



## **ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS IN BORROWING MEMBER COUNTRIES:**

### **THE ROLE OF THE SPECIAL DEVELOPMENT FUND AND THE CARIBBEAN DEVELOPMENT BANK**

**November 2005**

---

Prepared for the Caribbean Development Bank  
by Consultant, Mrs. Lynette Joseph-Brown  
for the Negotiations for the Replenishment of the  
Unified Special Development Fund (Sixth Cycle)

**CARIBBEAN DEVELOPMENT BANK**



**SPECIAL DEVELOPMENT FUND (UNIFIED)**

**ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS  
IN BORROWING MEMBER COUNTRIES :**

**THE ROLE OF THE SPECIAL DEVELOPMENT FUND  
AND THE CARIBBEAN DEVELOPMENT BANK**

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

### **ABBREVIATIONS**

BMCs	Borrowing Member Countries of the CDB
BNTF	Basic Needs Trust Fund
CAREC	Caribbean Epidemiological Centre
CDB	Caribbean Development Bank
CIDA	Canadian International Development Agency
CGEP	Caribbean Gender Equality Programme
CPAs	Country Poverty Assessments
CSP	Country Strategy Paper
CTCS	Caribbean Technological Consulting Services Network
DAC	Development Assistance Committee
DFID	Department for International Development
DOTS	Directly observed treatment short-course
HIV/AIDS	Human Immuno Virus/Acquired Immune Deficiency Syndrome
IDB	Inter-American Development Bank
MDGs	Millennium Development Goals
NSOs	National Statistical Offices
ODA	Official Development Assistance
OECD	Organisation for Economic cooperation and Development
OECS	Organisation of Eastern Caribbean States
PPES	Project Performance Evaluation System
PPI	Project Implementation Performance Index
PPMS	Project Portfolio Management System
PRAP	BNTF Poverty Reduction Action Plan
PRES	Poverty Reduction Effectiveness Situation scoring (part of the SDF Resource Allocation Strategy)
PRS	CDB's Poverty Reduction Strategy
PRSP	National Poverty Reduction Strategy Paper
RBM	Results-Based Management
SDF	Special Development Fund (Unified) of the CDB
SDF 5	Special Development Fund (Unified) – Fifth Cycle
SDF 6	Special Development Fund (Unified) – Sixth Cycle
SIDS	Small Island Developing States
SLC	Survey of Living Conditions
SPARC	Support Programme of Poverty Assessment in the Caribbean
TA	Technical assistance or technical assistance project
UNDP	United Nations Development Programme
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UNICEF	United Nations Children's Fund

### **SYMBOLS**

%	-	per cent
\$	-	U.S. dollar (unless otherwise specified)

**TABLE OF CONTENTS**

**EXECUTIVE SUMMARY**

1.	<b>INTRODUCTION .....</b>	1
2.	<b>AN EVALUATION OF THE SDF 5 IN THE CONTEXT OF THE MDGS.....</b>	2
3.	<b>THE MDGS : AN OVERVIEW.....</b>	9
4.	<b>ACHIEVING THE MDGS IN THE CARIBBEAN : COUNTRY PRIORITIES.....</b>	13
5.	<b>ASSESSING THE MDGS : SUGGESTIONS FOR CARIBBEAN-SPECIFIC GOALS.....</b>	19
6.	<b>CONCLUSION.....</b>	40

**BIBLIOGRAPHY**

**EXECUTIVE SUMMARY**

1. The main objective of this paper is to assess how the Special Development Fund (SDF) and the Caribbean Development Bank (CDB) can assist Borrowing Member Countries (BMCs) to achieve their social development objectives within the framework of the Millennium Development Goals (MDGs).
2. The mandate for this task emerged out of discussions with Contributors in which the achievement of the MDGs and their use as strategic benchmarks for SDF programming was approved as one of four themes to be considered for the next SDF programme cycle – SDF 6. The paper found the SDF V programme objectives, with their focus on poverty reduction and attention to the three core priorities of reduction of vulnerability, enhancement of capabilities, and good governance, to be quite compatible with the MDGs.
3. Although the Goals are themselves seen to be only partial components in the overall social development strategies of BMCs, they are assessed as having tremendous merit as a framework for advancing the development process. The main reasons for this perceived relevance are the broad consensus that was achieved around the identification of the Goals to be attained, and the fact that they are measurable and time-bound.
4. As countries attempt to integrate the MDGs into their overall development strategies, it is clear that issues of information and data collection and processing are important to the development of the indicators that are to be used for measuring progress in the achievement of targets and goals. Data and indicators are also found to be necessary for the development of Poverty Reduction Strategy Papers (PRSPs); and for the identification, design, implementation, and monitoring of programmes under the SDF. Unfortunately, it is also clear that, by and large, BMCs lack both adequate datasets, as well as the strong statistical capacity for the production of data and development of indicators.
5. The paper refers to CDB using its comparative advantage(s) in assisting BMCs to achieve their MDGs [eg: Country Poverty Assessments (CPAs) are identified as most useful for the task of measuring and monitoring progress in the achievement of the MDGs and CDB has been identified as having a comparative advantage in this area]. Other areas in which the Bank's comparative advantage can be used to help BMCs in attaining the MDGs include, the preparation of PRSPs; the provision of support in the implementation of programmes, such as the BNTF, which provides necessary social services to the population of member countries; and assistance in the effective and efficient utilisation of resources under the Loan Portfolios to which countries have agreed.
6. The paper also identifies the need to ensure country-specific relevance of the MDGs in order to ensure relevant and successful social development outcomes. In this regard, goals, targets and indicators have been assessed for their relevance, suitability and availability to the specific context of countries in the Region. This assessment has led to the reformulation of goals and targets in some instances, and in others, the addition of targets and indicators to the existing list, where necessary. A matrix of Caribbean-specific MDGs, targets and indicators is presented at Annex 1.
7. Recognising that the collection of social statistical data is an acknowledged area of weakness in the Caribbean, the paper reviews the major data collection initiatives (see Annex 2) in order to arrive at best practices for the implementation of a sustainable and sustained method of data collection that will satisfy the requirements of the MDGs and the development efforts of BMCs.

## ACHIEVING THE MILLENNIUM DEVELOPMENT GOALS IN BMCs

### 1. INTRODUCTION

1.01 At the annual meeting of SDF contributors in Tobago in May 2004, a paper entitled Themes, Issues and Timeline for the SDF 6 Replenishment Process was considered and approved as a planning framework for the Bank's work programme on SDF 6 and SDF negotiation. The four broad themes approved by Contributors for SDF 6 were:

- (a) A primary focus on *poverty reduction and broad-based economic growth* as the overarching goal for SDF, with a strengthening of the operational focus on the *poverty prism* as the means of orienting SDF operations to poverty reduction at each stage of the programming and project cycle, and within that overall focus maintaining a high priority for *programmes directly targeted at the poor*, such as the Basic Needs Trust Fund (BNTF), rural enterprise development, small- and medium-scale enterprises, and natural hazard safety nets.
- (b) Addressing the *Millennium Development Goals (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.
- (c) Strengthening *development effectiveness and results-based management*, building on the Results-Based Management approach already adopted for CDB's organisational planning and management, *together with other key elements of the post-Monterrey agenda*: an emphasis on *sound policies and good governance*, assisting Borrowing Member Countries (BMCs) to take advantage of *economic opportunities*, such as those presented by the regional integration and trade negotiation processes, and enhancing *collaboration, harmonisation and partnership* based on the principles of the Rome Declaration on Harmonisation.
- (d) Planning for and implementation of *the expansion of BMC membership*, in particular Haiti and Suriname, which the Bank is committed to assist as soon as the formalities of membership have been completed. `

1.02 Contributors had also earlier agreed that the MDGs would be an integral part of the policy framework for SDF 5 and recommended that the goals, including Caribbean-specific MDGs that could be developed with CDB's assistance, are used as strategic benchmarks against which SDF operations are planned and performance judged.

1.03 The objective of this paper is therefore to assess how the SDF and the CDB can further assist BMCs to develop and implement social development strategies within the context of the MDGs and propose ways in which these can be used in SDF planning, as well as in the monitoring and evaluation of country poverty reduction strategies.

**2. AN EVALUATION OF THE SDF 5 IN THE CONTEXT OF THE MDGs**

2.01 Although the SDF 5 has been modified to give greater focus to the operational strategy of the Fund, there is continuity in the overall objectives to which funds were allocated under the SDF IV and SDF 5. Under SDF IV, the themes under which resources were allocated included poverty reduction; human resource development; governance and institutional strengthening; environment, water supply and waste management; and other infrastructure. Under SDF 5, poverty reduction continued to be the primary focus and the three core priorities of *enhancement of capabilities* – related primarily to human resource development, but also to aspects of institutional strengthening; *reduction of vulnerability* – related primarily to environment, water supply and waste management, as well as to some aspects of human resource development and institutional strengthening; and *good governance* – related primarily to governance and to some extent institutional strengthening, were the new strategic levers of the SDF 5.

2.02 The SDF 5 objectives and the MDGs are also quite compatible. They both share the overarching objective of reducing poverty and vulnerability, as well as the enhancement of the capacities of vulnerable groups. This is done through improvements in income as well as non-income resources that are important to human development and broad-based economic growth. An assessment of the MDGs and the core priorities outlined in SDF 5 underscores the essential relationship between the goals and the core priorities. The MDG of halving hunger by the year 2015, for example, contributes to the core priority of vulnerability reduction, while the achievement of universal primary education contributes both to vulnerability reduction and capability enhancement. The structural constraints, to which the core priorities allude, can therefore be addressed through the achievement of specific goals or a combination of goals.

2.03 The MDGs also highlight the inter-linkages that exist among social development objectives, even when they are set out separately. Research has shown, for example, that the achievement of universal primary education has a definite impact on the eradication of extreme hunger and poverty, while the goal of improving maternal health has an obvious impact on the reduction of child mortality.

2.04 These linkages are all fundamental to efforts aimed at assisting countries in achieving their development objectives within the framework of the MDGs. They point to the need to build on the vision and synergies of past efforts, while maintaining best practices and building on new knowledge gained during current operations. It is in this context that an evaluation of the operational goals and agreed upon recommendations and objectives of the SDF 5 will be done.

2.05 The continuation of the SDF into the fifth cycle was based on the recognition that poverty continued to be a serious problem in the Region, exacerbated by the vulnerability of Caribbean countries to social, economic and environmental threats. It was also fuelled by the Bank's mandate, and the strong endorsement of contributors, to add to its responsibilities by admitting additional BMCs – Haiti and Suriname. This also meant expanding its membership of Contributors to obtain additional funds to undertake new responsibilities. Any attempt to discuss the MDGs as a framework and benchmarkers of the activities of the SDF 5 and the Bank, must therefore assess the progress of the Fund in selected areas.

2.06 The Mid-term Review of SDF 5 pointed to progress and achievement in the implementation of recommendations under the areas of:

- (a) *The Operational Programme of Action based on The Action Plan for Implementation of Recommendations from the Performance Review of SDF IV;*

- (b) *Implementation of the Project Performance Monitoring and Evaluation System;*
- (c) *The new resource allocation strategy*
- (d) *Widening of the Bank's membership and the level of funding achieved; and*
- (e) *Portfolio Quality*

2.07 Under the Action Plan for Implementation, all of the recommendations of the Performance Review are in various stages of implementation under the SDF 5 Operational Plan of Action. Some of the delays have been a natural outcome of the Bank's internal restructuring effort and the change management process. The implementation of the Project Performance Monitoring and Evaluation System beginning in 2001, for example, consists of a number of activities including the development of new procedures and protocols, as well as the inputting of data that would take over two years to fully implement. Also, the implementation of new practices and improvements in the design of instruments aimed at achieving more targeted goals often means a return to the drawing board and re-evaluation of activities in light of lessons learnt in the short run. Nonetheless, the activities that have been undertaken in pursuit of the objectives agreed to by the Contributors and the Bank, demonstrate a high degree of commitment to the principles and goals of SDF 5, as well as to the welfare of the BMCs.

2.08 The commitment to a primary focus on poverty reduction and the use of the poverty prism are evident in the operations of SDF 5 to date. These include the following:

- (a) Development and articulation of the SDF 5 Operational Strategy, in order to strengthen and enhance the capacity of existing programmes, as well as to assist in the development process of new programmes.
- (b) Implementation of new allocation criteria for indicative allocations under SDF 5 and the adjustment of these allocations during the mid-term review;
- (c) Implementation of the new Project Performance Monitoring and Evaluation System and its application to projects that are currently underway.
- (d) Preparation of strategy papers on Governance and Institutional Strengthening, and another on Poverty Reduction;
- (e) Designation of *Country Focus* responsibilities to improve targeting of country-level technical assistance and for greater selectivity in technical assistance targeted at the BMCs as a whole.

2.09 Very important to the undertaking of these activities is the need to have an information base from which to conduct social analysis, develop social policies, target beneficiaries, and monitor and evaluate programmes and projects. In this regard, the mandate to assign **high priority in the conduct of Country Poverty Assessments (CPAs), and Country Poverty Reduction Strategy Papers (PRSPs)** is timely and relevant. Equally important is **the mandate to mainstream gender analysis** into the SDF and the Bank's programming in order to understand the differential gender impacts that can occur in the identification, design and implementation of programmes meant to benefit the populations of BMCs, and which may result in gender inequity.

2.10 There are specific issues related to the activities and recommendations outlined under SDF 5 that are pertinent to the assessment of the MDGs as the context for achieving the objectives of the SDF in the 6<sup>th</sup> cycle. These issues emerge, and are evident in assessments of the **project commitments**, including projects under the BNTF; **the new criteria for allocation of resources to BMCs**; and the **prioritisation of CPAs and PRSPs**. Issues related to allocation of funds for **regional projects**; **technical assistance**

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

and **natural disasters** are also relevant to the discussion of the MDGs in the context of the SDF replenishment. They speak to the dependence of successful outcomes in these areas on a strong statistical capacity within countries, as well as the need for social indicators as a means of identifying projects and targeting beneficiaries; as well as monitoring implementation and evaluating progress.

**2.11 Project Commitments – *the BNTF*:** The effectiveness of projects intended to reduce poverty and vulnerability depends quite heavily on the establishment of strong statistical capacity in the BMCs. The absence of data for the development of indicators can lead to a broad-spectrum approach in the identification of beneficiaries and the implementation of projects and programmes. The result of such an approach is usually one in which both the poor and the non-poor tend to receive benefits, where tighter targeting, using relevant indicators, could have resulted in greater access to social benefits by the poor for whom they were really intended. This speaks to the need for the development of a culture of evidence-based social policy formulation in the BMCs.

**2.12** The need to develop a culture of evidence-based social policy formulation, as well as the use of indicators for social analysis, is in keeping with the agreement by Contributors that under SDF 5 the CDB's comparative advantage must be "*complemented by increased attention to evidence-based priorities*". A few examples from the BNTF demonstrate the need for such evidence in order to realise the benefits of programmes supported by the SDF.

**2.13** BNTF is one of the more successful programmes under the SDF with a commitment to the identification and implementation of projects designed to reduce vulnerability in deprived communities. With the increased focus on poverty reduction, the number of projects being funded under the BNTF increased dramatically, so that of the total of 1,347 projects funded so far under the SDF, 796 or 59% were funded in SDF IV alone.

**2.14** One example of the limitations caused by weak statistical capacity in the BMCs is the recent requirement under BNTF and SDF for countries to prepare PRSPs in order to access resources. This requirement is reflective of the need for more targeted interventions to achieve the objectives of the programme. Due to the difficulties which countries encountered in preparing the PRSPs, Poverty Reduction Action Plans (PRAPs) were prepared in order to more quickly facilitate the implementation of the programmes. No doubt, the paucity of data with which countries are required to identify priorities, develop policies, plan interventions and target beneficiaries was a significant contributor to their inability to prepare the PRSPs in a timely manner.

**2.15** A second example of the impact of weak statistical capacity on the ability of planners to precisely monitor outcomes and target beneficiaries is the extent to which they were able to obtain the data needed to establish baseline indicators that would allow them to accurately develop and target programmes to achieve specific objectives. In this context, the allocation of grant funding by the SDF to the BNTF, covers a range of sub-projects which includes *Water Supply Systems; Education Facilities; Day-Care Centers; Health Facilities; Community Markets; Access*, including roads, drainage and footpaths (new or rehabilitation); *Maintenance* of facilities in the education, health and community sectors; and *Skills Training/Upgrading*.

**2.16** Each sub-project is selected according to criteria deemed important for the reduction of poverty and which contributes to the three core priorities. These criteria are indicators that provide evidence and justification for the identification and implementation of projects, as well as the targeting of the beneficiaries. However, the list of selection criteria for funding of the projects is limited by the data that is available. In the case of water supply systems, for example, the criteria that funding will be made available "*where the proposed system will reduce access time to safe water supply to the relevant*

*population to less than 15 minutes walking distance*" is dependent on indicators that provide information on distance to a safe water supply.

2.17 This is captured in the MDG indicator, "*Proportion of population with sustainable access to an improved water source*". Data on safe water supply are however, not available for most countries in the Caribbean, since there is currently no direct way of ascertaining water quality in the surveys that are conducted. *Sources of drinking water* that are thought to provide safe water is therefore the indicator that is used as a proxy and this is available for all countries in their population censuses. On the other hand, sustainable access is defined as "*the availability of 20 litres per capita per day at a distance no longer than 1,000 metres*".<sup>i</sup> This is related to the criteria of *less than 15 minutes walking distance* required by the BNTF programme. However, data that speak to distance from water source are not available in the population census of countries in the Caribbean and country poverty assessments are not available for all countries. The point, therefore, is that lack of data can limit the criteria that are developed to make decisions regarding the allocation of funds. This can limit the efficacy of programmes and the eligibility of countries in need.

2.18 **The New Criteria for Allocation of Resources to BMCs:** Under the SDF 5, new criteria have been developed to indicate how resources will be allocated to BMCs in general, not just under the BNTF. One of the criteria is a country performance factor, which includes a *CDB Country Loan Portfolio score* and a *Country policy/institutions score*, also known as the *Poverty Reduction Effectiveness Situation (PRES)*. The other criterion is based on country needs, which includes vulnerability as one indicator of country needs. These criteria encompass the principles on which resource allocation to Special Development Funds in the fifth cycle is based. These are (i) the greater the extent to which a country is disadvantaged; (ii) better policies and institutions that are likely to use the SDF resources more effectively; and (iii) constraints on absorptive capacity, including current experience with the effective and efficient implementation of projects. This is the reason why the PRSP, and in its absence, the PRAP, is so important.

2.19 Any attempt to gauge the greater extent to which a country is disadvantaged calls, not only for a robust set of statistics with which to develop indicators and analyse the socioeconomic situation within BMCs, but also harmonised data, in terms of methodologies, definition of variables and identification of value labels, across the countries in the BMCs that would allow for comparability. Apart from harmonised data, there is also need for time series data on the relevant statistics that would allow for trend analysis. This is woefully absent in Caribbean countries, in general, and BMCs in particular, with the exception of Jamaica. In this regard, although the scores on the management of loan portfolios, and even the policy/institution score may be relatively accurate, other criteria relating to outcome and the effectiveness of poverty reduction will be harder to measure because they depend more on social statistics. A regional approach to the strengthening of statistical capacity is therefore clearly indicated, with partnership efforts being targeted towards the development of data that are harmonised to facilitate comparability across countries in the BMCs.

2.20 **Prioritisation of Country Poverty Assessments and Poverty Reduction Strategy Papers:** Assigning higher priority to the completion of CPAs and PRSPs was one of the mandates of SDF 5 that has been agreed to by the Contributors. Within this cycle three additional poverty assessments – Anguilla, British Virgin Islands and Dominica - were conducted with DFID and CDB assistance. Assistance has also been offered to Antigua and the Cayman Islands. **Unfortunately, these efforts are inadequate and are way below the number of CPAs that are needed to support efforts at poverty reduction and social development in the BMCs.** The weak statistical capacity in the BMCs has been noted by scholars and policy makers in the BMCs, and is evident in the unavailability and questionable

---

<sup>i</sup> Global Water Supply and Assessment Report 2000

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

quality of data when attempting to evaluate social programmes in general and meet the monitoring requirements of the MDGs in particular<sup>ii</sup>. This absence of data and weak statistical capacity also has an adverse effect on the ability of countries to complete their PRSPs.

2.21 The need for harmonised poverty datasets was best met in the CPAs that were completed by 2001 for Belize, St. Lucia, St. Vincent and the Grenadines, Grenada, St. Kitts and Nevis and Turks and Caicos Islands. This is the best, even though not perfect, example of the kind of harmonisation of data that is needed in order to ensure comparability across the BMCs. Methodologies, especially in the last three surveys, were standardised, and variables and values were harmonised. Unfortunately, even these datasets have been hampered by issues such as:

- (a) small sample size, making it difficult to obtain accurate information when the data are disaggregated;
- (b) diverse periodicity, in which the base year for almost all of the surveys was different; and
- (c) absence of even two data points that can be used for comparison, since most of the countries have only conducted one survey. Belize is the only country so far that, with the assistance of DFID, now has a CPA update.

2.22 Recognition of the data gaps and weak statistical capacity of countries has led to a plethora of poverty studies with the assistance of various regional and international organisations. Apart from the CDB assisted studies, the World Bank has assisted Guyana, Jamaica and Trinidad and Tobago to conduct poverty studies, while the Inter-American Development Bank (IDB) has assisted Barbados and the Bahamas. This assistance represents considerable utilisation of resources without reaping the maximum benefits, since the use of different methodologies often results in an inability to compare results across the BMCs, and sometimes even within countries. This has led to efforts at collaborating with other donors in the Development Partners Poverty Reduction Working Group under the SPARC project – Support for Poverty Assessment and Reduction in the Caribbean. There is need for critical assessment of this project in order to ensure that resources are being utilised with a view to obtaining the maximum benefits as they relate to the production of relevant poverty data.

2.23 The assistance of the World Bank to Jamaica in the conduct of poverty studies, known as Survey of Living Conditions (SLC), and its continuation by the Planning Institute of Jamaica (PIOJ) and the Statistical Institute of Jamaica (STATIN) since 1988 to 2004 is exactly what is needed in other countries across the Region. Any effort on the part of stakeholders therefore, to improve data collection efforts and strengthen statistical capacity should take into consideration the experience of Jamaica, and attempt to replicate the best practices that have led to this strengthened statistical capacity.

2.24 In addition to weak statistical capacity, countries suffer from weak human resource capacity, especially in the area of social analysis and the use of data for evidence-based social policy formulation. This is another reason for the difficulty BMCs face in completing PRSPs. This inadequacy has been recognised by the SDF and the Bank in the stated objective of strengthening capacity for social policy development through the training of CDB and BMC personnel in the formulation of social policy and poverty reduction programmes, and the development of strengthened guidelines for social impact assessment; seminars and workshops on social analysis of projects and key aspects of social developments; and the strengthening of CDB's capacity for effective social research.

---

<sup>ii</sup> See ECLAC Sub-regional Headquarters for the Caribbean. LC/CAR/G.776. Challenges in Meeting the Monitoring Requirements of the MDGs: An Examination of Selected Social Statistics for Four Caribbean SIDS, and Andrew Downes and Doris Downes. The Millennium Development Goals in the Eastern Caribbean: A Progress Report. (December 2003).

**2.25 Allocation of Funds: Regional Projects, Technical Assistance and Natural Disasters:** There have been set-aside funds under the SDF 5 for regional projects, a reserve disaster response and to take account of the Fund's proposed expanded membership in the form of Haiti, Suriname and the Dominican Republic. The set-aside allocations are also used for TA for countries, especially to achieve the objectives of the core priority of Good Governance. In this cycle, experience has shown that the issue of vulnerability as it relates to Small Island Developing States (SIDS) has to be addressed as a structural constraint that requires urgent attention and which can be operationalised under the areas of regional projects, technical assistance and reserve disaster response to which funds are allocated.

**2.26 Major hurricanes in the Region have firmly set aside doubts on the validity of the argument that SIDS are socially, economically and environmentally vulnerable due to their geographical location and small size. The concept of vulnerability is different from that of poverty and lack of development. It speaks of a fragility based on openness and small size, which results in sudden setbacks to gains accrued over a long period of time.** The importance of capturing this vulnerability has been received in the mandate of Global Conference on Sustainable Development of SIDS in 1994 which stated that "*Small Island Developing States (SIDS), in cooperation with national, regional and international organisations and research centers, should continue work on the development of vulnerability indices and other indicators that reflect the status of SIDS and integrate ecological fragility and economic vulnerability...*" The need to incorporate social indices of vulnerability was recognised and documented during the inter-regional preparatory meeting for the World Summit on Sustainable Development, held in Singapore in January 2002. At this meeting, representatives called "*for the early operationalisation of the economic and environmental vulnerability indices ... as well as international support for the development of a social vulnerability index to complement this work.*"

**2.27** In this context, the CDB's own efforts to develop a Vulnerability Index for the Caribbean must be seen as an important contribution to the objective of creating measures of vulnerability for Caribbean countries. A recent study by the CDB, in which vulnerability indices for 95 countries were constructed, revealed that 10 of CDB's BMCs were ranked in the 20 most vulnerable countries. A number of indicators, using economic and environmental variables, were used in the creation of this index. The need, to include indicators that speak, not only to economic and environmental vulnerability, but also to social vulnerability has led to work in this area being undertaken by the United Nations Economic Commission for Latin America and the Caribbean (UNECLAC), Sub-regional Headquarters for the Caribbean. Ongoing efforts to fine-tune the overall vulnerability index for greater sensitivity are essential to negotiations that take the realities of SIDS into consideration, especially their openness to natural hazards and other disasters. Partnerships in these efforts are essential to the production of an effective and accurate vulnerability index.

**2.28 Allocation of funds under the SDF, especially in the areas of TA, Regional Projects and Reserve for Disaster Response might therefore be targeted to strengthening social vulnerability indices, through collaborative efforts with other partners who are also conducting work in this area. In looking at the methodological issues involved in the construction of a social vulnerability index<sup>iii</sup>, it was noted that "the level of coverage with regard to official statistics and the breadth of trained personnel will place limitations on the availability of the requisite input data to generate the proposed indicators."** The CDB's comparative advantage in the conduct of poverty assessments could therefore be used to provide the data needed for the construction of these indices of vulnerability.

**2.29** Natural hazards are not the only disasters to which SIDS are vulnerable. The threat of HIV/AIDS is also considered a disaster that is threatening to set aside the socioeconomic gains of BMCs over the

---

<sup>iii</sup> UNECLAC Sub-regional Headquarters for the Caribbean. (February 2003). Towards a Social Vulnerability Index in the Caribbean. WP/2003/1 Prepared by consultant Dr. Godfrey St. Bernard of SALISES, UWI, St. Augustine.

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

years by absorbing resources meant for different development projects, just to prevent the spread of the disease. Data issues are also pertinent to programmes designed to prevent the spread of HIV/AIDS. Agencies, such as the Caribbean Epidemiological Center, (CAREC), responsible for surveillance of this disease and analysis of trends in this area, speak of the dearth of data that has resulted in the underestimation of the prevalence and incidence of the disease, and the difficulty of obtaining information about specific groups affected by the disease. The regional approach of the SDF 5 to this issue is a welcome one, since it allows greater possibility for the achievement of the objectives of the prevention of contraction and spread of the disease through collaborative efforts in programming and the collection of data that is based on consensus.

2.30 This assessment of key aspects of the operational framework and activities of the SDF 5 highlights the importance of developing strengthened statistical capacity in all of the BMCs. This is necessary to allow both the BMCs and the SDF to monitor implementation of projects and programmes and measure progress in the achievement of the objectives of poverty reduction and social development strategies. It is clear that the weak statistical capacity will hinder efforts at achieving the MDGs or using them as benchmarkers for the evaluation and measurement of progress in the implementation of SDF projects and programmes. The decision to use the MDGs as a framework for implementing the objectives of the SDF is a good decision. It provides a framework that has broad consensus on the goals to be achieved; the goals are by and large relevant to the objectives of social development; and they are measurable and time-bound. Notwithstanding these positives, there is a need to assess the MDGs in the context of the Caribbean in order to understand the extent to which they can be adopted as a framework for development.

### **3. THE MDGs : AN OVERVIEW**

3.01 In September 2000, 189 member states adopted the United Nations Millennium Declaration (Resolution 55/2), in which they agreed to spare no effort in fulfilling the global development objectives of what has been designated ‘The Millennium Development Goals’. The MDGs grew out of the agreements and resolutions of world conferences organised by the United Nations in the past decade and these are the goals that have been commonly accepted as a framework for measuring development progress. The MDGs consist of 8 goals, 18 targets and 48 indicators, and are now seen as the standard development framework around which countries are encouraged to formulate national development policies. Contributors to the Special Development Fund have also approved four broad themes for the replenishment of the SDF in the sixth cycle, one of them being *Addressing the MDGs as a framework for monitoring overall progress of the development effort, as well as development of the MDGs as benchmarks for SDF programming.*

3.02 Generally, the MDGs are quite compatible with the objective of poverty reduction, as well as the three core priorities, which form the poverty prism through which all of the programmes of the CDB are now identified, implemented and evaluated. Since its emergence, a number of studies have been undertaken to assess the capacity of countries to achieve the MDGs, as well as the suitability of the MDGs, and the associated targets, for countries in the Region (see Table 1).

3.03 In September 2004, the CDB hosted a regional workshop, in collaboration with the UNDP, on “*Achieving the Millennium Development Goals in the Caribbean*” in Port-of-Spain, Trinidad and Tobago.<sup>iv</sup> At this workshop, a number of regional and country reports were tabled and/or presented, reflecting the work that is taking place in the BMCs to ensure its country-readiness and capacity to achieve the MDGs within the time frame agreed upon.

---

<sup>iv</sup> In July 2003, a “*Regional Conference for the Promotion of Sustainable Human Development through the Implementation of the Millennium Development Goals*” was held in partnership with the Government of Barbados, the CARICOM Secretariat and the UN System in Barbados.

## ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB

**TABLE 1: THE MILLENNIUM DEVELOPMENT GOALS**

<b>Goal 1. Eradicate extreme poverty and hunger</b> <b>Target 1.</b> Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day <b>Target 2.</b> Halve, between 1990 and 2015, the proportion of people who suffer from hunger	<b>Indicators: Goal 1</b> <ol style="list-style-type: none"> <li>1. Proportion of population below \$1 per day</li> <li>2. Poverty gap ratio (incidence x depth of poverty)</li> <li>3. Share of poorest quintile in national consumption</li> <li>4. Prevalence of underweight children (under five years of age)</li> <li>5. Proportion of population below minimum level of dietary energy consumption</li> </ol>
<b>Goal 2. Achieve universal primary education</b> <b>Target 3.</b> Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling	<b>Indicators: Goal 2</b> <ol style="list-style-type: none"> <li>6. Net enrolment ratio in primary education</li> <li>7. Proportion of pupils starting Grade 1 who reach Grade 5</li> <li>8. Literacy rate of 15-24 year-olds</li> </ol>
<b>Goal 3. Promote gender equality and empower women</b> <b>Target 4.</b> Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015	<b>Indicators: Goal 3</b> <ol style="list-style-type: none"> <li>9. Ratio of girls to boys in primary, secondary and tertiary education</li> <li>10. Ratio of literate females to males of 15-24 year-olds</li> <li>11. Share of women in wage employment in the non-agricultural sector</li> <li>12. Proportion of seats held by women in national parliament</li> </ol>
<b>Goal 4. Reduce child mortality</b> <b>Target 5.</b> Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	<b>Indicators: Goal 4</b> <ol style="list-style-type: none"> <li>13. Under-five mortality rate</li> <li>14. Infant mortality rate</li> <li>15. Proportion of 1-year old children immunised against measles</li> </ol>
<b>Goal 5. Improve maternal health</b> <b>Target 6.</b> Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio	<b>Indicators: Goal 5</b> <ol style="list-style-type: none"> <li>16. Maternal mortality ratio</li> <li>17. Proportion of births attended by skilled health personnel</li> </ol>
<b>Goal 6. Combat HIV/AIDS, malaria and other diseases</b> <b>Target 7.</b> Have halted by 2015 and begun to reverse the spread of HIV/AIDS <b>Target 8.</b> Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	<b>Indicators: Goal 6</b> <ol style="list-style-type: none"> <li>18. HIV prevalence among 15-24 year-old pregnant women</li> <li>19. Contraceptive prevalence rate</li> <li>20. Number of children orphaned by HIV/AIDS</li> <li>21. Prevalence and death rates associated with malaria</li> <li>22. Proportion of population in malaria risk areas using effective malaria prevention and treatment measures</li> <li>23. Prevalence and death rates associated with tuberculosis</li> <li>24. Proportion of tuberculosis cases detected and cured under directly observed treatment short course</li> </ol>

<p><b>Goal 7. Ensure environmental sustainability</b></p> <p><b>Target 9.</b> Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources</p> <p><b>Target 10.</b> Halve by 2015 the proportion of people without sustainable access to safe drinking water</p> <p><b>Target 11.</b> By 2020 to have achieved a significant improvement in the lives of at least 100 million slum dwellers</p>	<p><b>Indicators: Goal 7</b></p> <p>25. Proportion of land area covered by forest      26. Land area protected to maintain biological diversity      27. GDP per unit of energy use (as proxy for energy efficiency)      28. Carbon dioxide emissions (per capita)      [Plus two figures of global atmospheric pollution: ozone depletion and the accumulation of global warming gases]      29. Proportion of population with sustainable access to an improved water source      30. Proportion of people with access to improved sanitation      31. Proportion of people with access to secure tenure      [Urban/rural disaggregation of several of the above indicators may be relevant for monitoring improvement in the lives of slum dwellers]</p>
<p><b>Goal 8. Develop a global partnership for development<sup>a</sup></b></p> <p><b>Target 12.</b> Develop further an open, rule-based, predictable, non-discriminatory trading and financial system. (<i>Includes a commitment to good governance, development, and poverty reduction — both nationally and internationally</i>)</p> <p><b>Target 13.</b> Address the special needs of the least developed countries. (<i>Includes: tariff and quota free access for least developed countries' exports; enhanced programme of debt relief for HIPC s and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction</i>)</p> <p><b>Target 14.</b> Address the special needs of landlocked countries and SIDS (<i>through the Programme of Action for the Sustainable Development of SIDS and the outcome of the twenty-second special session of the General Assembly</i>)</p> <p><b>Target 15.</b> Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term</p> <p><b>Target 16.</b> In cooperation with developing countries, develop and implement strategies for decent and productive work for youth</p> <p><b>Target 17.</b> In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries</p> <p><b>Target 18.</b> In cooperation with the private sector, make available the benefits of new technologies, especially information and communications</p>	<p><b>Indicators: Goal 8</b></p> <p><b>Official development assistance</b></p> <p>32. Net ODA as percentage of OECD/DAC donors' gross national product (targets of 0.7% in total and 0.15% for LDCs)      33. Proportion of ODA to basic social services (basic education, primary health care, nutrition, safe water and sanitation)      34. Proportion of ODA that is untied      35. Proportion of ODA for environment in SIDS      36. Proportion of ODA for transport sector in landlocked countries</p> <p><b>Market access</b></p> <p>37. Proportion of exports (by value and excluding arms) admitted free of duties and quotas      38. Average tariffs and quotas on agricultural products and textiles and clothing      39. Domestic and export agricultural subsidies in OECD countries      40. Proportion of ODA provided to help build trade capacity</p> <p><b>Debt sustainability</b></p> <p>41. Proportion of official bilateral HIPC debt cancelled      42. Debt service as a percentage of exports of goods and services      43. Proportion of ODA provided as debt relief      44. Number of countries reaching HIPC decision and completion points      45. Unemployment rate of 15-24 year-olds      46. Proportion of population with access to affordable essential drugs on a sustainable basis      47. Telephone lines per 1,000 people      48. Personal computers per 1,000 people      [Other indicators to be decided]</p>

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

3.04 Although it has been generally accepted that the goals have tremendous merit as a framework that seeks to move the process of development forward through broad consensus on the targets to be achieved and timelines for this achievement, critics<sup>v</sup> have argued that the approach has shifted the focus away from a more holistic concept of development which had been the emphasis in traditional development policy. This view finds support in the fact that at the CDB/UNDP Conference held in Port-of-Spain, Trinidad, many countries reported having to incorporate the MDGs into their broader development vision and strategies in an effort to keep in focus their commitment to goals and policies that address the structural underpinnings of development. While doing so, these attempts to incorporate the MDGs into the broader development objectives of BMCs revealed the need for country-specific prioritisation of these goals, and also the need to restate these goals to increase their relevance to the Caribbean.

3.05 In addition to the assessment of the MDGs for their suitability and relevance, limitations associated with the statistical capacity of National Statistical Offices (NSOs) also have to be taken into consideration. Some of these limitations are associated with the availability of the indicators or the data to develop the indicators, while others have to do with the accuracy of current indicators. In cases where indicators are not available, proxy indicators may be utilised in the short term, until statistical capacity can be strengthened and the desired data collected.

3.06 In Section 4, country priorities, in the context of achieving the MDGs in the Caribbean, are discussed. This provides a context, from the perspectives of the BMCs, for the discussion of issues of suitability and relevance of the goals in the Section 5. Issues of data availability and accuracy are also discussed in Section 5, with direct focus on the MDGs.

---

<sup>v</sup> Denis Benn, during his presentation of the Caribbean Regional Report at the CDB/UNDP Regional Workshop, September 21-23, 2004.

#### **4. ACHIEVING THE MDGs IN THE CARIBBEAN : COUNTRY PRIORITIES**

4.01 A number of countries have outlined development plans, which they see as reflective of the MDGs, but which they also feel necessary to tailor to the specific country priorities in the context of the socioeconomic conditions that they face and the development objectives towards which they are working. The workshop hosted by CDB in collaboration with the UNDP in Port-of-Spain was an important activity in the operationalising of the agreement to find ways of assisting countries to achieve the MDGs under the SDF. In the country reports, both Trinidad and Tobago and Jamaica demonstrate the ways in which these countries operationalise their broader development goals while taking the MDGs into account.

4.02 **Trinidad** has embarked on a major long-term development plan known as the Vision 20-20. This vision sets out the long-term development goal of the country “*to ensure that by the year 2020, every citizen has equal opportunities to achieve his or her full potential*”. The specific objectives of this Vision include:

- (a) economic growth and diversification;
- (b) improving the education and health systems;
- (c) reducing the incidence of HIV/AIDS;
- (d) improving the standard of living, including access to basic amenities;
- (e) improving infrastructure, such as transportation and communication, and increasing access to information technology;
- (f) increasing emphasis on Science and Technology; and
- (g) preserving the environment.

In the country report, this country stated its commitment to the eradication of extreme poverty as its number one priority. It also restated the MDG of Universal Primary Education to reflect its own development goal of Universal Primary and Secondary Education.

4.03 The country representative of Jamaica, in her report to the Workshop on her country’s attempt to integrate the MDGs in Jamaica’s country priorities, explained that a project, “Jamaica Social Policy Evaluation” (JASPEV), was created after independent research papers and island-wide consultations to develop effective mechanisms for the improved formulation and delivery of social policy. The project has seven (7) national social policy outcome goals that have been ratified by Cabinet, many of which are closely linked to the MDGs, and the achievement of which can result in the achievement of the MDGS and *vice versa*. The policy outcome goals are - Human Security, Social Integration, Governance, Secure and Sustainable Livelihoods, Environment, Education and Skills, and Health and Well-Being, and they remind us of the way in which social outcomes, even when stated separately, feed into each other. In its country report, Jamaica outlined some of its priority concerns under the MDGs (see Box 1).

## ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB

### **BOX 1: JAMAICA'S PRIORITY CONCERNS UNDER THE MILLENNIUM DEVELOPMENT GOALS**

<p><b>1. Eradication Of Poverty</b></p> <ul style="list-style-type: none"> <li>? Rural poverty remains a concern as there are proportionately more persons living below the poverty line in the rural areas</li> <li>? Almost half of the poor are children under-18 and a further 10 % are elderly</li> <li>? Female headed households are among the most vulnerable with lower levels of consumption</li> </ul>	<p><b>2. Improve Maternal Health</b></p> <ul style="list-style-type: none"> <li>? Current and accurate data are not always available</li> </ul>
<p><b>3. Achieve Universal Primary Education</b></p> <ul style="list-style-type: none"> <li>? The attendance at schools is lower than the enrolment levels</li> <li>? The quality of the education is not always acceptable - high illiteracy rate among 15-19 year olds</li> <li>? The challenge exists to make "learning" more attractive to the boys</li> </ul>	<p><b>4. Combat HIV/AIDS, Malaria and Other Diseases</b></p> <ul style="list-style-type: none"> <li>? HIV/AIDS is major health concern as the prevalence rate is still high and HIV/AIDS is the leading cause of death in the 30-34 age group</li> <li>? There are cultural practices that mitigate against safe sexual practices</li> <li>? The treatment and management of the disease is costly</li> </ul>
<p><b>5. Promote Gender Equality</b></p> <ul style="list-style-type: none"> <li>? While there are no legislative barriers to achieving this objective, many cultural barriers still exist</li> <li>? The issue of domestic violence and gender-based violence is still high and a matter of grave concern</li> <li>? Teenage pregnancy and consequent drop-out from school continues to be a problem, particularly since some schools refuse to re-admit girls who have children.</li> </ul>	<p><b>6. Ensure Environmental Sustainability</b></p> <ul style="list-style-type: none"> <li>? High levels of poverty lead to unsustainable practices</li> <li>? Natural disasters have led to reverses in gains made prior to the disasters as well as place a burden on already inadequate resources needed for development</li> <li>? Lack of public awareness to environmental issues</li> </ul>
<p><b>7. Reduction of Child Mortality</b></p> <ul style="list-style-type: none"> <li>? The major concern here is the under registration of births and deaths-particularly those occurring outside of the formal system.</li> </ul>	<p><b>8. Develop a Global Partnership for Development</b></p> <ul style="list-style-type: none"> <li>? The size of the public debt continues to place severe constraints on the provision of much needed services to the poor in the social sector, as well as the provision of public goods needed for sustainable development.</li> </ul>

4.04 **St. Lucia**, in its country report, pointed to the challenges that it faces in achieving some of the MDGs. High-priority areas for this country stem from *the increased incidence of HIV/AIDS and tuberculosis and deaths related to AIDS, neoplasms and circulatory diseases* as these continue to be

unacceptably high. *Extreme Poverty* was reported in several communities throughout the island while issues related to *Environmental Sustainability*, such as climate change, improper solid waste disposal, urbanisation and increased visitor arrivals, without the requisite facilities to absorb the increased burden on public and social facilities continue to threaten the natural environment. *Gender gaps* were also reported in the areas of education, employment, income, and life expectancy.

4.05 In outlining the deficiencies that they face in achieving the MDGs, St. Lucia, whose National Statistical Office has stronger statistical capacity than most others in the Organisation of Eastern Caribbean States (OECS) has pointed to the following issues. These are:

- (a) the invisibility of gender in available statistics;
- (b) the paucity of time series data;
- (c) variations in data definitions, and the need for harmonisation of data within countries and across the Region;
- (d) inadequate staffing, financial and technical resources; and
- (e) the need for the sustainability of effort in the assistance and resources provided to countries for the conduct of data collection exercises that would yield the necessary information for the development of relevant social indicators.

4.06 The recent Country Poverty Assessment (2003) conducted in **Dominica**, has boosted its ability to report on its achievement of the MDGs. In the area of education, this country has reported that data in the areas of enrolment, reading assessment, drop-out and repetition rates, and performance indicators at the primary, secondary and tertiary levels are gender disaggregated. The report however points to data limitations in measuring environmental sustainability and global partnerships. Poverty eradication, according to the Dominica report, continues to be a priority in this country. The 2003 Poverty Assessment showed that approximately 39% of population and 29% of households live below the poverty line<sup>vi</sup>. It was also reported that 70% of the total poor resided in the Carib territory, pointing to the social exclusion of indigenous people in this country. A high proportion of female-headed households were also reported among the poor.

4.07 In outlining the challenges faced in targeting the poor and achieving the objective of poverty eradication, the Dominican representative spoke of the impact of the economic recession that Dominica is facing. Before the generalised economic decline, poverty reduction programmes were targeting only displaced farmers, who were the immediate victims of the unfavourable terms of trade in the banana industry. The expected reverberations manifested in the recent economic situation have caused other groups besides farmers to be displaced, thereby stretching the resources at the disposal of the impoverished very thinly indeed. The representative also spoke of the effects of lack of collateral on the ability of the poor to take advantage of the Enterprise Development Facility designed to provide part grant and part loan to small entrepreneurs.

4.08 Other challenges reported by Dominica, related to the achievement of the MDGs, and constituting country priorities in the achievement of overall social development, include concerns about male academic under-achievement; high repetition and drop-out rates by males; an apparent increase in anti-social behaviour within the school system; concerns over the achievement of functional literacy; and the continued gender streaming in the choice of subjects, leading to the qualification of the majority of females in traditional, undervalued subject areas. This has implications for another concern reported by the Dominican country representative that the progress women make in the area of education is not

---

<sup>vi</sup> Poverty defined as Income Poverty in Dominica since indicators such as access to Potable water and some of the other international indicators do not apply in Dominica.

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

reflected in job positions. Specific to the goal of gender equality are issues relating to the lack of representation of women in power and decision-making; the prevalence of male inmates at State Prisons; and the high prevalence of domestic violence.

4.09 As with St. Lucia, and notwithstanding the recently conducted Poverty Assessment, Dominica pointed to the following as representing serious limitations in its ability to achieve the MDGs and to create a framework in which these goals are used to monitor and evaluate progress in implementation and outcomes:

- (a) gaps in data collection systems;
- (b) inadequate gender dis-aggregation of data;
- (c) weaknesses in institutional capacity, especially of the Central Statistical Office;
- (d) weak monitoring and evaluation of programmes;
- (e) the absence of Gender analysis as a cross-cutting issue in the identification, implementation and evaluation of programmes; and
- (f) inter-sectoral networking.

4.10 Discussion during the CDB/UNDP regional workshop, revealed a general consensus among BMCs surrounding the priority goals to be achieved for social development. By and large, the MDGs were seen to be relevant to the overall development goals of countries, while recognising that broad-based economic growth was also a necessary component of the development strategy. In this context, participating countries agreed to the relevance of specific goals highlighted by the country presenters.

4.11 Goals on the priority list of participating countries included *poverty reduction; the need to halt the contraction and spread of HIV/AIDS and other diseases; reduction of child mortality; the importance of advancing gender equality and gender equity*, to the extent that a call was made for greater integration of gender analysis in all of the priority goals that were presented; *the need for data to better monitor maternal health and maternal mortality*; and *a commitment to the achievement of universal primary education*. Agreement on the importance of the latter goal came with a caveat that the indicators should focus more on qualitative rather than mere quantitative outcomes. This was reflected in discussions, at the workshop, that dealt with issues of attendance, school drop-out and repetition; functional and other kinds of literacy; and in some cases, the feeling that primary education was a global minimum that did not adequately serve the needs of Caribbean societies in terms of their development objectives. In this case some participants led the call for universal secondary education as the other goal to be achieved under education.

4.12 Discussion of the relevance of the goal of environmental sustainability revealed weak capacity among BMCs to address the issue. This was partly due to the paucity of data in this area that would allow measurement, but also with the absence of capacity of personnel in BMCs to conduct analysis in this area. The *Caribbean Regional Report on the Implementation of the MDGs*<sup>vii</sup> also suggests that there are other indicators than the ones suggested that might be of more relevance to the Caribbean related to Goal 7, Target 9. This will be discussed in a later section of this report.

4.13 There was broad agreement by BMCs that the final goal, ‘developing a global partnership for development’, was probably the most important goal in order to ensure the sustainability of other goals. According to participants, the absence of financial and human resources have often stymied

---

<sup>vii</sup> Prepared for the UNDP by a team from the University of the West Indies, Mona and presented at the workshop by Professor Denis Benn.

implementation efforts in areas that are crucial to social development and the reduction of poverty. This point was underscored by the Caribbean Regional Report, which stated that, “*While it is estimated that the realisation of the MDGs will require an additional US\$50 to \$100 billion in aid, the reality is that the total ODA in 2002 amounted to 0.22 percent of the GDP of the member countries of the Development Assistance Committee (DAC) of the Organisation for Economic Cooperation and Development (OECD).*” According to the report this represented the lowest ratio of overseas development assistance to GDP ever recorded. As a result, the 2003 UNDP Human Development Report has called for the establishment of a Commitment to Development Index (CDI), which will monitor how well the developed countries live up to their commitment of contributing 0.7% of their GDP to development under the global partnership.

4.14 Discussion of country priorities in the context of achieving the MDGs, resulted in broad plans that indicated the areas in which BMCs felt that strategic action was necessary for achieving the MDGs. This provides a useful indication of the areas in which BMCs feel that they need immediate assistance in achieving the MDGs. There was consensus in the following areas;

- (a) that the overarching goal for all countries was ***Poverty Eradication; and***
- (b) that there should be a commitment to the incorporation of ***Gender Analysis*** in all of the goals to be achieved. This commitment to the principle of Gender as a crosscutting theme arose because of the recognition that much of the data that was necessary to target programme beneficiaries and conduct social analysis were not disaggregated by gender. Also, concerns by policy makers over the issue of male underachievement in the area of education have finally led to recognition of the need for gender indicators.

4.15 Specific actions that were recommended for achieving the development goals included, *employment creation; improved access to and utilisation of quality education and training; reduction in the incidence and prevalence of HIV/AIDS; environmental management and hazard mitigation; debt reduction; improved sexual and reproductive health services; improve child health services and legislation; and the introduction of wellness programmes to all age groups.* Among these specific actions, a few were identified as priority for BMCs, with suggested activities that would aid in the achievement of the objectives of these actions. See Box 2 overleaf for suggested priority actions and activities.

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

### **BOX 2 : BMCs' IDENTIFICATION OF PRIORITY ACTIONS FOR POVERTY REDUCTION AND SOCIAL DEVELOPMENT**

#### **1. Create employment by promoting entrepreneurship through:**

- (i) The education system;
- (ii) Access to technology;
- (iii) Provision of business development and support services; and
- (iv) Expansion of access to financing.

#### **2. Improve access to, and utilisation of quality education and training in the following ways:**

- (i) Establishment of early childhood centres towards universal access;
- (ii) Primary education;
- (iii) Secondary Education;
- (iv) Programmes to address special education;
- (v) Remedial education; and (vi) Post-secondary/tertiary education.

In developing activities around this action, calls were made for attention to be paid to issues of standards and curricula; relevance and quality, including issues of vocational and technical training and the establishment of competency levels for occupational classifications; teacher training; physical plant improvements, with an eye to expansion of capacity; and school attendance enforcement programmes.

#### **3. Environmental management and Hazard mitigation through:**

- (i) Enforcement of building codes and other environmental legislation;
- (ii) Public education on environmental protection;
- (iii) Expand emergency management funds – national and regional;
- (iv) Address insurance/re-insurance issues ;
- (v) Coastal water and resources management;
- (vi) Watershed management;
- (vii) Solid waste management; and
- (viii) CO<sup>2</sup> emissions.

#### **4. Improve health through wellness programmes and implementation of the following activities:**

- (i) HIV/AIDS Public Education Programme targeted especially to adolescents ;
- (ii) Review of the Health and Family Life Education (HFLE) strategy;
- (iii) Accelerate programmes to reduce mother to child transmission of HIV;
- (iv) Counselling, care and treatment programmes for HIV/AIDS victims ;
- (v) Legal reform to address issues of HIV/AIDS stigmatisation and discrimination ;
- (vi) Improve access to contraceptives;
- (vii) Programmes to reduce chronic and lifestyle diseases including hypertension, diabetes, cardiovascular diseases and HIV/AIDS;
- (viii) Training in midwifery; and
- (ix) Violence prevention programmes.

The need for gender analysis in this area cannot be overemphasised, since the contraction and spread of HIV/AIDS is very closely linked to issues of gender.

4.16 In all cases, BMCs stressed the need for data and gender analysis to effectively operationalise the suggested activities. Belize, Guyana, and Suriname have also pointed to the need to take into consideration the high per capita cost of providing social services and infrastructure in the context of relatively large land sizes and small populations.

## **5. ASSESSING THE MDGs : SUGGESTIONS FOR CARIBBEAN-SPECIFIC GOALS**

5.01 Although social policy formulation is a complex process that requires a number of inputs, it is recognised that just as economic statistics are the heartbeat of economic policy, so too are social statistics an essential input into the process of social policy formulation.<sup>viii</sup> International Conferences, and globalising efforts have generated a demand for social statistics in this new focus on social development. The need for social indicators is based on the recognition that economic growth cannot be sustained without social development and more equitable distribution of productive gains. The sustained focus on economic growth as the most important aspect of development has however led to stronger capacity in the area of economic statistics and a corresponding weakness in the existence of the infrastructure and capacity to produce social statistics. The MDGs therefore provide a context and a framework for the production of social statistics that is based on international agreement and broad-based consensus on the general indicators to be produced and a time frame in which this must be done.

5.02 The previous discussion of country priorities and the need to integrate the MDGs into country strategies for development, some of which were embarked upon even before the emergence of the MDGs, suggest the need to assess these goals within the specific context of the Caribbean. In this section of the paper, the goals, targets and indicators will be assessed for their suitability, relevance, availability and comparability. These three components of the MDGs need to be assessed because goals and targets may be relevant to the countries, while indicators might not provide much utility for measuring the achievement of the goals and targets. On the other hand, goals may be relevant, while existing targets may have somehow missed the point, leading to unsuitable indicators. Finally, even if the goals and targets are relevant and the indicators suitable, the issues of unavailability, comparability and quality of data may result in indicators that are questionable, thereby leading to inaccurate measurements. As a result proxy indicators may have to be utilised in the short-term until the statistical capacity of NSOs can be strengthened to allow for the collection and production of quality data for the development of suitable and accurate indicators.

5.03 In assessing the MDGs, and the indicators that have been suggested to monitor and measure them, it is useful to keep in mind that the criteria for selection should include their relevance to desired outcomes, sensitivity to policy action, measurability, and the cost of data collection.<sup>ix</sup> These criteria will be kept in mind when proposing alternative indicators for measuring the MDGs.

### **GOAL 1: ERADICATE EXTREME POVERTY AND HUNGER**

**Target 1:** *Halve, between 1990 and 2015 the proportion of people whose income is less than \$1 a day*

**Target 2:** *Halve, between 1990 and 2015 the proportion of people who suffer from hunger*

- Indicators:**
1. Proportion of population below \$1 (PPP) per day
  2. Poverty gap ratio (incidence  $\times$  depth of poverty)
  3. Share of poorest quintile in national consumption
  4. Prevalence of underweight children under five years of age
  5. Proportion of population below minimum level of dietary energy consumption

---

<sup>viii</sup> ECLAC Sub-regional Headquarters for the Caribbean. LC/CAR/G.776.

<sup>ix</sup> IDA Results Measurement System: Recommendations for IDA14. (June 24, 2004).

## ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB

5.04 **Relevance:** The relevance of this goal has been agreed to by BMCs. All Caribbean countries are committed to the goal of reducing extreme poverty and hunger. Participants of the recently held CDB/UNDP regional workshop have, in fact, identified this as one of the overarching goals towards which a number of actions and activities are geared.

5.05 Scholars and researchers have however questioned the relevance of Target 1. The overwhelming consensus has been that the international poverty line of PPP\$1 per day does not adequately capture poverty in the Caribbean. One argument against the relevance of this target is that the international poverty line cannot accurately capture the circumstances of poor people wherever they live.<sup>x</sup> This is because, for instance, the public goods to which a person in Trinidad living on less than PPP\$1 per day might be able to access and the public goods to which a person living in Jamaica under the same poverty line, might have access to, will have a significant impact on their real poverty status. Income poverty is also unable to capture the existence of social capital, which can, in real terms, raise or lower a household or an individual's poverty status. In this context, targeting the headcount index, which measures the proportion of persons below the poverty line and the proportion of persons below the indigence line, is felt to be more useful for this exercise.

5.06 Available indigence data show that, in most cases, the proportion of persons who fall below the indigence line is less than half of the proportion of persons who fall below the poverty line. Belize's CPA in 1996, for example, revealed statistics of 33% below the poverty line and 13.4% below the indigence line. Eliminating the proportion of persons below the indigence line will therefore not halve the proportion of persons who fall below the poverty line. The 1996 CPA of St. Vincent and the Grenadines, on the other hand, revealed 25.7% of the population below the indigence line and 37.5% below the poverty line. This meant that more than half of the persons below the poverty line were classified as indigent. A reformulation of Target 1 can therefore read, "***Halve the proportion of persons who fall below the absolute poverty line.***" Target 2, is felt to be quite relevant to Goal 1.

5.07 **Suitability:** Relevance of the target necessarily raises questions about the suitability of the indicator "proportion of population below \$1 per day". Data for this indicator are not widely available, except for Trinidad and Tobago, Grenada, Saint Lucia and St. Vincent and the Grenadines. The figures, ranging from 2.97% of the population in St. Lucia to 6% shown for Trinidad and Tobago are however not realistic based on face validity, and researchers and policy makers have criticised this indicator for its inadequacy as a tool to guide policy making or for measuring poverty in these countries. More useful indicators for the purpose of identifying the extent of poverty in BMCs are 'the incidence of poverty' (population below the poverty line, and below the indigence line); 'the poverty gap ratio'; and 'poverty severity'.

5.08 **Availability:** The indicator 'share of poorest quintile in national consumption', is also an excellent indicator from the perspective of Caribbean countries, however this indicator is currently not available for all countries of the Caribbean, and where it is, it is not widely utilised even though it can be calculated from existing data. Data gaps also exist for the indicator 'Prevalence of underweight in children under five years of age', and 'the population below minimum dietary energy consumption'. Data for underweight children require anthropometric survey. This has been conducted in a few Country Poverty Assessments, especially those supported by the CDB and DFID. These surveys are however not regularly undertaken, as they should be, in the Region. This is unfortunate since researchers and scholars agree that this indicator is very sensitive to conditions of poverty.

---

<sup>x</sup> Reddy, Sanjay G. and Pogge, Thomas W. (2003), How not to count the Poor, on-line publication [www.socialanalysis.org](http://www.socialanalysis.org)  
May 19, 2003

5.09 The most widely available indicators are, “percentage of the population below the poverty line”; and “the percentage of the population below the indigence line”. They are calculated based on country poverty assessments (CPAs) that have been conducted in the Region. Available data on the proportion of the population below the poverty line ranges from 13.9% in Barbados to 37.5% in St. Vincent and the Grenadines. These statistics are however culled from CPAs that have been conducted only once for most countries, and for different years, making comparison across countries difficult. Jamaica has pointed to the disproportionate number of persons in the rural areas that are living below the poverty line, and is the only country with time series data ranging from 1988 to 2003. Although, the indicator ‘proportion of population below the minimum level of dietary energy consumption’ is not currently available, it is envisaged that this could be developed from poverty assessments that use consumption data as a proxy for income.

5.10 **Comparability:** Issues of comparability are also pertinent in this context, since countries that have been assisted by various international organisations tend to use different methodologies, when assisting BMCs and other Caribbean countries in the conduct of social surveys in the Region. This results in the compilation of numerous datasets that bring differing approaches in the study of the same phenomena, leading to loss of comparability across countries in the Region. Barbados’ poverty study, for example, which was conducted with the assistance of the IDB, cannot be compared to the Poverty Assessments of St. Kitts and Nevis, Grenada, St. Vincent and the Grenadines, Belize and St. Lucia, that were conducted with the assistance of the CDB and DFID, nor can either of these be compared to the poverty assessment conducted in Trinidad in 1992 with the assistance of the World Bank. Table 2 outlines the multiplicity of sources of poverty counts in the Region.

**TABLE 2: POVERTY COUNTS AND THEIR SOURCES FOR  
SELECTED COUNTRIES OF THE CARIBBEAN**

Country	% below poverty line	Country	% below poverty line
Bahamas	5.0	Belize	33.0
Barbados	8.0	Grenada	32.1
St. Kitts and Nevis	15.0	Suriname	63.1
Trinidad and Tobago	21.2	Dominican Republic	20.6
Antigua and Barbuda	12.0	Jamaica	34.2
St. Lucia	25.1	Guyana	43.2
Dominica	33.0	Haiti	65.0
St. Vincent and the Grenadines	37.5		

**Sources of figures:** Antigua and Barbuda, Barbados, Dominica, St. Kitts/Nevis poverty estimates from IDB as reported in Greene, E. “Reducing Poverty in the Caribbean by Interventions in Health and Education”, PAHO, Table 1.1. ; St. Lucia (1995), Belize (1996), St. Vincent and the Grenadines (1996), Grenada (1998), - Poverty Assessment, Kairi Consultants; Dominican Republic, 1994, “Estabilisacion Apertura y Pobreza en Republicana Dominicana, 1986-1992”, Fundacion Economia y Desarrollo, Inc.; Guyana (1993) HIES/LSMS as reported in World Bank 1994 “Guyana: Strategies for Reducing Poverty” Report No. 12861-GUA; Haiti (1987) Poverty Estimate reported in ECLAC, 1993, “Poverty Issues and Poverty Alleviation in the Caribbean,” Working Paper; Jamaica, Survey of Living Conditions (1992) estimates derived from: “Jamaica: A Strategy for Growth and Poverty Reduction, Country Economic Memorandum; St. Lucia (1995) Calculations from Survey of Living Conditions, as reported in CDB St. Lucia Poverty Assessment; UNDP (1999), prepared by Marcelo Neri and Jack Menke “Poverty in Suriname: Assessment, Monitoring and Capital Enhancing Policies”; Trinidad and Tobago (1992), Survey of Living Conditions as reported in World Bank, 1995, “Trinidad and Tobago: Poverty and Unemployment in an Oil Based Economy,” Report No. 14382-TR.

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

5.11 A proposal for relevant indicators to measure the goal of reducing poverty in the Caribbean would therefore definitely exclude the indicator of PPP\$1 per day. The proposal would however include the poverty headcount, using data for both the poverty line and the indigence line; strengthen statistical capacity to collect data on the poverty gap ratio, underweight in children under 5, and share of the poorest quintile in national consumption. The indicator on dietary consumption may be less sensitive as an indicator of poverty than underweight in children under 5, and therefore may be seen as an unnecessary burden on countries with already weak statistical capacity. This indicator, when disaggregated by sex however, is useful in identifying poverty among women within the household since research has revealed that women generally tend to make sacrifices in terms of dietary consumption in order to feed their families.

### **GOAL 2: ACHIEVE UNIVERSAL PRIMARY EDUCATION**

**Target 3:** *Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling*

- Indicators:**
- 6. Net enrolment ratio in primary education
  - 7. Proportion of pupils starting Grade 1 who reach Grade 5
  - 8. Literacy rate of 15-24 year-olds

5.12 **Relevance:** The relevance of this goal in the Caribbean is not so much disputed, as it is felt that it does not go far enough for countries that intend to base much of their development on visions of becoming knowledge-based societies. Net enrolment figures in the Caribbean are very high, and on this quantitative basis, it may be said that progress towards achieving this MDG is good for Caribbean countries. However, as highlighted in the Caribbean Regional Report, it is not so much that the Caribbean has made great strides in meeting this goal, but that the goal is defined rather narrowly and does not take into account the component of the *Dakar Declaration on Education for all by 2015*, which also speaks to the kind and quality of primary education offered to students. It would be pertinent to note, at this point, that many BMCs have called for a restatement of the goal of Universal Primary Education to include both Universal Primary, as well as Secondary Education. This, they have noted, is more relevant to their social development goals, and highlights the importance of monitoring the progress of early adolescents (those in the 10-14 age group), as well as identifies their need for secondary level education for optimal development.

5.13 Target 3, in this regard, is therefore not seen as adequate for Caribbean countries. A reformulation of this target should therefore read, "***Ensure that by 2015, children everywhere, boys and girls alike, will be able to complete a full course of primary schooling, as well as a full course of secondary schooling, up to Grade 12***".

5.14 **Suitability:** Given the reformulated target for Caribbean countries, the existing indicators would need to be expanded to include indicators on secondary schooling. In addition, country representatives of BMCs, as well as policy makers and researchers have called for indicators that are better able to measure the quality education available to students. Among the variables to be captured are, attendance rates; the extent to which all students, regardless of sex, ethnicity or disability have opportunity and access to primary and secondary school education; and the extent to which students are able to benefit from improved and expanded plant capacity, teacher training in modern methods of teaching; and improved standards and curricula. With regard to primary schooling, the Caribbean Regional Report asserts that "*It would seem that the existing organisation of primary schooling ... cannot be expected to advance the quality of basic education much further... For Caribbean countries to achieve higher levels and quality ...fundamental changes in basic education in the sub-region, compared to its structure and organisation over the last 160 odd years of its history [are needed].*"

5.15 The reformulation of Target 3 to meet the specificities of Caribbean social development objectives, also require that statisticians and social policy formulators in the Region need to agree on a definition of secondary education. Presently, secondary education for some countries includes Grades 13 and 14, otherwise known as Sixth Form in some countries, while for others this level of education is included in tertiary education. It is recommended for this purpose that a full course of secondary education should mean the completion of Grade 12.

5.16 The suitability of existing literacy data is also questionable, since no recent literacy surveys have been done in the Caribbean, and the proxy of ‘five or more years of schooling’ has been called into question given the doubts surrounding the quality of primary education. Research has shown that 15 to 20% of persons, who complete primary school, leave without mastering the essentials of mathematics, reading and writing.<sup>xi</sup> UNESCO defines a literate person as one who, “*with understanding, can both read and write a short simple statement on his or her everyday life*”.<sup>xii</sup> There is general agreement that not only is there a need for Caribbean countries to arrive at a common understanding of what is meant by literacy, but also, whether the definition of literacy should be expanded beyond simple traditional definitions to include cyber literacy and other functional requirements of a technological society.

**5.17 Availability:** Data on enrolment rates for primary and secondary schooling are available in most population censuses. There is greater need for more regular submissions of this data however, in order to adequately monitor and measure the achievement of the target. This data is fortunately available at the administrative level from the Ministries of Education. Therefore, wherever statistical capacity is weak in this area, it is recommended that greater support be given to strengthening this capacity, as well as institutional capacity for collecting and storing data. Sex dis-aggregation of this data is an absolute necessity.

5.18 Given the unsuitability of the indicator ‘five years or more of schooling’, then literacy data, for all intents and purposes can be said to be unavailable in BMCs. This raises the need for a more suitable proxy, or for literacy surveys to be conducted post-haste. In the implementation of such a survey or in the utilisation of a more suitable proxy, greater attention should be paid to indigenous and other groups that are either geographically remote or socially marginalised and therefore excluded from the population to which the literacy indicator refers. This would certainly result in more realistic figures for literacy than currently exists.

5.19 The other indicator for which data does not exist is the data that speaks to children who stay in school up to Grade 5. This data, like attendance data, is usually available through administrative attendance records. However the failure to create a statistical infrastructure that allows for movement of quality, harmonised data from the administrative to national levels has resulted in the collection of data that enjoys limited usage.

5.20 A proposal that reflects the wishes of BMCs, with regard to the second Millennium Development Goal of Universal Primary Education, would therefore:

- (a) restate the goal and target to include the achievement of Universal Secondary Education; and

---

<sup>xi</sup> Harvey, Claudia (2000), The EFA Assessment process in the Caribbean and the Quest for Inclusion and Quality, ISBN: 976-95068-0-X Kingston, Jamaica: UNESCO

<sup>xii</sup> Taken from Literacy on line – Papers from the 2<sup>nd</sup> Asia Regional Literacy Forum.  
<http://www.literacyonline.org/products/ili/webdpcs/riet.html>

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

- (b) include indicators that speak to the quality of primary and secondary education, for example, proportion of enrolled primary school children who attend school, or the proportion of enrolled secondary students who pass an accepted minimum of subjects in their final examinations; the proportion of children who complete primary level education up to Grade 5; the proportion of children who complete secondary level education up to Grade 12; and robust literacy and numeracy indicators, including definitions of these variables that are in keeping with what is realistically expected of a primary school graduate.

### **GOAL 3: PROMOTE GENDER EQUALITY AND EMPOWER WOMEN**

*Target 4: Eliminate gender disparity in primary and secondary education, preferably by 2005 and in all levels of education no later than 2015*

- Indicators:**
- 9. Ratio of girls to boys in primary, secondary and tertiary enrolment)
  - 10. Ratio of literate women to men of 15-24 year-olds
  - 11. Share of women in wage employment in the non-agricultural sector
  - 12. Proportion of seats held by women in national parliament

**5.21 Relevance:** The MDG to promote gender equality and empower women is relevant to Caribbean countries and has been accepted as such by BMCs. The empowerment of women and the need for gender equity and equality has long been an objective of women's movements in the Caribbean, and this has resulted in the creation of women's bureaus to monitor and coordinate programmes that would advance the development of women and change the structural inequities that exist. The need to understand these inequities and inequalities in the context of the relationship between men and women; how power is exercised in this relationship; and what are the differentials in outcomes for both males and females in the application of policies and in their lived realities has led to the adoption of gender as an analytical tool. More recently, concerns over the underachievement of young males in the education system and their seeming propensity to become involved in antisocial activities have also led to the use of gender analysis to understand the root and reasons for these social problems.

**5.22** Dr. Naila Kabeer<sup>xiii</sup> critiques the goal for not sufficiently addressing the economic agency that women need in order to advance in areas of social service delivery. This is brought out in the targets and indicators under this goal. This critique is a valid one in the context of the alarming increase in HIV/AIDS among women, as well as the fact that educational gains have not necessarily been translated into economic gains for women. The call for gender as a cross-cutting theme is therefore very relevant, since the issue of economic agency could have been placed under poverty reduction, or needed to be brought into this goal to address the issue of women's agency in overcoming issues of gender inequity. Nonetheless, Dr. Kabeer acknowledges that in treating gender equality as an explicit goal, the MDGs represent an improvement over the International Development Targets from which it emerged.

**5.23** Gender-based violence is another issue of concern, one that not only impacts on women's empowerment in general, but is also an important factor in the spread of HIV/AIDS. Reports on the incidence of domestic and other gender-based violence, including violence against adolescent girls and young children, which have resulted in deaths and serious injury, indicate a need to include the reduction of gender-based violence as a relevant target for the achievement of the goal of gender equality and the empowerment of women. Efforts that are currently being undertaken in the Caribbean to develop a

---

<sup>xiii</sup> Naila Kabeer. (2003). *Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: A handbook for policy-makers and other stakeholders.* Co-published by the Commonwealth Secretariat and the Institute for Development Studies.

protocol for the collection of data on Domestic Violence<sup>xiv</sup>, will no doubt go a long way in supporting the data needs for the monitoring of this indicator. In addition, workshops<sup>xv</sup> have been held for Police in the Region, during which the response of the Police and the Justice system to incidents of gender-based violence were examined and recommendations made for more effective approaches that would contribute to the reduction of these abuses.

5.24 In the context of the issues raised and the critique that was highlighted, Goal 3 requires additional targets to address these concerns, and give effect to this MDG in the context of the Caribbean. The suggested formulation is: (a) “*Eliminate gender disparities in income and occupational opportunities at all levels and in all sectors no later than 2015*”; and (b) “*Reduce by 60% the incidence of physical acts of gender based violence*”.

5.25 **Suitability:** Of the four indicators identified to measure gender equality and women’s empowerment, the indicator of *enrolment of males and females in school at primary, secondary and tertiary level* is suitable for identifying, what has in fact now been recognised, that more girls and women are staying in the school system than boys. Problems of identifying what is meant by tertiary education, points to the need to harmonise definitions across the Region in order to obtain greater comparability of analysis.

5.26 Higher enrolment rates among girls than boys in secondary and tertiary education have been highlighted as an example of the greater advancement of females over males in the education system. This viewpoint must however be balanced with data on subject choices by males and females in the educational system<sup>xvi</sup> which shows that girls continue to enroll, and be streamed, in traditional subject areas that are undervalued and which bring with it lower remuneration than the subject areas in which males predominate. Boys on the other hand continue, by and large, to predominate in those areas in which the subject area is more highly valued in the labour market. This is reflected in the differences in the gender gap in enrolment rates in the University of the West Indies, Mona Campus and St. Augustine. Although females continue to outnumber males at both institutions, the female to male ratio is higher at Mona, a ratio of 2.32 females to 1 male, compared to that of the St. Augustine campus, a ratio of 1.42 females to 1 male. “*This reduced gender gap is attributable to the high male enrolment in science-related fields of study, particularly in the Engineering faculty.*”<sup>xvii</sup>

5.27 The ratio of literate females to males among 15-24 year olds also captures data related to male underachievement in this area. A corresponding numeracy ratio, as well as cyber literacy ratio should be included under this goal to fully capture the gender differentials that may exist, and that are related to structural and cultural factors that influence male/female achievement in the wider educational system. The share of women in wage employment in the non-agricultural sector, according to recent figures is suitable since it clearly shows that males had the larger share of employment in all countries for which figures were available, except St. Lucia (see Table 3).

<sup>xiv</sup> This effort in the Caribbean had its genesis in the work of the UNECLAC Sub-regional Headquarters, with funding from the Canadian International Development Agency (CIDA) under the Caribbean Gender Equality Programme (CGEP). Pilot projects based on the proposed protocol for the collection of data are currently being undertaken in Trinidad & Tobago and St. Lucia.

<sup>xv</sup> *Regional Conference on Gender-based Violence and the Administration of Justice* held in Trinidad from February 3-5, 2003 and funded by the CIDA/CGEP and co-hosted by the Economic Commission for Latin America and the Caribbean (ECLAC) Sub-regional Headquarters.

<sup>xvi</sup> PIOJ, UNDP and CIDA. (2000). The construction of Gender Development Indicators for Jamaica edited by Patricia Mohammed.

<sup>xvii</sup> Caribbean Regional Report.

**TABLE 3: THE SHARE OF WOMEN IN WAGE EMPLOYMENT  
IN THE NON-AGRICULTURAL SECTOR**

<b>Country</b>	<b>% of total</b>
Antigua and Barbuda (1990)	47
The Bahamas (2000)	49
Barbados (2000)	47
Belize (2000)	40
Grenada (2000)	44
Guyana (1990)	36
Jamaica (2000)	48
St. Kitts and Nevis (1990)	47
St. Lucia (2000)	50
Suriname (2000)	34
Trinidad and Tobago (2000)	38

Source: The Caribbean Regional Report on the Implementation of the MDGs in the Caribbean.

5.28 The suitability of the indicator that has been formulated to report on the incidence of domestic violence is based on the need for measurement of a concrete phenomenon. In this regard, although domestic violence has both a psychological and physical component, any attempt at data collection must embrace a broader conception that “treats with violence in terms of abuse or actions that cause or threaten physical harm.”<sup>xviii</sup>

5.29 The proportion of seats held by women in national parliaments in countries for which data are available, shows that women have still not attained even the 30% recommended minimum target in the Lower House of Representatives and Cabinet. The largest percentage of women are to be found in the Upper House or Senate, with The Bahamas, Barbados, Belize, and Trinidad and Tobago recording proportions in excess of 30%. It has been suggested however that apart from structural and cultural constraints that prevent women from holding seats in Parliament, this arena may not be women’s preferred choice of holding political office. As a result, it has been suggested that the holding of office in local government councils may be a better indicator of women’s empowerment.

5.30 Indicators that capture income differentials by sector, as well as proportion of the employed by occupational status - disaggregated by sex, will be useful for measuring and monitoring the new target related to work and income under Goal 3.

5.31 **Availability:** Data on enrolment at the primary, secondary and tertiary levels are constrained in some countries by a lack of sex-disaggregated data. Nonetheless, these data are available in a number of countries and there is no foreseeable difficulty in obtaining data in the form that is needed in the future. Obtaining data on tertiary education, and in some cases secondary education, is however problematic given the multiplicity of definitions of tertiary and secondary institutions across the Region. In some cases tertiary refers to post-secondary education, while in others it refers only to college or University education. In some cases GCE (General Certificate of Education) Advanced level education and CAPE (Caribbean Advanced Proficiency Examination) are considered part of the secondary school experience, while for others it represents tertiary education. It is important that BMCs be sensitised to the importance of harmonising data by arriving at common definitions and methodologies. This is also relevant to the

---

<sup>xviii</sup> UNECLAC, Sub-regional Headquarters. (23 April 2002). Data Collection System for Domestic Violence, LC/CAR/G.691. (Prepared by Dr. Godfrey St. Bernard).

indicator on literacy, which was discussed above. Nonetheless a proxy of ‘five years or more of schooling’ for 15-24 year olds seems adequate, in the short term, for this goal.

5.32 The importance of collecting data on Domestic Violence, is constrained by the availability of data in this area. Studies conducted in the sub-region<sup>xix</sup>, with a view to developing a protocol for data collection in this area, point to efforts by Belize and Trinidad and Tobago to acquire the relevant data for monitoring and formulation of policy in this area. According to Dr. St. Bernard, the development of a protocol for the collection of domestic violence data must focus on the specific units that will be used for analytical purposes. These are likely to be victims, perpetrators and the actual incidents of violence. It also means that “some yardstick has to be put in place to uniquely identify distinct units and provide some assurance of confidentiality”. The Domestic Violence Surveillance System in Belize has been held up as a model that offers useful insights into how data can be collected for this purpose. Partnerships that seek to strengthen the statistical capacity of countries to capture this data would be most useful in achieving Goal 3, under the MDGs.

5.33 Proposals for indicators to measure this goal will therefore retain the indicators that already exist, but with action to strengthen them in accordance with the suggestions outlined above. An indicator that measures subject choices in school by sex is proposed, as well as the proportion of women holding political office in local council. Accompanying the new targets under Goal 3 are the new indicators of *income differentials by sector employed by sex, the proportion of the employed by occupational status by sex* and *the incidence of domestic violence by sex*, measured by the incidence of physical abuse.

#### **GOAL 4: REDUCE CHILD MORTALITY**

**Target 5:** *Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate*

**Indicators:** 13. Under-five mortality rate  
14. Infant mortality rate  
15. Proportion of one year-old children immunised against measles

5.34 **Relevance:** There is absolutely no question of whether the goal to reduce child mortality is relevant. Apart from the value of the goal in itself as a development objective that impacts on the rights of the child and the reproduction of society, this goal is sensitive to the fluctuations in other development indicators and can serve as a rapid indicator of socioeconomic conditions in a country. The World Health Organisation (WHO, 1981) stresses that, “[Infant Mortality Rates] IMR is a useful indicator of the health status not only of the infants, but also of the whole population, and of the socio-economic conditions under which they live. There are great differences in the infant mortality rate between the least developed countries and the most developed countries. There are also wide variations within countries - for example, between different geographical areas, between urban and rural areas, and between populations at different socio-economic levels.” The same is true for under-five mortality data. This is the principal indicator used by the United Nations to monitor the well being of children. The target of reducing under-five mortality by two-thirds is also relevant and there is no need to change this.

5.35 **Suitability:** Both the infant mortality rates and under-mortality rates are suitable for measuring and monitoring the goal of reduced child mortality in BMCs. The immunisation rates for measles in the Caribbean is 90% and over for approximately 66% of countries in the Region. The Caribbean Regional Report informs us that of the seven countries with immunisation rates below 90%, four appear to be well on its way to achieving the target with current rates at, or above 85%. The other three countries with the lowest immunisation rates are Haiti, Belize and Suriname. In light of the fact that

---

<sup>xix</sup> Ibid.

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

there are other leading causes of death that are more relevant to the Caribbean, including *acute respiratory infections* and *intestinal infectious diseases* among one to four year olds, and *intestinal infectious diseases, slow foetal growth, acute respiratory infections* and *hypoxia among infants*, the indicator ‘proportion of one year olds immunised against measles’ is not as important to the Caribbean as in other parts of the world.

**5.36 Availability:** Availability of data on under-five and infant mortality is compromised by the quality and variability of the data. These data are based on administrative records – which provide the mortality data, supported by survey data – which provide the population data necessary for calculation. In general terms, the infant mortality rate reported by the national health authority is an averaged national estimate based on vital statistics and/or surveys.<sup>xx</sup> This means that without consensus across the Region on a harmonised method for calculating this indicator, methodologies will vary in countries across the Region and issues of comparability will arise. In assessing the sources of data, PAHO (Basic Indicators), UNICEF, and Country Surveys, PAHO was reported as having the most complete country data. However, the discrepancies in the statistics reported by agencies for similar periods, point once again to apparent differences in approaches<sup>xxi</sup> that might have been used by these agencies in calculating the rates.

**5.37** Given the eminent suitability of the indicators of under-five mortality rates and the infant mortality rates to the goal of reducing child mortality it is proposed that countries concentrate on strengthening their capacity to collect regular and accurate data to improve these statistics. The call for harmonisation of social statistics in the Region, led by the efforts of the Caribbean Community (CARICOM) requires greater urgency in the achievement of the objectives associated with the harmonisation effort, starting with basic surveys like the Population and Housing Census. An additional proposal is that the indicator on immunisation against measles be dropped, and substituted with information on full immunisation coverage.

## **GOAL 5: IMPROVE MATERNAL HEALTH**

**Target 6:** *Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio*

**Indicators:** 16. Maternal mortality ratio  
17. Proportion of births attended by skilled health personnel

**5.38 Relevance:** The argument for saving women’s lives is two-fold. Not only is it important in itself, but also because of the negative consequences of a woman’s absence on the well-being of households in general, and children in particular. Research has shown that households with women tend to do better than households without, since women are more likely than men to utilise greater proportions of available resources for the benefit of the household and especially for children. This goal has not been seen as a priority for BMCs. The reason for this may lie in the fact that studies show that maternal deaths are no longer common events in most countries, and only exceed 1% in Haiti and the African sub-continent.<sup>xxii</sup> Both the goal and target are however relevant as development goals and need to be monitored to ensure no revision in the gains achieved in this area of development.

**5.39 Suitability:** The suitability of the maternal mortality ratio as an indicator of maternal health is hampered by a number of factors. The first has to do with the protocols for collection of the data and the need to have standardised definitions of the phenomena.<sup>xxiii</sup> Maternal deaths should be divided into

---

<sup>xx</sup> PAHO. Regional Core Health Data System: Indicators Glossary. <http://www.paho.org/English/SHA/glossary.htm>

<sup>xxi</sup> footnote

<sup>xxii</sup> Caribbean Regional Report.

<sup>xxiii</sup> ECLAC Sub-regional Headquarters. Challenges in meeting the monitoring requirements of the MDGs,

'direct obstetric deaths', arising from complications of pregnancy and 'indirect obstetric deaths', arising from previous diseases that were complicated by pregnancy or which developed during pregnancy. If good administrative records are not kept and submitted in a timely manner, it is quite likely that maternal mortality rates would be underestimated due to unrecorded or inaccurately recorded causes of death that should be rightly documented in this category. Proper classification would also depend on definitions that are known to all persons involved in the documentation of the phenomenon.

5.40 The suitability of this indicator is also affected by the unit of measure, which is the number of women who die per 100,000 live births. With estimated annual live births, in most member states, of less than 10,000, it is recommended that this indicator be calculated using small units that reflect the realities of small population sizes in the Region.

5.41 Skilled attendance at delivery is also not necessarily a good indicator of maternal health, if accompanied by poor equipment and health facilities. The call for more sensitive process indicators is reflective of the need for better management systems to be put in place for more positive outcomes in the area of maternal health. In this regard, indicators that measure the proportion of women seeking antenatal care; and the percentage of women experiencing complications that are known to be common causes of death among pregnant women, including the contraction of HIV/AIDS can be added to the list of indicators already suggested.

5.42 **Availability:** Given the factors associated with the suitability of the indicators that are used to measure maternal health, real availability can only exist in the context of the strengthening of statistical capacity to produce better quality data. This includes strengthening the statistical capacity of line Ministries and Health authorities responsible for documenting the relevant information, as well as adding selected process indicators to measure the quality of health care systems.

5.43 In the context of the likely positive impact of achievement of other MDGs, such as poverty reduction, education and gender equality and women's empowerment on the goal of improved maternal health, it may be possible to pay less attention to this indicator in the short term while strengthening other indicators to which BMCs have attached greater priority.

## **GOAL 6: COMBAT HIV/AIDS, MALARIA AND OTHER DISEASES**

*Target 7: Have halted by 2015 and begun to reverse the spread of HIV/AIDS*

*Target 8 Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases*

**Indicators:**

18. HIV prevalence among 15-24 year-old pregnant women
19. Contraceptive Prevalence Rate
20. Number of children orphaned by HIV/AIDS
21. Prevalence and death rates associated with malaria
22. Proportion of population in malaria risk areas using effective malaria prevention and treatment measures
23. Prevalence and death rates associated with tuberculosis
24. Proportion of tuberculosis cases detected and cured under directly observed treatment short course (DOTS)

5.44 **Relevance:** The Caribbean Region has the second highest HIV/AIDS prevalence rates in the world, second only to Sub-Saharan Africa. Sexual transmission of HIV/AIDS now accounts for 76% of total transmission, with heterosexual transmission accounting for 65% of HIV/AIDS transmission in the

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

Caribbean by the end of 2002. Research has shown that some diseases act as bridges for the faster transmission of HIV/AIDS. These include Sexually Transmitted Infections (STIs) and Tuberculosis. The unprecedented increase of HIV and AIDS among women, especially, but not only, those in the 20-24 year age group, has also resulted in an increase in the spread of the disease from mothers to infants. The social framework within which HIV/AIDS is spread, and given the predominantly sexual nature of the spread of this disease calls for deeper gender analysis into the factors responsible for the spread of AIDS. Call for the use of condoms, for example, which research has shown can help to prevent the contraction of this disease, will go unheeded unless factors related to gender roles and socialisation, and the resultant ability of women to exercise greater agency in sexual relationships are taken into account. The spread of this disease has also often resulted in the loss to children of both parents and will consequently lead to intergenerational poverty, as only one of the socioeconomic impacts of the disease. For these reasons, and because the prognosis for the future - of decimated populations and weakened human resource capacity – is extremely bleak if the disease goes unchecked, this goal is of great importance to Caribbean States. The targets while simple and minimal are quite relevant, and need no further reformulation.

**5.45 Suitability:** The indicators, outlined as important for the measurement of this disease, are all suitable for the Caribbean. There are however sub-indicators associated with the suggested indicators that need to be highlighted, as well as a need for new indicators to expand the limited knowledge of policy makers and researchers in this critical area that threatens the existence of Caribbean populations. The importance of process in this area also demands the inclusion of at least one instrumental indicator that measures process in working towards the targets that are advanced under this goal.

**5.46** The indicator “*HIV prevalence among 15-24 year old pregnant women*” has several sub-indicators that are disaggregated by sub-region. The urban rural distinction is however not applicable in all countries and where they do exist, may have different definitions. It is being suggested therefore, not to disaggregate this indicator by sub-region. Contraceptive Prevalence rates are also suitable from the point of view of its importance in monitoring and measuring this MDG. The sub-indicators that speak to condom use among men and women and HIV knowledge, should be disaggregated by sex, since two sub-indicators speak only to the knowledge of women (sub-indicators below). In addition to indicators that refer to knowledge of the population, it is important to add an indicator that speaks to sexual practices, since research has shown that knowledge of safe practices does not necessarily translate into safe practices, especially among young people. In this regard, an indicator on the proportion of persons engaging in sexual activity without the use of a condom by union status, and by type of partner would be most useful for monitoring of the MDG and measurement of outcomes. In this context, collaboration with CAREC and the University of the West Indies, Health Economic Unit, which has gained experience in the conduct of **Adult Sexual Prevalence Survey**, would be useful in order to institutionalise the conduct of this study.

**5.47** Indicators measuring the impact of other diseases such as tuberculosis and STIs are suitable and important given the effects of these diseases on the spread of HIV/AIDS. The indicators that are related to the malaria disease, while not relevant to all countries in the Caribbean, are extremely important to countries in which the disease is found. Guyana, Belize and Trinidad and Tobago fall in this category. In the context of increased gold mining activities in the hinterland of Guyana, in an effort to mitigate the effects of unemployment in the Bauxite Company, efforts to effectively treat malaria are essential for the prevention of an epidemic.

**5.48 Availability:** Much of the data on HIV/AIDS that exists have been published by regional and international agencies. Currently, the Caribbean Epidemiological Centre (CAREC) is leading the coordination efforts to collect HIV/AIDS data in the Region. By their own admission, this is a daunting task. Although the regional agency PAHO/WHO, to which CAREC is affiliated, has provided software to assist countries in the inputting of data in a standardised format that can allow for comparability across

countries, there has been limited use of the most up-to-date software for this purpose. Some of the reasons that have been advanced include the fact that there has been updating of software with such rapidity, that countries have shown a lot of variability in their uptake of the new software. One of the results of this has been the presentation of data, to CAREC, in different formats. Another reason for the inadequacy of up-to-date information is weak surveillance systems in many countries of the Region. This, together with cultural constraints, has resulted in underestimates in the incidence and prevalence of HIV and AIDS.

5.49 The Joint UNAIDS Commission is another source of data on HIV/AIDS for selected Caribbean countries. There are however, partnership efforts between CARICOM and CARIFORUM to lead a regional response to the problem of HIV/AIDS in the English-speaking and wider Caribbean Region. This represents a wonderful opportunity for the development of a wide range of meaningful indicators and collection of survey data, with the required resources, and research capacity that each institution can bring to the process.

5.50 In the meantime, much of the data that is required to monitor the achievement of this MDG are not available in the required format. Downes and Downes<sup>xxiv</sup> report an absence of data in the OECS for HIV prevalence rates among pregnant women in the 15-24 years age group. The report cited absence of sex-disaggregated data and the small number of pregnant individuals who fall into this age group as the factors influencing the unavailability of this data. The data that is more generally available is HIV prevalence among adults 15-49 years old. Administrative data that document HIV prevalence among antenatal attendees, but without disaggregation by age is also available in most countries, but have not been developed into indicators at the national level. There is also very little data on the number of children orphaned by HIV/AIDS.

5.51 Indicators of Contraceptive Prevalence are limited by the fact that surveys are not conducted regularly, and therefore data for most countries are outdated. This information is very relevant to analysis of the effects of HIV/AIDS and there is a need to ensure that data are captured through regular surveys. There is also need for regular conduct of Adult Sex Prevalence Surveys in order to develop indicators on practices. This could be done in collaboration with the University of the West Indies and CAREC, since they have, in collaboration with each other, conducted these surveys in selected countries of the Region and have therefore developed research capacity in this area.

5.52 In summary therefore, although many of the indicators required for the monitoring of the goal of Combating *HIV/AIDS and Other Diseases* are unavailable, it is being proposed that all efforts should be made to conduct the necessary surveys and set up the required surveillance protocols to obtain the data that are needed. The seriousness of the threat of this disease, together with the opportunity of developing a regional response to it, makes it imperative that all of the indicators required for decision-making, monitoring and measurement are acquired as soon as possible. A short term approach and a long-term approach may be taken based on agreement by a regional committee set up to implement the HIV/AIDS response.

5.53 The proposed indicators are therefore:

- (a) HIV prevalence among 15-49 year old adults in the short term, with the longer term objective of collecting data on 15-24 year olds.

---

<sup>xxiv</sup> Andrew Downes and Doris Downes. The Millennium Development Goals in the Eastern Caribbean: A Progress Report. (December 2003).

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

- (b) Contraceptive prevalence rates, with sex disaggregated data for the sub-indicators of condom use among married persons, condom use among persons aged 15-24 year old; condom use by union status; condom use by type of partner; HIV knowledge of persons aged 15-24 years old who know that a healthy looking person can transmit HIV, and HIV knowledge of persons aged 15-24 years old who know that a person can be protected from HIV infection by using condoms;
- (c) Number of children orphaned by HIV/AIDS;
- (d) Prevalence and death rates associated with malaria;
- (e) Proportion of population in malaria risk areas using effective malaria prevention and treatment measures;
- (f) Prevalence and death rates associated with tuberculosis; and
- (g) Proportion of tuberculosis cases detected and cured under DOTS.

## **GOAL 7: ENSURE ENVIRONMENTAL SUSTAINABILITY**

**Target 9:** *Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.*

**Target 10:** *Halve by 2015 the proportion of people without sustainable access to safe drinking water.*

**Target 11:** *Have achieved by 2020 a significant improvement in the lives of at least 100 million slum dwellers.*

- Indicators:**
- 25. Proportion of land area covered by forest
  - 26. Ratio of area protected to maintain biological diversity to surface area
  - 27. Energy use (kg oil equivalent) per \$1 GDP (PPP)
  - 28. Carbon dioxide emissions (per capita)
  - 29. Proportion of population using solid fuels (WHO)
  - 30. Proportion of population with sustainable access to an improved water source, urban and rural
  - 31. Proportion of urban population with access to improved sanitation
  - 32. Proportion of households with access to secure tenure

**5.54 Relevance:** This MDG of Ensuring Environmental Sustainability has in the past year assumed overwhelming relevance to the policy-makers and people of the Caribbean, as well as Donors. This is due to the unprecedented damage that has been caused by a number of hurricanes in the Region, of which the damage caused by hurricane Ivan was the most extensive and visible. For a number of years, SIDS have been calling for Special and Differential Treatment because of their vulnerability to economic, social and environmental threats based on geographical location, the openness of their economies and relative small land size and populations. This call for special and differential treatment due to vulnerability<sup>xxv</sup> was

---

<sup>xxv</sup> The vulnerability of Caribbean countries, as Small Island States, has led to a recognition of the need for a Vulnerability Index or Indices, which can be used to evaluate and determine the need of countries for financial assistance and aid in order to set up systems that could mitigate the worst effects of threats their stability. A number of agencies and organizations embarked on methodological work surrounding the measurement of economic, environmental and social vulnerability. Within the Region, the Caribbean Development Bank and the UNECLAC Sub regional Headquarters for the Caribbean have also embarked on work in this area. (*See Towards a Social Vulnerability Index in the Caribbean. (26 February 2003) WP/2003/1. Prepared by Dr.*

however met with some amount of skepticism based on the perspective that countries in the Caribbean were by and large, middle-income countries, with reasonable GDP growth and evidence of average and above average socioeconomic conditions. Although countries like Antigua and Barbuda and Jamaica demonstrated reversals in economic growth, measured by GDP, in the late 1980s and early 1990s due to hurricane activity, and Montserrat provided evidence of how a natural hazard in the form of a volcano could reduce the very viability of a country and its population, the year 2004 provided undisputable evidence of the vast damage to societies and their economies that SIDS face continuously because of their vulnerability. Skeptics have been heard to change their positions regarding the need for special and differential treatment of SIDS after having visited Grenada and Haiti in the wake of hurricane Ivan.

5.55 Outside of the yearly threats from the weather, in the form of hurricanes, Caribbean countries are also prone to flooding and erosion, earthquakes, and volcanic eruptions, in some countries. Threats to sustainable development from natural hazards are also complemented by human practices that threaten to destroy the environmental resources necessary for the sustainability of natural life, in the form of plants and animals, as well as humans. The economy is also further threatened when it is dependent on environmental resources in sectors such as tourism and agriculture.

5.56 Research has shown that poverty is a major determinant in unsustainable environmental practices, since persons living in poverty use whatever resources are at their disposal to earn a living. Poverty, combined with poor environmental policies and regulation result, not only in the death of the environment, but also the decimation and suffering of large proportions of the population, who come primarily from among the poor. Poor building codes and regulations in the construction of buildings, as well as slum dwelling and poor housing construction practices among low-income persons also result in thousands of dollars worth of economic damage and immense social dislocations in the face of natural hazards. Management of environmental resources and disaster management are therefore issues of immense importance, which the Bank has committed to addressing through the integration of disaster management policies and programmes into all of its development activities.

5.57 The importance of proper sanitation and access to safe drinking water are linked to issues of poverty and good health, as well as environmental conditions that lead to seasonal drought and water shortage. From the point of view of ensuring environmental sustainability, Caribbean countries are faced with threats to marine life as well as disease in the absence of poor sanitation infrastructure, especially as they relate to garbage disposal, but also with regard to proper toilet facilities – issues of solid and liquid waste disposal. Tourism is threatened and bathers are faced with diseases when water quality suggests that improper disposal of human and other waste, including faecal matter have resulted in the destruction of the beaches and of the sea. The marine population is affected and fishermen face declines in fish production due to the dumping of garbage into the sea and waterways. Flooding also occurs during the rainy season due to clogged drains. The Caribbean Regional Report documents the conflict that governments face in providing access to safe water in the context of the heavy financial costs of such provision, especially in urban areas; the inability of the poor to pay for such services; and the expectation of some members of the population that water should be supplied at little or no cost. This has to be balanced with the prospect of heavier financial burdens in the health care sector if inadequate access to safe drinking water leads to bad health outcomes.

---

*Godfrey St. Bernard, Sir Arthur Lewis Institute of Social and Economic Studies, UWI, St. Augustine.)* One of the needs of any attempt to construct a Social Vulnerability Index is a robust set of social statistics. According to Dr. Godfrey St. Bernard (**UNECLAC/CDCC Consultant on the preparation and implementation of a methodology for the construction of a SVI in the Caribbean**) “the level of coverage with regard to official statistics and the breadth of trained personnel will place limitations on the availability of the requisite input data [needed] to generate the proposed indicators [for the Social Vulnerability Index]”.

## ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB

5.58 In Jamaica, hurricane Ivan has been ironically called, ‘the poor man’s hurricane’. This popular description captures what people saw as the selective damage that befell persons of poor circumstances, while persons with higher income and better houses received minimal, if any damages. Accounts of houses that floated away, and of deaths arising from villagers who tried too late to reach shelters after realising that their houses were not able to withstand the hurricane-force winds tell of the precariousness of persons living in slum conditions with poor housing.

5.59 These issues suggest that all three targets under the MDG of Ensuring Environmental Sustainability are as relevant as the goal itself. *Integrating the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources* refers to the importance of sustained action and policies that reduce or eliminate the effects of natural hazards to people and property before a disaster strikes. These include policies and actions at the individual, national, regional and international levels. *Halving by 2015 the proportion of people without sustainable access to safe drinking water*, while relevant, should be reformulated to include proper sanitation. The third target under this goal of *achieving by 2020 a significant improvement in the lives of at least 100 million slum dwellers* is a laudable target, which could also impact on other social outcomes including crime, teenage pregnancy and other ills to which poor housing and overcrowded conditions contribute. The population within this target is however larger than the population of the entire Caribbean, and therefore policy-makers need to agree on a number or proportion that is more in keeping with the realities of small population size of the Caribbean. The target should therefore be reformulated to say, “Achieve by 2020 a significant improvement in the lives of at least 70% of persons living in poor communities.”

5.60 A target to construct and implement a Vulnerability Index for the Caribbean within the next five years which is sensitive to economic, social and environmental vulnerabilities, contingent upon the availability of relevant data, is one which seems necessary in the context of the ever-present threats of natural hazards, as well as the threat of HIV/AIDS. This will be in keeping with the mandate received from the Global Conference on the Sustainable Development of SIDS, held in Barbados in 1994, through its Declaration of the Programme of Action to “continue work on the development of vulnerability indices and other indicators that reflect the status of SIDS.” The Programme of Action further states that “Appropriate expertise should continue to be utilised in the development, compilation and updating of the vulnerability index. Such expertise could include scholars and representatives of international organisations that have at their disposal the data required to compile the vulnerability index.”<sup>xxvi</sup>

5.61 **Suitability:** The Caribbean Regional Report suggests that there is a gap between the most pressing environmental problems of the Caribbean and the indicators that have been highlighted in the MDGs to monitor and measure environmental sustainability. In this regard, global climate change and the deterioration of coral reefs have been identified as most important to the Caribbean. Other important issues relate to the management of watersheds and water supplies, solid and liquid waste disposal, deforestation, over fishing, atmospheric pollution, the conservation of biodiversity and the inefficient use of energy.<sup>xxvii</sup>

5.62 Indicators to monitor and measure climate change and the destruction of coral reefs, clearly need to be added to the set of indicators under this MDG. The indicator of proportion of population with access to improved sanitation will be used to monitor, not only the achievement of improvement in the lives of slum dwellers, but also the reformulated target that includes improved sanitation with sustainable access to safe drinking water. Access to secure tenure needs an indicator that measures the quality of

---

<sup>xxvi</sup> United Nations (1994). Report on the Global Conference on the Sustainable Development of Small Island Developing States, A/Conf.167/9. Paragraphs 113 and 114 of the Declaration of the Programme of Action.

<sup>xxvii</sup> Caribbean Regional Report.

housing, in the absence of policies and regulations that ensures such quality. The data that is found in most housing data sets that refer to the material of the roof and walls of the house, together with the data that specifies the year in which the house was built may be good indicators of quality of housing.

**5.63 Availability:** Country data for indicators 25-29 are not calculated or published by National Statistical Agencies. The development and monitoring of these indicators undoubtedly calls for specific statistical expertise, which might have limited availability within countries in the Region. The availability of all of the indicators, except number 29 on the Millennium indicators' website comes from measurements and estimates from international organisations such as the United Nations Environmental Programme (UNEP); the Food and Agriculture Organisation (FAO); and the UNDESA Statistical Division.

5.64 Statistics on access to water, and method of garbage disposal are available in Population Censuses and CPAs. Definitional and harmonisation issues need to be addressed to strengthen the indicator 'proportion of the population with sustainable access to safe drinking water'. Even if water provided and managed by official water authorities and local councils is deemed to be safe for drinking, the issue of sustainable access as it pertains to distance from source of water can only be ascertained if the water is piped into house, or piped into yard. Nonetheless, the available data on water in the Caribbean can be considered a useful proxy for this indicator.

5.65 Data on the proportion of population with access to secure tenure is also available in most housing data sets of surveys conducted in the Region. Both the Population Censuses of 1990 and those completed in 2000, collect statistics on housing tenure. Data for the additional indicators suggested to indicate quality of housing are also available in the same datasets. Thus data on material of wall, material of roof and year built are all available in the housing datasets of population censuses and poverty surveys in the Caribbean. The indicator to measure the construction and implementation of the Vulnerability index in the Caribbean could be: 'Existence of a sustainable framework for the collection, processing and analysis of data relevant to the construction of a Vulnerability Index'.

## **GOAL 8: DEVELOP A GLOBAL PARTNERSHIP FOR DEVELOPMENT**

- Target 12:** *Develop further an open, rule-based, predictable, non-discriminatory trading and financial system (includes a commitment to good governance, development, and poverty reduction – both nationally and internationally)*
- Target 13:** *Address the special needs of the least developed countries (includes tariff and quota-free access for exports, enhanced programme of debt relief for and cancellation of official bilateral debt, and more generous official development assistance for countries committed to poverty reduction)*
- Target 14:** *Address the special needs of land-locked countries SIDS (through the Programme of Action for the Sustainable Development of SIDS and 22<sup>nd</sup> General Assembly Provisions)*
- Target 15:** *Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term*
- Target 16:** *In cooperation with developing countries, develop and implement strategies for decent and productive work for youth*
- Target 17:** *In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries*

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

*Target 18: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications technologies*

### **Indicators 33 – 37: Official Development Assistance**

33. Net ODA as a percentage of DAC donors' gross national income
34. Proportion of ODA to basic social services (basic education, primary health care, nutrition, safe water, and sanitation)
35. Proportion of ODA that is untied
36. Proportion of ODA for the transport sector in landlocked countries
37. Proportion of ODA for environment in SIDS

### **Indicators 38 – 41: Market Access**

38. Proportion of total developed country imports (by value, excluding arms) from developing countries admitted free of duties and quotas
39. Average tariffs imposed by developed countries on agricultural products and textiles and clothing from developing countries
40. Agricultural support estimate for OECD countries as percentage of their GDP
41. Proportion of ODA provided to help build trade capacity

### **Indicators 42 – 48: Debt Sustainability**

42. Number of countries reaching HIPC decision and completion points
43. Debt relief committed under HIPC initiative
44. Debt service as a percentage of exports of goods and services
45. Unemployment rate of 15- 24 year-olds
46. Proportion of population with access to affordable, essential drugs on a sustainable basis
47. Telephone lines per 1,000 people
48. Personal computers per 1,000 people

5.66 **Relevance:** This goal has been assigned high priority by country representatives of borrowing member countries since they all agree that the support received under the global partnership for development is crucial to the viability and long-term sustainability of the programmes and strategies that they have identified for development. One of the positive outcomes and benefits of globalisation is the shared recognition that with greater interconnectivity, socioeconomic conditions and activity in one part of the world, reverberate with unintended consequences in other parts. The three areas of Official Development Assistance, Market Access and Debt Sustainability speak to the importance of providing developing countries with the opportunities for achieving their potential through growth and development utilising their own resources, while at the same time providing the support that they would need for achieving this objective and removing obstacles that would prevent them from doing so. Debt burden is especially onerous for many of the BMCs of the CDB and often creates poverty and social exclusion, thus endangering the stability and security of too many countries and regions. According to Poul Nielson, European Commissioner for Development and Humanitarian Aid, “*there is now a wide recognition that nobody can feel safe in a world where perverse inequalities prevail. Peace and security are public goods, of a global character. And international cooperation – including development cooperation - is going to be key in helping to supply them.*”<sup>xxviii</sup>

---

<sup>xxviii</sup> Poul Nielson, Commissioner for Development and Humanitarian Aid

5.67 Target 12 of this MDG, from the Region's point of view has to be assessed in the context of the special characteristics of SIDS. According to the Regional Report, Caribbean countries "*do not subscribe to a 'non-discriminatory' trading system in the strict sense of the term*", since this presupposes no inequities prior to the implementation of the various treaties and agreements. SIDS have been lobbying for positive discrimination in the form of special and differential treatment. This is because of the understanding that equality of treatment, under the rules and regulations of the WTO, FTAA and the ACP-EU Cotonou Agreement, and within the context of prior structural inequities, can only serve to worsen inequitable structures and result in the further marginalisation of countries and their populations. Countries however are fully committed to targets aimed at improving good governance structures and thus improve their ability to monitor and evaluate progress in development strategies and the utilisation of financial and other resources.

5.68 Based on the understanding that global poverty was not only morally unacceptable, but also unbeneficial to both poor and non-poor populations from a practical point of view, member countries of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) had committed to providing 0.7% of their GDP in pursuit of achieving the MDG goal of reducing poverty, and contributing to development. In spite of commitment to provide a certain level of assistance to Caribbean countries, the Regional study on the Implementation of the MDGs reports that, "*While it is estimated that globally the achievement of the MDGs will require an additional US\$50 - \$100 billion in aid, the reality is that total ODA in 2002 amounted to US\$50.2 billion or 0.22 per cent of the GDP of the member countries of the Development Assistance Committee (DAC) of the Organisation for Economic Co-operation and Development (OECD) - which represents the lowest ratio of ODA to GDP ever recorded.*"<sup>xxix</sup>

5.69 This is also true of the Caribbean, which has seen a steady decline in the level of ODA provided. One of the reasons submitted for this by the Regional Report was the declining geopolitical and strategic significance of the Region, in the wake of the end of the cold war, coupled with increasing demands by 'transition countries' for increased assistance. In recognition of the importance of adequate financial and other support from the international community, the 2003 UNDP Human Development Report has called for the establishment of a Commitment to Development Index (CDI) in order to monitor how well the developed countries and other international development partners live up to their commitment under the Global Partnership. Better governance structures can also support and encourage Donor commitment by ensuring the proper and effective utilisation of resources received.

5.70 Targets 13 to 18 measure the outcomes that speak to increasing the absorptive capacity of countries, to better utilise resources for development. An important issue in this regard is the need to release SIDS from the constraining burden of debt, through sustainable debt servicing arrangements. Target 13 specifically speaks to the needs of the Least Developed Countries (LDCs), a category in which only Haiti and Guyana can be classified. Target 14, speaks of the importance of viewing SIDS as a special category with special needs. Hopefully, if one good thing arises from hurricane Ivan, it ought to be the sealing of the argument in favor of preferential treatment for SIDS because of their vulnerable status.

5.71 Target 15, reinforces the need to address issues of debt servicing as potential obstacles to the development of vulnerable countries. The Heavily Indebted Poor Countries (HIPC) initiative however needs to be revisited and carefully scrutinised, since analysis seems to suggest that it has not necessarily achieving its stated objectives, as well as might have been anticipated. (For an informative analysis of the

---

<sup>xxix</sup> Regional Report on the Achievement of the MDGs, p 66.

## ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB

issues related to the implementation of the HIPC initiative visit the Jubilee Research<sup>xxx</sup> website - [http://www.jubileeresearch.org/hipc/what\\_is\\_hipc.htm](http://www.jubileeresearch.org/hipc/what_is_hipc.htm).)

5.72 Although it is recognised that youth is a vulnerable group with need for special attention in the area of employment, Target 16, in the context of the Caribbean, has to be expanded to pay equal attention to other categories of the unemployed that are also deemed to be vulnerable. This includes women and persons with HIV, among others.

5.73 In accordance with the global compact to include private companies in the global partnership arrangements, Targets 17 and 18 focus on the ways in which private companies can help in the development effort by providing much needed resources in the form of essential drugs and the benefits of new information and communication technologies. The necessity of essential drugs brings to the fore, the need for a commitment from manufacturers of anti-retrovirals, and other critical drugs, to provide them at a reduced cost for persons who cannot afford to pay the exorbitant costs. This effort must however be exposed to the same exacting standards of the Food and Drug Administration, which are reserved for drugs that are used in developed countries. This will help to avoid any appearance that new or substandard drugs are being given to developing countries due to the imposition of fewer sanctions and regulations.

5.74 **Suitability:** The indicators outlined for the measurement of the specific targets are primarily economic indicators. They speak to the economic and financial foundations that are necessary to sustain social programmes and social development. The first set of indicators that speak to the implementation and experience of countries with Official Development Assistance is most suitable. These are also extremely good benchmarks of the allocation, under the SDF of donor funds. The importance of the indicator that speaks to untied funds must also be highlighted since tied funds that stress the goals and objectives of the donors over the donees tend to result in greater administrative costs and requirements for poor countries and less benefits than those associated with untied funds.

5.75 The indicators related to market access are also, by and large, very suitable for gauging the extent to which BMCs are able to gain ground in the export of goods and services under the new rules and regulations being put forward under the various Agreements. ‘Services as a proportion of total exports’ is an especially good indicator for countries in the Region since it is an important contributor to GDP.

5.76 Non-tariff barriers to trade must also be considered to be as important as tariffs and quotas, since it is not unusual for developing countries to find themselves in unfavourable positions because of rules and regulations that are not a part of the formal barriers to trade. Sanitary and Phytosanitary (SPS) rules are a good example of this, since developed countries have been known to apply stringent rules to specific imports from some developing countries that were above the international requirements. Consequently, WTO members adopted the Agreement on the Application of Sanitary and Phytosanitary Measures following the Uruguay Round of negotiations, to provide a multilateral framework of rules to minimise unnecessary obstacles to trade. The agreement imposes several obligations on member governments, including transparency provisions.<sup>xxxi</sup> An indicator that measures the extent to which BMC’s are faced with stringent SPS rules will speak to the obstacles they face to market access.

---

<sup>xxx</sup> **Jubilee Research** is part of the Global and National Economics (GNE) programme at **nef** (the **New Economics Foundation**, London).

<sup>xxxi</sup> Shyam K. Gujadhur. Influencing Market Standards: A Voice for Developing Countries in *International Trade Forum - Issue 2/2003 page 28.*

[http://www.tradeforum.org/news/fullstory.php/aid/553/Influencing\\_Market\\_Standards:\\_A\\_Voice\\_for\\_Developing\\_Countries.html](http://www.tradeforum.org/news/fullstory.php/aid/553/Influencing_Market_Standards:_A_Voice_for_Developing_Countries.html)

5.77 The cost of implementing normal SPS rules that are meant to protect consumers, can also prove onerous for producers in developing countries and may cut into potential income in an unsustainable manner. Support for implementation of the control process may therefore be necessary in the beginning, in order to provide a sustainable exporting environment for these producers. An indicator that measures cost of implementation as a percentage of the total value of exports for which the measures are required is therefore an important indicator of market access.

5.78 Debt sustainability indicators are also of utmost importance to countries that have had to use resources needed for poverty reduction and social development in the repayment of debt. This is a good example of unsustainable development practices, where the debt incurred in the past is, without a doubt, impacting negatively on the ability of future generations to achieve their full potential. The MDG indicators of debt sustainability are both relevant and suitable for the Caribbean. It is being recommended however that the unemployment indicator that targets youth, be expanded to include all of the unemployed – broken down by age and gender, in order to better understand the characteristics of the vulnerable in this context.

5.79 Since ‘personal computers per 1,000 people’ does not adequately capture the extent to which people have access to computers, it was felt that the ratio of personal computers to students in school by type of school will act as an indicator of access that is provided by means other than personal ownership. This indicator will also speak to other issues, such as the extent to which access is governed by the type of school attended and therefore, of the need to eliminate discrimination among students with regard to access to information and communication technology in schools. A further indicator of the benefits of information and communication technology to people was felt to be one in which e-governance, especially the provision of information to the population using this technology, played a central role.

5.80 **Availability:** The availability of statistics on overseas development assistance will be based on proper protocols for documenting receipt of such assistance. This is one of the advantages of having an agency like the CDB perform the coordinating and administrative functions related to the utilisation of the funds. Without a coordinating institution, bilateral relationships, overlapping objectives and different partnership arrangements between donors and beneficiaries can result in ‘lost’ statistics or double counting. The indicator ‘proportion of aid that is untied’ is very important since ‘tied aid’ often results in increased administrative costs and work for the beneficiaries and less independence in allocating funds where they are most needed. Tied Aid can also be used to provide hidden export subsidies for Donor countries. The social indicators numbered 45, 47 and 48 are available in the 2000 population census. The Bahamas stopped collecting data on the number of telephone lines in the 2000 population census and started collecting data on personal computers instead. No country collected data on personal computers in 1990. Indicators that are not presently available, as in the case of some that are not being recommended may be inserted into new instruments for data collection that are being developed for future use.

## **CONCLUSION**

6.01 The assessment of the MDGs in this paper demonstrates the usefulness of this framework in providing direction and focus, for the achievement of broad development goals, based on consensus at national, regional and international levels. Not only do they advance the social development objectives of the BMCs, but in seeking to attain these goals, BMCs are forced to come to terms with the inadequacies in their institutional infrastructures and human development capabilities, which act as constraints to the full realisation of their development objectives.

6.02 On the other hand, the MDGs do not address critical issues related to the underlying structural constraints that hinder development in Caribbean countries. This has been noted as a weakness that can only be mitigated through the integration of these goals into wider development strategies of BMCs. The country presentations at the CDB/UNDP Regional Workshop held in Port-of-Spain in September 2004 demonstrate that most countries are well aware of this fact.

6.03 The MDGs are important to the achievement of the goal of Poverty Reduction, which is also one of the main priority goals of BMCs, as well as of the SDF and the CDB. They however, go beyond objectives that speak only to the provision of basic social services to the attainment of objectives that enhance human capacity, and promote good governance. In this regard, they are without doubt a useful component of any sustainable social development strategy that seeks to develop the full potential of people and ensure that they remain at the center of development efforts.

6.04 In analysing the MDGs, issues highlighted by countries as priority within each goal were discussed. It became clear in this analysis that there was a need for Caribbean-specific MDGs that accurately captured the cultural and development realities within the Region. This invariably meant adjusting targets and indicators by reformulating, adding or deleting them in order to achieve congruence with the stated development objective of BMCs. Goals, targets and indicators, especially those related to Poverty reduction; the achievement of Universal Primary Education; and the achievement of Gender Equality and Women's Empowerment were assessed to be in need of changes in the targets and indicators to bring them closer to the vision and realities of Caribbean goals and objectives for development.

6.05 The importance of data and indicators could not be over-emphasised in this paper. Through the analysis of the MDGs, and what was needed to achieve these goals, the importance of indicators to the identification of priorities, as well as to the monitoring and evaluation of progress in the attainment of these priorities became very obvious. The weaknesses of statistical infrastructure and capacity to deal with the data needs of countries embarking on the implementation of development programmes within the context of good governance structures were also laid bare.

6.06 The operational strategy of the SDF 5 revealed the various activities undertaken by the Fund to ensure optimal allocation of resources for development in BMCs. They all underscored the need for indicators in order to identify programmes and beneficiaries, monitor the efficiency and effectiveness of programmes and measure progress in the achievement of development goals. In this context, the strengthening of data collection systems in National Statistical Offices, using the principle of comparative advantage, must be one of the mandates of the SDF and the CDB. A regional approach to the strengthening of statistical capacity should also be another means of ensuring that countries obtain the data they need in order to implement their various development strategies.

6.07 The CDB has comparative advantage in the conduct of Country Poverty Assessments. This is a prized dataset, if done properly, for the provision of key indicators for the monitoring and evaluation of social development goals. The CPAs can also easily provide data to develop benchmarks for use in measuring progress in the achievement of specific goals under the SDF. The only country to have

successfully conducted such an assessment on a regular basis is Jamaica with its Surveys of Living Condition, conducted every year since 1988. The experiences of this country in conducting these surveys should be drawn upon to illustrate what are some of the best practices that might be employed in this area.

6.08 The use of the Caribbean-specific MDGs as a framework for analysis and development of Country Poverty Reduction Strategy Papers is another area of comparative advantage that could be utilised by the SDF and the CDB. In this regard the strategy of using of country officers to assist in the implementation and monitoring of programme portfolios should be continued and improved upon.

6.09 Under the goal of Ensuring Environmental Sustainability, the MDGs can be said to have been particularly relevant in the areas that highlighted the need to integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources. The ravages of natural hazards and HIV/AIDS have led to increased focus on these areas if the gains in social development in the past are not to be lost. The call for a Vulnerability Index that can be used to indicate the areas and extent of vulnerability of BMCs has therefore been taken up by the CDB and a few agencies in the Region, including the ECLAC Sub-regional Headquarters for the Caribbean. In the spirit of MDG 8, which calls for global partnerships, the opportunity should be taken to collaborate, where possible to improve methodologies, and hasten the development of this very necessary indicator to the Region.

6.10 The CDB/UNDP workshop highlighted the weak capacity of countries to conduct in-depth environmental analysis and develop country specific strategies in the context of meeting the MDG of Ensuring Environmental Sustainability. This is not surprising given the relative inexperience of countries in dealing with environmental issues at the level of policy in the manner that is now being called for at the global level. One recommendation is that a regional assessment be undertaken by one or more environmental experts from the Region to provide countries with the foundation needed for taking the process forward in this area.

6.11 **The Way Forward:** The focus of this first paper has been to conduct an in-depth analysis of the MDGs in order to identify the areas in which they needed to be modified and be made more Caribbean-specific (see Caribbean-specific MDGs, targets and indicators presented at Annex 1).

6.12 The collection of social statistical data, which is an acknowledged area of weakness in the Caribbean has also been highlighted and critically analysed. A review of major data collection initiatives, especially the Jamaica Survey of Living Conditions, has been undertaken in order to arrive at best practices for the implementation of a sustainable and sustained method of data collection that will satisfy the requirements of the MDGs and the development efforts of BMCs. A recommendation for creating a sustainable framework for poverty assessments and the measurement of living conditions in BMCs is presented at Annex 2.

## B I B L I O G R A P H Y

Downes, Andrew and Downes, Doris. The Millennium Development Goals in the Eastern Caribbean: A Progress Report. (December 2003).

ECLAC Sub-regional Headquarters for the Caribbean. (January 2004) LC/CAR/G.776. Challenges in Meeting the Monitoring Requirements of the MDGs: An Examination of Selected Social Statistics for Four Caribbean SIDS.

(February 2003). Towards a Social Vulnerability Index in the Caribbean. WP/2003/1 Prepared by consultant Dr. Godfrey St. Bernard of SALISES, UWI, St. Augustine.

UNECLAC, Sub-regional Headquarters. (23 April 2002). Data Collection System for Domestic Violence, LC/CAR/G.691. (Prepared by Dr. Godfrey St. Bernard).

Harvey, Claudia (2000), The EFA Assessment process in the Caribbean and the Quest for Inclusion and Quality, ISBN: 976-95068-0-X Kingston, Jamaica: UNESCO

IDA Results Measurement System: Recommendations for IDA14. (June 24, 2004).

Kabeer, Naila. (2003). Gender Mainstreaming in Poverty Eradication and the Millennium Development Goals: A handbook for policy-makers and other stakeholders. Co-published by the Commonwealth Secretariat and the Institute for Development Studies.

Literacy on-line – Papers from the 2<sup>nd</sup> Asia Regional Literacy Forum.  
<http://www.literacyonline.org/products/ili/webdpcs/riet.html>

PAHO. Regional Core Health Data System: Indicators Glossary.  
<http://www.paho.org/English/SHA/glossary.htm>

PIOJ, UNDP and CIDA. (2000). The construction of Gender Development Indicators for Jamaica. edited by Patricia Mohammed.

Reddy, Sanjay G. and Pogge, Thomas W. (2003), How not to count the Poor. On-line publication [www.socialanalysis.org](http://www.socialanalysis.org) May 19, 2003

United Nations (1994). Report on the Global Conference on the Sustainable Development of Small Island Developing States, A/Conf.167/9.

UNICEF, Global Water Supply and Sanitation Assessment 2000.

**CARIBBEAN-SPECIFIC**  
**MILLENNIUM DEVELOPMENT GOALS**

<p><b>Goal 1. Eradicate extreme poverty and hunger</b></p> <p><b>Target 1.</b> Halve, between 1990 and 2015, the proportion of people who fall below the absolute poverty line.</p> <p><b>Target 2.</b> Halve, between 1990 and 2015, the proportion of people who suffer from hunger</p>	<p><b>Indicators: Goal 1</b></p> <ol style="list-style-type: none"> <li>1. Headcount Index (absolute and relative poverty).</li> <li>2. Poverty gap ratio (incidence x depth of poverty).</li> <li>3. Share of poorest quintile in national consumption.</li> <li>4. Prevalence of underweight children (under five years of age).</li> <li>5. Proportion of population below minimum level of dietary energy consumption.</li> </ol>
<p><b>Goal 2. Achieve universal secondary education</b></p> <p><b>Target 3.</b> Ensure that, by 2015, children in the Caribbean, boys and girls alike, will be able to complete a full course of secondary schooling, up to at least Grade 12 (5<sup>th</sup> form).</p>	<p><b>Indicators: Goal 2</b></p> <ol style="list-style-type: none"> <li>6. Net enrolment ratio in primary education.</li> <li>7. School attendance among primary school children.</li> <li>8. Proportion of pupils starting Grade 1 who reach Grade 5.</li> <li>9. Net enrolment ratio in secondary education.</li> <li>10. Proportion of pupils who reach Grade 12 (5<sup>th</sup> form) in secondary school.</li> <li>11. Proportion of students who matriculate at Grade 12 with passes in at least two subjects - one that is associated with literacy (English or official language of country), and Mathematics.</li> <li>12. Literacy rate of 15-24 year-olds.</li> </ol>
<p><b>Goal 3. Promote gender equality and empower women</b></p> <p><b>Target 4.</b> Eliminate gender disparity in primary and secondary education, preferably by 2005, and to all levels of education no later than 2015.</p> <p><b>Target 5.</b> Eliminate gender disparities in income and occupational opportunities at all levels and in all sectors, no later than 2015.</p> <p><b>Target 6.</b> Reduce by 60%, the incidence of physical acts of gender based violence.</p>	<p><b>Indicators: Goal 3</b></p> <ol style="list-style-type: none"> <li>13. Ratio of girls to boys in primary, secondary and tertiary education.</li> <li>14. Proportion of students who take Mathematics and Science examinations at Grade 12 by sex.</li> <li>15. Ratio of literate females to males of 15-24 year-olds.</li> <li>16. Share of women in wage employment in the non-agricultural sector.</li> <li>17. Average national income of men and women by sector of employment.</li> <li>18. Employed persons by occupational status by sex.</li> <li>19. Proportion of seats held by women in national parliament.</li> <li>20. Proportion of women holding office in local government.</li> <li>21. Incidence of reported physical abuse by sex of the abused.</li> </ol>
<p><b>Goal 4. Reduce child mortality</b></p> <p><b>Target 7.</b> Reduce by two thirds, between 1990 and 2015, the under-five mortality rate.</p>	<p><b>Indicators: Goal 4</b></p> <ol style="list-style-type: none"> <li>22. Under-five mortality rate.</li> <li>23. Infant mortality rate.</li> <li>24. Proportion of children 1-5 years of age who have received complete immunisation coverage (namely BCG, three doses of DPT and oral polio, and measles).</li> <li>25. Three leading causes of death among children 5 years and under.</li> </ol>

**CARIBBEAN-SPECIFIC**  
**MILLENNIUM DEVELOPMENT GOALS**

<p><b>Goal 5. Improve maternal health</b></p> <p><b>Target 8.</b> Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.</p>	<p><b>Indicators: Goal 5</b></p> <ul style="list-style-type: none"> <li>26. Maternal mortality ratio</li> <li>27. Proportion of births attended by skilled health personnel.</li> </ul>
<p><b>Goal 6. Combat HIV/AIDS, malaria and other diseases .</b></p> <p><b>Target 9.</b> Have halted by 2015 and begun to reverse the spread of HIV/AIDS.</p> <p><b>Target 10.</b> Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases.</p>	<p><b>Indicators: Goal 6</b></p> <ul style="list-style-type: none"> <li>28. HIV prevalence among 15-24 year-old pregnant women.</li> <li>29. Contraceptive prevalence rate.</li> <li>30. Condom use as a proportion of overall contraceptive use among women in consensual unions.</li> <li>31. Condom use at last high-risk sex by sex.</li> <li>32. Percentage of 15-24 year-olds with comprehensive correct knowledge of HIV/AIDS by sex.</li> <li>33. Number of children orphaned by HIV/AIDS.</li> <li>34. Proportion of population in malaria risk areas using effective malaria prevention and treatment measures.</li> <li>35. Prevalence of death rates associated with malaria.</li> <li>36. Prevalence and death rates associated with tuberculosis.</li> <li>37. Proportion of tuberculosis cases detected and cured under directly observed treatment short course.</li> </ul>
<p><b>Goal 7. Ensure environmental sustainability</b></p> <p><b>Target 11.</b> Integrate the principles of sustainable development into country policies and programmes and reverse the loss of environmental resources.</p> <p><b>Target 12.</b> Halve by 2015 the proportion of people without sustainable access to safe drinking water and proper sanitation.</p> <p><b>Target 13.</b> By 2020 to have achieved a significant improvement in the lives of at least 70% of persons living poor communities.</p> <p><b>Target 14.</b> Construct and Implement a Vulnerability Index for the Caribbean within the next 5 years, which is sensitive to economic, social and environmental vulnerabilities.</p>	<p><b>Indicators: Goal 7</b></p> <ul style="list-style-type: none"> <li>38. Percentage of coral reefs destroyed by human activity.</li> <li>39. Percentage of coral reefs destroyed by natural disasters.</li> <li>40. Incidence of natural disasters.</li> <li>41. Economic losses resulting from natural disasters.</li> <li>42. Social dislocations resulting from natural disasters (qualitative data).</li> <li>43. Proportion of land area covered by forest.</li> <li>44. Land area protected to maintain biological diversity.</li> <li>45. GDP per unit of energy use (as proxy for energy efficiency).</li> <li>46. Carbon dioxide emissions (per capita).</li> <li>47. Proportion of population with sustainable access to an improved water source.</li> <li>48. Proportion of people with access to improved sanitation.</li> <li>49. Proportion of people with access to secure tenure.</li> <li>50. Existence of a sustainable framework for the collection, processing and analysis of data relevant to the construction of a Vulnerability Index .</li> </ul>

**CARIBBEAN-SPECIFIC**  
**MILLENNIUM DEVELOPMENT GOALS**

<p><b>Goal 8. Develop a global partnership for development<sup>a</sup></b></p> <p><b>Target 15.</b> Develop further an open, rule-based, predictable, and equitable trading and financial system. <i>(Includes a commitment to good governance, development, and poverty reduction — both nationally and internationally).</i></p> <p><b>Target 16.</b> Address the special needs of the least developed countries. <i>(Includes: tariff and quota free access for least developed countries' exports; enhanced programme of debt relief for HIPC s and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction).</i></p> <p><b>Target 17.</b> Address the special needs of landlocked countries and small island developing States. <i>(through the Programme of Action for the Sustainable Development of Small Island Developing States and the outcome of the twenty-second special session of the General Assembly).</i></p> <p><b>Target 18.</b> Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.</p> <p><b>Target 19.</b> In cooperation with developing countries, develop and implement strategies for decent and productive work for the unemployed.</p> <p><b>Target 20.</b> In cooperation with pharmaceutical companies, provide access to affordable, federally approved essential drugs in developing countries.</p> <p><b>Target 21.</b> In cooperation with the private sector, make available the benefits of new technologies, especially information and communications.</p>	<p><b>Indicators: Goal 8</b></p> <p><b>Official development assistance</b></p> <ul style="list-style-type: none"> <li>51. Net ODA as percentage of OECD/DAC donors' gross national product (targets of 0.7% in total and 0.15% for LDCs)</li> <li>52. Proportion of ODA to basic social services (basic education, primary health care, nutrition, safe water and sanitation)</li> <li>53. Proportion of ODA that is untied.</li> <li>54. Proportion of ODA for environment in Small Island Developing States.</li> <li>55. Proportion of ODA for transport sector in landlocked countries.</li> </ul> <p><b>Market access</b></p> <ul style="list-style-type: none"> <li>56. Proportion of exports (by value and excluding arms) admitted free of duties and quotas.</li> <li>57. Services as a proportion of total exports.</li> <li>58. Average tariffs and quotas on agricultural products and textiles and clothing</li> <li>59. Domestic and export agricultural subsidies in OECD countries.</li> <li>60. Cost of implementing sanitary and phytosanitary measures as a percentage of the total value of exports for which these measures are required.</li> <li>61. Sanitary and phytosanitary rules implemented by developed countries, which exceed the standards specified by international organizations.</li> <li>62. Proportion of ODA provided to help build trade capacity.</li> </ul> <p><b>Debt sustainability</b></p> <ul style="list-style-type: none"> <li>63. Proportion of official bilateral HIPC debt cancelled</li> <li>64. Debt service as a percentage of exports of goods and services.</li> <li>65. Proportion of ODA provided as debt relief.</li> <li>66. Unemployment rate of age group and gender.</li> <li>67. Proportion of population with access to affordable essential, approved drugs on a sustainable basis.</li> <li>68. Telephone lines per 1,000 people.</li> <li>69. Personal computers per 1,000 people.</li> <li>70. Ratio of personal computers to students in school by type of school .</li> <li>71. Use of internet by government to provide information to the population.</li> </ul>
---	--

**ANNEX 2**

**CREATING A SUSTAINABLE FRAMEWORK FOR POVERTY ASSESSMENT  
AND THE MEASUREMENT OF LIVING CONDITIONS IN  
CARIBBEAN DEVELOPMENT BANK'S BORROWING MEMBER COUNTRIES**

**- LESSONS FROM THE JAMAICAN EXPERIENCE -**

TABLE OF CONTENTS

<b>LIST OF ACRONYMS</b>	<b>ii</b>
<b>ACKNOWLEDGEMENTS</b>	<b>iii</b>
<b>EXECUTIVE SUMMARY</b>	<b>iv</b>
<b>1. BACKGROUND AND JUSTIFICATION</b>	<b>1</b>
<b>2. SPARC PROGRAMME</b>	<b>4</b>
<b>3. CWIQ SURVEY</b>	<b>9</b>
<b>4. THE JAMAICA SURVEY OF LIVING CONDITIONS</b>	
Introduction	10
The Beginning: Absorption and ownership	10
Purpose of the JSLC	12
The JSLC: Differences and similarities with the LSMS	13
Design of the JSLC	14
<b>5. THE ROLE AND EXPERIENCES OF THE KEY INSTITUTIONS IN THE CONDUCT OF THE JSLC</b>	
The Country Statistical Office - STATIN	16
Analysis for policy directions and administering of funds - The PIOJ	18
Strength of the multi-sectoral approach: Establishment of the Steering Committee	20
<b>6. BEST PRACTICES</b>	<b>22</b>
<b>7. CURRENT CHALLENGES</b>	<b>25</b>
<b>8. CONCLUSION AND RECOMMENDATIONS</b>	<b>27</b>

**LIST OF ACRONYMS**

BMCs	Borrowing Member Countries
CARICOM	Caribbean Community
CDB	Caribbean Development Bank
COHSOD	Council on Human and Social Development
CPA	Country Poverty Assessments
CWIQ	Core Welfare Indicators Questionnaire
DFID	Department for International Development
DPPPWG	Development Partners Poverty Reduction Working Group
ED	Enumeration District
HDR	Human Development Report
HRDP	Human Resource and Development Programme
IDB	International Development Bank
ILO	International Labour Organisation
JLP	Jamaica Labour Party
JSLC	Jamaica Survey of Living Conditions
LFS	Labour Force Survey
LSMS	Living Standards Measurement Survey
MDG	Millennium Development Goals
MDGR	Millennium Development Goals Report
MECOVI	Mejoramiento de las Encuestas y la Medicion de las Condiciones de Vida
NSOs	National Statistical Offices
OECS	Organisation of Eastern Caribbean States
PIOJ	Planning Institute of Jamaica
PNP	People's National Party
SALISES	Sir Arthur Lewis Institute of Social and Economic Studies (formerly ISER – Institute of Social and Economic Research)
SDF	Special Development Fund
SPARC	Support for Poverty Assessment and Reduction in the Caribbean
STATIN	Statistical Institute of Jamaica
UNECLAC	United Nations Economic Commission for Latin America and the Caribbean
UWI, MONA	The University of the West Indies, Mona Campus

ACKNOWLEDGEMENTS

This study was completed in collaboration with Ms. Carol Watson-Williams former Manager, of the Policy Development Unit, Planning Institute of Jamaica (PIOJ), who provided invaluable research assistance for this paper.

Key persons interviewed for this study were:

- |   |  |
|---|--|
| <b>1. Dr. Patricia Anderson</b>         | Senior lecturer in the Department of Sociology, Psychology and Social Work at the Mona Campus of the University of the West Indies.          |
| <b>2. Ms. Isbeth Bernard</b>            | Director, Special Projects, Statistical Institute of Jamaica (STATIN)  |
| <b>3. Dr. Dennis Brown</b>              | Lecturer in the Department of Behavioural Sciences, UWI, St. Augustine and former Manager of the Policy Development Unit, PIOJ, 1992 – 1995. |
| <b>4. Ms. Kristin Fox</b>               | Statistical Analyst and Manager of the Derek Gordon Databank, SALISES, UWI, Mona Campus.   |
| <b>5. Dr. Aldrie Henry</b>              | Research Fellow, SALISES, UWI, St. Augustine   |
| <b>6. Ms. Sonia Jackson</b>             | Director General of STATIN   |
| <b>7. Ms. Bridgette McDonald-Levy</b>   | Senior Social Policy Analyst, Policy Analysis and Review Unit, Cabinet Office  |
| <b>8. Dr. Pauline Knight</b>            | Director of the Social Planning Division, PIOJ   |
| <b>9. Ms. Heather Robinson-Ricketts</b> | Lecturer, Dept. of Sociology, Psychology & Social Work, University of the West Indies.   |
| <b>10. Mr. Hubert Sherard</b>           | Statistical Officer, STATIN  |
| <b>11. Mr. M'Donald Thomas</b>          | Operations Officer. Project Financing Division, CDB  |
| <b>12. Mr. Colin Williams</b>           | Former programmer/statistician under the JSLC Project, Policy Development Unit, PIOJ.  |

**EXECUTIVE SUMMARY**

As countries attempt to integrate the Millennium Development Goals (MDGs) into their overall development strategies, the critical role of information gathering and data analysis has become obvious. Borrowing member countries will have difficulty in achieving the MDGs if they do not have a strong data collection and information gathering framework that allows for targeted and evidence-based formulation of social policies for the reduction and elimination of poverty. Absence of data will also retard efforts to monitor the effects of programmes that were implemented to reduce poverty and enhance the capacities of vulnerable groups.

2. Country Poverty Assessments (CPAs) have been undertaken to understand the nature and magnitude of the poverty, as well as to inform the design and implementation of social policies and programmes to address the problems of poverty. The Survey of Living Conditions (SLCs) is an important component of the CPA since it provides data and information for poverty assessment and monitoring. Research has however shown that many Borrowing Member Countries (BMCs) lack both adequate datasets, as well as the strong statistical capacity necessary for the production of data and development of indicators. This inadequacy has led to a number of initiatives by international donors, working collaboratively and individually to enhance the capacity of national statistical offices (NSOs) to produce social data. One of the products of this collaboration is the implementation of the project called SPARC - Support for Poverty Assessment and Reduction in the Caribbean.

3. The main objective of SPARC is to be the coordinating body under which a number of initiatives aimed at poverty assessment and reduction, including surveys of living conditions, are implemented. Under the Survey component of this project, there are two main surveys that are being institutionalised. They can be characterised as a 'long survey' and a 'short survey'.

4. The longer version of the poverty survey under this project is similar to the SLC conducted in a number of countries, including Jamaica. A number of initiatives are currently being undertaken to develop a regional and harmonised approach to the conduct of these SLCs in the Caribbean and to enhance the capacities of NSOs to do so.

5. The short version, designed for quick results with a smaller number of variables is known as the Core Welfare Indicator Questionnaire (CWIQ) Survey. It is being suggested that the methodology used in this Survey may be unsustainable for both technical and strategic reasons. The Survey is also unconnected to the larger SLC and this study suggests that it may represent a loss of valuable information that could be obtained through linkage. It also represents loss of opportunity to reinforce the capacities of NSO through the use of one survey method for poverty assessment and monitoring and therefore an under-utilisation of resources.

6. The Jamaica Survey of Living Conditions (JSCL) is being presented as the best example of the collection of social data for poverty assessment and the measurement of living standards among BMCs. Initially supported by the World Bank, Jamaica's experience has been marked by a strong collaboration between the national statistical office – STATTIN, the Planning Institute of Jamaica (PIOJ), and the University of the West Indies, Mona Campus. Research into Jamaica's experience reveals important

**ANNEX 2**

lessons on what it takes to develop and establish a framework for the collection of social data on a long term basis. This includes the following:

- ¤ Projects must be sufficiently long-term in nature to allow for the institutionalisation of components that are important to the success of the conduct of the survey and analysis of survey data.
- ¤ Adequate resources must be provided to allow for the development of creative strategies to ensure the success of the project.
- ¤ The project must have transparent flexibility in the management of resources, which allows for collaboration with other donor agencies and the pooling of resources so that project activities can have greater impact.
- ¤ The identification and use of counterparts as a strategy for knowledge transfer and sustainability is very important and must be utilised from the beginning of the project.
- ¤ The precise techniques needed to design survey questionnaires, conduct the survey and analyse the data must be imparted through external and on-the-job training, and should be standardised throughout the Region to ensure the reliability of the results obtained.

7. Jamaica's experience also demonstrates the need for ongoing evaluation and feedback from stakeholders since, even with a strong product, there are still unmet needs, which producers of the Survey are still attempting to provide through modifications.

8. It is expected that this analysis of best practices and lessons learnt from the Jamaica experience, as well as the brief assessment of SPARC and CWIQ, will contribute to initiatives, which have as their objectives, the creation of a sustainable, harmonised methodology for the collection of accurate and relevant social data that can be used for poverty assessment and the measurement of living standards in the Region.

## **1. CREATING A SUSTAINABLE DATA COLLECTION STRATEGY FOR SOCIAL DATA IN THE CARIBBEAN: BACKGROUND AND JUSTIFICATION**

1.01 This study is being undertaken to assess how the Special Development Fund (SDF) and the Caribbean Development Bank (CDB) can assist Borrowing Member Countries (BMCs) to achieve their social development objectives within the framework of the Millennium Development Goals (MDGs). The mandate for this task emerged out of discussions with Contributors in which the achievement of the MDGs and their use as strategic benchmarks for SDF programming was approved as one of four themes to be considered for the next SDF programme cycle – SDF 6.

1.02 SDF programme objectives, with their focus on poverty reduction and attention to the three core priorities of reduction of vulnerability, enhancement of capabilities, and good governance, were found to be quite compatible with the MDGs, even though the MDGs were seen to be only partial components in the overall social development strategies of BMCs. The value of focusing on the MDGs is its tremendous merit as a framework that seeks to move the process of development forward through broad consensus on the targets to be achieved and the timelines for this achievement.

1.03 As countries attempt to integrate the MDGs into their overall development strategies, the critical role of information gathering and data analysis have become obvious. Socioeconomic data are important to the development of the indicators to be used for measuring progress in the achievement of targets and goals of the MDGs, as well as for the development of Poverty Reduction Strategy Papers (PRSPs), and for the identification, design, implementation, and monitoring of programmes under the SDF.

1.04 The collection of economic data and construction of economic indicators have advanced much further than the collection of social data and the construction of social indicators. The main sources of social data at the national and sub-national levels are, (i) the Population and Housing Census; (ii) Surveys of Living Conditions (SLCs); (iii) Vital Statistics arising from the Registrar General's Department; (iv) Administrative data from Line Ministries within the Government; and (v) other Sample surveys conducted by various bodies, including non-governmental organisations, and institutions involved in providing social services to members of the public.

1.05 The Survey of Living Conditions (SLC) has been found to be the best instrument for achieving the objectives of poverty assessment and monitoring, as well as for informing the design and implementation of social policies and programmes. It is an important component of the Country Poverty Assessments (CPAs)<sup>1</sup> that have been conducted in CDB's BMCs. Funding for implementation of the CPAs has been received from donor organisations such as the IDB, DFID and the World Bank

1.06 SLC data is collected at the level of the household about individuals in that household. A key component of the Survey is the consumption and expenditure section, which allows for the calculation of the poverty line and the division of the sample population into quintiles. Research has however shown that many existing attempts to conduct SLCs in many of the BMCs, with the exception of Jamaica, were found to be inadequate since countries either lacked adequate datasets, and/or the strong statistical capacity needed for the production of data and development of indicators.

---

<sup>1</sup> In addition to the Surveys of Living Conditions, CPAs supported by the CDB include, context -setting Historical Analyses, Participatory Poverty Assessments and Nutritional Analyses.

**ANNEX 2**

1.07 The CDB has coordinated the implementation of SLCs, with funding from DFID and the IDB in Belize, St. Lucia, St. Vincent and the Grenadines, Grenada, St. Kitts and Nevis and Turks and Caicos Islands, and more recently in Anguilla, the British Virgin Islands and Dominica. Production of data over the years has been slow and irregular leading to diverse periodicity. In addition, with the exception of Belize and St. Lucia, none of the countries that had conducted SLCs possessed more than one dataset, resulting in an absence of even two data points that could be used for comparative analysis.

1.08 Apart from the CDB supported studies, the World Bank has assisted Guyana, Jamaica and Trinidad and Tobago to conduct surveys of Living Conditions, while the Inter-American Development Bank (IDB) has assisted Barbados and the Bahamas. This assistance represents considerable utilisation of resources without reaping the maximum benefits, since the use of different methodologies has resulted in an inability to compare results across the Region, and sometimes even within countries. Apart from the diversity of methodologies, weak statistical capacity has also sometimes resulted in questionable data.

1.09 It has become clear that there is need for the application of resources for the development of a data collection methodology that is sustainable, comprehensive and harmonised throughout the Region. There is also a need for data that is timely and suitable to the needs of policy makers and researchers, which implies the need for constant analysis and assessment of the data in order to implement modification to the existing datasets, when needed. Training of statisticians and social policy formulators is also important in any effort to achieve the objectives stated above.

1.10 Recognition of the needs of Caribbean countries in this context has led to the collaboration of donors in the Development Partners Poverty Reduction Working Group (DPPPWG) to initiate a project, aimed at supporting initiatives for assessing, monitoring and reducing poverty in BMCs. This project is known as the Support for Poverty Assessment and Reduction in the Caribbean (SPARC). Within this project, another initiative is also being developed to produce a low cost instrument for poverty monitoring, which would complement other periodic surveys such as the SLC. This initiative is known as the Core Welfare Indicator Questionnaire Survey (CWIQ) – pronounced ‘Quick’. There is clearly a need for critical assessment of these projects in order to ensure that resources are being utilised with a view to obtaining the maximum benefits as they relate to the production of relevant poverty data.

1.11 In terms of existing best practice, the Jamaica Survey of Living Conditions (JSLC) is perhaps the only success story in the collection of social data for poverty assessment. Initially supported by the World Bank, the JSLC has been produced annually from 1990 to the present. Jamaica’s experience has been marked by a strong collaboration between the national statistical office – STATIN (Statistical Institute of Jamaica), which is primarily responsible for data collection and processing and the Planning Institute of Jamaica (PIOJ), which serves as the major institution for the analysis of the data and the recommendation of policies arising out of them, and the University of the West Indies at Mona, (UWI-MONA), which was instrumental in conducting training in various aspects of the collection and analysis of social data, as well as providing technical assistance in the calculation of the poverty line and interpretation of some of the data.

1.12 Given the utilisation of resources for the various initiatives aimed at collecting social data, and the urgency of achieving this objective for social development in the Region, including achieving the MDGs, it is important to study major, current initiatives for collection of data, such as CWIQ and SPARC in order to arrive at a sustainable framework for poverty assessments in the Region.

## **2. SUPPORT FOR POVERTY ASSESSMENT AND REDUCTION IN THE CARIBBEAN (SPARC) PROGRAMME**

2.01 The Support for Poverty Assessment and Reduction in the Caribbean (SPARC), also known as the *mini-MECOVI*, was conceived in 2000/2001 as a programme to complement existing efforts in the Caribbean to improve regional capacities to conduct poverty surveys at the household level and to support poverty reduction strategies and social policy formulation.<sup>2</sup> This programme was seen as the Caribbean version of the *Mejoramiento de las Encuestas y la Medicion de las Condiciones de Vida* (MECOVI) programme, an initiative, launched in 1996 by the IDB, World Bank and UNECLAC, aimed at improving household surveys and the measurement of living conditions in Latin America.

2.02 At its inception, SPARC was supported by the Development Partners for Poverty Working Group (DPPWG), made up of a number of agencies in the Region<sup>3</sup> based on their recognition of the need for a coordinated response to the problem of collecting social data in the Region.

2.03 Apart from the recognition of weak capacity in the Region, leading to questionable results in the processing and analysis of data, there were other justifications for a more coordinated approach to the collection of data for poverty analysis and social policy formulation. These included the excessive time lag between data collection and the dissemination of results, as well as the unsustainability of the donor approach. Donors were characterised as being more interested in pushing for a short-term agenda and financing quick-fix data gathering activities in the interest of their own programme objectives, than with coordinating with a wider group of development partners to help build lasting capacity.<sup>4</sup>

2.04 The objectives of the project therefore included improving capacity among countries to do the following: (i) develop, implement and evaluate poverty reduction policies; (ii) regularly conduct SLCs; (iii) carry out other poverty assessment activities including the identification of administrative indicators, which can be monitored between SLCs; and (iv) disseminate poverty data and increase access to datasets by researchers and policy analysts through the establishment of national and regional databases.

2.05 This was to be done through (i) the improvement of survey capabilities and the conduct of country poverty analysis; (ii) development and conduct of regional workshops and training programmes; (iii) the establishment of a fund for research and the dissemination of papers arising out of this research; and (iv) the establishment of a regional databank.

---

<sup>2</sup> A project concept note for the mini-MECOVI Programme in the Caribbean Region. Prepared for a meeting with DPPWG in October 2001. Haeduck Lee identifies the commitment of IDB/World Bank and the CDB to developing a MECOVI-like joint initiative as being made in March 2000.

<sup>3</sup> Donor agencies represented in the group included CDB, CIDA, DFID/C, EU, IDB (Barbados), UNDCP, UNDP (Barbados), UNICEF, UNIFEM, OECS Secretariat, OXFAM, the Pinelands Creative Workshop (Barbados), SALISES/UWI, and the Caribbean Council of Churches.

<sup>4</sup> Haeduck Lee. (July 8, 2003). MECOVI and SPARC as coordinated approaches to capacity building to support monitoring MDG progress. Presented at the "Regional Conference for the promotion of Sustainable Human Development through the Implementation of the Millennium Development Goals". July 7-9, 2003. Bridgetown Barbados.

**ANNEX 2**

2.06 In spite of good intentions, the SPARC programme encountered a number of challenges to its implementation. One of the main constraints to the progress of the initiative was that there were already in existence, a number of other initiatives, which had similar objectives. CDB, CARICOM, DFID, IDB, UNDP, UNECLAC, and the World Bank were, for example, already supporting the implementation of various data collection exercises for the monitoring and eradication of poverty. This led to the meeting of a Technical Working Team of the Development and Social Sector Development Donor Group in February of 2004 to review the programme and to propose a reformulation of its design and implementation.<sup>5</sup>

2.07 In this reformulation, SPARC is viewed as the umbrella under which bilateral and multilateral collaborative efforts are undertaken to conduct poverty surveys, assess poverty, and monitor policies and programmes for poverty reduction. The creation of a data bank for the collection and storage of the datasets of social statistics belonging to BMCs is also one of the objectives to be achieved under SPARC.

2.08 The reformulation of SPARC therefore essentially incorporates the previous objectives, but with important modifications that address country capacities, existing initiatives, bilateral relationships and the need for regional collaboration. Important changes include, (i) the development of a regional programme to promote and facilitate the institutionalisation of monitoring and evaluation of social programmes and policies; (ii) the proposal to integrate the poverty assessments into national development planning processes; and (iii) support for the promotion of national information and dissemination policies that would facilitate access to multiple data sets by researchers and others policy analysts.

2.09 It is noteworthy that in outlining the components of SPARC, the first component speaks to the development of a regional strategy and plan for assessing poverty and social development and the second component addresses the promotion and facilitation of the institutionalisation of monitoring and evaluation. These two areas are essential to the development of a sustainable framework for the collection, processing and analysis of social data in the Region.

2.10 A regional strategy and plan must include a harmonised strategy for the design of questionnaires, and the collection, processing and analysis of poverty data and social statistics across the Region. This allows for comparative analysis of country data, and more importantly, for an easy and cost effective transfer of best practices, thereby building the capabilities of national statistical offices (NSO's) at a faster rate.

**Revised Project Outputs of the reformulated SPARC**

1. Develop a regional programme at the strategic level for regular assessment of poverty and social development objectives and targets and to promote and facilitate the institutionalisation of monitoring and evaluation of social programmes and policies.
2. Improve capacity for conducting continuous poverty and human development assessments and analysis of outputs including the promotion of evidence-based policy-making and programmes for integration into national development planning processes.
3. Support for developing effective processes and institutional arrangements for monitoring and evaluation poverty reduction and social development policies and programmes at national and regional levels.
4. Improve collation and dissemination of social and poverty data and facilitate access to multiple data sets by researchers and others including the promotion of national information and dissemination policies to support poverty assessment and reduction in the Caribbean.

Taken from: Amendments to the SPARC Document. Revision 1 (DRAFT).

---

<sup>5</sup> Notes on TWG discussions (Macdonald Thomas).

2.11 In this regard, the OECS has come on board as one of the implementing agencies under the SPARC umbrella, and are using funds to focus on issues of standardisation and harmonisation, as well as training of statisticians and social policy formulators. One of the outputs of the focus on harmonisation and standardisation is the development of a core questionnaire to be used throughout the Region in the conduct of SLCs.

2.12 Other elements of the regional strategy, the first component, outlined under SPARC include:

- (a) preparation of a framework that outlines the regional strategy;
- (b) consultation with stakeholders at a regional level to discuss and approve the draft strategy;
- (c) presentation of the strategy to COHSOD for approval; and
- (d) presentation of the strategy for approval by Caribbean Heads of Government.

2.13 Activities outlined under the second component include:

- (a) two weeks of training in the conduct of surveys of Living Conditions;
- (b) short- and medium-term training support to countries;
- (c) the expansion of CWIQ to other countries, starting with Grenada and St. Vincent and the Grenadines;<sup>6</sup>
- (d) the establishment of a Regional Training Centre;
- (e) the establishment of a regional clearing house with regional datasets housed in the OECS, UWI and CARICOM;
- (f) the development of Monitoring Protocols for regional and national application;
- (g) the development of specific monitoring and evaluation protocols for social protection;
- (h) an annual or biennial Social Digest; and
- (i) a regional MDGR/HDR for 2006 and 2008.

2.14 Given the variability in the capacities of national statistical offices in the Region and the objectives of collecting data and information that would allow for the measurement of poverty and living standards of the people of the Region, the activities outlined above are important and will go a long way in the achievement of the objectives. However the exercise, as a whole, and the specific activities outlined above, point to issues that influence the sustainability of the proposed framework and the quality of the data to be produced. These issues will need to be examined more closely with a view to ensuring that all necessary attention is paid to those which will yield the greatest benefits to the sustainability of the project.

2.15 A serious challenge to the plans laid out under SPARC, is that it represents a coming together of agencies and organisations, without the institutional structure that would allow smooth passage of a number of important activities that are necessary for the achievement of the objectives outlined above. An example that immediately comes to mind is the agreement that needs to be made that would give country statistical offices the legal foundation to hand over their datasets. The question to be asked is ‘what is the institution, to which they are handing over their datasets or with whom are they entering into agreements, doing to ensure the confidentiality of the microdata?’

2.16 In this regard the approval of CARICOM and the Heads of State is crucial to the sustainability of any undertaking to collect social data for use in poverty assessment and monitoring. Care must be taken to ensure that not only do the Heads of State approve, but that they really understand the benefits to be

---

<sup>6</sup> A pilot of the CWIQ has already been conducted, processed and analysed in St. Lucia.

**ANNEX 2**

derived from such an exercise and make every effort to support and make the project viable in their own countries. This kind of understanding will hopefully ensure that resources are made available to create the framework necessary to ensure the sustainability of the project and that project staff utilises these resources to ensure maximum benefit from this activity.

2.17 Among the challenges that continue to hinder the progress of the project, and which must be resolved if the project is to be successful are:

- (a) Allowing access to country datasets. At present, countries' statistical offices are reluctant to do so, because of fear of inappropriate use of data, and also because they are legal limitations that prevent Directors of Statistics from giving unrestrained access to such data.
- (b) The creation of a stable, institutional-like structure, with clear lines of accountability within which project activities can be implemented and monitored.
- (c) Consistent and reliable flow of contributions that have been promised by donor agencies for the development of project activities. It is reported that these have been slow in coming and have stymied the progress of the project. This may in part be also linked to the absence of an institutional structure within which these CPA's, including the SLCs, are conducted.

2.18 Other factors that need to be addressed in order to ensure sustainability of the SLC component of the project include – **Training; Recruitment of staff; Regularity and format of survey; Sampling; The selection and use of technology; Analysis and Dissemination of data; and Monitoring and Evaluation of the process.** These are some of the issues that are fraught with possibilities for hindering the process, but which if anticipated can ensure greater success in the design and implementation of SLCs. The case study of Jamaica will provide information on some of the lessons learnt in these areas. However, a brief analysis of CWIQ, as an integral part of the SPARC project, is necessary before proceeding to the examination of Jamaica's experience.

### **3. CORE WELFARE INDICATOR QUESTIONNAIRE (CWIQ) SURVEY**

3.01 The Core Welfare Indicator Questionnaires (CWIQ) has been used mainly in African countries, since 1996, in an attempt to improve the timeliness and reliability of poverty monitoring data. A similar need has led to proposals for its use under the SPARC project in countries of the OECS. The CWIQ Survey is intended as a **complement** to other periodic surveys, such as the SLC, and the intention is to collect the minimum amount of information needed to target and monitor vulnerable groups for the purpose of poverty alleviation. The Survey was developed by a group of donors and institutions, including the World Bank, DFID, the ILO, UNICEF and UNDP.

3.02 In 2004, the CWIQ Survey was adapted for use in the OECS and a pilot exercise was conducted in St. Lucia to test its efficacy. Details of the Survey design and implementation, as well as the processing and analysis of the data are found in the published document. However, there is need to examine some key issues surrounding the design of this Survey, since they highlight areas of possible weakness that may contribute to unattained objectives.

3.03 **Time for completion of Survey:** The objective of this Survey is to obtain data for analysis at a minimum cost and in the shortest possible time. The time set aside for field work in the conduct of this Survey was 14 days. Time and budget constraints therefore disallowed the inclusion of certain components in the Survey. These included the standard anthropometric section, which collects child measurement data, and the income/expenditure module.

3.04 One of the issues of time related to the time needed for training of the Survey Team. This influenced the decision to add or drop components from the Survey. In the report of the pilot Survey conducted in St. Lucia, it was stated that '*A decision was taken not to include the standard child measurement section of CWIQ because of time and budget constraints. Although the DOS [Department of Statistics] has experience in this area, the equipment was not readily available and the additional training and interviewing time involved would have prevented completion of the Survey by the deadline.*'

3.05 The implications of conducting a Survey like CWIQ, which is intended to provide social data that is nationally representative in key areas of social development in a short time frame, is that the bug bear of statistical capacity could result in a number of unsatisfactory outcomes. The first implication is that variability in capacity of the country statistical offices could lead to variability in the quality of results emanating from the CWIQ Surveys conducted within the Region. This could once again call the reliability and accuracy of the data into question.

3.06 On the other hand, if lack of capacity results in the need for longer and more careful training of staff, then the question of the timeliness of the data arises. The Region already has experience of surveys that are conducted, which do not become available until two or more years after the data has been collected, resulting in information that has lost much of its relevance to policy formulators.

3.07 The question that needs to be asked therefore is if it is necessary to burden already capacity-challenged statistical offices with different survey methods in the conduct of multiple surveys, or is it possible to streamline the objectives of having both a long, comprehensive survey and a quicker, snapshot survey utilising one basic method? This question will be further addressed later on in this document.

3.08 **Sample Size and Design:** The sample was based on a two-stage systematic random sample, the first being the Enumeration District (ED) and the second, the household. In St. Lucia, the 2001

ANNEX 2

Population Census was used to draw the sample of households from the list of enumeration districts. This means that the ED maps and household listings have to be accurate and up-to-date. In countries where statistical capacity is weak or questionable, this will have serious implications for the reliability of Survey data.

3.09 St. Lucia's experience showed that even in a country where statistical capacity is relatively high, ED maps and listings were sometimes not up to date, even though these were compiled during the Census in 2001. In many countries of the Region, population census for the 2000/2001 rounds have not yet been properly processed and tabulated. In the pilot Survey conducted in St. Lucia, it was suggested that in the future a *re-listing exercise in the sampled EDs may be necessary*

3.10 Time and cost factors will also influence the size of the sample survey. The objective is to obtain a nationally representative result in the minimum time and least cost. In St. Lucia, this amounted to 3% of the national population of households. This, according to the report, would allow for statistically reliable results for the main reporting disaggregations, such as poverty quintile, urban-rural, age, sex, etc. It was however noted, that if analyses were to be conducted by district, smaller districts might produce high margins of errors due to the small size of some of the districts. The document suggests an extension to the Survey in these districts to raise the sample size of households to at least one hundred. These issues will surely raise the cost and increase the time associated with the conduct of this Survey.

3.11 The CWIQ Survey is essentially an instrument for the collection of social data that would aid in the identification and monitoring of poverty among other things. In this context, the method used to identify the poor is being called into question.

3.12 The document arising out of the pilot Survey in St. Lucia explains that *CWIQ uses a range of indicators to allocate each household interviewed into quintiles. These indicators were the same as those used in the 2001 Census to ensure comparability... those households falling into the lowest or 1<sup>st</sup> quintile are those having the lowest level of welfare indicators. Such households have few assets, wooden walls, no flush toilet, 23 persons sleeping in one bedroom. The household head has only primary level education, and there is only one employed person for every 2-4 dependents.*

3.13 In addition to using the welfare indicators to classify households, ten indicators were piloted in the CWIQ Survey to further distinguish poor households and to check on the validity of the indicators used to divide the households into quintiles. These '**poverty predictors**' as they are called include the following:

- (a) *Income related indicators:* receipt of remittances and of a pension in the last 12 months;
- (b) *Protection measures:* benefiting from school feeding and book programmes, and possession of an insurance policy;
- (c) *Vulnerability measures:* exposure to crime, electricity disconnection in the past year, at least 2 meals per day in the last week; and
- (d) *Assets:* whether all household members sleep on a bed, and have possession of at least two lighting fixtures.

3.14 Experts in the Region, particularly Mr. Colin Williams who has worked with the JSLC for approximately 8 to 10 years and who is also a Consultant involved in training of statisticians and social policy analysts under the SPARC project, has voiced dissatisfaction with the methodology. According to Mr. Williams, the theoretical justification and methodology for selecting and weighting indicators that are then used to divide households into quintiles are not clear, and their capacity to do so accurately is very suspect.

3.15 Apart from the subjective nature of the selection of the indicators used to measure consumption status, Mr. Williams further queries whether this methodology, even if it were to accurately identify and classify these households, can reliably and validly monitor changes in the poverty status of households and their members over the years. Consumption data is collected every year because changes are expected and often show up in the data. The indicators that are used to achieve the same objectives in CWIQ, are based on the results of census data. This means that within the ten years in which the census is conducted, the importance of the indicator as a measurement of poverty might change, especially if social policy interventions are made. If this happens how will the indicator selected to divide households into quintiles be validated? If wooden walls, for example, no longer have the same weight as an indicator of poverty in the year 2008 as they had in 2002, how will this be verified and validated?

3.16 The poverty predictors perform this role to some extent. After the households are divided into quintiles using the selected indicators, the results from the response to the poverty predictors in the Survey are supposed to act as validators of the methodology. Once again, however, the predictors themselves may fall prey to policy interventions and therefore lose their value as poverty-sensitive indicators.

3.17 It is also clear that poverty predictors that are used in one country cannot be used in another country. This results in an inability to compare CWIQ Survey data across countries in the Region. For example, if one country has a school feeding programme in which all children are given meals, and another in which only a select group - the poor - is targeted, then school feeding as a protection measure cannot be used to identify whether the correct households were designated as poor. This indicator cannot be used as a poverty predictor in the country in which school feeding is universal.

3.18 Another issue of comparability that arises because of the use of a short- and long-survey is the use of different methodologies. Is it the best use of resources to conduct two surveys that one is not able to link? There must be greater value in being able to link the findings of a CWIQ poverty monitoring survey, conducted, for example, every two years, with the findings from a larger SLC Survey conducted, every 4 to 5 years under SPARC, than not to be able to do so.

3.19 It would seem therefore, that a short, quick version of a poverty monitoring survey should really be shortened version of the SLC rather than a whole new survey, with a different methodology.

**ANNEX 2**

**4. THE JAMAICA SURVEY OF LIVING CONDITIONS**

**Introduction**

4.01 JSLC is being presented as an instrument that has been used to monitor poverty, specifically, and welfare issues in general, for the past 15 years in Jamaica. It has been used by policy formulators and research analysts over the years to identify households and the proportion of the population that are poor; to target vulnerable groups for welfare programmes; and to describe the magnitude of poverty, as well as the characteristics of the poor in this country. In doing so, the Survey has, over the years, been analysed and modified by implementers in an effort to deal with problems that were seen as obstacles to the achievement of the objectives for which the Survey was intended.

4.02 Issues of statistical, analytical and technological capacity of staff members, design of the instrument, sample size, timeliness and cost of survey, and regularity of production have been faced by the implementing team in Jamaica. It is felt that the lessons learnt and the best practices arising from this experience can be of value to borrowing member countries as they face the task of finding the best ways of implementing surveys to monitor poverty and welfare.

**The Beginning: Absorption and ownership**

4.03 JSLC is a multi-topic household survey, that draws much of its characteristics from the Living Standards Measurement Studies (LSMS) designed by the World Bank, but with important modifications. It was first undertaken in 1988 at the request of the Prime Minister at that time, Mr. Edward Seaga, leader of the Jamaica Labour Party (JLP). The Survey was initially conceived as semi-annual, and was conducted in this manner until 1989. However, due to financial and human resource issues, as well as recognition that it was not necessary to conduct the survey so often, an annual schedule was established in 1990. The year 2005 marks the 19<sup>th</sup> fielding of the Survey.

4.04 The JSLC was funded by the Government of the Kingdom of the Netherlands (Dutch Government) and administered by the World Bank. The institutionalisation of this Survey can be said to have gone through two phases – a project phase and a post-project phase. During the project phase, critical needs were met by the funders, including meeting the cost of the survey and funding critical technical posts in the Statistical Office of Jamaica (STATIN) and the PIOJ.

4.05 Although conceptually the initial project required the assignment of local counterparts to work along with the World Bank team, the reality was that at the outset of the Survey, the exercise was largely seen as the responsibility of the World Bank, operating out of the Office of the Prime Minister. There was initially very little active local involvement in the design and analysis of the Survey, even though the PIOJ and STATIN were involved.

4.06 In her report, Margaret Grosh, technical counterpart from the World Bank on the project noted that “the lack of Jamaican involvement in the detailed decisions about the Survey, and the overwork of the well-trained people in the badly paid civil service characterised by high turnover and job vacancies, jointly produced a situation in which the assigned counterparts were more phantom than real.”<sup>7</sup>

---

<sup>7</sup> Margaret E. Grosh. 1991 "The Household Survey as a Tool for Policy Change, Lessons from the Jamaican Survey of Living Conditions." Living Standards Measurement Study, Working Paper No. 80, World Bank, Washington, D.C.

4.07 In pointing to the reason for this, she explained that because of the exigencies of the situation - the desire to quickly respond to the need for baseline data prior to implementation of the Social Wellbeing Programme, and the fact that there was no need to sell the idea to STATIN and PIOJ, (because they received the mandate from the Prime Minister) - ‘the step which builds consensus and **active** involvement was initially passed over.’

4.08 This situation could have seriously hindered the institutionalisation of the Survey had it not been for definitive action to develop active involvement. This action was taken in 1990 when the then Director General of PIOJ, Mr. Omar Davies, identified the need for more local involvement in the Survey. Having just left his job at the University to take up the post at the PIOJ, he turned to his former colleagues to help in the design of practical applications for the Survey in programme and policy formulation. The group included Dr. Pat Anderson (Sociologist); Dr. Derek Gordon, now deceased, (also a sociologist with strong quantitative and statistical skills); and Dr. Michael Witter (Economist). Their task, among others, was to develop a methodology for estimating the poverty line in Jamaica, as well as to conduct a series of studies anchored around the poverty line. This was done with funding from the UNDP.

4.09 Greater effort was also placed on ensuring that the necessary counterparts were available to understudy the work of the LSMS team from the World Bank and that they received the training needed to carry forward the work. This was seen as an important aspect in ensuring the survival of the project.

4.10 As funding began to be used up, the institutions involved in the conduct and implementation of the Survey did not have as much resources to continue and now had to absorb the tasks associated with the conduct of the Survey into their regular work. This proved to be a burden, leading to the temptation on management’s part to discontinue the Survey. However, the decision was made by the Government of the day, the People’s National Party (PNP), to continue the Survey based on its perceived utility.

4.11 Indicators of this utility included the fact that the JSCLC was already being used publicly to support policy implementation in a number of ways. The poverty line had become such an important social indicator that it was often quoted more than the unemployment rate. The poverty line was also used to target beneficiaries in a number of programmes and to revise the food stamp programme. These quick and public applications to areas of relevance in the life of the population made the Survey very important in Jamaica. STATIN and PIOJ now bear full responsibility for the conduct and analysis of the JSCLC.

4.12 There were therefore a number of important milestones that ensured ownership and absorption of the project. They include the following:

- (a) The source of the mandate. In the case of Jamaica, it came from the highest levels of Government in power at that time, the Prime Minister.
- (b) Further to this, the utility of the Survey quickly became known throughout the country, due to its application in estimating the poverty line and targeting groups for the food stamp programme. In this way, the attention of three important groups were captured – (i) policy makers at the highest level of government; (ii) technical persons responsible for implementing and analysing the Survey, as well as those responsible for applying its results; and (iii) the general population, including the target beneficiaries.
- (c) Later, when another party came into power, the directive of the Government to continue the JSCLC was a very important directive, and a critical bipartisan decision in the life of the Survey.

**ANNEX 2**

This kind of attention and awareness is very important for the sustainability of and support for the Survey, and creative ways should be found to ensure that they are obtained quite early in the process of implementation.

**Purpose of the JSCLC**

4.13 As with all Living Standards Monitoring Surveys (LSMS), the Survey in Jamaica was implemented primarily as a tool to monitor the impact of the social policies and programmes. In Jamaica, it was initially introduced to act as the main monitoring tool for the Human Resource and Development Programme (HRDP), also referred to as the *Social Wellbeing Programme*.

4.14 The HRDP encompassed a comprehensive set of policies and programmes aimed at improving the health, nutritional and educational status of the population. It was introduced to improve the social conditions in Jamaica following a prolonged period of structural adjustment which led to expenditure cuts on social services during much of the 1980s. The first Survey gathered baseline data for the programme and subsequent rounds were intended to monitor changes in social indicators targeted under the HRDP. Data showed that real current expenditures in social services fell by nearly 40 percent between 1983 and 1986. The decline in expenditure for health and education was approximately 32 percent.<sup>8</sup>

4.15 Apart from the monitoring of social welfare, however, another key purpose of the JSCLC was to monitor poverty. This led to the design and estimation of the poverty line in Jamaica. The poverty line is an absolute measurement of the monetary value of the minimum food and non-food items that are necessary if the household is to meet its basic needs. It is based on household consumption expenditure and consists of an absolute poverty line – which speaks to the amount of income or expenditure necessary for households to meet their basic needs for survival; and an indigence line – the level below which, the members of a household are threatened with ill-health and even death.<sup>9</sup>

4.16 Even though it cannot be justified as the only indicator of poverty, **income poverty** is acknowledged as one of the more important indicators of poverty. Even where other indicators of social well-being are posited as important for the understanding of poverty, income is recognised as an important means of achieving these ends, and must therefore be used in conjunction with other indicators of well-being to arrive at a better assessment of the poverty status of households and their members.

4.17 The poverty line is therefore a very important tool for monitoring absolute poverty. It tells of the proportion of the population that is below the poverty line and can be a very sensitive indicator of social policies, in ways that the other welfare indicators are not. Designing and estimating poverty lines therefore **must** be one of the components of any survey that has poverty assessment and monitoring as its objective. The consumption and expenditure component of the JSCLC is used to estimate the poverty line. It is therefore key to this Survey and without it, the division of households into quintiles is not possible.

4.18 The purpose of the SLC should therefore be very clear in terms of its expected application(s). This helps to give the Survey focus, and allows stakeholders to identify what may or may not be omitted and included in the questionnaire. Attempts to make the Survey an all-purpose tool can lead to a cumbersome and costly instrument, both in terms of time and financial resources. The MDGs can be used

---

<sup>8</sup> (Grosh: 1991 p. 12).

<sup>9</sup> Dennis Brown. Lecture on Poverty in the Caribbean.

[http://www.caribbeanresearch.com/Social%20Development/Lecture%20poverty\\_in\\_the\\_caribbean.htm](http://www.caribbeanresearch.com/Social%20Development/Lecture%20poverty_in_the_caribbean.htm)

as a guideline for deciding what components are included in the Survey. The Jamaica SLC has also shown that as capacity increases and the need arises, the Survey is flexible enough to add necessary components and extra modules.

### **The JSCLC: Differences and similarities with the LSMS**

4.19 The prototype for the JSCLC is the Living Standards Measurement Study (LSMS). The LSMS was established by the World Bank in 1980 to explore ways of improving the quality of household data collected by country statistical offices in developing countries. The objectives of the LSMS were “*to develop new methods for monitoring progress in raising levels of living, to identify the consequences for households of current and proposed government policies, and to improve communications between survey statisticians, analysts and policymakers.*”<sup>10</sup>

4.20 In designing the Jamaican SLC, a number of departures from the prototypical LSMS were made in order to focus the SLC on monitoring the HRDP, to build on the existing statistical infrastructure, principally the Labour Force Survey (LFS), and to complement other planned survey activities. Some differences between the typical LSMS and the JSCLC were seen in the design of the questionnaire and the implementation of the field operations.

4.21 Typically, the data for the LSMS is collected in more than one visit to the household and both a household and a community questionnaire are completed. Community questionnaires are used to limit the length of the household questionnaires by asking questions on local conditions that are common to all households in a specific community. In countries where prices vary considerably, questionnaires have also been developed to compile information on prices. Sometimes, when very detailed information is required on schools or health facilities, these sections in the community questionnaire are sometimes replaced by a Special Facility Questionnaire which compiles information on school and/or health facilities.

4.22 In Jamaica’s case, the entire SLC questionnaire is administered in one visit. The reason for this is that the SLC is a sub-sample of households used in the Labour Force Survey (LFS).<sup>11</sup> While this creates an excellent opportunity for linking welfare issues to key labour force variables, there was a real risk of respondent fatigue which would result from visiting the same household more than two times in close succession.

4.23 The JSCLC also omits several components normally found in the LSMS. These include the omission of modules on migration, fertility, agricultural activities, non-agricultural household enterprises, savings and borrowing. The Jamaican Survey also does not include the standard price and community questionnaires used in many other developing countries (Grosh:1991).

4.24 In the same way that the JSCLC used the LSMS to obtain those best practices that were found to be most useful, while omitting those that did not apply to their goals and objectives, CDB’s BMCs can use the JSCLC to improve the instrument that is being created to collect poverty and social welfare data in these countries. Adaptation has its own obstacles and challenges as implementers attempt to utilise an instrument in the context of culture and specific needs. In modifying the LSMS, Jamaica has had to deal

<sup>10</sup> Margaret E. Grosh and Paul Glewwe. (1995). LSMS, Working Paper No. 120. **A guide to living standards measurement study surveys and their data sets.** World Bank: Washington D.C., USA.

<sup>11</sup> The SLC’s sample is one-third of the sample of the Labour Force Survey (approximately 2000 households). This sample has been increased in several years (1992,1998,2002) to allow for an analysis of the data at the sub-national (parish) level as well as to provide data on groups of special interest.

**ANNEX 2**

with many of these challenges. No doubt, there may be need for further modifications to fit the context of the BMCs. Nonetheless, the JSLC would present many opportunities for adopting best practices.

**Design of the JSLC**

4.25 *Description:* The JSLC has a number of components, which seek to assess the social well-being of households using a number of key indicators of social welfare. Up to the year 2003, the Survey consisted of the core modules, including, but not restricted only to health, education, labour and consumption and expenditure. It also included expanded or special modules as resources allowed. Since the consumption and expenditure component was important in estimating the poverty line, which was most sensitive to social policies while other indicators tended to change much more slowly, a decision was taken in 2003 to conduct a short and long version of the JSLC. The long or full version was to be conducted every other year, while the short version, consisting only of the consumption and expenditure component was to be conducted every year.

4.26 In 2003, therefore, only the consumption and expenditure component of the Survey was fielded. In 2004, the full version of the JSLC, including the consumption and expenditure component was conducted, while this year (2005), only the consumption and expenditure module will once again be fielded.

4.27 *Core Modules:* These consist of the following:

- (a) General health of all householders;
- (b) Education of all household members 3 years and older;
- (c) Anthropometric measurements and immunisation data for all children 0-59 months;
- (d) Receipt of social assistance;
- (e) Daily expenses;
- (f) Food expenses including home production and food received as gifts;
- (g) Non-food consumption expenditure;
- (h) Non-consumption expenditure e.g. insurance, gifts, donations;
- (i) Housing conditions and related expenditure;
- (j) Inventory of durable goods owned by household;
- (k) Miscellaneous income received by household; and
- (l) Household roster of all members.

4.28 *Special or expanded modules:* These were a part of the JSLC in the following years:

- (a) 1989 - Activities of daily living, maternal health and fertility;
- (b) 1990 - Expanded education;
- (c) 1991 - Expanded Housing;
- (d) 1992 - Consumption, larger sample size to provide parish data;
- (e) 1993 - Employment and Time use;
- (f) 1994 - Social mobility;
- (g) 1995 - The elderly;
- (h) 1996 - Client satisfaction with health services, and fostering;
- (i) 1997 - Employment and earnings, adequacy of income, savings, money borrowed and money lent;
- (j) 1998 - No special focus but larger sample size to provide parish data;
- (k) 1999 - Poverty & Coping strategies;
- (l) 2001 - Youth 17 - 29 years;
- (m) 2002 - Environmental issues and the Social Safety Net; and
- (n) 2004 – Parenting

4.29 *The SLC Sample:* In selecting the sample size for the SLC, it is important, while taking cost and time for completion of the Survey into consideration, to also consider the levels of disaggregation that might be required for analysis of the data. Large sample sizes, allow for deeper geographical as well as group disaggregation of data, but make a survey costly to conduct. The opposite is true for smaller sample sizes, in addition to which the margins of error are usually higher.

4.30 In the normal course of the conduct of the Survey, the JSCLC sample is one-third (?) of the Labour Force Survey (LFS). The LFS sample is one percent of the total population. The linking of the JSCLC to the LFS creates the possibility of using employment and training data along with the living conditions data to obtain a broader picture of household characteristics.

4.31 The normal sample size of the JSCLC however does not readily allow for high levels of disaggregation of indicators by special interest groups, it only provides data at the national and regional levels. It is also not possible to analyse data at the parish level without high margins of error. There are 12 parishes in Jamaica. The answer was found in the regularity with which larger surveys that allowed for deeper disaggregation, especially as it related to the geographical component of the Survey – the parish, was conducted. It was important though, that this was done within the basic framework of the Survey, thus allowing for comparison over the years.

4.32 Larger household samples from the LFS were selected in 1993, 1998 and 2002 for use in the JSCLC. Only once, in 2002, was the entire Labour Force Sample used to conduct the JSCLC. This was a huge, costly exercise that was only possible because the Survey was needed to provide information for the social safety net reform and this effort received external funding. This is an example of how funding from different donor agencies was pooled to achieve greater impact.

4.33 The table below outlines the sample sizes used in the JSCLC over the years.

**TABLE 1: JSCLC FINAL SAMPLE SIZE – 1988-2002**

Year	Households	Individuals
1988	1909	7996
1989-1	2005	8756
1989-2	3937	16642
1990	1828	7483
1991	1786	7196
1992	4485	18250
1993	1963	7546
1994	1940	7356
1995	1976	7818
1996	1823	7249
1997	2020	7434
1998	7375	27263
1999	1876	6792
2000	1800	6441
<b>2001</b>	<b>1668</b>	<b>5671</b>
<b>2002</b>	<b>6976</b>	<b>23718</b>

Sources:<http://www.worldbank.org/lsmms/country/jm/docs/binfo2000.pdf>  
and 2001 and 2002 data from the PIOJ.

## **5. THE ROLE AND EXPERIENCES OF THE KEY INSTITUTIONS IN THE CONDUCT OF THE JSCLC**

### ***The Country Statistical Office - STATIN***

5.01 The main responsibility for the collection and dissemination of data lies with STATIN. Prior to the JSCLC, this institution identified its flagship activities as being the production of Trade and Labour Force statistics and the National Accounts. Although the JSCLC is still not counted among STATIN's flagship documents in terms of the resources that the institution receives from government to conduct this Survey, its importance became obvious when Government squashed ideas that the institution had of dropping the Survey due to inadequate resources. According to Ms. Sonia Jackson, Head of STATIN, the great demand for social data has made the JSCLC an invaluable resource to social policy formulators.

5.02 The JSCLC interviews are conducted between rounds of the LFS using STATIN personnel, computers, and vehicles. In outlining their experiences of institutionalising the JSCLC within the statistical office, staff members spoke of *their relationship with the World Bank; the main training activities that contributed to the enhancement of capabilities among staff members; methods used to gain acceptance in the field; and the effects of the cessation of funds, which accompanied the end of the project, on the capacity of staff to conduct the JSCLC.*

5.03 Relationship with the World Bank: The World Bank's participation in the JSCLC project lasted approximately eight years. The first two years saw the most intense participation, in which World Bank staff provided the questionnaire design, as well as software and programmes for data entry, editing and analysis. During this period, questionnaires were checked for quality and accuracy, issues relating to non-response and relevance, among other things, were dealt with, and the questionnaire was refined and modified accordingly. Local staff was also trained in interviewing techniques for the JSCLC, as well as in sampling and other technical skills that were pertinent and peculiar to this form of Survey.

5.04 After the first two years, the World Bank's activities were limited primarily to oversight. They supervised the process, providing advice when necessary; sending experts in specific areas when the need arose and working together with local staff when conducting expanded modules that called once more for technical expertise, training and technology, which were not available in-house.

5.05 According to staff members, who were seconded to the project team in the initial stage of the project, although STATIN was accustomed to conducting the Labour Force Survey (LFS), the modules contained in that Survey were limited compared to what was required in the JSCLC. Staff members therefore benefited from training in questionnaire design and interviewing skills, which required collecting information in expanded areas such as health, education and housing, and which required greater probing to obtain more detailed information in each of the expanded areas.

5.06 One important aspect of STATIN's relationship with the World Bank, was the use of project staff who acted as local counterparts to the World Bank staff members. This enabled the transfer and pooling of knowledge necessary for problem solving, especially since the Survey was being implemented in a different cultural context. Two full time statisticians were provided to the project. Among the project staff, were STATIN staff members who were seconded to the project, from the statistical office.

5.07 The relationship with the World Bank was described as very collaborative; with creative use being made of external funds to further the objectives of the project beyond what might have been possible with only the project funds. This was seen in the conduct of various expanded modules of the

JSLC, as well as in the 2002 Survey in which the entire Labour Force sample was used to conduct the JSLC.

5.08 Training activities that enhanced capabilities: Continuous training was described as an absolute necessity in the development of a cadre of interviewers with the capacity to adapt to surveys that were constantly modified and expanded to meet the social data needs of policy formulators. Apart from their natural enthusiasm to meet any challenge, STATIN described their interviewers as being very people-oriented and capable. These were permanent staff members that had already possessed experience in conducting interviews because of surveys like the Labour Force Survey. However, due to the kinds of questions asked in the JSLC and the in-depth probing that was required, STATIN's interviewers were able to benefit from additional training that enhanced their data collection capacities.

5.09 Temporary interviewers often supplemented the permanent staff during the times when the size of the sample was enlarged, or when the module selected required longer interview periods. These interviewers required longer and more in-depth than the permanent staff. During every survey period, the opportunity was taken to conduct training sessions with all interviewers, and to evaluate the previous year's output, pointing to opportunities for improvement.

5.10 Apart from interviewing techniques, there were also other opportunities within the project for training of staff members. These included training in sampling techniques; the use of software and programmes for questionnaire design, data entry, and data analysis; training in statistical methods. These were often conducted in collaboration with the University of the West Indies, Mona Campus. Staff members also saw the process of counter parting as a form of on-the-job training.

5.11 Methods used to gain acceptance in the field: The fieldwork for the Survey is conducted over a period of 2.5 months. The appropriate period is chosen based on the experience of the field managers and technical staff at the Statistical Institute of Jamaica in determining which time periods allow for least fluctuation in indices. This is important in order to ensure that the consumption data in particular is not unduly influenced by seasonal changes. Whenever there is undue influence, statistical techniques are used to adjust for possible consumption variations.

5.12 Creativity and knowledge of the local culture is therefore one very important aspect of gaining acceptance in the field. Another good example of such creativity is demonstrated in the collection of anthropometric data for the JSLC. According to staff members, parents, especially mothers, see this exercise as a benefit to themselves and the children in particular, since the measurement of the children allows them to be able to mark where their children are in terms of growth and development.

5.13 In addition to this perception, interviewers are given small items which they are allowed to leave as gifts with the household for the children. These include gifts of pencils, rulers, and erasers. Notwithstanding the fact that these can sometimes result in problems when children from households not listed in the sample also turn up for gifts, these gifts are usually appreciated and creates an environment in which households are willing to cooperate with interviewers.

5.14 STATIN has also ensured that its interviewers are kept abreast of all information on social welfare programmes from which poor households can benefit. Although interviewers are not allowed to report housing nor household conditions to social welfare institutions on behalf of household members, they are free to provide these households with the relevant information that allows them to access social welfare benefits to which they are entitled.

5.15 The effects of the cessation of funds: The interview with STATIN, demonstrated how adequate resources could create an environment for productivity and enhancement of capabilities, as well as the

**ANNEX 2**

necessity of ensuring that contingency plans are put in place to fill the gaps created by the withdrawal of project support.

5.16 One of the major effects for STATIN was the effect on its administrative structures. When the project ended, the institution lost the two statisticians who were working exclusively on the JSLC, without a replacement in the statistical office to fill the gap, which they left. This resulted in a heavier workload for existing staff members, who had to continue the conduct of the Survey along with their regular jobs. This is the situation that resulted in the unsuccessful move to dropping the JSLC.

5.17 Resources for the conduct of fieldwork, both in terms of providing small gifts to children for the anthropometric data and incentives to interviewers for producing quality questionnaires in a timely manner, have also declined. Delays in completing the field work under the 1993 JSLC, resulted in the introduction of an incentive scheme in 1994 which was effective in eliminating the delays. The investigations began by the middle of November and the cut-off date was prescribed as January 15.

5.18 Only those questionnaires received on or before the cut-off date and which were accepted for analysis were eligible for the incentive. The incentive plan was used in 1995-1998, and a reduced incentive was paid in 1999 and 2000. During the interviews, it was reported that interviewers no longer receive incentives for the completion of questionnaires in a timely manner. Although this has not affected the quality of the questionnaires turned in, STATIN reported that the quantities diminished, leading to longer completion times.

5.19 Ms. Sonia Jackson, head of STATIN, therefore recommends that if statistical offices are going to embark on the implementation of SLCs, consideration must be taken, from the beginning, of how the undertaking will be supported after the project phase has been completed. In this regard, she proposes that staff must be provided for the institution to continue the undertaking started in the project and these staff members must be counterparts to the project staff right from the start.

***Analysis for policy directions and administering of funds – the PIOJ***

5.20 PIOJ has two main roles that are relevant to this study. The first is to conduct analysis of survey data in order to provide policy direction and guidelines; and the second is to coordinate and manage all external funds, especially those received through technical assistance cooperation, on behalf of the Government of Jamaica.

5.21 According to Dr. Pauline Knight, head of the Social Planning Division of the PIOJ, the generous funding received from the Government of the Kingdom of the Netherlands for the design and implementation of the JSLC - a project that lasted approximately eight years, was key to the success achieved by Jamaica in the conduct of the Survey.

5.22 “If we didn’t have those funds we couldn’t have done this”<sup>12</sup>: Two full time staff members were paid out of the funds of the project, for the life of the project. One statistician – Mr. Murthy was assigned to STATIN; and the other, a computer programmer, who was also a statistician – Mr. Colin Williams was assigned to the PIOJ. Their high levels of qualification and experience in their areas of expertise, as well as keen interest in the project and ability to collaborate for problem solving were identified as important in taking the project forward.

5.23 Another important use of the funds was for the payment of interviewers. The interviewers at STATIN were full time staff members with existing work schedules. The use of the funds to increase

---

<sup>12</sup> Quote from Dr. Pauline Knight on the importance of the funds received for the JSLC project.

their existing salary, as an incentive to take on the additional tasks related to the conduct of the JSLC proved to be a success. It allowed for the use of competent and experienced interviewers, who were motivated and enthused to take on the extra challenge due to the receipt of financial incentives. The funds were also used to employ and train additional interviewers when this became necessary, such as the fielding of a larger sample for the JSLC.

5.24 Relationship between PIOJ and STATIN: In the initial conceptualisation of the division of labour between these two institutions, STATIN was responsible for producing the standard tables arising from the Survey, while PIOJ would conduct in-depth analysis of the data published by STATIN. During the first two years therefore, the two institutions published two separate reports. It was subsequently decided to produce one report, with the PIOJ using the output of STATIN to produce in-depth analysis of the data with forewords by the Directors of both institutions.

5.25 Although the relationship between STATIN and the PIOJ was clearly defined in the project document, the interview pointed to the fluidity of the structures of responsibility between the organisations, and how important it is that a team approach to the work be adopted. This allows for flexible adaptation of the tasks to undertaken, in the event of staff shortages or low capacity in one or the other of the two institutions. A good example of this is when the decision was made to produce one report, the PIOJ wrote the sections on health, education, demography and housing, while STATIN produced the section on consumption and expenditure. When the project came to an end and STATIN's statistician left, PIOJ's economic division took on the task of producing the section on consumption and expenditure.

5.26 From the PIOJ's perspective, when the project came to an end, difficulties arose as to which of the institutions should pay for the cost of activities related to the conduct of the JSLC. According to Mrs. Knight, because they were formerly responsible for the administration of project funds, STATIN received financial resources from the PIOJ to undertake their Survey activities. When the project ended, there was no formal modification to this relationship, so the expectations remained the same. This was rectified when the institutions came together at the beginning of 2005, entered into discussions about their roles and financial responsibilities and sealed this by signing a memorandum of understanding.

5.27 One of the lessons learnt from this is that activities that had to be undertaken by each institution had to be funded from the regular budget. This meant that budget submissions had to be made by the institutions for the activities for which they each had responsibility. When such funds were not forthcoming, it meant that the activity could not be done or external funds had to be sought.

5.28 Institutionalisation: The institutionalisation of the JSLC within the PIOJ was described as incremental. The PIOJ was already engaged in social and economic analysis of other data arising out of other surveys and studies. At first, external consultants were hired to analyse the data from the JSLC Survey, with responsibility for putting the report together and related activities resting with what was then known as the Manpower Planning Division. In the early 1990's, the Policy Development Unit (PDU) was set up to take over this responsibility. It acted as a coordinating and administrative mechanism for ensuring the timely analysis of the JSLC data and dissemination of the report arising from the analysis. All activities related to the analysis of the JSLC data, including liaising with the external consultants and PIOJ's desk officers in the production of the JSLC report, was the responsibility of this unit. The programmer that was provided through the project was also absorbed into this unit, while staff members also undertook other studies using data from the JSLC.

5.29 As the project grew, so did the role of the PDU. One of the major responsibilities of this unit was the coordination and administration of the Social Policy Analysis (SPA) component of training under the project in collaboration with the University of the West Indies, Mona Campus.

**ANNEX 2**

5.30 Weak capacity in advanced statistical techniques and the institutions inability to recruit social sector consultants for the analysis of the JSLC data led to the use of project funds to build capacity in Social Policy Analysis through a special project, known as the SPA project. This project underscored the collaborative relationship between the PIOJ and the University of the West Indies, Mona Campus, which was instrumental in proposing the need for building capacity in social policy analysis, as well as identifying the areas in which capability was necessary.

5.31 Under this project, the Institute of Policy Studies of the University of Toronto successfully bid for and was contracted to conduct a two year upgrading exercise in quantitative social policy analysis at the University of the West Indies, Mona campus. This course involved teaching several courses in statistics from the basic to advanced levels. Staff and students from the University of the West Indies, staff members of the PIOJ and STATIN, and civil servants from line Ministries participated in these courses which aimed to build capacity in social analysis, using advanced statistical techniques.

5.32 In addition to the training in social policy analysis, the University successfully negotiated with the PIOJ for the creation, under the project, of a data bank to house social datasets, which could then be used for teaching. The Derek Gordon databank now has the mandate to acquire raw numerical data from the Caribbean Region, to facilitate social policy analysis. In addition the Data Bank provides an archival function because, in the past, much data have been lost through poor archival practices.<sup>13</sup>

5.33 Another benefit negotiated for by the University of the West Indies, Mona and acquired under the JSLC project in collaboration with the PIOJ were fellowships for students which allowed them to pursue courses that enhanced their capacities to conduct social analysis, including the use of statistical techniques for such analysis.

5.34 As the project drew to a close, the PIOJ adopted a policy of counterpartnering its desk officers with the external consultants used to analyse the JSLC data in order to build in-house capacity. This took place over a period of two years, after which, PIOJ's desk officers took responsibility for the analysis and dissemination of the JSLC data.

***Strength of the multi-sectoral approach: Establishment of the steering committee***

5.35 One of the strengths of the SLC is the multi-sectoral approach to the implementation of the JSLC, embodied in the formation of the SLC Steering Committee. The SLC steering committee has directed the Survey since March 1990 and is responsible for making major decisions, as well as formulating the long-term goals of the Survey.

5.36 The steering committee is chaired by the PIOJ and consists of representatives of STATIN, the University of the West Indies, Mona Campus, and the World Bank during the project phase. Representatives of sector Ministries, such as education, health, labour, welfare and sport, are also on the steering committee due to the fact that these areas are often major components of the questionnaire. From year to year different institutions participate, depending on the emphasis of the Survey.

5.37 The PIOJ takes the lead in questionnaire design and coordination of data analysis. The Surveys and Computer Systems Divisions in STATIN are responsible for sample design, field work, and data management. Representatives from the Ministries and from the faculty of the University of West Indies participate in planning the special emphasis modules, and provide other input.

---

<sup>13</sup> <http://salises.uwimona.edu.jm:1104/databank/databank.html>

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

### **ANNEX 2**

5.38 The selection of the sector representative is made largely on the basis of his or her technical expertise rather than status in the particular Ministry. The sector expert needs to be someone who fully understands the issues in the area under consideration, in order to guide questionnaire design for that particular module. The representation of the sector Ministries also ensures that data produced by these Ministries in their administrative capacities, (administrative data), are more in harmony with the data produced for the JSLC. Dr. Knight attested to this when she explained that comparisons of statistical data from the JSLC and the line Ministries were often very similar to each other.

5.39 Sector expertise was sometimes seen in terms of how well officers understood the framework for programming in his or her area, as well as knowledge of the persons who were accessing the specific programmes. However, it was pointed out that the other aspect of being a sector expert was being able to identify eligible persons who **were not** accessing the available programmes and services for various reasons. Failure to understand this as a necessary component of their expertise could result in an inability on the part of sector representatives to understand the benefits of utilising household data to analyse and monitor progress in reaching persons who are eligible for social welfare programmes. Representation on the steering committee is one of the ways in which line Ministries are quickly able to come to this understanding.

5.40 The strong presence of the University of the West Indies was also described by Dr. Patricia Anderson as one of the few times that the University has had such representation on any national committee. This was seen as a beneficial relationship both for the project, as well as for the University.

**ANNEX 2**

**6. BEST PRACTICES**

6.01 The success of JSCLC hinges directly on the implementation strategies employed in the early stages of the project. Though significantly assisted by the fact that the Survey was introduced in response to a direct request from the Prime Minister, the follow-up stages were critical to its survival and subsequent institutionalisation in Jamaica. Several critical factors account for the SLC continued success. These include: ***Training and Enhanced Analytical capacity; Link with the Labour Force Survey; Limited Focus; Timeliness; Inter Agency Cooperation; Commitment of Resources.***

*Training and Enhanced Capacity:*

6.02 The training of technical staff both at the PIOJ and STATIN was critical to the eventual institutionalisation of the Survey. The training was focused on improving both the collection and analysis of the data. For STATIN the emphasis was on ensuring consistency in both the data collection and data processing, which are critical to the integrity of the Survey findings. Field supervisors were also given a foundation in understanding the rationale and theory behind the questions in the questionnaire, in a two-week course at the UWI, Mona. In the PIOJ, a significant investment was made in improving the analytical capability of the policy analysts who have responsibility for the analysis of the data and the production of the annual report, under the SPA project.

6.03 In addition to improving technical capability, the training was also important in the process of knowledge management. As the Survey evolved and lessons were learnt in the field, these were incorporated in the Interviewer's manual with a view to improving the next round of the Survey. However, some times these lessons were not incorporated in a timely manner and so had to depend on human recall. As such some information was passed on in the 'Training of Trainers' sessions, which were an integral part of early training activities. This helped to develop a core cadre of personnel who have passed on their skills to other staff members at STATIN.

6.04 In addition to the formal training, SLC development process in Jamaica utilised a tutorial approach to the transfer of skills. Much emphasis was placed on learning by doing and the World Bank staff worked closely with the staff in both the PIOJ and STATIN in all aspects of the Survey; design, implementation and analysis. Grosh describes this approach as '*a good way of allowing on-the-job training, and of diagnosing more precisely than otherwise possible the kind of formal training needed. Having witnessed or seen the product of the whole Survey effort made it easier for persons not familiar with the LSMS to visualise what steps were required and what inputs needed from what parties*'. This included, for example, watching Bank staff pore individually through 2000 questionnaires in an effort to rectify a recurring problem for one variable. This demonstrated the importance of setting high standards for interviewer training and the supervision of data entry. (Grosh 1991)

6.05 The length of time taken to transfer the requisite skill varied according to the particular aspect of the Survey; some aspects were localised quickly because of existing capacity in that area from the outset. Fieldwork for the collection of data is one such example. Other skills took a much longer time because of a lack of initial capacity. This could be seen in the area of data analysis. The length of time that it took to transfer skills was, at times, at odds with the requirement to have the data ready on a timely basis. These are some of the issues that need to be taken on board in the development of a project proposal, since in the long run, the Survey would have benefited from this approach and the process can be seen to be more sustainable.

6.06 The introduction of JSCLC in the research and policy landscape has also contributed to an improvement in data analysis capacity of local researchers. The availability of a large household dataset

to interrogate for pertinent social information has facilitated the process of strengthening analysis for evidence based policymaking. Prior to the JSLC few researchers at the time in Jamaica had experience with working with household survey data.

#### *Link with the Labour Force Survey*

6.07 Linking JSLC with the already existing Labour Force Survey emerged as a critical strategic choice in the implementation of the JSLC. It allowed for the immediate incorporation of the Survey in an existing environment, removing some of the institutional barriers that may have existed otherwise. Methodologically, it allowed for the transference of similar approaches, especially in the selection of the household sample, which allowed for the linking of the two datasets, consequently extending the analysis of data that were associated with these households and their members.

6.08 In addition, the fact that the Survey drew on the LFS sample provided the benefit that households were selected to be in JSLC were notified and expected the interviewer to return. This helped to lower non-response rates, since in stand-alone surveys, such as the Household Expenditure Survey (HES), there is a higher level of non-response. This linkage has also resulted in cost containment, since STATIN already had a cadre of well-trained interviewers working on the LFS, and these were used in the JSLC.

6.09 As a sub-sample of a wider survey containing rich and useful indicators, the JSLC allows for analysis of households, which looks at poverty, social welfare indicators and labour market indicators. Time series data can therefore be obtained for selected indicators for specific households. **This is the kind of benefit that one misses when two surveys such as CWIQ and the SLC use different methodologies to achieve similar objectives.**

#### *Limiting its Focus*

6.10 In developing the JSLC, a decision was taken to limit the focus to a clearly defined purpose. The SLC was implemented expressly to monitor the Human Resources Development Programme and within the broad mandate, there were specific issues that received attention. The main questions were therefore: (i) Who are the poor; (ii) How do they react to changes in public social services; and (iii) What policies and programmes needed to be addressed?

6.11 In focusing on the monitoring of specific indicators, the JSLC immediately became relevant and this relevance increased its appeal to policymakers and members of the public. It also reduced the number of line ministries that needed to be directly involved in the design of the Survey, cutting back on some of the administrative details associated with the implementation of the JSLC.

6.12 There have however been some disadvantages in limiting the scope of the Survey. Included among these has been the loss of data and information that would have been made available from the inclusion of additional areas, such as fertility. This has been somewhat compensated for by the inclusion of special modules in the Survey. However, these special modules are done on an *ad hoc* basis, and do not allow for the time series comparisons that are possible with the data from the core modules.

6.13 In addition, interviews with users, suggest that the inclusion of indicators that attempt to obtain feedback on the success or failure of policy processes, would have been welcome. This perspective has been expanded in the document entitled '*Jamaica 2015: A framework and action plan for improving effectiveness, collaboration and accountability in the delivery of social policy*'.

6.14 Limited focus, can also result in a certain inflexibility of methodology. In this regard, participatory surveys are not a part of the JSLC Survey. This has been indirectly critiqued by some policy

**ANNEX 2**

formulators and is best explained in Jamaica 2015: “*A participatory approach to information collection and analysis not only provides policy makers with better information but also empowers citizens, turning the policy process ... into a collective understanding based on partnership in policy making*” (p 24).

*Timeliness*

6.15 The timeliness of the Survey is critical to the Survey's reputation since one of its values was its ability to provide valuable information with fairly short time lag. The important monitoring and policy review utility of the Survey is lost if the data is not provided on a timely basis. While the first abstracts were produced very quickly in 1988 and 1989, the process slowed considerably in the following years. Eventually a pattern of having the report ready in the year proceeding the Survey year was established and has been largely maintained since 1994.

6.16 In some years, such as 2002, unexpected difficulties with the fieldwork (poor weather, disruptions from a general election) have delayed the collection and cleaning exercise, resulting in a break in the established pattern. This schedule has also been affected (2002) by concerns about some of the findings, which led to a comprehensive audit of the data, including data editing and processing procedures. Hence, while the timeliness of the data is important to its reputation, issues of credibility are nonetheless given priority over the timely publication of Survey findings.

*Inter-agency Cooperation*

6.17 The full and committed involvement of all relevant stakeholders has been integral to the success of the JSLC. The use of a steering committee is an important means of involving all relevant stakeholders. Care must be taken however to ensure that this does not become a closed group, with no space at the table for the presence of other relevant groups that might emerge subsequent to the implementation of the process; or insensitive to the needs of users with suggestions for making the process more user friendly.

6.18 The presence of the line Ministries on the Technical Steering Committee allows for their input in the questionnaire, which is critical in ensuring that the relevant indicators are monitored. The importance of this can not be overstated, as it is through the interaction at the level of the Steering Committee that decisions are made as to what indicators can be removed or added to the questionnaire, allowing the Survey to maintain its relevance to policymakers.

6.19 The University of the West Indies is an important member of this group and has been included because of their role in facilitating training and research to enhance the policymaking capacity of the Government of Jamaica. The University also uses the data in its teaching, increasing the awareness of the Survey, as well as enhancing analytical capacity, which may be required for data analysis due to loss of existing staff members at the PIOJ and STATIN.

6.20 The University was also critical in using the data provided by the JSLC to develop a methodology for the development of a poverty line for Jamaica, which allows for the monitoring of the incidence of poverty annually. The inclusion of a training institution such as the University is therefore certainly one way of increasing the sustainability of this Survey, as well as other poverty monitoring and assessment tools.

## **7. CURRENT CHALLENGES**

7.01 JSLC is entering its 19<sup>th</sup> fielding in 2005. As the Survey has evolved, new demands are being placed on the data as programmes become more targeted and policy making becomes more evidence driven. Some of the current challenges facing the Survey include, (i) Keeping the information relevant; (ii) Keeping the Survey focused; (iii) Maintaining interest in the Survey results; and (iv) Protecting the credibility of the data.

### *Keeping the information relevant*

7.02 Over time, the issues of primary concern for social policy makers have shifted. Consistent revision of the questionnaire ensures that the Survey collects data on pertinent issues while dropping others. An example of this is the revision of the education module in 2002 to include questions on perception of school quality and possession of textbooks, while removing the question regarding attendance at school on a Friday. This was done based on the assessment of the Technical Steering Committee, and supported by the data, that the issue of Friday attendance was no longer one of concern in Jamaica.

7.03 In 2002, a decision was also taken to include a short module on criminal victimisation as it was felt that with the dominance of crime as the number one issue of concern to Jamaicans, a way was needed to monitor the incidence of criminal victimisation among the population. The relevance of the data is closely linked to the flexibility of the instrument and hence its ability to adapt to changing social circumstances.

### *Keeping the Survey Focused*

7.04 As the work of researchers and policy makers become more empirically driven, JSLC is being asked to respond to a variety of needs. One need that is being increasingly vocalised is the ability to disaggregate data at the parish level, and even the community levels.

7.05 While the system of special modules can be used to assess some of these needs, care must be taken not attempt to make the JSLC a panacea for all ills. Following the classical LSMS mode, the JSLC is not designed for fine levels of disaggregation and cannot always allow for tracking at the micro/local level.

7.06 One important example of this is the fact that the poverty estimates generated by the JSLC data does not assist in identifying pockets of poverty in the island. However, the existence of the SLC data used in conjunction with the census, allows for the spatial representation of poverty throughout Jamaica, using statistical techniques developed for this purpose.

7.07 In this way, while flexibility is recommended, focus is also necessary in order that the SLC can be successful in achieving the task of monitoring poverty and social welfare, in order to provide policy makers with evidence for policy formulation. It is therefore important to note, that this instrument must be supplemented with other forms of research in order to arrive at more detailed information for specific purposes.

### *Maintaining Interest in the Survey Results*

7.08 The annual publication of the Survey results has so far been met with some public interest as indicated by repeated media coverage. However, the challenge is to ensure that the policy makers

**ANNEX 2**

continue to utilise the data for decision-making and that it also available to the public for general information and to civil society for use in advocacy.

7.09 One of the critiques of the publication coming out of interviews is that the structure is inflexible and lacks creativity. According to the interviewee, it becomes less interesting to users when indicators that show minute changes from year to year are not explained in a way that provides the socio-economic and political context for these changes.

7.10 Another way of maintaining public interest in the information would be to popularise the formal report by highlighting in simple, non-jargon, issues that are of direct interest to the general public.

*Protecting the Credibility of the Data*

7.11 The JSCLC has enjoyed tremendous goodwill based on a general acceptance of its credibility. This has been largely the result of the perceived objectivity of the process and a non-partisan acceptance of the Survey findings by stakeholders. The continuation of this goodwill is contingent on the timely publication of the data each year, and by removing any suggestion that data is being suppressed or sponsored by a political party.

7.12 In this context, attempts to institutionalise this process in countries that are now seeking to do so, need to be supported by a special project aimed at sensitising policy-makers at the highest levels, as well as members of the public who are expected to participate in this exercise.

## **8. CONCLUSION AND RECOMMENDATIONS**

8.01 Any attempt to eradicate poverty must be guided by a process that involves an assessment of the nature and magnitude of the socioeconomic conditions of the population in order to target those individuals and groups that can be classified as poor or vulnerable to poverty. Poverty eradication measures must also be accompanied by a structure that allows for the monitoring of progress towards the achievement of its goals and objectives.

8.02 The MDGs represent a framework within which goals and targets towards the eradication of poverty are presented. This is also accompanied by a number of indicators that can be used as benchmarks against which progress in the achievement of these goals and targets can be measured.

8.03 In assessing the nature and magnitude of poverty in the Caribbean, the MDGs were modified to represent the Caribbean reality.<sup>14</sup> However, the fact that most of the issues in the original MDGs remain the same, points to the universal nature of poverty throughout the world.

8.04 Data is therefore needed for the development of social indicators that are used to monitor progress in the eradication of poverty. Caribbean countries face serious challenges in the collection of social data for this purpose. Existing surveys have all suffered from various limitations, which prevent the timely, accurate, reliable and valid production of social statistics. These range from weak capacity in country statistical offices, to lack of access to relevant technology that could aid in the production of timely and reliable data.

8.05 Household surveys have been found to be especially useful in their ability to identify the poor and to assess the social well-being of households members. The SLC or Living Standards Measurement Surveys have been extensively used in developing countries.

8.06 Although, several surveys of Living Conditions have been conducted in the Region, the study shows that these have been characterised by differences in methodologies, associated with sponsorship by different donor agencies, as well as a lack of regularity in the conduct of the surveys. Harmonisation of methodologies and regularity in the conduct of surveys, together with accuracy, reliability and validity of results are highly desirable features of surveys of Living Conditions.

8.07 Several attempts have been made in the Region to find ways of arriving at these desirable features through coordination of statistical activities, under the umbrella of regional and international organisations such as the Caribbean Community (CARICOM), the Caribbean Development Bank (CDB), the OECS, the United Nations Economic Commission for Latin America and the Caribbean (UNECLAC), the Inter-American Development Bank (IADB), the United Nations Development Programme (UNDP) and the World Bank. In this context, this study looks at the two most recent initiatives for coordinating the collection of data and the development of social indicators – SPARC and CWIQ.

8.08 The objectives of SPARC and the activities being undertaken to achieve these objectives, can lead to success if pitfalls are anticipated, and if best practices related to achieving sustainability are adopted. Interviews with key participants demonstrate that some of the activities necessary for success, such as training of statistical officers in the Region, harmonisation of data collection instruments and agreements for the adoption of a regional approach to data collection and analysis are currently being undertaken with few obstacles. However, there are challenges relating to adequate financial resources for

---

<sup>14</sup> See Document

**ANNEX 2**

the project and the ability of country statistical offices to allow access to country datasets that can also influence the project in terms of success or failure.

8.09 Institutionalisation of the process of collecting poverty data on a sustainable basis may also present serious challenges for SPARC as it is presently constituted. A loose umbrella of collaborating agencies, without institutional procedures and guidelines for accountability, sanctions and other issues relating to governance, as well as without full time staff members, will not adequately instill a sense of trust and confidence that would attract all possible resources to the effort. This may be, in part, why promised resources are not being provided at the required pace.

8.10 The objective of developing a survey that has a short turn around time and is less costly to produce is attractive and necessary. The framework used in CWIQ to achieve this objective has been questioned in this study. There are two main criticisms of this Survey. The first is that the use of social welfare indicators to divide households into quintiles are not only less precise than income or consumption/expenditure data, but they are also less likely than income-type data to be sensitive to policy measures in the short term. The second criticism is that the utilisation, in the CWIQ Survey, of a methodology that is so different from that used in the SLC, represents a poor utilisation of resources, especially since both surveys have similar objectives of assessing and monitoring poverty. As it is currently designed, there is little scope for linking the CWIQ Survey and the SLC. This therefore disallows the kind of extended analysis that might have been possible were these two instruments to have used the same sample frames and methodologies, thus allowing them to be linked.

8.11 In the context of the objectives associated with the collection of data for poverty assessment and monitoring, this study therefore presents the JSCLC as worthy of evaluation in order to identify best practices and lessons learned in the institutionalisation of a framework for the collection of socioeconomic data. The JSCLC was chosen because it enjoys widespread use in Jamaica for the purpose of policy formulation, especially in the development of and targeting of beneficiaries for social welfare programmes. The poverty line that is estimated from the data collected in the Survey also enjoys widespread use for policy formulation and is the most popular indicator of poverty in that country. This Survey has been undertaken in Jamaica for the past 16 years.

8.12 Among the key lessons arising from the JSCLC experiences were the following:

- (a) Projects to build capacity and institutionalise the SLC should not be implemented over a short period. At least five to eight years is a more realistic time frame for implementation.
- (b) Adequate financial and technical resources should be allocated from the beginning of the project, with built-in flexibility for the pooling of resources from other donor-agencies to be used in specific activities for greater impact.
- (c) If the CWIQ is not a sub-sample of the larger SLC, then conducting the CWIQ every two years and the SLC every five years, as has been proposed in some quarters, is not a good idea. This is because, SLCs, with a component that allows for the estimation of a poverty line using income or consumption/expenditure data, should be conducted at least, every three years. However, if the CWIQ utilises the consumption/expenditure method to estimate the poverty line, and is a sub-sample of the SLC, then a full SLC Survey with a relatively large sample can be conducted every five years and a smaller CWIQ, every two to two and a half years.

## **ACHIEVING THE MDGs IN BMCs : THE ROLE OF THE SDF AND THE CDB**

### **ANNEX 2**

- (d) Linking the Labour Force Survey and the SLC can provide invaluable data. For countries that do not have an existing Labour Force Survey, this can be developed as a component in the SLC.
- (e) Institutional roles and responsibilities for data collection and processing, and for the analysis of data should be clearly documented in the project. While the tasks of data collection and processing, on the one hand, and that of data analysis on the other, should be clearly separated, the responsibilities may rest in separate institutions or in separate departments or units of the same institution.
- (f) Issues of transference of knowledge through training and the identification of counterparts ought to be addressed at the outset of the project. The provision of counterparts is an especially important issue, since project staff members tend to leave when the project comes to an end, leaving regular staff to take over these responsibilities. Failure to organise counterparts can result in; (a) project staff leaving with the specialised knowledge passed on to them by external counterparts with expertise; and (b) an overburdened staff when the project comes to an end because project staff leaves and there are no new employees with the requisite skills to take over.
- (g) Training is conducted over a fairly long period of time, both on and off the job and used in a variety of areas. In other words two-week training programmes are not by themselves enough training to allow participants to grasp important concepts and techniques.
- (h) Documentation is vital to the continuity of the project.