undertake a stakeholder analysis, focusing on all stakeholder groups, to understand their:
 - knowledge and awareness of MDGs;
 - perception of usefulness and relevance;
 - potential role in MDG localisation process; and
 - potential role in MDG achievement

The stakeholder analysis will also provide important base-line information.

b. Stakeholder mobilisation

- Secure high-level commitment to the process, including formal recognition of the process by the government, and commitment to the resulting plan and institutional arrangements for implementation. It is important for the head of government and the Cabinet of Ministers to demonstrate their commitment and support publicly. Advocacy strategies around the process should also target senior officials in line ministries, such as permanent secretaries and directors of divisions as well as leaders in civil society and the private sector. One concrete way of demonstrating governmental support could be the designation of an MDG champion within the administration.
- Forge partnerships across the public sector and with non-state actors such as civil society and the private sector for programme design and delivery. While the tradition of social development partnerships with civil society is well established, it is important to nurture and develop new modalities for partnership with the private sector and capitalise on increasing imperatives for corporate social responsibility. (See Box 5.)

c. Establishment of coordinating mechanism

- Identify a focal point to animate and coordinate the planning process. Experience from other countries suggests that locating this function in a ministry with a central and centralising policy function, such as finance, planning, the office of the prime minister or the cabinet office, facilitates the challenging task of coordination across line ministries.
- Establish a coordinating body, such as a strategy group, with representation across sectors and stakeholder groups and clear terms of reference. The primary function of the strategy group would be to guide the process, with support from the focal point.
- Clarify roles and responsibilities of new and existing actors during the planning phase. Planning activities will take place against the backdrop of existing institutional arrangements in respect of the MDG agenda, whether these came into being by design or default it is important for them to support and not undermine the planning process.

5.3.2 Step 2: Setting out an agenda and implementation plan

a. Stakeholder consultation

- Undertake an iterative, broad-based, participatory and consultative process to develop a national MDG localisation agenda. The process should seek to build consensus and allow for input from stakeholders within and outside of government, including communities, civil society and private sector organisations and local government authorities where they exist. Line ministry participation should not be limited to those within the social sector, but should include all ministries, given the interplay between social and economic policy and the need for multi-faceted approaches to bring about poverty reduction. The results of the audit and stakeholder analysis should inform the consultation process. The findings of the stakeholder analysis will help determine the level of sensitisation required prior to the start of the process in order to facilitate meaningful stakeholder participation. Where countries have prepared national reports on the MDGs or other social development reviews, such as Country Poverty Assessments and Social Protection Reviews as in the cases of Belize, St. Lucia and Grenada, these should also be fed into the process. It will be important for a timetable for this endeavour to be established at the outset and for it to be made known to all participants in the process.

- Tap into collective wisdom – establish thematic groups to support the work of the strategy group and examine sector-specific concerns in depth and formulate recommendations. Experience has shown that the use of thematic strategy groups not only facilitates getting the work done, it also contributes to increased buy-in and ownership among stakeholders. The composition of the strategy and thematic groups is of critical importance to ensure an appropriate mix of individuals who are committed to making the time to participate, and consider their contribution to the work of the committees relevant to their substantive duties rather than incidental to them.
- Develop a common vision, to ensure that the localisation process is based on a shared development perspective and on a common set of development goals. While some countries already have well articulated development visions, others would require that this localisation process begin with some sort of visioning process.

b. Iteration of agenda and implementation plan

- Build in mechanisms for transparency and information sharing. This includes developing a communications strategy and establishing, at the outset, norms for facilitating information and feedback flows between all stakeholders and the central co-ordinating mechanism. The strategy should identify primary and secondary audiences, the level and type of information they require and mechanism for reaching them. It should include a public information component; such campaigns can usefully encourage buy-in at early stages of the process as well as contribute to building ownership among more general audiences.
- Clarify institutional arrangements for all aspects of implementation of the plan to ensure coherence and coordination across line ministries and between the government and non-state actors. It is important to recognise that any deliberate and systematised process of local adaptation of the MDGs will take place against the backdrop of de facto arrangements and roles carved out by motivated organisations (and individuals) in the absence of an overarching framework with attendant institutional arrangements. Pre-existing roles and functions will have to be rationalised in the face of new, formalised institutional arrangements, and like any change management process, this needs to be handled sensitively.
- Develop an implementation plan that translates the overall agenda into manageable work plans and that allows for ongoing monitoring and review and adjustment of strategies and actions as necessary.
- Include development partners and UNDP in the planning process, given their role in financing related initiatives and their experience and expertise in these domains. Early participation of this interest group builds their understanding of the national process and supports technical and financial resource mobilisation.
- Identify financial and other resource needs and develop a strategy for meeting them. It is important for the planning or agenda-setting process to include developing an expenditure framework that will feed into the national budget process to ensure the necessary economic and financial inputs for implementation.
- Obtain Cabinet approval for the resulting plan and endorsement of the institutional arrangements for its implementation as part of the process of ensuring high-level commitment.

- Put in place procedures for policy transition to integrate new policies and plans and accommodate pre-existing policies and strategies. The JASPEV policy review process, which facilitated phased policy compliance, could be instructive in this regard.

5.3.3 *Step 3: Monitoring and evaluation (ongoing over life of implementation plan)*

a. Mechanisms for regular review

- Introduce mechanisms for regular review as part of the monitoring and evaluation process. In making these provisions it is important to ensure that the projected review cycle is realistic, given human and other resources as well as the time needed to make meaningful observation of trends. A set periodicity should be established for reviews. Results of reviews should inform the implementation plan and adjustments to activities made accordingly.

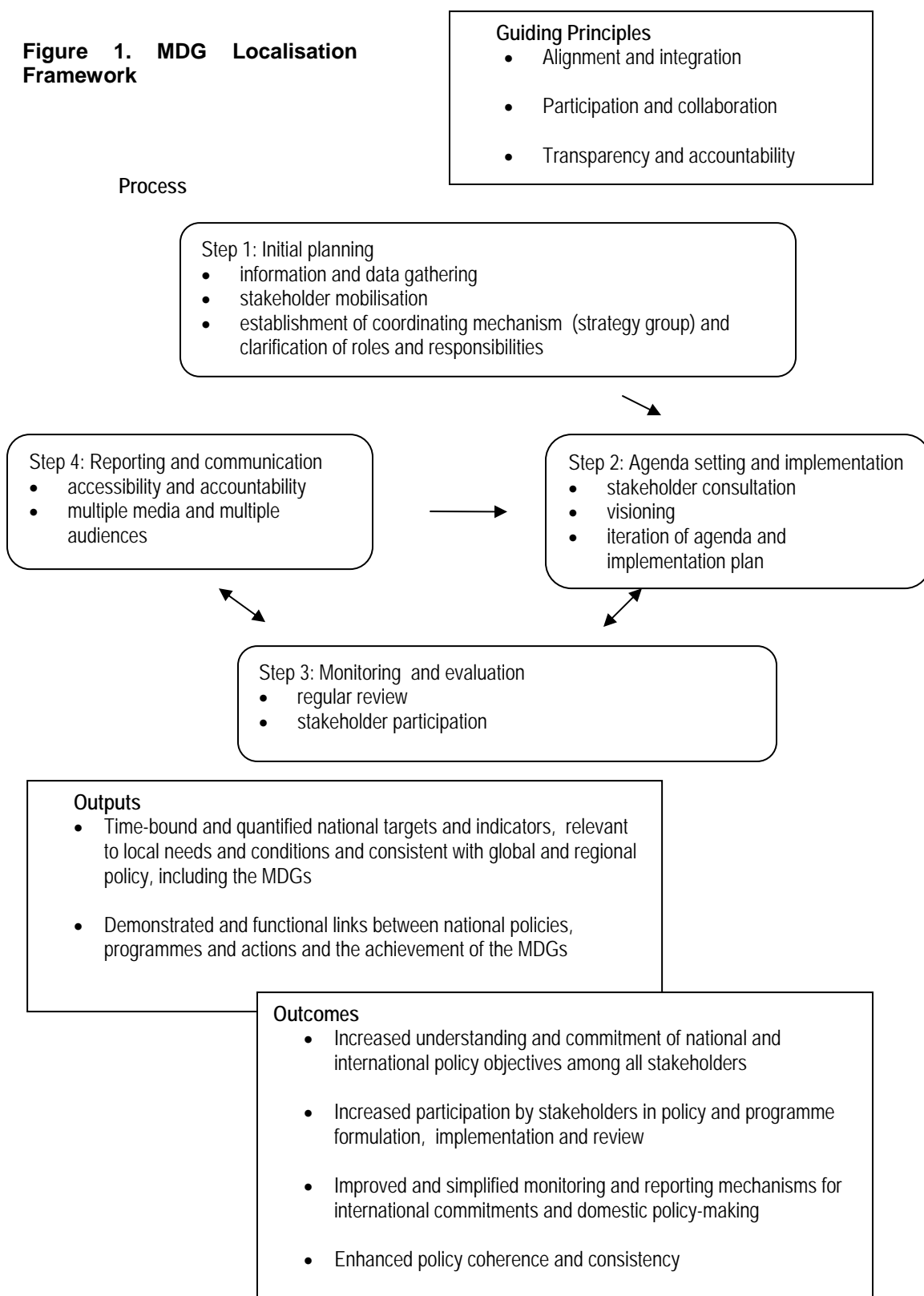
b. Stakeholder participation

- Make provisions for broad-based stakeholder participation in monitoring and evaluation processes. The JASPEV TWG in Jamaica provides one model of how this can be done. Stakeholder participation at this stage of the cycle helps ensure continued relevance of interventions and contributes to building ownership.

5.3.4 *Step 4: Reporting and communication (ongoing over life of implementation plan)*

- Ensure that all information, reports and documentation can be accessed by relevant stakeholders, implementing agencies as well as the general public. Accessible information is important for ownership and buy-in. Making information available on a timely basis and in formats that can be easily understood by multiple audiences is an element of accountability.
- Counter the prevalent trend of reporting upwards to the Cabinet, donor agencies and international organisations and ensure that information flows to all involved in implementation of the plan, including technocrats in line ministries and non-governmental stakeholders, as well as the general public. Reports should be adapted to different audiences and media and information should be made accessible to general audiences. Feedback mechanisms should be used to inform the monitoring and evaluation process.

Figure 1. MDG Localisation Framework



6 A framework for regionalisation of the MDGs in the OECS

Setting development goals and targets is, above all, a policy process that must be guided by national institutions, working individually and collectively. The MDGs represent the commitment of the international community, and the purpose of any localisation process is to translate this commitment at the local level and to make it consistent with existing or proposed local commitments. As illustrated by this report and by numerous other studies, situations differ significantly from country to country and, even in a small sub-region such as the eastern Caribbean, there are significant differences that demand that localisation processes be tailored to local needs and conditions. The emphasis of localisation efforts in the sub-region should therefore be at the national level.

Regional approaches to the MDGs can, however, add value to national efforts through region-wide policy initiatives and processes and through direct support to national programmes. Ongoing regional programmes in support of the MDGs in the Caribbean, in addition to the OECS project to support localisation in Member States, include the following:

CAR/COM – support to develop data collection and statistical analysis capacity of national statistics offices through its programme on Social/Gender and Environment Statistics.

Caribbean Development Bank – support for ‘Caribbeanisation’ of the MDGs, including the development of Caribbean-specific indicators. The MDGs were an integral part of the Special Development Fund (SDF) 5 and one of the four broad themes of SDF 6 is ‘addressing the MDGS with further development of the MDGs as strategic benchmarks for SDF programming and a framework for monitoring overall progress of the development effort in collaboration with other development agencies and borrowing member governments’.

United Nations Development Programme – support for policy frameworks for the MDGS and other macro-level initiatives, including supporting the work of CARICOM and the OECS.

6.1 Strengthening regional policy processes

There are, however, a number of regional policy statements and commitments that could and should be synchronised with the MDG agenda. Among these, the most significant is the OECS Development Charter, and future reviews and updates of the Charter should use, at the regional level, the type of process suggested in section 5.3 above. Another important instrument is the St. George’s Declaration of Principles for Environmental Sustainability in the OECS, which in effect corresponds to MDG 7 (“Ensure environmental sustainability”), and which is currently being revised, taking into account the MDGs and other international and regional commitments.

Assuming that all Member States of the OECS are able to complete a national localisation process within a reasonably short time frame, it would be useful for the sub-region to organise a systematic review of its regional policy statements and development targets in order to incorporate the MDG agenda, define new targets and indicators, and streamline monitoring and reporting procedures. This process will, of course, need to be informed by CDB’s initiative to develop Caribbean-specific MDGs.

6.2 Support to national processes

Where regional initiatives are aligned with and informed by national priorities, they add value and allow for scaling up of efforts. The added value may be technical, financial or even political, where en bloc negotiations or advocacy can prove to be more effective than working unilaterally. For many donor agencies, regional approaches are an attractive, cost effective strategy for supporting national level initiatives. There are a number of examples from within the Caribbean and beyond that show how regional initiatives can support national processes.

The Pan Caribbean Partnership against HIV/AIDS (PANCAP) is an example of a successful, multi-sector, multi-level, region-wide partnership that has enhanced activities both at national and regional levels. PANCAP was formed in 2000 to scale up the region's response to HIV/AIDS through advocacy, coordination, resource mobilisation at national and international levels and increasing country-level human and financial resources to address the pandemic. While not established as a response to the agenda for the MDGs, its work is informed by this context. PANCAP's more than 70 members include governments, UN agencies, bilateral and multilateral organisations, regional and international organisations, networks of people living with HIV/AIDS, academic institutions, the private sector, and faith-based organisations. Within the network, partners are encouraged to work within their own 'mandate and areas of comparative advantage, while fostering an environment for partners to pursue their respective programmes in harmonised and coordinated fashion whenever appropriate' (UNAIDS and CARICOM, 2004:8). The partnership's success has been attributed to factors such as high-level political support, strong and vocal champions, and partners' ability to contribute from their strengths and recognise and build on differing capacities (UNAIDS and CARICOM, 2004).

Institutions in other regions have begun to look at how regional approaches can support the agenda for the MDGs. In the Asia-Pacific region, for example, the Asian Development Bank has partnered with the UNDP and the UN Economic and Social Commission for Asia and the Pacific (UNESCAP) to implement a regional technical assistance project in support of the MDGs. Approved in 2004, this regional MDG initiative aims *inter alia* to support improved policies and institutions and increase resources and capacities for MDG attainment in the region through two regional progress reports and supporting technical papers (Asian Development Bank, 2004). At an August 2005 Asia-Pacific regional ministerial meeting on the MDGs, participating ministers and delegates called for additional 'joint regional analyses in key MDG areas to support national policy formulation processes' and for the three organisations to support mobilisation of resources and technology (Regional Ministerial Meeting on the MDGs, 2005).

UNESCAP is also slated to develop a regional technical cooperation programme for localising the MDGs in urban areas. A policy paper currently being developed based on discussions at its October 2005 Fourth Asia-Pacific Urban Forum is expected to provide guidelines for this undertaking. Participants in the Forum suggested that appropriate actions by regional agencies in support of localisation of the goals in urban areas might include: awareness raising; facilitating city to city dialogues; fostering information exchange on good practice and new technologies; and supporting regional research as well as capacity building at national level (UNESCAP, 2005).

6.3 Guiding principles

Regional initiatives in support of the MDGs should add-value to national processes and contribute to the scaling up of efforts. Regional institutions need to be mindful of the great influence that they can wield on national processes and should consequently take care to ensure this influence does not overshadow or skew national priorities. Against this backdrop regional initiatives should be:

- Based on local needs, in order to reflect national priorities and actual needs.
- Collaborative and participatory, actively involving national partners in the needs assessment process and programme design, as well as in the elaboration of strategies for implementation, monitoring and review.
- Appropriate to national capacity to facilitate engagement and participation by partners at a level which will not place undue burden on national structures.
- Linked to national structures and processes to avoid duplication of effort and the creation of parallel processes, as well as to maximise the use of resources. Initiatives that are not linked to national structures risk being marginalised or perceived as working to an external and competing agenda.
- Coordinated and complementary to avoid duplication of effort among regional actors and to maximise the efficiency of human and financial resources.

6.4 Strategies and actions

In the short term, the priority for the OECS Secretariat at the regional level should be to support national processes by:

- securing firm commitments from Member States that they will develop a localised MDG agenda and that they will use similar approaches in doing so;
- providing technical assistance to localisation processes in individual countries, and assisting with the mobilisation of required financial, technical and human resources;
- ensuring that the inputs of the various regional and international actors are compatible, mutually reinforcing and properly coordinated; and
- documenting and disseminating lessons learned and practices developed.

Specific actions in support of a regional agenda for the MDGs should include:

- Conduct an audit of relevant OECS programmes and projects, such as the Education Development Project, to ascertain the extent to which they have been supporting a MDG agenda and how this might be enhanced.
- Convene a regional meeting to share findings of OECS-commissioned regionalisation reports and foster commitment within the sub-region to a locally adapted MDG agenda

- Support Member States to review their MDG localisation experiences and develop locally adapted agenda through the provision of technical, human and financial resources as needed.
- Facilitate localisation processes within specific sectors, as is currently being done with the St. George's Declaration of Principles for Environmental Sustainability in the OECS, with a view to make regional instruments consistent with the MDG agenda while retaining a focus on regional issues and priorities.n

Ensure that the commitment to the achievement of the MDGs and to their translation into locally-relevant and applicable targets and indicators is enshrined in the OECS Economic Union Treaty

7 Conclusion

If the Eastern Caribbean is to capitalise on the agenda for the MDGs to improve the quality of life of the region's people between now and 2015, OECS Member States will have to develop and implement systematic and intentional national agendas in support of the goals and their targets that are linked to, and aligned with, national policies, processes and programmes. To make the global agenda meaningful, Member States will have to adapt the targets and indicators to reflect their reality and context. In many cases, this will require going beyond the global agenda and using it as a springboard rather than a ceiling. Local agendas for the MDGs require broad-based stakeholder participation in planning and implementation to increase national ownership and ensure relevance. Efforts at national level can be supported by region-wide initiatives that respond to country-level needs and priorities and complement national actions and other regional and international processes and programmes.

Localised agendas for the MDGs can contribute to social development and poverty reduction in OECS Member States and the OECS Secretariat, working in concert with national governments and other regional development agencies, can usefully support this process.

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Appendix 1: Local adaptation of the United Nations Millennium Development Goals in the Commonwealth of Dominica

1 Social development policy making in Dominica

1.1 Context

Dominica does not have an overarching social policy framework, but a recent study of the status of social policy and social development programmes in the Member States of the Organisation of Eastern Caribbean States (OECS) found evidence of integrated planning, which brings together key social agencies as well as social and economic agencies. An Integrated Development Plan which was initiated in FY 2003 – 04 is pending completion. The country is currently undergoing a public sector reform, one of the objectives of which is to harmonise policies in key social sectors. It is also set to prepare a poverty map outlining the dimensions and dynamics of poverty in the country by locality and gender.

Dominica has a culture of participation in social development planning and programmes, which opens processes and programme implementation to non-state actors. The Ministry of Finance has attempted to ensure that Dominica's Fiscal Stabilisation and Adjustment Programme has not compromised social development.

1.2 Growth and Social Protection Strategy

Dominica's poverty reduction strategy forms part of its Growth and Social Protection Strategy (GSPS) for the five-year period 2005/06 to 2009/10. This document is currently being finalised for submission to the Cabinet of Ministers by the end of 2005. The joint assessment of the staffs of the World Bank and International Monetary Fund of the country's interim poverty reduction strategy paper (IPRSP), approved in 2003, encouraged the adaptation of the Millennium Development Goals (MDGs) to specific medium term targets relevant to the situation in Dominica and the development of appropriate indicators and targets. While the targets and indicators as articulated in the draft GSPS make no specific reference to the global goals, it is understood that the agenda for the MDGs informed the drafting process. It is further understood that the intention is to make the connection to the MDGs more explicit after the document has been approved by the Cabinet and it is taken back to communities.

In the absence of the Integrated Development Plan, the completed GSPS is expected to provide an overarching framework for planning in Dominica, driving sector plans and budgets, which in turn feed into the national budget. Whereas in the past the national budget process was driven by mid-term economic strategies, it has more recently been driven by the IPRSP, which will become defunct once the GSPS is approved and adopted. The GSPS is expected to increase coherence in sectoral plans. Some line ministries have multi-year strategic or action plans, in addition to annual corporate plans, such as the Ministry of Health and Social Security's Action Plan for Health Care in Dominica 2002 – 2006 and the National HIV/AIDS Strategic Plan 2002 – 2007. The public sector reform process is expected to contribute to the adaptation of a planning approach across line ministries.

The process of developing the GSPS attempted to foster buy-in to the plan at different levels; it included specially convened public consultations and drew on earlier consultative processes for the Integrated Development Plan and Country Poverty Assessment. The GSPS process included consultations within the public service and focus groups with non-state stakeholders, local authorities and field officers of decentralised ministries. A national workshop in January

2005 brought permanent secretaries, heads of regional organisations based in Dominica and heads of local umbrella organisations together to review and comment on the paper.

2 Local adaptation of the agenda for the Millennium Development Goals

Dominica has begun a process of localising the MDGs, notably through the work of the Social Indicators and Millennium Development Goals Committee and through plans being elaborated by the Ministry of Finance in the context of the GSPS. While there is no comprehensive national action plan for working to relevant targets, these two loci of activity have begun to drive a localisation agenda through data collection in the case of the former, and planning in the case of the latter. It also appears that the MDGs have influenced the budget process. For example, the public assistance budget was tripled three years ago and the MDGs were explicitly cited as the reason for doing so. The guidance to the Welfare Division regarding the use of the funds was to increase access to public assistance programmes to mitigate fall-out from Dominica's economic stabilisation and adjustment programme.

2.1 *Perceptions of MDG alignment with national social development policy*

Individuals interviewed who were involved in the emergent efforts to localise the MDGs appreciated how the agenda could be used as a tool for advocacy and policy development in support of national processes. Several of the interviewees not directly involved were, however, of the view that even without explicit connections, social development activities were taking place within the broad framework of the MDGs, and that the goals are consistent with national development objectives and priorities. Against the backdrop of universal primary education and the recently introduced universal secondary education policy, some informants commented on limited relevance of some of the goals to a country like Dominica.

2.2 *Understanding of localisation*

Localisation, or local adaptation, of the MDGs does not appear to be uniformly understood in Dominica. While many informants understood localisation to mean implementation of a national action plan for progress towards the MDGs, including adaptation of targets and indicators to the national context, some understood it to mean increasing public awareness and ownership of the agenda for the MDGs. It should be noted, however, that many of the people interviewed were members of one of two committees on the MDGs and would therefore have a better than average appreciation and understanding of localisation.

2.3 *Actions towards localisation*

2.3.1. *Social Indicators and Millennium Development Goals Committee and Core Committee*

As part of the CARICOM initiative to strengthen national statistic offices in Member States to collect, compile, analyse and disseminate social/gender statistics on a continuous basis under its programme on Social/Gender and Environment Statistics, a Social Indicators and Millennium Development Goals (SIMDG) Committee was formed in Dominica in May 2003. The CARICOM initiative encompasses data collection on the following themes: population; families and households; work; economy; education; health; crime; decision-making; poverty and information and communication technology.

The SIMDG Committee comprises representatives of 21 government departments, the private sector, international organisations and civil society. The Dominican SIMDG Committee is the only one with this cross-section of representation (CARICOM, no date). In keeping with the structure recommended by CARICOM, the committee is made up of both users and producers of data. The committee is chaired by the Chief Statistician and meets on a periodic basis, with apparently no set periodicity for meetings. The committee initially focussed on collecting data and compiling indicators based on the CARICOM instruments; the first data set has been submitted to CARICOM and a second is being prepared. The committee also developed standard national definitions for the terms urban, semi-urban and rural, which had previously been lacking.¹ In March 2005, members decided to form a smaller National Core Monitoring Committee to take on the responsibility of analysing the data and making policy recommendations. This is not an element of the CARICOM structure but rather an innovation of the Dominican committee. The SIMDG Committee now receives and reviews reports from the Core.

During the data collection phase, the Central Statistical Office worked closely with the line ministries, providing training and technical assistance to improve data collection tools as needed. The work of the SIMDG and Core Committees is supported by two officers from the Central Statistical Office and two additional officers are knowledgeable about the SIMDG initiative.

According to one senior official, the SIMDG and Core Committees consider themselves to be in the driving seat vis-à-vis the national MDG agenda and are ready to move forward and take on a sustained monitoring and evaluation role. The Caribbean Development Bank's work in developing region-specific targets and indicators is perceived by some officials to be lagging behind Dominica's efforts.

The decision of the larger committee to form the Core was based in part by the feeling that a smaller grouping could work more effectively on analysis and formulation of recommendations than the large committee. Additionally, not all members of the SIMDG Committee were available on a sustained basis. The extent of the functioning of the SIMDG National Committee since the creation of the Core is not clear: some of the members interviewed were either not aware of their membership on the committee, reported that they had become inactive, or had not attended either of the two meetings since the formation of the Core.

2.3.2. National Core Monitoring Committee

Formally constituted in May 2005, the Core Committee comprises nine members drawn from the Ministries of Community Development, Education, Finance, Health as well as the Police Criminal Department, the Central Statistical Office, an international organisation⁵ and a non-governmental organisation (NGO). The committee is chaired by the NGO representative, members having decided that a chairperson from outside the government would have more latitude than a civil servant. While several of the organisations represented on the Core Committee also sit on the SIMDG National Committee, some new members were co-opted to the former. Working with line ministries, the committee has analysed data and made recommendations in the areas of education, health, population and family, and poverty. These have been summarised in a report that was prepared in November 2005. The Chief Statistician reports that the process of compiling data on the MDGs has supported and facilitated data

⁵ At the time of writing this committee member had retired but continued to serve in her individual capacity.

reliability and accuracy as her office has been provided opportunities to make data consistency checks.

The committee has decided to attempt to secure political buy-in at the highest level by taking its recommendations first to the Prime Minister and then the Cabinet, before making them widely known to other stakeholders in the public service and beyond.⁶ It is also seeking to have its status formalised as a standing committee on the MDGs. The report apparently suggests Dominica-specific targets and indicators based on the analysis of the data and makes recommendations on how to take forward the agenda. Against the backdrop of the committee's decision to secure political commitment for the document and its work, and its chosen strategy to do this, the report was not made available for review at the time of writing. It is therefore not possible to comment on the recommended targets and strategies.

It would appear that the Core Committee has gone beyond the statistical role its parent SIMDG Committee was created to play to take on a policy influencing and advocacy function. In gaining formal recognition, the Core Committee is aiming to consolidate its role in analysing indicators and formulating recommendations, assume roles in monitoring and evaluating progress against set targets and recommendations, as well as provide representation in MDG-related matters. The committee further envisages the integration of its recommendations into the GSPS, national budget and sector corporate plans by FY 2006 – 07. It is preparing a national report on the MDGs for publication in early 2006.

2.3.3. Growth and Social Protection Strategy

The Ministry of Finance has assumed responsibility for incorporating the MDGs into the GSPS, which is expected to provide an overarching social policy framework. The monitoring and evaluation framework for the GSPS will also be used for the MDGs. The Planning Unit within the Ministry of Finance will have oversight of this activity. By FY 2006, it is anticipated the GSPS and MDGs will inform sector strategies and corporate plans.

2.3.4. OECS localisation report

The Social Policy Unit (SPU) of the Secretariat of the Organisation of Eastern Caribbean States (OECS) commissioned a national report on localisation of the MDGs in July 2005. The document provides a status update of Dominica's progress towards achieving the MDGs based on the global target and recommends goals and targets adapted to the national context. The preparation of this document has been perceived as an external initiative and in competition with the national process. Indeed, the consultant has reported some difficulty in gaining access to data and information from the Central Statistical Office. The Chief Statistician has indicated that some of the findings of the OECS-sponsored report differ from those of the Core Committee.⁷

The lack of coordination between the national work and OECS project was raised at a national workshop on the MDGs and the parties involved indicated that efforts would be made to reconcile the two. This, however, points to a broader issue related to the need for coordination and synergy between regional and national processes.

⁶ The committee has made attempts to meet with the Prime Minister, but up until late November 2005, had not managed to secure an appointment.

⁷ The authors understand that since the field research was conducted for this paper, measures have been taken to reconcile the findings of the OECS-sponsored paper with those of the Core Committee.

2.3.5. National workshop on localisation of the MDGs

On 1 December 2005, the Ministry of Community Development, with support from the OECS Secretariat, hosted a national workshop on localisation of the MDGs. This activity provided a forum to begin discussions on developing a localised MDG agenda for Dominica. While participants displayed an encouraging level of interest and enthusiasm, the activity served to raise awareness of the work of the SIMDG and Core Committees, as well as of some of the findings of the OECS-commissioned report, rather than to begin framing and outlining the components of a national agenda. Burgeoning discussions in this vein were pre-empted by indications that the issues being raised were addressed by the Core Committee's report and recommendations, which could not be made public prior to being presented to the Prime Minister. Sensitivities to this notwithstanding, this rendered the activity less useful than it might otherwise have been had a more open exchange of information been facilitated. Copies of the draft OECS report were not made available to participants in advance of, or at, the meeting and consequently an opportunity for feedback on the report was missed. The meeting did, however, usefully address concerns about the lack of coordination between the national process and OECS/Ministry of Community Development process, as well as set the stage for further discussions with stakeholders. As the process moves forward, it will be important to involve additional actors, including local government representatives. The absence of this group from the process so far is striking, and it should not be assumed that participation by technocrats from the local government unit can substitute participation by elected local government officials, who have a key role in driving community level development processes. There is also a need for representation from the island's indigenous Carib community where, according to the recent poverty assessment, there is a 60% poverty rate.

3 Lessons learned from the SIMDG and Core Committees

3.1 Elements of the successful functioning of the Core Committee

Members of the committee who were interviewed as part of this review indicated that the committee has functioned well for the following reasons:

Composition and size of the committee: most of the members are involved in data analysis in their institutions and therefore see their participation in the committee as germane to their substantive duties rather than incidental. Departments were invited to nominate their representatives on the committee, but in some cases, particular officers were suggested by the Central Statistical Office to ensure that representation would be at a level appropriate to the work of the committee. The inclusion of a key macro-level planner has been found to be useful in developing recommendations and strategies and ensures a linkage with the planning activities spearheaded by the Ministry of Finance. With only nine members, the size of the committee is considered manageable.

Opportunities for cross-fertilisation: as members are drawn from different departments and agencies there are opportunities for cross-fertilisation across sectors that have been found to be valuable. For example, the Gender Affairs Division, which has one representative on the Core Committee and another who is the deputy chairperson of the SIMDG Committee, has been able to use its membership in both groupings to get gender issues on the agenda in key areas where it otherwise might have had less influence.

Ownership of the process: committee members determined procedures and organisation of its work and this has helped foster ownership. Moreover, committee members recognise the potential of the MDGs as an advocacy and operational planning tool in the area of social development, in the context of a growing appreciation within the country of the need for evidenced-based policy making.

Nature of the work of the committee: the technical, rather than administrative, nature of the work of the committee has allowed for intellectual engagement that members find stimulating. The work being done at committee level has on occasion fed into the members' institutions. The Gender Affairs Division, for example, was able use data and analysis from the committees in its ongoing process to prepare a national gender policy.

Leadership and communications: the process is animated by the Central Statistical Office, which a number of interviewees indicated enjoys good relations with other departments and is perceived by some to be neutral. Some interviewees felt that through its role in this process the profile of the Statistical Division has been raised. As part of her work to animate the process, the Chief Statistician has taken a personal approach to convening meetings and keeping members informed. The effectiveness of the chairperson also contributes to the smooth running of the committee. The chairperson and the Chief Statistician work closely together.

Length and schedule of meetings: meetings last 1.5 hours on average and are held as required; they are not perceived to be too frequent or unnecessary. Adequate advance notice of meetings is provided.

3.2 Challenges and shortcomings

There are, however, some challenges and shortcomings related to the work of the SIMDG and Core Committees, including the following:

Committee work known by small circle only: while it appears that the Core Committee has functioned well, it seems that its work and that of the SIMDG National Committee are not well known beyond a small circle of technocrats. Those persons interviewed for this report who were not part of either committee were either unaware that they existed or felt that they were not functional. Additionally, as mentioned in section 2.3.1 above, some members of the SIMDG Committee are seemingly unaware that they sit on the committee or report they have not been active.

Inadequate mechanisms for information sharing: it would appear there has been inadequate sharing of information by the committees; while completed data sets have been distributed to senior officials in line ministries, this has not been accompanied by analysis or recommendations, which some stakeholders expected would have been done. While the Committee's desire not to pre-empt its meeting with the Prime Minister by disclosing the contents of the report is recognised, a proprietary attitude to information could work counter to building an inclusive process that goes beyond its membership. A truly national agenda for the MDGs requires buy-in and commitment from stakeholders beyond the two committees; transparency and inclusiveness are important for building this.

It is also not clear how information from the sectoral representatives is fed back to their constituents and colleagues. It appears this depends very much on the will of the individuals involved. While the NGO representative on the Core Committee is listed as an affiliate of the national NGO umbrella group, colleagues interviewed seemed unaware of his work in this area.⁸ Now that the international agency representative is no longer with the institution she was associated with when she joined the committee, it is not clear how information is being fed back to that constituent grouping.

Gaps in stakeholder representation: while attempts have been made to assemble broadly representative groupings in both committees, the absence of representation from agencies that deal with the natural environment is notable on both committees. It is understood that measures are to be taken to address this deficiency.

Persistent data gaps and challenges to collection: the successes in data collection and validation by the committees notwithstanding, there remain data gaps in areas relevant to the MDGs notably on health, education, the environment and poverty. It has been noted that the Core Committee has identified strategies for collection of some the additional data needed. There are, nevertheless, concerns related to the capacity of staff in line ministries to collect data as well as to the lack of management of information systems in some areas, such as the Ministry of Community Development. As indicators related to MDGs 7 (ensure sustainable development) and 8 (develop a global partnership for development) were not part of the CARICOM programme, they have received less attention than the others to date.

4 Deepening the localisation process in Dominica

The process of localising the MDGs in Dominica is fairly new; notwithstanding the technical work of the SIMDG and Core Committees and the planned policy activities within the Ministry of Finance, there remains need for a consensual, localised MDG agenda with Dominica-specific target and indicators. The work of the SIMDG and Core Committees will contribute important data and analysis for this exercise and has helped set the stage for it. A guiding principle for further localisation should be to build on existing programmes and processes.

4.1 Further institutionalise the localisation process

It is important for the localisation process to have a driver or champion within the public service, with primary responsibility for the overall planning process and for coordinating implementation through line ministries. This coordinating role should be located within a policy coordinating body, such as the Planning Unit, which will have oversight of the monitoring and evaluation of the GSPS and MDGs.

Given the policy and advocacy role that the Core Committee envisages for itself, it could effectively serve as a strategy group that sets the vision, strategy and timeline for the localised MDG agenda. The current composition of the committee is too narrow for it to play this role effectively and it would therefore need to be expanded to include line ministry officials concerned with policy and planning and representation from local government, the

⁸ As this individual was not interviewed, it is not known whether or not he considers his membership on the committee as a representative of the NGO umbrella or of his home institution; in documentation about the Core Committee, however, he is listed as a representative of the umbrella organisation.

environmental sector, development partners and the private sector. The committee's current efforts to formalise itself and assume an officially recognised mantle are important to this function.

The work of the strategy group could usefully be informed by thematic working groups, building on the model that has been used for sectoral data analysis and the formulation of recommendations, whereby Core Committee members worked with colleagues in their line ministries before bringing findings to the main committee for further discussion and refinement.

It will be important to have a clear institutional arrangement clarifying the roles of, and relationships between, those agencies and departments that have been playing or expect to play a pivotal role in driving and setting a national agenda, such as the Central Statistical Office, the Ministry of Finance and the Ministry of Community Development. While the current division of labour between the Central Statistical Office and the Ministry of Finance works well, in the absence of formalised institutional arrangements there is no guarantee that it will continue to do so if there are any personnel changes.

4.2 *Broaden participation in the process*

With the caveat that the effectiveness of the GSPS consultation process has not been examined as part of this study for its effectiveness, it is recommended that a similar iterative, broad-based, participatory consultative process be put in place to develop a national MDG localisation agenda for Dominica. Such a process could be part of the planned activities to take the GSPS to stakeholder groups, including local communities. The work and thinking on localisation has been concentrated among a relatively small group of technocrats to date, but a sustainable national agenda requires the buy-in and participation of a range of actors operating at different levels, from planning, to implementation, through monitoring and evaluation.

4.3 *Increase transparency*

Related to point 3.2 above, is the need for information and analysis to be accessible and readily available to stakeholders, and for dialogue and debate to be facilitated on related issues with a view to informing programmes and their implementation. It is important for this information to be in the public domain. Public awareness activities in support of a national agenda will be important for both increasing transparency and broadening participation in the process.

4.4 *Develop a participatory framework for monitoring and evaluation*

Current plans are to integrate monitoring and evaluation of the national MDG agenda into the framework for monitoring and evaluating the GSPS. It will be important for this framework to allow for the participation of a broad group of stakeholders, including civil society, local authorities and the private sector.

List of persons interviewed

Mr Martin Anthony, Assistant Welfare Officer, Welfare Division, Ministry of Community Development and Gender Affairs

Ms Rosie Brown, Director, Women's Bureau, Ministry of Community Development and Gender Affairs

Ms Prayma Carrette, Chief Statistical Officer and Chairperson SIMDG Committee, Central Statistical Office, Ministry of Finance and Planning

Mr Samuel Carette, National Poverty Assessment Coordinator, Ministry of Finance and Planning

Mr Albert Cuffy, Secretary, Dominica Association of Local Government Authorities

Mr Eisenhower Douglas, Permanent Secretary, Ministry of Community Development and Gender Affairs

Mr Francisco Esprit, Social Partners for Action and Transformation (SPAT)

Mr Bernard Etinoffe, Executive Director, National Development Foundation of Dominica Ltd

Mr John Fontaine, Local Government Commissioner, Ministry of Community Development and Gender Affairs

Ms Doreen Francis, Chairperson, National Association of Non-Governmental Organisations

Dr David Johnson, Acting Chief Medical Officer, Ministry of Health and Social Security

Mr Davis Letang, Permanent Secretary, Ministry of Health and Social Security

Ms Andrea Marie, Project Coordinator, Persistent Organics Pollutant Project, Environmental Coordinating Unit, Ministry of Agriculture and Environment

Mr Stephen Nicholas, Statistician, Central Statistical Office, Ministry of Finance and Planning

Ms Rosalyn Paul, Coordinator – Programme Development and Research, Women's Bureau and Deputy Chairperson SIMDG Committee, Ministry of Community Development and Gender Affairs

Ms Lolita Raffoul, Technical Assistant, Persistent Organics Pollutant Project, Environmental Coordinating Unit, Ministry of Agriculture and Environment

Ms Matilda Royer, Chief Welfare Officer, Welfare Division, Ministry of Community Development and Gender Affairs

Ms Hyacinth Thomas, Chairperson, Dominica Association of Local Government Authorities

Ms Virginia Thomas, Statistician, Education Planning Unit, Ministry of Education

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Appendix 2: Local adaptation of the United Nations Millennium Development Goals in the Federation of St. Christopher and Nevis

1 Policy making in support of poverty reduction and human development in St. Kitts and Nevis

1.1 Context

There are no clear or coherent frameworks or principles guiding social policy development in St. Christopher (Kitts) and Nevis. In the absence of an overarching policy, work in this area is guided by the annual corporate plans of the Ministry of Education, Youth, Community and Social Development and Gender Affairs and other sectoral planning frameworks as outlined in section 1.4 below. It has been suggested that in the absence of a comprehensive social development framework, precedent, rather than policy, is a major determinant of programmes and activities. The Department of Social and Community Development is, however, using the opportunity of a social protection review to begin to put relevant policy frameworks in place. The Department further anticipates that the Poverty Reduction Strategy and Action Plan (see section 1.2 below) will provide an overarching framework for the period 2005 – 2015, which coincides with the timeframe for agenda for the United Nations Millennium Development Goals (MDGs).

The social development and economic context in St. Kitts is influenced by the 30 July 2005 closure of the sugar industry, which has displaced up to 1,500 workers and will have implications for their families and communities. The findings of the 2001 Country Poverty Assessment regarding the levels and characteristics of poverty in St. Kitts and Nevis have kept poverty reduction squarely on the national agenda. However, it is not certain if all technical and political actors within the government have a clear understanding and appreciation of the role of all sectors in a poverty reduction agenda and the need for integrated approaches in this regard.

1.2 The Poverty Reduction Strategy and Action Plan

A Caribbean Development Bank-supported process to develop a National Human Development Agenda for social policy based on the United Nations Economic Commission for Latin America and the Caribbean model was initiated in January 2004 under the guidance of a steering committee comprising senior officials from all government Ministries, including all permanent secretaries. The decision to adopt the National Human Development Agenda approach was born out of a consultative process on the 2001 Country Poverty Assessment.⁹ The committee was tasked with developing a framework and process for elaborating a Poverty Reduction Strategy and Action Plan (PRSP) for St. Kitts and Nevis. The committee is chaired by the Permanent Secretary of the Ministry of Education, Youth, Community and Social Development and Gender Affairs and its work is co-ordinated by the director of the Department of Social and Community Development. The National Human Development Agenda model provides a multi-sectoral approach to poverty alleviation, premised on stakeholder participation in setting social development policy goals, objectives and targets.

Between January 2004 and July 2004, the National Human Development Agenda Committee conducted a series of workshops and consultations with stakeholders, including at community level, to ensure participation in the elaboration of the framework for the PRSP. Committee

⁹ St. Kitts and Nevis is slated to undertake a second Country Poverty Assessment in 2006, again with support from the CDB.

members were initially trained in the National Human Development Agenda approach; community leaders were subsequently targeted and then tasked with conducting consultations at local level on issues and priorities to be addressed within the PRSP framework. These consultations were held during June and July 2004. A first draft of the document has been submitted to the members of the National Human Development Agenda Committee for review and comment and a second draft is to be reviewed in December 2005. It is anticipated that the final PRSP will be submitted to the Cabinet of Ministers for approval in February 2006. Prior to Cabinet submission, it will first be reviewed by a technical group comprising committee members and representatives of the private sector and non-governmental organisations and then taken back to communities for validation. The Department of Social and Community Development is overseeing the elaboration of this document, which is being prepared by a national consultant. The draft PRSP seeks to integrate the MDGs by setting out agenda-driven targets that are specific to St. Kitts and Nevis. As the PRSP is in draft form and has not yet received approval by the Cabinet, it was not available for in-depth review at the time of writing.

The functioning of the National Human Development Agenda Committee has not been optimal; the busy schedules of Permanent Secretaries have apparently precluded their sustained participation and where substitutes have been nominated to sit on the committee, their participation has not always been consistent. This has been coupled with, or perhaps is a consequence of, the perception that poverty reduction is the purview of the Ministry of Education, Youth, Community and Social Development and Gender Affairs and not central to the agendas of other line ministries. The committee is not the driving force behind the National Human Development Agenda and PRSP as originally envisaged; this role has been assumed by the coordinator and the Ministry of Education, Youth, Community and Social Development and Gender Affairs.

1.3 *Medium Term Economic Strategy Papers*

In the absence of the PRSP, social development policy in St. Kitts and Nevis is guided, in part, by a series of Medium Term Economic Strategy Papers (MTESP) that set out policies and approaches aimed at sustaining growth and development in the Federation. The period covered by the 2003 – 2005 MTESP is coming to an end; the 2005 – 2007 MTESP is being drafted for presentation to the Cabinet for approval before the end of 2005. The Planning Unit of the Ministry of Sustainable Development is responsible for preparing this document and is provided sectoral inputs from line ministries. Its role appears to be one of coordinating inputs rather than overseeing or engendering policy coherence.

While the 2003 – 2005 MTESP makes no explicit reference to the MDGs, the 2005 – 2007 MTESP aims for alignment, acting on advice from the Caribbean Development Bank. The Social Planner in the Ministry of Sustainable Development was assigned to look at gaps between the MDGs and national policy, but it appears that this exercise was not completed due to lack of time. The 2005 – 2007 MTESP is informed by the Labour Party's Manifesto and is consistent with the objectives set out in that document. While previous MTESPs have been descriptive documents, the 2005 – 2007 Paper seeks to take a new approach to planning by ensuring that the articulated national targets are achievable in the macro-economic context. To this end, line ministries have been asked to cost out their action plans through 2007. As with the draft PRSP, the 2005 – 2007 MTESP is pending Cabinet approval and was not available for in-depth review at the time of writing.

1.4 Sectoral planning frameworks

Several line ministries and sectors have multi-year strategic or action plans, in addition to annual corporate plans. These include the following:

Ministry of Education, Youth, Community and Social Development and Gender Affairs
Gender and Development Plan 1996 – 2006
Long Term Education Plan 1998 – 2011

Ministry of Health
National Strategic Plan on HIV/AIDS 2000 – 2005

Nevis Island Administration
Integrated Strategic Plan 2001— 2005

A Poverty Reduction Action Plan was prepared for the Basic Needs Trust Fund (BNTF) in 2002/3. Additionally, a National Health Plan 2005 – 2010 is currently being elaborated, and plans are underway to develop a national gender policy. The Nevis Island Administration Integrated Strategic Plan is slated for review and evaluation prior to the preparation of a new strategic plan.

Several of the individuals interviewed indicated that their sectoral priorities and plans were also informed by Throne Speeches and Budget Addresses as well as by regional and international agreements and protocols, such as the Caribbean Cooperation in Health Initiative (CCH II) in the case of the Ministry of Health, and the Beijing Platform and the UN Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) in the case of the Gender Affairs Division.

The list of planning documents above is indicative, rather than exhaustive. Based on information obtained and perusal of those documents that were made available, none of the finalised plans above make specific mention of the MDGs or relate their targets and objectives to an agenda for the MDGs. However, the National Health Plan and the next Nevis Island Administration Integrated Strategic Plan are intended to be harmonised with the MDGs, as discussed in section 2 below.

2 Local adaptation of the agenda for the Millennium Development Goals

2.1 Perceptions of MDG alignment with national social development policy

There is a general perception among those persons interviewed for this undertaking who were familiar with, or knowledgeable about, the MDGs that even in the absence of explicit connections, social development activities are taking place within the broad framework of the MDGs, and that these global goals are consistent with national development objectives and priorities. Against the backdrop of the Federation's universal primary and secondary education policy and awareness of low levels of infant and maternal mortality, for example, some informants commented on limited relevance of some of the goals to St. Kitts and Nevis. Satisfaction with performance against the global targets can contribute to complacency in national adaptation in some sectors.

Knowledge and awareness of the MDGs was generally higher among the public sector employees interviewed than among persons from within civil society, with notable exceptions in each category. It has been suggested that awareness of the MDGs within the public sector did not occur until 2002 and in many cases, officials were initially sensitised through interactions at regional level. Anecdotal evidence suggests that the lag in civil society awareness is even greater.

2.2 *Understanding of localisation*

Localisation, or local adaptation, of the MDGs does not appear to be uniformly understood in St. Kitts and Nevis. Some informants in this study understood localisation to mean implementation of a national action plan for progress towards the MDGs, including adaptation of targets and indicators to the national context, while others understood it to mean increasing public awareness and ownership of the agenda for the MDGs.

2.3 *Actions towards localisation*

2.3.1. *Elaboration of the PRSP and 2005 – 2007 Medium Term Economic Strategy Paper*

Local adaptation of the MDGs is incipient in St. Kitts and Nevis. There is no comprehensive national action plan for working to the relevant targets and those documents currently being developed that seek to harmonise the agenda for the MDGs with national priorities are being elaborated in isolation of each other. The Poverty Reduction Strategy Paper (PRSP) is being developed out of the Department of Social and Community Development in the Ministry of Education, Youth, Community and Social Development and Gender Affairs, while the 2005 – 2007 MTESP is being prepared by the Ministry of Sustainable Development. The MTESP will be ready and approved in advance of the PRSP.

2.3.2. *National Health Plan 2005 – 2010*

At the same time, the National Health Plan 2005 – 2010 is being developed with reference to the MDGs and in the absence of an overarching MDG framework that has been developed and agreed across sectors and embedded in national development policy. The National Health Plan is also informed by regional initiatives, such as CCH II and is being with inputs and the participation of all categories of health workers.

2.3.3. *Social Indicators and Millennium Development Goals Committee*

As part of the CARICOM initiative to strengthen National Statistic Offices in Member States to collect, compile, analyse and disseminate social/gender statistics on a continuous basis under its programme on Social/Gender and Environment Statistics, a Social Indicators and Millennium Development Goals (SIMDG) Committee was formed in 2003. The CARICOM initiative encompasses data collection on the following themes: population; families and households; work; economy; education; health; crime; decision-making; poverty and information and communication technology. The now defunct committee was chaired by the Director of Statistics and met quarterly during 2003 and 2004. It did not meet in 2005. Sustained participation by members has been a key challenge to the work of the committee. Members were drawn from the relevant line ministries and included personnel responsible for producing data as well as users of the data. The committee developed relevant indicators, identified data gaps and put mechanisms in place to begin collecting the required data. This work has resulted in the modification of data collection tools through collaboration between the Statistics Division

and line ministries and helped establish the Division as a focal point for MDG-related statistical information. It has also, however, created the perception in some quarters that the Division has a wider mandate vis-à-vis the MDGs than it in fact does. The Division is part of the Planning Unit of the Ministry of Sustainable Development.

2.3.4. OECS localisation report

The Social Policy Unit of the Organisation of Eastern Caribbean States (OECS) Secretariat commissioned a national report on localisation of the MDGs in July 2005. This document provides a status report of progress towards the goals and suggests mechanisms or specific interventions that could contribute towards meeting each of the goals. This report was presented at a multi-stakeholder meeting on the MDGs on 19 October 2005, organised by the Ministry of Education, Youth, Community and Social Development and Gender Affairs, but has not been widely distributed among stakeholders in the government or civil society. None of the people interviewed for this project had seen the report, though some were aware of its existence. It appears the preparation of this report was not formally linked to the work of any of the national agencies involved in work on the MDGs and was largely perceived to be an external undertaking. The 19 October meeting was not as well attended as hoped as it clashed with a double funeral that several invitees were obliged to attend. Notably absent was a critical mass of technical officers. It is understood that while lively, the discussions at this meeting focussed on the status of progress towards meeting the MDGs, rather than on priority areas for action within the St. Kitts and Nevis context and appropriate national strategies and targets to be pursued. Much of the discussion was apparently dominated by participants' concerns about the potential impacts of the closure of the St. Kitts sugar industry.

2.4 Lessons learned: Challenges to localisation

2.4.1. No clear consensual national agenda vis-à-vis the MDGs

There is currently no nationally agreed MDG-based development strategy and the MDGs have not been systematically integrated into line ministries' planning processes. In the absence of a specific plan, any actions towards meeting the MDGs have been incidental, rather than intentional and more likely to have been driven by other frameworks and agendas, including those that informed the MDGs, such as the Dakar Framework for Action on Education for All. In the absence of a consensual, multi-sector national development strategy, individual attempts to localise the MDGs or embed them in sectoral plans will be fragmented and uncoordinated. Moreover, complacency regarding global targets and objectives and a perception of lack of relevance can translate into lack of ambition in national aspirations.

2.4.2. Lack of leadership and coordination

There appears to be lack of clarity regarding which agency is responsible for taking the lead in integrating the MDG agenda into national frameworks. Two departments (the Planning Unit and the Department of Social and Community Development) are currently developing documents that seek to embed the MDGs, but in isolation of each other and without reference to an overarching and agreed upon framework. Additionally, the Ministry of Health is seeking to develop its strategy in the context of the MDGs, and the Nevis Island Administration, through its Department of Statistics and Economic Planning, intends to prepare its next integrated development plan with reference to the MDGs.

There is, in some quarters, including within the Ministry itself, the belief that the Ministry of Education, Youth, Community and Social Development and Gender Affairs has primary responsibility for the MDG agenda, given its poverty reduction policy mandate. There is, however, also the perception that the responsibility lies with the Ministry of Sustainable Development, through the Planning Unit. Indeed, the coordination of the SIMDG Committee out of this Ministry has contributed to this perception. There is no clear procedure or rules of engagement regarding how the two agencies relate to each other on the MDG agenda and no explicitly agreed division of labour. The resulting ambiguity has created a vacuum of responsibility and a seemingly guarded sense of remit within each of the agencies. Within both camps there are questions regarding the capacity and suitability of which agency should drive the MDG agenda. More fundamental, however, is the underlying fact that the agenda is without an agreed and widely recognised driver or interagency champion responsible for coordinating work within a national MDG framework and for its integration with existing planning processes and programmes. Successful localisation of the MDG agenda requires visible, high-level political leadership and commitment as well as buy-in and ownership across sectors.

2.4.3. Fragmented planning processes in the public sector

Due to the highly decentralised planning processes in line ministries, although sector plans and strategies are being developed in accordance with national social and economic development priorities, they are not necessarily developed with reference to each other. Additionally, planning horizons and timeframes vary from agency to agency. The interconnected nature of the MDGs means that good progress in one area is often linked to actions and strategies in another. Where line ministries or agencies seek to integrate the MDGs in the absence of an integrated and coordinated planning process, opportunities for synergy and complementarity are not likely to be maximised.

Increased coherence in the planning process could be achieved through the introduction of similar planning horizons across the public sector; jointly defined targets and indicators, information sharing across sectors; joint programme development for mutually dependent concerns that cut across sectors. Coherence cannot be expected to emerge from a policy directive and would require a centrally located planner, ostensibly in the Co-ordinating and Planning Unit, to animate this process. Indeed, the establishment of this unit as part of the Public Sector Reform was intended to 'promote consistency in the policy initiatives of the various government agencies in an effort to improve the efficiency and responsiveness of government' (Government of St. Kitts and Nevis, 2003). Oversight of the PRSP will present an opportunity for increasing coherence.

2.4.4. Territorial attitudes within the public sector

Several respondents indicated that centralised approaches to management and decision-making and proprietary attitudes towards information and knowledge within the St. Kitts and Nevis public sector present obstacles to collaborative and transparent ways of working, both of which are required for developing and implementing a national, multi-sector agenda. The administrative divide between the two islands of the Federation should be noted here. While this is well known, it is an issue that would need to be acknowledged and addressed directly in any attempt to establish a national MDG agenda for the Federation in order to avoid duplication of efforts and ensure related programmes reach all the intended beneficiaries irrespective of island of residence. It has, however, been suggested that the territorial attitudes within the public sector go beyond the island divide and permeate throughout.

2.4.5. Data collection rather than national targets as a driver

Recognition of the need for evidenced-based policy and decision making in the Caribbean has provided the impetus for such initiatives as the CARICOM programme on Social/Gender and Environment Statistics. While the inclusion of the MDGs in this initiative has helped improve relevant data collection systems, there has been a focus on indicators and the production of data rather than on developing locally-adapted policy-based targets with corresponding indicators and implementing appropriate programmes. The name of the committee and perhaps a limited understanding by outsiders of its terms of reference have contributed to the perception that its function is broader than intended, as alluded to in 2.3.3 above. A committee of this sort has an important role to play with respect to the localisation process, but as currently constituted, it is intended to focus on data collection rather than on agenda-setting or policy and programme coherence. The terms of reference indeed include expanding the list of indicators, as needed, and promoting data collection in order to improve the information on new areas of concern and the committee is expected to make recommendations on priority actions to be taken based on the indicators, but this work needs to be informed by a national agenda rather than this committee being expected to provide it.

2.4.6. Persistent weaknesses in data collection

Notwithstanding the point made above, the collection of appropriate data to inform policy and programmes is an important element of any localised MDG agenda but there remain weaknesses in the St. Kitts and Nevis context. The following observations have been made about data collection:

- There is a need for training in data collection across line ministries and there is a lack of technical capacity and sufficient staff in some units.
- Data are not always collected regularly and submitted to the Statistics Division in a timely manner. The reasons for this include deficiencies in, or even the absence of, management of information systems, inadequate staffing levels in statistical/planning units in line ministries, and lack of trained staff. Additionally, when the reasons for collecting certain data are not well understood by those responsible for recording or gathering it, they are less likely to be committed to the task. Indeed, the data generation and management capacity of countries is generally not taken into account in externally-set targets and indicators, and this poses challenges for reporting.
- The work of the SIMDG Committee notwithstanding, not all data are disaggregated as needed. There are data gaps on the existing MDG indicators, notably those for Goals 7 and 8 and for some related to Goal 6.
- The 2001 Country Poverty Assessment provides a baseline for data on poverty and, another is slated for 2006, but there is a need for ongoing methods for collecting data on poverty.
- There is some duplication in the efforts of the statistics departments on St. Kitts and Nevis.

2.4.7. Putting regional carts before national horses

While regional initiatives often act as stimuli for national action, where there is no national process for external initiatives to build on or tap into, or where no provisions are made for such at the outset, there is danger of truncating national processes in order to meet external deadlines or adhere to external funding and other requirements. In the absence of a national policy and planning process, the SIMDG initiative of the CARICOM programme on

Social/Gender and Environment Statistics has unintentionally contributed to a narrowing of the MDG focus to statistics in some spheres and compounded the local ambiguity regarding where responsibility for the agenda lies. Similarly, Caribbean Development Bank guidance on integration of the MDGs into the MTESP has helped contribute to the situation where a parallel national MDG agenda is being articulated to that of the PRSP and in the absence of a multi-stakeholder consensual process. While neither external impulse was misguided or inappropriate, in the absence of a national process, the results have been less optimal than intended.

3 Opportunities for localisation

3.1 *Ongoing planning processes*

The PRSP presents the most obvious opportunity for harmonising a local MDG agenda with national policy, the February 2006 time frame for its completion notwithstanding. As this document is elaborated and reviewed, it will be important to ensure that its social development objectives are harmonised with a national MDG agenda. Further opportunities for integrating an MDG agenda into existing processes are presented by the sectoral plans that are currently being developed (health) or that will be revised in the next few years (gender, HIV/AIDS, Nevis Island Administration Integrated Strategic Plan). It will, however, be important for the sectoral plans to take their lead from a comprehensive action plan for the Federation.

3.2 *Closure of the St. Kitts sugar industry*

While the 30 July 2005 closure of the sugar industry is generally perceived as a threat to social development, it also presents an opportunity for aligning programmes and policies as new initiatives are put in place to address the needs of the former workers, their families and communities, and as additional funding becomes available. The Department of Social and Community Development is, for example, using the opportunity of a social protection review being undertaken in the context of the transition process to begin to put relevant policy frameworks in place.

3.3 *Regional initiatives*

Notwithstanding point 2.4.7 above, there are a number of regional initiatives aimed at developing regional coherence around the MDGs and improving national capacity to implement development strategies that are harmonised with the goals from which St. Kitts and other OECS Member States can benefit. These include:

CARICOM – support to develop data collection and statistical analysis capacity of national statistics offices through its programme on Social/Gender and Environment Statistics.

Caribbean Development Bank – support for ‘Caribbeanisation’ of the MDGs, including the development of Caribbean-specific indicators. The MDGs were an integral part of the Special Development Fund (SDF) 5 and one of the four broad themes of SDF 6 is ‘addressing the MDGS with further development of the MDGs as strategic benchmarks for SDF programming and a framework for monitoring overall progress of the development effort in collaboration with other development agencies and borrowing member governments’.

Organisation of Eastern Caribbean States – support for localisation processes in Member States.

United Nations Development Programme – support for policy frameworks for the MDGs and other macro-level initiatives, including supporting the work of regional organisations, CARICOM and the OECS.

4 Way forward

Guiding principles for elaborating a localised MDG agenda should include making the agenda relevant and responsive to the needs and conditions of the country, building on existing processes where feasible, and integrating both St. Kitts and Nevis in all initiatives to avoid duplication of efforts. In moving forward with a locally adapted agenda for St. Kitts and Nevis, the following is recommended:

4.1 Clarify institutional arrangements and identify a cross-agency animator for the MDGs

The existing lack of clarity regarding where responsibility for driving a national MDG agenda lies must be addressed head on. It is important for the agencies that have been playing a role in the various MDG-related activities (Ministry of Community Development, Statistical Unit and the Planning Unit) to come together and clarify their respective roles, how they will relate to each other and how the MDG agenda can be linked to ongoing initiatives and existing responsibilities. This could be done through an externally facilitated process involving the relevant officials in the three agencies and other stakeholders. Linked to this need for clear institutional arrangements is the need for a coordinator or driver with primary responsibility for the planning process and coordinating implementation through line ministries. This coordinator could usefully work to animate the process together with a multi-agency and multi-stakeholder committee, as described in 4.4 below.

4.2 Galvanise high-level commitment for a national action plan for the MDGs

The experiences of countries that have successfully adapted and integrated a national MDG agenda, such as the Dominican Republic and Thailand, suggest that a key element of success in this regard is commitment and leadership at the highest political levels. Prime Minister Dr. Denzil Douglas has taken on a public role in the region with regards to HIV/AIDS and in his public presentations he displays a commitment to the Federation's social development. This commitment can be harnessed in support of a MDG agenda that is integrated into the National Human Development Agenda.

4.3 Build coherence between existing initiatives to localise the MDGs in order to develop a comprehensive national action plan

The PRSP for St. Kitts and Nevis is expected to articulate goals and targets within an MDG framework that are appropriate to the Federation. It will be important to examine the extent to which this has been done during the PRSP review and validation process and for that process to integrate the work and thinking of those stakeholders that have been developing MDG-framed policy documents (Ministry of Health and Planning Unit) as well as other stakeholders. The elaboration of a national agenda and plan should be participatory and iterative, involving stakeholders from the government, civil society and private sector, much in the way the process for the National Human Development Agenda and PRSP did. In the face of the disparate

understanding among the sample of stakeholders interviewed for this report of what localisation entails, it would be useful for any national adaptation process to begin by building consensus on the need for local adaptation and a common understanding of what localisation would entail within the national context. The process to elaborate a national MDG agenda should include a training component to increase stakeholders' knowledge and awareness of how a localised MDG agenda could support social development goals. The February 2006 timeline for the completion of the PRSP notwithstanding, this process could begin as part of the PRSP review and validation and continue beyond. It will be important for the national plan to be a living document and for it to genuinely inform sector plans and initiatives. As the PRSP is expected to provide an overall social development policy framework that would inform sector plans and strategies, an embedded national MDG action plan would in turn inform planning processes and strategies within line ministries.

4.4 *Establish a strategy group to guide and support an integrated and localised MDG agenda*

A multi-agency and multi-sector strategy group, supported by thematic groups, could take the lead in guiding the consultative process and setting the vision, strategy and timeline for the national agenda. A reconstituted and rejuvenated National Human Development Agenda Committee could usefully perform this function. In reconstituting the committee, it will be important to look very carefully at its composition and the desired profile of members to ensure that representation is at the appropriate level, and that members are able to devote the requisite time to the work of the committee and see its work as being relevant to their substantive duties. It will also be important to include stakeholders from outside of government, notably civil society and the private sector, given their actual and potential roles in national social and economic development processes.

4.5 *Foster national ownership and buy-in to the agenda, through increased awareness within the public sector, civil society and the general public*

Beyond an iterative, participatory process for developing a local MDG agenda, there is the need to promote broad-based understanding of how the agenda can work for St. Kitts and Nevis and to create demand for the implementation of such an agenda. Implementation of an MDG agenda requires the active participation of stakeholders inside and outside of the government; indeed, the service delivery role of civil society organisations is important to implementation and the seemingly low levels of civil society awareness of the MDGs suggests that work needs to be done with this stakeholder group.

Within the public service, there is the perception, and attitude, that social development is the exclusive responsibility of the Ministry of Education, Youth, Community and Social Development and Gender Affairs, and while this is the Ministry with the policy mandate to address poverty and social issues, addressing poverty requires a multi-faceted approach that goes beyond the programmatic scope of the Ministry. It would therefore be important to develop an understanding of how the MDG agenda can facilitate an integrated approach to social development among Permanent Secretaries and other senior government officials in all ministries, not just those with an obvious connection to the MDGs.

4.6 *Establish a participatory monitoring and evaluation framework*

Any monitoring and evaluation framework being set up for the PRSP should be expanded to include the national MDG agenda and plan. It will be important for this framework to allow for

broad stakeholder participation, including that of civil society and the private sector. The data collection and analysis function of the SIMDG Committee will be important to the implementation of the plan and its monitoring and evaluation, in conjunction with qualitative assessments of progress.

List of persons interviewed

Ms Linda Adams, Permanent Secretary, Social and Community Development and Gender Affairs, Ministry of Education, Youth, Community and Social Development and Gender Affairs

Ms Jacqueline Armony, Executive Director, St. Christopher Heritage Society

Mr Sydney Bridgewater, First Vice President, St. Kitts - Nevis Trades and Labour Union

Ms Ingrid Charles-Gumbs, Director of Gender Affairs, Ministry of Education, Youth, Community and Social Development and Gender Affairs

Mr Hensley Daniel, Consultant

Mr Osbert DeSuza, Project Manager, Basic Needs Trust Fund

Mr Reginal George, Human Relations Officer, Sugar Transition Management Office

Mr John Guilbert, Executive Director, Nevis Conservation Society

Ms Beverly Harris, Director of Statistics, Ministry of Sustainable Development

Ms Berneese Herbert, Director, Department of Statistics and Economic Planning, Nevis Island Administration

Ms Salome James, The Change Centre, Nevis

Ms Marlene Liburd, National AIDS Programme Coordinator, Ministry of Health

Ms Jovil Martin, Director, Department of Social and Community Development, Ministry of Education, Youth, Community and Social Development and Gender Affairs

Dr Patrick Martin, Chief Medical Officer, Ministry of Health

Mr Terry Morris, Community Development Officer, Department of Social and Community Development, Ministry of Education, Youth, Community and Social Development and Gender Affairs

Ms Theresa Nisbett, Permanent Secretary, Ministry of Foreign Affairs, International Trade, Industry and Commerce

Ms Marguerite O'Brien-France, Coordinator, Community Nursing Services

Ms Lilleth Richards, Acting Director, Physical Planning, Natural Resources and Environment, Nevis Island Administration

Mr Howard Richardson, Director of Economic Affairs and Public Sector Investment Planning, Ministry of Sustainable Development

Ms Corinne Small, Finance Officer, Basic Needs Trust Fund

Mr Batumba Tak, General Secretary, St. Kitts - Nevis Trades and Labour Union

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Government of St. Kitts and Nevis. 2003. *St. Kitts and Nevis Medium Term Economic Strategy 2003 – 2005*. Basseterre: Government of St. Kitts and Nevis.

Appendix 3: Involving people in social policy: the experience of the Jamaica Social Policy Evaluation (JASPEV) project

As a contribution to its efforts towards the eradication of absolute poverty and towards the promotion of sustainable human development in Jamaica, the Government of Jamaica, in collaboration with the United Kingdom Department for International Development (DFID) has developed the Jamaica Social Policy Evaluation (JASPEV) project, for the purpose of involving all sectors of society in the review, evaluation and formulation of social policy. The establishment of JASPEV is one of the outcomes of the public sector reform initiative in Jamaica, and the project is part of an approach to change how social policy is formulated and delivered. Oversight of JASPEV lies within the Cabinet Office, with specific responsibility falling to the Public Sector Reform Unit and the Policy Analysis and Review Unit.

The project began with a series of consultations with institutions and geographic communities, aimed at soliciting views on the main symptoms and causes of poverty and at formulating recommendations for policy and action in social development. In response to the concerns expressed, the Government of Jamaica developed a policy framework structured around seven main areas: security, social integration, governance, livelihoods, environment, education and health. This commitment is expressed in a document entitled “Jamaica 2015 – a framework and action plan for improving effectiveness, collaboration and accountability in delivery of social policy”. The framework and action plan outline the following:

- a vision for the kind of society Jamaica aspires to being and achieving;
- a set of key policy goals which sum up a range of concrete outcomes or results which represent progress towards the realisation of the vision;
- a set of goals and objectives for changes in institutional systems and relationships which support the achievement of the policy goals;
- a framework for assessing progress over time towards the goals; and
- an action plan outlining a five-year programme of measures to strengthen the design and implementation of social policy with a view to achieving progress in relation to the outcome and process goals outlined.

The vision, policy goals, targets and indicators are presented below.

On the basis of this framework and this action plan, JASPEV has moved to establish processes and mechanisms to enable social policy priorities to be disseminated and carried forward effectively in Jamaica. Key activities include:

- monitoring of a wide range of social policy outcomes and social trends;
- establishment of a new social policy management system to improve coherence, participation and accountability in the process of policy formulation;
- implementation of five thematic action learning prototypes geared to delivering results in priority areas;
- strengthening of strategic planning and budgeting processes; and
- promotion of enhanced responsiveness to clients and capacity for institutional learning and change in key public sector institutions.

JASPEV's work is guided by the following principles:

- joined-up participatory governance – more public sector partnerships and collaboration as well as more input from civil society;
- new forms of institutional arrangements to provide more timely, flexible and effective ways of bringing about change; and
- evidence-based discussion around policy-design and delivery.

A Technical Working Group, comprising representatives of public and private agencies, academia as well as independent researchers is responsible for tracking national policy outcomes and preparing progress reports, which are published and made available to the public. In order to make the progress reports accessible to wider audiences, JASPEV intends to publish popular versions. The experience of the Technical Working Group, to date, has demonstrated the value of working across sectors and the resulting cross-fertilisation of ideas. The group's work has been challenged by insufficient data, and inadequate disaggregation of data, notwithstanding the good quality data available through such surveys as the Jamaica Survey of Living Conditions and the Labour Force Survey.

The JASPEV Project also includes the development of Action Learning Prototypes to monitor policy implementation on the ground through dialogues across the island with communities, technical experts and the political directorate. This space, or forum, is intended to provide an opportunity for communities, technical experts and policy makers to formulate strategies for solving national problems, based on evidence from experience.

Sources: www.jaspev.org and *Annual Progress Report on National Social Policy Goals 2003*. Jamaica Social Policy Evaluation Project.

A Vision for Jamaica in 2015

“A prosperous and dynamic Jamaica which upholds the fulfilment of human rights, dignity for all persons, as builds continual social progress based on shared values and principles of partnership. Minds are transformed and extraordinary results are produced in this the most caring and secure country in the Americas, where individuals fulfil their potential, are in control of their destiny, take responsibility of their lives and work always for the larger good.”

Goals

1: Human Security

A peaceful and mutually respectful society with increased safety, security and freedom from fear in the home and in public spaces.

1.1 Improve community engagement in crime prevention and strengthen local capacity for non-violent conflict resolution.

Indicators and Measures

- Murder rate
- Incidence of major crime
- Incidence of domestic violence
- Incidence of school closure due to public disorder
- Incidence of roadblocks/closure of businesses/civil unrest/social disorder
- Incidence of cross-community sporting and social events – football matches, round robins, etc
- Public level of fear of crime
- Incidence of community crime prevention initiatives
- Willingness to report crime
- Number of active youth clubs and formation of youth clubs, neighbourhood watches and other community-based organisations with crime prevention programmes.
- Development and use of formal,

1.2 Continually improve access to justice and confidence in justice system for all Jamaicans.

1.3 Enhance protection from abuse for citizens and vulnerable groups (e.g., people in institutions, homeless, mentally and physically challenged).

1.4 Enhance the impartiality of the criminal justice system, combating discriminatory norms, values, attitudes and behaviours.

1.5 Enhance wider societal response to restore security.

alternative conflict resolution mechanisms.

- Rate and speed of disposal of cases
- Utilisation of court or other legal processes, access to legal aide etc. and number of legal clinics.
- Incidences of abuse
- Gender balance in senior personnel – judges, police
- Trends in sentencing offenders by gender and social-economic status – occupation, poverty map location
- Level of provision of social support to victims.
- Extent and effectiveness of state response to incidences of security crises

2: Social Integration

An inclusive and non-discriminatory society which respects group and individual rights, promotes social justice, accepts diversity, and builds trust and communication between all groups.

- GoJ reporting on social development and CEDAW

2.1 Strengthen the fulfilment of child rights

- Children's knowledge of their rights
- No. of programmes which facilitate children's participation and access to rights

2.2 Improve local and global communications and information flows

- Households with access to telephones
- Public internet service points
- Household knowledge of service entitlements

2.3 Improve physical and social integration of poor rural and urban communities into the wider economic and social life of Jamaica

- % of inner city residents working outside the neighbourhood in formal sector
- % of rural population living in communities without all year round road access
- % of rural population living in communities lacking public transport services

2.4 Improve the targeting of services on the poor, elderly and populations

- Increased utilisation of health services by bottom two deciles
- Infant, child and overall mortality rates by age, gender, socio-economic group and location
- Improved targeting of the social safety

2.5 Reduce social isolation of the elderly	<ul style="list-style-type: none"> net Increased programmes for social interaction No. of programmes directed at productive ageing
2.6 Improve the functioning of urban services for the urban poor	<ul style="list-style-type: none"> Community access to potable water, sanitation, waste disposal, electricity and street lighting Serviceable roads
2.7 Access to adequate and secure shelter for all Jamaicans	<ul style="list-style-type: none"> No. of people living on the street Level of house maintenance and improvement in panel communities Perceptions of housing security, security of tenure in panel communities
2.8 Promote the active participation of youth in the social and economic life of the country	<ul style="list-style-type: none"> Increased youth employment Increased tertiary enrolment Reduced involvement of youth in crime
2.9 Increase cultural dynamism through enhanced opportunity for creative expression and unique Jamaican talents	<ul style="list-style-type: none"> No. of recording studios No. of active youth clubs Perception data from panel communities
2.10 Improve the quality and practice of parenting skills	<ul style="list-style-type: none"> No. of abandoned children Incidences of teen pregnancy Rate of juvenile delinquency Level of reported neglect and abuse of children in the home Availability of counselling programmes for parents
2.11 Improve public and community support systems for parents families	<ul style="list-style-type: none"> No. of activities in day care centres No. of active youth/community centres No. of schools with active PTAs Level of guidance counselling in schools
2.12 Empower persons with disabilities to participate fully in national life	<ul style="list-style-type: none"> Government services closer to people Enrolment (appropriate) in schools, institutions
3: Governance <i>More effective, complementary, accountable and transparent government structures, seeking to move decision-making closer to the people.</i>	<ul style="list-style-type: none"> Changes in policy, information and practice which facilitate broad-based participation of citizens in decision-making
3.1 More transparent public organisations and officials	<ul style="list-style-type: none"> Ranges and nature of documents available for public scrutiny Mechanisms in place to facilitate access of citizens to unrestricted information Extent to which media is included in the stakeholder process

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| 3.2 More accountable public organisations and officials | <ul style="list-style-type: none"> • Mechanisms in place to ensure accountability of public officials • Extent to which public officials are aware and adhere to codes of conduct guidelines |
| 3.3 A better informed citizenry | <ul style="list-style-type: none"> • Knowledge of rights, norms and standards for service delivery, entitlements (e.g. food stamps) institutions |
| 3.4 Wider, deeper and continuous citizen participation in governance and public decision-making | <ul style="list-style-type: none"> • Avenues available for participation • Extent and quality of participation |

4: Secure and Sustainable Livelihoods

Higher quality livelihood and widened employment opportunities for all Jamaicans, with particular reference to those disadvantaged in the labour market.

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| 4.1 Eradicate absolute poverty (as defined by Jamaican society) | <ul style="list-style-type: none"> • Unemployment and under-employment rates • Employment rates by disability, gender, class and location • % of workforce in knowledge intensive industries and sectors |
| 4.2 Improve support services available to those formerly institutionalised to facilitate reintegration into society | |
| 4.3 Expand training opportunities to meet labour market needs | |
| 4.4 Strengthen the livelihood base of rural communities | |
| 4.5 Strengthen the livelihood base of poor urban communities | |

5: Environment

Improved environment for quality of life, for Jamaicans living and as yet unborn.

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| 5.1 Improved environmental practices in the public and private sectors | <ul style="list-style-type: none"> • Successful implementation of Jamaica's National Environmental Action Plan • Public perceptions of attractiveness and amenity value • Functioning of local government maintenance services • Increase in number of entities with environmental certification |
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5.2 Increased public awareness and advocacy

- Incorporation of environmental considerations into the corporate plans of public sector agencies
- Effective implementation of environment and sustainable development curricula in schools
- Increased involvement in the number of schools involved in recycling, waste management and/or conservation initiatives
- Increase in the number of schools in local and international campaigns, competitions, meetings etc. which relate to environmental management
- Increased advocacy relating to environmental issues
- Improved practices at home and within communities regarding the protection of the environment
- Sensitisation to, and advocacy for, the production and use of 'green' services
- Improved air quality
- Improved water quality
- Increased protection of marine and terrestrial resources

5.3 Increased protection of our natural resources

6: Education and Skills

An education which facilitates life-long learning and acquisition of social and life skills for all.

6.1 Improve early childhood cognitive and social development for all

- Adult literacy/numeracy
- School to work transition rate

6.2 Improve primary school attendance and learning outcomes

- Institution of national assessment for 3-year olds
- Proportion of primary and preparatory school entrants assessed as 'ready to learn' by teachers
- Primary school completion rates
- Attendance rates
- Incidence of class repeaters
- Enrolment rates
- GSAT scores
- Grade 4 Literacy test
- Survival rate

6.3 Improve secondary school access, attendance and outcomes

- CXC attainment by subject
- Attendance rates
- Dropout rates
- Repeater rates
- % of students attaining Grades 1 – 3 in Maths and English Language
- Junior High School Certificate scores
- Enrolment rate in skills/vocation

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| 6.4 Improve post-secondary access to opportunities for learning and skills development for all | <ul style="list-style-type: none"> • training institutions age 17 – 19 • % qualified to enter tertiary institutions • Enrolment rate in training institutions (age 17 – 19) |
| 6.5 Improve tertiary access to opportunities for professional development | <ul style="list-style-type: none"> • Enrolment rate in tertiary institutions |
| 6.6 Lifelong continuous development of the skills necessary for economic, social and political development | <ul style="list-style-type: none"> • Jamaica Global Ranking – labour skills • Output of trained personnel in key areas |

7: Health and Physical Well-Being

Enhance the broadly defined health status of the population.

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| 7.1 Improve public awareness/behaviours with respect to lifestyle issues in health (including sexually reproductive health) | <ul style="list-style-type: none"> • Infant mortality • Child mortality • Overall age mortality • Immunisation coverage • Rate of lifestyle related deaths and diseases among persons of working age (under 65) • Young people's sexual and reproductive health behaviour |
| 7.2 Reduce incidences of persons with HIV/AIDS | <ul style="list-style-type: none"> • No. of incidences of persons with HIV/AIDS |
| 7.3 Improve counselling and care services available to persons with HIV/AIDS | <ul style="list-style-type: none"> • No. of facilities providing care for persons with HIV/AIDS |
| 7.4 Enhance early childhood physical development | <ul style="list-style-type: none"> • Incidence of stunting |

Source: Government of Jamaica. 2002. *Jamaica 2015: A Framework and Action Plan for Improving Effectiveness, Collaboration and Accountability in the Delivery of Social Policy*. Presented to the Human Resource Council by the Policy Analysis and Review Unit of the Cabinet Office, on behalf of the Social Policy Thematic Team, with the support of the DFID Caribbean. Kingston: Planning Institute of Jamaica for the Cabinet Office.

Appendix 4: Global MDG and Thailand MDG-Plus Targets and Indicators

Goals		Targets	Indicators
Poverty	Global MDG	Halve the proportion of people living in extreme poverty between 1990 and 2015.	<ul style="list-style-type: none"> • Proportion of population below national poverty line • Poverty gap ratio • Share of poorest quintile in individual household income
	Thailand MDG+	Reduce poverty to less than 4%.	<ul style="list-style-type: none"> • Poverty incidence in the Northeast and 3 Southernmost provinces • Poverty severity
Hunger	Global MDG	Halve the proportion of people who suffer from hunger between 1990-2015.	<ul style="list-style-type: none"> • Prevalence of underweight children (under five years of age) • Proportion of population below food poverty line
	Thailand MDG+	Same	<ul style="list-style-type: none"> • Prevalence of underweight highland children • Prevalence of micro-nutrient deficiency (iodine, iron, vitamin A) among school-aged children • Proportion of population aged over 20 below minimum level of dietary energy consumption
Education	Global MDG	Ensure that by 2015, boys and girls alike, will be able to complete a full course of primary schooling.	<ul style="list-style-type: none"> • Net and gross enrolment ratio in primary education • Proportion of pupils starting grade 1 who reach grade 6 (retention rate) • Literacy rate of 15-years old

Goals	Targets		Indicators
Gender	Thailand MDG+	Universal lower secondary education by 2006.	<ul style="list-style-type: none"> • Net and gross enrolment ratio in lower and upper secondary education • Retention rate in lower and upper secondary education • National test scores of primary, lower and upper secondary students • IT literacy of 15-24 years old
		Universal upper secondary education by 2015.	
Gender	Global MDG	Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015.	<ul style="list-style-type: none"> • Ratio of girls to boys in primary, secondary and tertiary education • Ratio of literate women to men of 15-24 years old • Share of women in waged employment in non-agricultural sector • Proportion of seats held by women in national parliament
	Thailand MDG+	Double the proportion of women in the national parliament, Tambon Administrative Organisations, and executive positions in the civil service by 2006.	<ul style="list-style-type: none"> • Ratios of girls to boys in selected fields in tertiary education • Ratio of literate women to men over 40 years old • Proportion of women's income in waged employment in non-agricultural sector • Proportion of women in Tambon Administrative Organisations and executive positions in the civil service

Goals	Targets		Indicators
Child health	Global MDG	Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate (U5MR).	<ul style="list-style-type: none"> • Under-five mortality rate • Infant mortality rate • Proportion of 1-year old children immunized against measles
	Thailand MDG+	<p>Reduce infant mortality rate (IMR) to 15 per 1,000 live births by 2006.</p> <p>Reduce by half the U5M in highland areas, selected northern provinces and three southernmost provinces between 2005-2015.</p>	<ul style="list-style-type: none"> • IMR in highland areas, northern provinces and three southernmost provinces • U5M in highland areas, selected Northern provinces and three southernmost provinces
Maternal health	Global MDG	Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio (localized to MMR in high-income OECD in 2000).	<ul style="list-style-type: none"> • Maternal mortality ratio • Proportion of births attended by skilled health personnel
	Thailand MDG+	<p>Reduce MMR to 18 per 100,000 live births by 2006.</p> <p>Reduce by half MMR in highland areas, selected Northern provinces and 3 Southernmost provinces between 2005-2015.</p>	<ul style="list-style-type: none"> • MMR in highland areas, northern provinces and 3 southernmost provinces
HIV/AIDS	Global MDG	Have halted by 2015 and begun to reverse the spread of HIV/AIDS	<ul style="list-style-type: none"> • HIV prevalence among pregnant women • Rates of constant condom use of secondary schools male students • Number of children orphaned by AIDS
	Thailand MDG+	Reduce HIV prevalence among reproductive adults to 1% by 2006.	<ul style="list-style-type: none"> • HIV prevalence among reproductive adults • HIV prevalence among injecting drug

Goals	Targets		Indicators users
Malaria, tuberculosis and heart disease	Global MDG	Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases.	<ul style="list-style-type: none"> Incidence and death rates associated with malaria Prevalence and death rates associated with tuberculosis Proportion of tuberculosis cases cured under DOTS
	Thailand MDG+	Reduce Malaria incidence in 30 border provinces to less than 1.4 per 1,000 by 2006.	<ul style="list-style-type: none"> Malaria incidence in 30 border provinces Prevalence and death rates associated with heart disease
Sustainable development	Global MDG	Integrate the principles of sustainable development into country policies and programmes and reverse the losses of environmental resources.	<ul style="list-style-type: none"> Proportion of land area covered by forest Ratio of area protected to maintain biological diversity to surface area Energy use per 1,000 Baht of GDP Carbon dioxide emission and consumption of ozone-depleting CFCs Proportion of population using solid fuel (i.e. fuel wood, charcoal)
	Thailand MDG+	<p>Increase the share of renewable energy to 8% of the commercial primary energy by 2011.</p> <p>Increase the share of municipal waste recycled to 30% by 2006.</p>	<ul style="list-style-type: none"> Mangrove forest area Share of renewable energy in commercial primary energy Proportion of major rivers that do not meet DO, BOD and TCB standard Proportion of

Goals	Targets		Indicators	
			municipal recycled	waste
Safe drinking water and sanitation	Global MDG	Halve by 2015 the proportion of people without sustainable access to safe drinking water and basic sanitation	<ul style="list-style-type: none"> Proportion of population with sustainable access to an improved water source, urban and rural Proportion of urban and rural population with access to improved sanitation 	
	Thailand MDG+	Same	Same	
Secure tenure	Global MDG	By 2020 to have achieved a significant improvement in the lives of slum dwellers	<ul style="list-style-type: none"> Proportion of households with access to secure tenure (owned or rented) 	
	Thailand MDG+	Same	Same	

Source: Bjorkman, 2005.

ⁱ **National definitions:**

Urban: a geographical area within enumeration districts with a population of 2,400 or more persons, where 95 per cent or more households have facilities as electricity, access to health, environmental and education services; with financial and administrative services and where more than 90 per cent of employed persons are in industries other than agriculture and/or fishing.

Semi-urban: a geographical area within enumeration districts with a population of 1,200 or more persons, where 85 - 94 per cent of households have facilities as electricity, access to health, environmental and education services; with financial and administrative services and where 75 - 89 per cent of employed persons are in industries other than agriculture and/or fishing.

Rural: a geographical area within enumeration districts with a population of less than 1,200 or more persons, where less than 85 per cent of households have facilities as electricity, access to health, environmental and education services; with or without financial and administrative services and where less than 75 per cent of employed persons are in industries other than agriculture and/or fishing.

Data sources: Population Census
Labour force surveys

Notes:

1. Health services include and organised garbage disposal system and access to safe water.
2. Education services include access to primary education within three miles from location and access to secondary schools within 12 miles from location.
3. Financial services include banking and insurance services