Saint Lucia

MILLENNIUM DEVELOPMENT GOALS (MDGS)
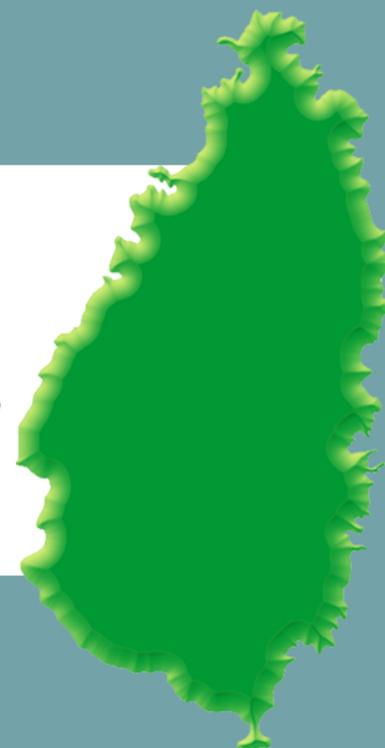
A Plan of Action for Localising and Achieving the Millennium Development Goals (MDGs)

Organisation of Eastern Caribbean States

United Nations Development Programme

SAINT LUCIA: A Plan of Action for Localising and Achieving the Millennium Development Goals (MDGs).

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ABBREVIATIONS AND ACRONYMS

AIDS	Acquired Immunodeficiency Syndrome
BNTF	Basic Needs Trust Fund
CARICOM	Caribbean Community
CCH	Caribbean Cooperation in Health
CDB	Caribbean Development Bank
CEDAW	Convention on the Elimination of All Forms of Discrimination against Women
CPA	Country Poverty Assessment
CSME	Caribbean Single Market and Economy
CWIQS	Core Welfare Indicators Questionnaire Survey
EC	European Commission
EU	European Union
GNI	Gross National Income
HIV	Human Immunodeficiency Virus
ICT	Information and Communications Technology
IDP	Integrated Development Planning
IPRSAP	Interim Poverty Reduction Strategy and Action Plan
MDG	Millennium Development Goal
MTESP	Medium-Term Economic Strategy Paper
ODA	Official Development Assistance
OECS	Organisation of Eastern Caribbean States
PAHO	Pan-American Health Organisation
PANCAP	Pan-Caribbean Partnership against HIV/AIDS
SFA	Special Framework of Assistance
SLC	Survey of Living Conditions
SPARC	Support to Poverty Assessment and Reduction in the Caribbean
UN	United Nations
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNDESA	United Nations Department of Economic and Social Affairs
UNDP	United Nations Development Programme
UNICEF	United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
USD	United States dollar
WASCO	Water and Sewerage Company

1. Background to the project and to this document

The MDG framework

Saint Lucia is among the nations that have adopted the eight Millennium Development Goals (MDGs) to be achieved by 2015. These goals respond to the world's main development challenges which span the three pillars – economic, social and sustainable development and their intersections and inter-linkages. The MDGs are drawn from the principles, objectives, priorities and actions contained in the Millennium Declaration that was adopted by 189 nations and signed by 147 heads of state and governments during the UN Millennium Summit in September 2000. The eight MDGs have been translated into time-bound targets, with indicators to assess progress towards meeting these targets.

The 8 MDGs are as follows:
- Goal 1: Eradicate extreme poverty and hunger
- Goal 2: Achieve universal primary education
- Goal 3: Promote gender equality and empower women
- Goal 4: Reduce child mortality
- Goal 5: Improve maternal health
- Goal 6: Combat HIV/AIDS, malaria and other diseases
- Goal 7: Ensure environmental sustainability
- Goal 8: Develop a global partnership for development

For each goal, the MDG framework (see Appendix) includes a number of targets, as well as a number of indicators to assess and measure progress towards the achievement of the targets.

A localisation initiative

While these eight goals have been set at the global level, there is a need to adapt the targets to ensure that they reflect national development issues, objectives and priorities. This is one of the main reasons why countries all over the world have found it necessary to "localise" the MDGs. At the same time, there is a need to define indicators that reflect progress towards the MDGs as well as nationally defined targets, that can realistically be monitored and that can communicate effectively with all stakeholders in Saint Lucia's development. The purpose of an MDG localisation initiative is therefore two-fold. On the one hand, this step is critical to ensure that the national policies are consistent with and supported by the global framework. On the other hand, it facilitates the development of a national framework where the targets and the indicators as well as the monitoring and reporting systems are relevant and adapted to national needs and capacities.

The decision to embark on a process to localise the Millennium Development Goals in Saint Lucia was taken in response to an Organisation of Eastern Caribbean States (OECS) Secretariat offer to support work that would give impetus to developing a national MDG agenda, as part of a project entitled Strengthening Poverty and Social Sector Development funded by the United Nations Development Programme (UNDP). This initiative must be seen against the background of a number of national policies, programmes and studies that relate, directly or indirectly, to the MDGs. Of particular relevance is the Country Poverty Assessment (CPA) which has recently been finalised

and has been formally approved by the Government of Saint Lucia, as it provides a comprehensive analysis of issues, policies and actions related to social development and poverty reduction (Kairi Consultants Limited 2006).

In this context, the present initiative on localisation should not attempt to duplicate work done or currently underway, but should add value to existing instruments and processes by:

- summarising Saint Lucia's achievement of the MDGs to date;
- identifying and highlighting those MDGs that are directly relevant to Saint Lucia and may take priority on the national development agenda;
- recommending an approach to the achievement of the goals and selecting appropriate targets and indicators;
- recommending locally relevant targets and indicators whenever possible, building on localisation initiatives at the regional level; and
- recommending a framework for monitoring and reporting on the achievement of the MDGs, and using the result of evaluation for policy making.

The exercise leading to the production of this report was carried out under the auspices of the Ministry of Social Transformation, with financial and technical support from the OECS and the UNDP. Between February and October 2007, a number of meetings were held, interviews were conducted with agencies and selected experts, the available literature was reviewed, and a first draft document was prepared. A National Consultation was held on 19 November 2007 to present and review the draft conclusions and recommendations of the study, and to receive feedback from key agencies. This final version of the report integrates the corrections and recommendations formulated at that consultation.

The UNDP/OECS project has supported similar initiatives in the Commonwealth of Dominica and St. Kitts and Nevis, and a parallel process is currently taking place in the British Virgin Islands. The experience of these four countries will be used to inform similar processes in other OECS Member States.

2. National policy context

National development policy framework

There is not a single overarching document to guide national development in Saint Lucia, but the Ministry of Economic Affairs, Economic Planning, Investment and National Development has embarked on a process to formulate a five-year national development plan. This provides Saint Lucia with an ideal opportunity to link a national development vision and strategy to the MDG framework and to use that framework to make national policy objectives and instruments more precise, transparent and measurable (particularly with the identification and adoption of nationally relevant targets and indicators, as discussed elsewhere in this report). Elements of a national development plan were formulated and debated at a recent development conference held in July 2007, which brought together political leaders, governmental agencies, local private sector interests, development partners and potential investors.

In addition, the Medium-Term Economic Strategy Paper (MTESP), the annual Budget Speeches, the annual Estimates of Expenditure (budget) and the Corporate Plans of

individual ministries provide very explicit statements of national policy in a number of critical areas. In particular, these documents define the types and levels of public sector investments in the various sectors, the human and technical resources allocated to various programmes and services, the main institutional arrangements for implementation, as was as the fiscal measures and their roles as incentives and disincentives to achieve specific development objectives.

Social development policy

In addition to the policy documents mentioned above, the main formal statement of social policy is the Interim Poverty Reduction Strategy and Action Plan (IPRSAP), which was developed under the auspices of the Ministry of Social Transformation and formally approved by the Ministry in 2003. At that time, building on the IPRSAP, the Ministry also drafted a Social Policy for Human Development, but this policy has not been formally approved. The formulation and adoption of such a policy however remain on the Ministry's agenda, but with the intention of paying greater attention to social protection mechanisms and instruments. Building on the release of the CPA, a poverty mapping and reduction strategy will also be formulated.

The Ministry of Social Transformation is also in the process of setting up targeted policies, with a focus on socially displaced persons and on the family as a primary unit of intervention. It is also recommending a shift in the traditional focus of community development efforts to target the root causes of social issues by focusing local development initiatives on poor and vulnerable communities. This effort may however be hampered by the fact that the portfolio of Local Government no longer resides within the same Ministry.

Sectoral policies relevant to the MDGs

There are also a number of national policy statements and instruments that deal with specific sectors and that have direct relevance to the achievement of the MDGs, as listed in the bibliography in Section 7. These include:
- the Education Sector Reform Plan (MDG2)
- a Youth Policy, which is a cross-cutting policy statement that relates to MDG1 (especially since the revised monitoring framework, as presented in Appendix, includes a new target related to youth under this first Goal), MDG2 and MDG3
- a National Water Policy, which covers issues of access to water and sanitation (MDG7)
- a National Environmental Policy and a National Environmental management Strategy (MDG7)
- a National Climate Change Policy and Adaptation Plan (MDG7)
- an Energy Sector Policy and Strategy (MDG7)

There are also statements and instruments that deal with aspects of governance that are linked to MDG8, including the White Paper on Public Sector Reform and work undertaken towards Local Government Reform.

Another recent policy process that has direct relevance to the MDGs, especially MDG1 and MDG7, is the formulation of a National Land Policy. A Green Paper has been

released (Government of Saint Lucia 2003a) and a policy statement was drafted in 2004-2005. In his Budget Address of March 2007, the Prime Minister indicated that the Land Policy would be adopted, and it was approved by the Cabinet of Ministers in December.

Regional policy statements and instruments

At the regional level, there are a number of policy statements and instruments to which Saint Lucia has formally subscribed, and which are directly relevant to the MDGs. Particularly noteworthy among these are the following:

- Saint Lucia is an active participant in the Pan American Health Organisation's (PAHO) Caribbean Co-operation in Health (CCH) initiative. Phase III of the initiative, which is currently being developed by PAHO Member States, includes implementation of the MDGs as one of its guiding principles, and with a focus on the poor. CCHIII has also identified integrating HIV/AIDS with sexual and reproductive health programmes as a priority area that is key to meeting a number of the MDGs (Roses-Periago 2007). Acting on a recommendation from the Caribbean Commission on Health and Development, CCHIII is considering setting a target of a minimum of 6% of GDP to be allocated to government expenditure in the health sector;

- in the health sector, another key instrument is the Caribbean Regional Strategic Framework for HIV and AIDS, in the context of the activities undertaken under the auspices of the Pan-Caribbean Partnership Against HIV/AIDS (PANCAP);

- the Caribbean Education Strategy formulated in 2000 under the auspices of the World Bank and adopted by the Caribbean Group for Cooperation in Economic Development (CGCED) covers all aspects and levels of education (Jules *et al.* 2000). It includes a number of specific targets for the region as a whole;

- the St. George's Declaration of Principles for Environmental Sustainability in the OECS is the main sub-regional policy statement related to the environment. It was first adopted in 2001 and was recently revised (OECS 2006). One of the explicit purposes of this recent review was to make the Declaration consistent with the current international policy framework for sustainable development, including the MDGs. The Declaration includes a number of targets to be achieved regionally and nationally, regional indicators, and specific areas in which individual countries will identify nationally relevant indicators.

Main national instruments used towards the achievement of the MDGs

Saint Lucia does not have programmes and projects that are specifically geared towards the achievement of the MDGs, but most of the work of state agencies, civil society and the private sector contributes, directly and indirectly, to this agenda. Indeed, the main governmental instrument of MDG implementation is the on-going work of ministries and other agencies, especially those involved in poverty reduction, social development, health, education, gender and environmental management. The institutional analysis conducted in 2003 as part of the IPRSAP process (Government of Saint Lucia 2003c) remains largely valid and accurate, and provides a description of all the main actors involved.

In addition to the on-going work of national institutions, there are a number of donor-funded initiatives that have direct relevance to MDG implementation, for example:

- the EC-funded Social Recovery Programme (SFA 2002)
- the UNDP Country Programme Action Plan for Poverty which supports policy reform, MDG monitoring and economic empowerment strategies for poor and vulnerable communities. This has been ongoing since 2005 and the current phase will end in 2009
- the World Bank loan agreement for the HIV/AIDS Prevention and Control Project
- several HIV/AIDS projects with funding from Irish Aid, UNAIDS, UNDP and others
- the EC-funded project on Economic and Agricultural Diversification and Poverty Reduction through Integrated Natural Resources Management (SFA 2003)
- the World Bank loan agreement for the OECS Skills for Inclusive Growth Project

An identification of roles and responsibilities in MDG implementation should not minimise the role of the private sector, as a creator of economic wealth and employment. In the context of a country such as Saint Lucia, this is important to note, because the formal business sector finds itself greatly affected by liberalisation and its inability to compete with large-scale multi-national or foreign operations. While the focus of the debate on the impact of liberalisation policies on Saint Lucia is on the agriculture sector, this should not mask the dramatic consequences of these policies on other sectors, especially construction, with severe repercussions on employment and household income.

Because of the role of the private sector in development, policies and programmes aimed at supporting business, and particularly those focused on small and medium sized enterprises, play a very critical role in overall development. Saint Lucia has a number of institutions and programmes, including the Chamber of Commerce, Industry and Agriculture, the Saint Lucia Small Business Association, the Small Enterprise Development Unit and the National Research and Development Foundation, that are specifically dedicated to supporting business.

3. Comparing the national framework with the MDG framework

Issues and priorities

With its primary focus on poverty reduction, the MDG framework is consistent with national issues and priorities. Generally, the eight goals are all relevant to the local context, but there exist a number of differences or inconsistencies between national issues and priorities and those reflected in the MDG framework, including:

- the focus of MDG2 is on universal primary education, something that has been in place in Saint Lucia for a long time. In the local context, a development goal in the education sector should also cover early childhood education, as well as secondary and tertiary education;

- while MDG3 seeks to promote gender equality, its focus is on the empowerment of women and on disparities that affect girls and women. In Saint Lucia, such a goal should also be concerned with the issues and disparities that affect boys and men, and particularly young male adults. This goal should also incorporate the critical issue of gender-based violence;

- MDG7 is relevant to Saint Lucia, but it does not focus on the primary issues of environmental sustainability in the Small Island Developing States (SIDS) of the Caribbean, because of its focus on global issues. In the eastern Caribbean, the main issues include the maintenance of critical ecosystems (especially watersheds for water catchments and soil conservation, and coastal habitats that are important for fisheries) as well as land management and soil fertility and productivity. Climate change impacts and related vulnerabilities are also very relevant to Saint Lucia and other small islands, but are only recently being included in MDG related debates and processes. The trade and development assistance issues that affect SIDS are addressed under MDG8.

There are two additional issues that are critical to development in Saint Lucia and that are not properly covered under the existing MDG framework:

- the first issue encompasses violence, crime and security. It is an issue that takes many forms, from the gender-based violence that should be incorporated into MDG3 to organised crime and to road safety, and that has many impacts on development, from the obvious human and physical losses to the economic impacts of violence (UNODC and World Bank 2007);

- the second issue is the issue of migration, in all its dimensions, including the impact of the emigration of skilled workers (especially teachers and nurses) on national development, as well as the role and impact of remittances.

Targets and indicators

The main inconsistencies or incompatibilities that exist between the globally-endorsed MDG framework and the local reality of a country such as Saint Lucia are to be found at the level of the targets and indicators. The main observations are as follows:

MDG1: The targets under this goal could easily be made more specific and more ambitious, but at present Saint Lucia does not have any expressed target of poverty reduction. The main quantitative indicator of extreme poverty (people living with less than USD 1.00 per day) is not applicable to the local context, and it has already been adjusted. For the purpose of the recent CPA, the indigence (extreme poverty) line was set at USD 1.27 per day, and the poverty line was set at USD 5.22.

MDG2: As noted above, national education policy objectives in Saint Lucia include early childhood, secondary and tertiary education, in addition to primary education as covered under this MDG. Targets and indicators applicable to the local situation exist in the Education Sector Development Plan (Government of Saint Lucia 2000b) and in the Caribbean Education Strategy (Jules *et al.* 2000). The progress made in the sector in Saint Lucia allows for a focus on more qualitative targets and indicators, moving away from the purely quantitative instruments established under the international MDG framework.

MDG3: The target of eliminating gender disparity in access to education is not entirely relevant to Saint Lucia. The primary concern in Saint Lucia should be to mainstream the gender dimension in all aspects of the development, including the other seven MDGs. There is no current gender policy (but there is a policy on

women), but international policy agreements, especially the Convention on the Elimination of All Forms of Discrimination against Women (CEDAW), provide a policy framework that is highly relevant to the local agenda. There is however a local commitment, reflected in the work programme of the Division of Gender Relations, to focus on issues associated with gender-based violence and to promote the participation of women in governance and political processes and institutions.

MDG4 and MDG5: In both instances, the target is a proportional reduction, which may not be the best way to express a target for a country like Saint Lucia, where child mortality (MDG4) rates are lower, and where maternal health (MDG5) is better, than in most other developing countries. The National Health Strategic Plan includes a number of nationally-specific targets. Other targets and indicators are being developed under the third phase of the CCH.

MDG6: The internationally accepted goal focuses on HIV/AIDS, malaria and other diseases. Malaria is no longer present in Saint Lucia, and other communicable diseases generally are under control due to widespread infant immunisation programmes (Kairi Consultants Ltd. 2006). On the other hand, there are serious issues associated with diseases such as diabetes, hypertension, heart conditions and cancer, and there is a growing concern over nutritional patterns and their impacts on health, including the growing incidence of obesity. There is therefore a need for targets and indicators that reflect this concern.

MDG7: While the goal is indeed fully applicable to Saint Lucia, Target 9 actually includes two separate ideas, one being to "integrate the principles of sustainable development into country policies and programmes" and the other being to "reverse the loss of environmental resources". Both ideas are useful, but should be treated separately and expressed more clearly to reflect local priorities. MDG Target 10 ("Halve, by 2015, the proportion of people without sustainable access to safe drinking water and sanitation") and MDG Target 11 ("By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers") are not relevant to the conditions and needs of Saint Lucia and the rest of the region. Saint Lucia however has a range of environmental targets and indicators, expressed in the regional St. George's Declaration (OECS 2006) and in the National Environmental Policy and National Environmental Management Strategy (Government of Saint Lucia 2004).

MDG8: This goal is difficult to apply and assess at the national level, because its focus is on the "global partnership for development", but it also includes issues that are very relevant nationally, including development assistance, debt management, access to drugs and access to new technologies. There are no expressed national targets in these areas. The specific issues associated with MDG8 are discussed in more detail at the end of Section 5 below.

It is also important to note the work done by Saint Lucia in the identification of indicators of sustainable development (Norville 2004). This work was part of a programme on Integrated Development Planning (IDP) which was carried out by the Sustainable Development and Environment Unit of the Saint Lucia Ministry of Physical Development, Environment and Housing with support from the United Nations through its Department of Economic and Social Affairs (UNDESA) and from the Secretariat of the Organisation of Eastern Caribbean States. Unfortunately, it seems that this work has not yet been

used for the adoption of locally relevant indicators. This work is very valuable and remains as applicable now as it was when it was released, and it would therefore be useful to revisit its recommendations.

Monitoring

Saint Lucia has good institutional capacity to monitor the implementation of the MDGs. The primary institution responsible for data gathering, processing and management is the Department of Statistics (www.stats.gov.lc). The Department conducts a number of periodic surveys which, taken together, provide a very useful picture of issues and progress in all areas of human development, including the achievement of the MDGs. Of particular relevance to MDG monitoring are the following surveys that have been conducted or coordinated by the Department over the past few years:

- the Housing and Population Census, which is carried out every ten years, with the most recent edition in 2001;
- the Core Welfare Indicators Questionnaire (CWIQ) Survey in 2004 (Saint Lucia Department of Statistics 2004) and the subsequent review of social data systems conducted on behalf of the Ministry of Finance, the Delegation of the European Commission and UNDP;
- the Survey of Living Conditions (SLC) and the Country Poverty Assessment (CPA) in 2005-2006;
- the annual labour force surveys.

The Department is currently in the process of designing a literacy survey that will be tested in 2007 and conducted in 2008, and that will include basic data on living conditions.

With these instruments and the constant updating of a data base on key economic, social and demographic indicators, and with the monitoring and periodic compilation of other key instruments such as the Gender Empowerment Index and the Human Development Index, the Department is well placed to monitor MDG implementation in the country. It also maintains a website (www.stats.gov.lc) with a wide range of information, data and publications and with access to the 2001 Census database, with the possibility to generate customised tables.

The lead institution responsible for the gathering, interpretation and dissemination of data on MDG implementation is the Ministry of Social Transformation, which is in the process of institutionalising a framework for monitoring and evaluating activities and measures dedicated to the pursuit of the MDGs. This involves the setting up of a Working Group that would comprise the main agencies concerned with MDG implementation, monitoring and reporting, with the following mandate:

- Prepare national status reports
- Present to the Cabinet of Ministers annual MDG country progress reports
- Identify specific strategies for the achievement of the goals
- Highlight MDGs already achieved
- Formulate projections and plans
- Construct an implementation schedule for the pursuit of the goals
- Coordinate inter-agency activities related to MDG1
- Undertake data collection and analysis
- Coordinate triennial conferences/consultations

Another element of this new framework is the establishment of HelenInfo, which is a local adaptation of DevInfo 5.0., the global database system that monitors progress towards the MDGs (www.devinfo.org). HelenInfo was launched on 13 April 2007 under a joint collaborative arrangement instituted primarily by the Caribbean Community (CARICOM) Secretariat and UNICEF to strengthen statistical capacity in the area of social statistics in the Caribbean region, with additional assistance from the European Commission and the UNDP. HelenInfo includes a small publication and an installation CD that also provides statistics on inter-census demographic trends, the MDGs and the local socio-economic environment. The package uses the DevInfo mapping technology to geographically reference a large number of the indicators by sub-national administrative districts.

This new framework for MDG monitoring and reporting is currently being put in place, but it is suffering from capacity issues. Current efforts to strengthen the Research, Information and Programming Section of the Ministry of Social Transformation and resources that will become available under the SFA 2002 Social Recovery Programme will however assist in this process.

While the capacity and arrangements – once finalised – appear generally adequate to meet the needs for MDG reporting, a number of issues remain, including:
- the invisibility of the gender dimension in many of the data sets
- the paucity in time series data
- variations in data definitions (CDB and UNDP 2004)
- availability and reliability of data on HIV/AIDS

National reporting on MDG implementation

The main national effort in reporting on MDG implementation since the adoption of the goals in 2000 has been the preparation and submission of the Country Position Paper for submission to the United Nations Millennium Summit in New York in September 2005 (Government of Saint Lucia 2005b). The report provides an overview of the social and economic context, and then examines progress against each of the eight goals, looking at both the status of the relevant sectors and the policies, actions and institutions that have been put in place to address issues. The report also identifies some of the main needs, concerns and challenges, and as such provides a very useful agenda for action towards MDG implementation at the national level. The concluding section of this report offers a good summary of status, issues and perceptions:

> *Considerable progress has been made by Saint Lucia towards attainment of many of the Millennium Development Goals. Moreover, the prospects for achieving the goals by the target year 2015 remain optimistic and positive. Notwithstanding, it has been recognized that there is need for a more systematic approach of mainstreaming the MDGs into the national development agenda. Such an approach would include*
> > o *An expanded role for the recently created Ministry of Social Transformation as the coordinating locus of the MDG initiative.*
> > o *The use of Social Policy for Human Development as the reference document for attaining the MDGs*
> > o *The establishment of a comprehensive & integrated monitoring and reporting system for the MDGs*

- *Donor Agency "Buy-in" to overall Policy framework as well as support to institutional capacity development & programme interventions*

The MDGs ought not to be regarded as an end in themselves but as a means to an end. It is imperative therefore that each sector clearly defines its own goals and targets relative to but not restricted to the Millennium Development Goals. As such, each goal must be 'localized' to reflect the realities on the ground. In instances where the stated Goals and associated targets have been surpassed, pursuit of even higher ideals should continue to prevail as the country seeks to undertake the even greater challenge of nation building (Government of Saint Lucia 2005b).

The recent Country Poverty Assessment (Kairi Consultants Ltd. 2006) represents, in many respects, another form of reporting, especially since it includes (pp 138-139 of Volume I) a brief discussion of the status of MDG implementation.

The Ministry of Social Transformation has proposed to issue a new report on MDG implementation later this year, and this would be done under the auspices of the MDG Working Group mentioned above. It is hoped that this will be the first in the proposed series of annual status reports to be produced by Saint Lucia.

At the regional level, three recent reports provide an overview of the status of MDG implementation:

- the OECS Human Development Report (OECS 2002), with a new edition of the report currently under preparation;
- the UNDP-sponsored review of MDG implementation in Barbados and the OECS sub-region (Downes and Downes 2004);
- the Regional Report on the Achievement of the Millennium Development Goals in the Caribbean Community (UNDP 2004).

These reporting initiatives must be seen against the background of weak reporting arrangements at the national level and within individual public sector agencies. Indeed, the MDG country report of 2005 stands out as the only recent document attempting to provide an overview of progress and issues in national development. This is another reason why institutions should be encouraged to capitalise on the momentum generated by the MDG process to re-institute a culture of reporting within institutions.

4. Assessing national performance towards MDG achievement

The performance of Saint Lucia to date in achieving the MDGs is summarised in the table below. Most of the information contained in this table is derived from the CPA (Kairi Consultants Limited 2006), the Core Welfare Indicators Questionnaire (CWIQ) Survey (Saint Lucia Department of Statistics 2004) and the website of the Saint Lucia Department of Statistics (www.stats.gov.lc).

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
Goal 1: eradicate extreme poverty o *Target: Eliminate acute poverty (i.e. below the indigence line)***** o *Target: Eliminate the proportion of persons who fall below the indigence line or halve the proportion of people who fall below the poverty line, whichever is greater**	Increase in poverty from 25.1% of individuals and 18.7% of households in 1995 to 28.8% and 21.4% respectively in 2005 [Kairi Consultants Limited 2006] Reduction of indigence from 7.1% of individuals and 5.3% of households in 1995 to 1.6% and 1.2% respectively in 2005 [Kairi Consultants Limited 2006] Gini coefficient reduced from 0.5 in 1995 to 0.42 in 2005	The CPA indicates that the poverty level has increased between 1995 and 2005, but that the indigence level has decreased A number of national institutions have been created and national and regional programmes are being implemented for the specific or primary purpose of reducing poverty, notably the Poverty Reduction Fund and the Basic Needs Trust Fund –	Formulation of a National Poverty Reduction Strategy (NPRS) If proposed target of elimination of indigence (see section 6 below) is accepted, need to focus on the achievement of this target, using a family- and household-based approach to target indigence Focus on vulnerable geographic communities and social groups

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[1] In this column:
- the targets of the international MDG framework that are considered irrelevant or inapplicable to the Caribbean have been removed from this table, other remain here in normal font
- the targets in italics are those that have been recommended:
    - by CARICOM and the CDB *
    - by Saint Lucia's Social Policy for Human Development, draft of October 2003 **
    - by the CPA ***
    - by people interviewed for the purpose of the present study ****

[2] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007, which has moved the target related to youth employment from MDG8 to MDG1

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
	25% of female-headed households are in lowest quintile, while only 18% of male-headed households are in that quintile (CWIQ)	see Government of Saint Lucia (2003c) for description of all institutions involved	
o *Target: Reduce vulnerability to poverty*****	Increase in direct proportion to the increase in poverty noted above [Kairi Consultants Limited 2006]	There are no data to quantify the population at risk as well as the movement in and out of poverty, but observations and case studies indicate that this is an area of concern and that one of the priorities in the fight against poverty is to reduce the vulnerability of people and households living near the poverty line	Need for systems and data to identify and monitor the status of people and households at risk, and policies and programmes to reduce that vulnerability
o Target: Achieve full and productive employment and decent work for all, including women and young people[2]	Unemployment 2000 2005 17.5% 18.7% [www.stats.gov.lc] Data from censuses and labour surveys available from www.stats.gov.lc Youth employment 39% (CWIQ) Female youth unemployment 44% (CWIQ)	When disaggregated by sex, unemployment figures show significant disparity, 14% for males and 25% for females in 2005	

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
Goal 2: achieve universal primary education[3]			
o *Target: Provide universal early childhood education*****	1999/00 2004/05 5613 5371 [www.stats.gov.lc]	Data available do not provide age of children enrolled, and thus do not allow for measurement of enrolment ratio. It is how clear that that ratio is low	Need for a substantial increase in enrolment in early childhood education
o Target: Provide universal primary education	Primary school enrolment 93%	Saint Lucia has a comprehensive Education Sector Development Plan and has achieved significant progress in education in the past three decades	Focus on the quality of education, and on specific concerns such as physical facilities, material resources, rates of drop-outs especially among boys, and absenteeism
o *Target: 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**	Universal secondary education achieved in 2006 [Kairi Consultants Limited 2006] but actual enrolment 79% (CWIQ) 8% drop-out rates among boys aged 12-16 years (CWIQ) Adult literacy 89% (90% for females and 87% for males), higher in urban areas (92% versus 84%), universal among youth population (CWIQ)	High levels of literacy, but concerns over functional illiteracy among adult population	
Goal 3: promote gender equality and empower women			
o Eliminate gender disparity in primary and secondary education	Girl enrolment in primary schools: 48% in 1999/00, 47% in 2004/05 [www.stats.gov.lc]	In education, one of the main concerns is the under-achievement of boys and the	Develop a greater understanding of the causes of the issues that affect boys at school and the

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[3] While it is agreed that Goals that have been accepted by the international community could not be changed, this framework looks more broadly at education at all levels and not only at primary education

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
	Secondary school enrolment: 86% females and 72% males (CWIQ)	issues (drop-out, absenteeism) that affect primarily male students	reasons for under-achievement, and develop policies and programmes accordingly
o *Target: Eliminate gender disparities in income and occupational opportunities at all levels and in all sectors no later than 2015**	Disparities in income and occupational opportunities remain in the private sector, at the expense of women		Develop policies and implement advocacy activities aimed at eliminating gender-based disparities in income and occupational opportunities
o *Need for a target on participation of women and men in political institutions****	1997 2007 Upper House (world average 7.2%) 20% 20% Lower House (world average 15.8%) 12% 0% Total 15% 8% [www.stats.gov.lc]	There are women in prominent positions, but most senior political posts are still held by men, and the political cultural and structure is dominated and determined by men	Strengthen advocacy programmes and negotiate specific targets and policies
o *Need for a target on gender-based violence****		Gender-based and domestic violence is a major concern. The Department of Gender Relations (Government) and the Crisis Centre (NGO) are the main institutions working on these issues	Develop and implement comprehensive policy to address gender-based violence
o *Need for a target on sexual offences****	Reported sexual offences, 2000: 164, 2005: 174, including rape: 2000: 41, 2005: 51 [www.stats.gov.lc]		
Goal 4: reduce child mortality			
o Target: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate	Mortality rates: * infant, per 1000, 2000: 16.8, 2005: 12		Implementation of the Health Sector Reform proposals

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
	* under five years, per 1000, 2000: 16.1, 2005: 14

CPA reports 100% coverage for immunisation against measles, other sources, including World development indicators database, report 88% in 2000 and 94% in 2005

7.5% of children without any vaccination (CWIQ) | Expanded immunisation programmes in recent years, with positive impacts, but some children are not reached by these programmes | Ensure effective application of universal health care policies

Need for universal access to immunisation and post-natal care |
| Goal 5: improve maternal health

o Target: reduce by three quarters, between 1990 and 2015, the maternal mortality ratio

o Target: Achieve, by 2015, universal access to reproductive health[4] | 98% of births are attended by skilled health professionals

96% of women benefiting from pre-natal care (CWIQ) | | Implementation of the Health Sector Reform proposals

Ensure and sustain effective application of universal health care policies |

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[4] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
Goal 6: Combat HIV/AIDS, malaria and other diseases o Target: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	2000 2005 New cases of HIV infection reported 19 77 New AIDS cases reported 9 28 [Parris 2006] Total number of reported cases by the end of 2005: 546 (53% males, 47% females) HIV prevalence: 0.12 Distribution of current cases: < 15: 20%, adult: 77%, mother to child: 3%	Data on HIV/AIDS may not fully reflect reality because of under-reporting and insufficient testing, caused in large part by continued stigma and discrimination Saint Lucia is implementing a National HIV-AIDS Strategic Plan (2005-2009) Regional and national programmes are supported by a number of donors, including the World Health Organisation, the World Bank and the Clinton Foundation	Implementation of the National HIV-AIDS Strategic Plan
o Target: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it[5]		National AIDS Coordinating Council and National AIDS Programme Secretariat are main public sector institutional mechanisms. AIDS Action Foundation is main NGO active on HIV/AIDS issues	
o *Need for target(s) to cover life-style related diseases and nutrition*****	Life-style related diseases and conditions, including obesity, are a growing concern in Saint Lucia		

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[5] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
Goal 7: ensure environmental sustainability			
o Target: Integrate the principles of sustainable development into country policies and programmes	Integrated Development Planning (IDP) process initiated but incomplete Current proposals to develop a five-year National Development Plan	The national and regional policy framework for environmental management is elaborate, with instruments such as the National Environmental Policy and Management Strategy, the Coastal Zone Management policy, and the Sustainable Energy Plan. Saint Lucia is also a signatory to all main regional and international environmental conventions and agreements	Formulation of an integrated development plan that incorporates issues of environmental sustainability Implementation of the National Land Policy Effective enforcement of existing legislation and procedures, including those for environmental impact assessment
o *Target: Maintain and enhance natural productivity of key ecosystems, including watersheds, soils and marine habitats***	Active management of natural areas, including forests, watersheds and areas placed under protected status	Strong natural resource management exist, but need to update policies and strategies and to improve integration and coordination (much of this to be considered under EU-funded programme) Sustainable Land Management work sponsored under the Global Environment Facility	Adoption of the Fisheries Management and Development Plan Formulation of new Forest Policy and Forest Management Plan
o Target: Reduce biodiversity loss, achieving, by 2010, a	Status of ecosystems known, status of species unknown	National Biodiversity Strategy and Action Plan (NBSAP) provides	Implementation of the NBSAP

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
significant reduction in the rate of loss[6]	except for a small number of species (e.g. parrot)	comprehensive agenda for the conservation and management of Saint Lucia's biological diversity	
o *Provide low-cost universal access to water and sanitation***	Water obtained from public standpipe 1991 2001 2006 28.98% 8.8% 5.3% Households with pit latrine 1991 2001 2006 49.03% 35.2% 28.7% Households with no toilet facility 1991 2001 2006 11% 9.2% 2.5% [Censuses 1991 and 2001, Kairi Consultants Limited 2006]	National Water Policy recognises need for universal access to water and sanitation, and significant progress made in recent years, particularly with support from WASCO and BNTF	

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[6] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
Goal 8: develop a global partnership for development Global partnerships[7] o 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) o *Provide opportunities for participation in governance*** o *Ensure accountability and transparency of governmental and non-governmental agencies*** o Address the special needs of SIDS	Implementation of Constitutional Review process Partial implementation of a Public Sector Reform programme Out of the Public Sector Reform work, initiatives were started in several government agencies. These include the General Post Office, Ministry of Health, Customs Department Incomplete process of Local Government reform New NGO Act introduced (2006) Active participation of Saint Lucia in all international negotiations and processes related to SIDS		Completion of process of Constitutional Review Pursuit of Public Sector reform process Need to strengthen the role and capacity of the Ministry of Social Transformation as the lead agency in poverty reduction and social development Need to review status and directions of Local Government reform process

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[7] The clustering of MDG8 targets under three sub-headings is a proposal emerging from the present study

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
Impact of global and external partnerships o *Need for a target related to ODA*****	ODA, total in USD million, 2000: 11, 2005: 11.1 (World development indicators database) Remittances received, total in USD million, 2000: 3, 2005: 2 (World development indicators database) Foreign Direct Investment, net inflows in USD million, 2000: 53.7, 2005: 107.7		
o Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term	Total debt services, in percentage of exports of goods, services and income, 2000: 8.2%, 2005: 7.1% Long-term debt, in USD million, 2000: 167.6, 2005: 248.2 (= 58.2% of GNI in 2005) (World development indicators database)		
o *Need for a target related to trade*****		Severe negative social and economic impact of new trade arrangements, especially with the removal of preferential access of bananas to European markets. Much of the future will depend on the outcomes of current	

Millennium Development Goals and Targets[1]	Status [Source]	Comments on status and current response	Priorities
		negotiations with the EU on the Economic Partnership Agreement	
Other targets			
o Provide access to affordable essential drugs	Free drugs available to people with diabetes and hypertension [Kairi Consultants Limited 2006]		
o Make available the benefits of new technologies, especially ICT	Fixed line and mobile phone subscribers, per 1000 people, 2005: 329.5 Internet users, per 1000 people, 2005: 51.3 (World development indicators database)		
o *Enhance safety and security for all*****	Criminal cases cleared 28.4% 29.32% [www.stats.gov.lc]		

5. Towards a localisation agenda and process for Saint Lucia

This section proposes a process and an approach to integrate the MDG framework and agenda into national priorities, systems and processes.

The purpose of localisation

The approach to localisation that is being proposed here is based on the following understanding of the MDG framework, its purpose and its current and potential relevance to national development:
- the MDGs are global goals, i.e. goals that all countries of the world aim to achieve collectively;
- as a responsible and active member of the world community of nations, Saint Lucia is committed to the achievement of these goals, at both global and national levels;
- the targets and indicators that have been used to translate each MDG into measurable objectives are however only relevant when applied to the globe as a whole, and cannot be applied to national contexts without some form of adaptation and localisation;
- countries (as well as other units of governance, from municipalities and provinces within states to regional groupings of states) should therefore only use the targets and indicators that are relevant to their specific contexts, and should adapt the MDG framework by:
    - identifying and emphasising the goals that are most applicable to their situations, even rephrasing them when necessary;
    - keeping the internationally agreed targets and indicators that are relevant to them;
    - identifying additional targets and indicators that reflect local issues and needs.

Against this background, the purpose of a national process of localisation in Saint Lucia should be to make this global MDG agenda relevant to the national context by:
- ensuring that Saint Lucia benefits optimally from the ideas, innovations, resources and networks generated by the MDG process at the international and regional levels;
- providing tools and opportunities for leveraging resources to support local implementation;
- creating and improving synergies and coherence between the global and national policy frameworks;
- supporting Saint Lucia's contribution to the realisation of global development goals and targets.

Regional initiatives in MDG localisation

A localisation agenda in Saint Lucia cannot be developed in isolation from the processes that are looking at MDG adaptation and localisation at the regional level, especially since policy makers and development practitioners in the Caribbean are well aware of the need to adapt the MDG framework to the local context.

The main initiative in local adaptation has been spearheaded by the Caribbean Development Bank (CDB) with the hosting of a regional conference in October 2004 (CDB 2004), leading to specific recommendations. The matrix presented in Section 6 below includes the main recommendations of targets and indicators that have emerged from this CDB-led process.

The CARICOM Secretariat is also directly involved in these processes, especially through its statistics sub-programme (www.caricomstats.org) which implements a number of activities that are relevant to MDG monitoring, including the CARICOM Programme on Strengthening Capacity in the Compilation of Social, Gender and Environment Statistics and Indicators in the CARICOM Region, the harmonisation of statistics, the publication of statistical reports, and the provision of training to Member States with the support of UNDP and other development partners.

Individual countries are also involved in localisation processes. For example, Jamaica has formulated its 2015 Social Policy Framework under the Jamaica Social Policy Evaluation Project (JASPEV). Within the OECS sub-region, a localisation process is underway, spearheaded by the OECS Secretariat with support from UNDP, of which the present study is a part. A framework for localisation was developed by this project (Brown and Renard 2006) and it is being used as a guide in the current process in Saint Lucia.

Issues in localisation, and preliminary recommendations

Setting priorities among the eight MDGs

The Millennium Development Goals have been defined and adopted by the international community to guide global development. It is therefore important for each country to ask itself if there are goals among the eight MDGs that must take priority in order to obtain the best results in human growth and development in the country. In response to this question, there appears to be a consensus among key stakeholders in Saint Lucia on the following points:
- the MDGs are all relevant to Saint Lucia, and while it is necessary to adapt their targets and indicators, it would not be helpful to attempt to rank the goals in order of priority;
- MDG2 may appear less important than it would be in other countries, because of the tremendous progress accomplished in the field of education in the past three decades, but this should not be seen as a reason for reducing the relative importance of the goal. On the contrary, this presents an opportunity for a greater focus on qualitative targets and indicators;
- MDG3 is essential, because the gender dimension easily becomes hidden or forgotten in development debates and actions, and this goal serves as a reminder of the need to retain a focus on gender equity and to develop and apply specific instruments of gender analysis and gender-sensitive development;
- poverty remains the overarching priority, especially the need to eliminate indigence and reduce vulnerability to poverty. By placing it first among the list of the eight MDGs, the international community has defined the fight against poverty as a priority, and this is consistent with the views of institutions in Saint Lucia.

Recommendation: Saint Lucia should continue to focus on the achievement of all eight MDGs and should not attempt to rank them. But the periodic reviews of MDG implementation between now and 2015 should identify the areas that require priority attention over the short and medium terms, and this should inform public policy and action.

Integrating the MDGs into a national strategic development framework

Any effort to localise and adapt the MDGs at the national level should be integrated into a strategic, coordinated national framework, especially since MDG achievement cannot be the result of action in a single sector, but will necessarily be the outcome of a coordinated process that seeks to achieve progress in all areas. As noted earlier, Saint Lucia does not have a single national development strategy document and framework, but there is a new initiative to develop a five-year National Development Plan.

Recommendation: the MDG localisation process should be a strong advocate of the need for an integrated development strategy, and should seek to integrate the MDG agenda into the formulation of such a strategy. The option of expanding the time-frame of the strategy to cover the period until 2015 and thus align it with the MDG calendar should be explored.

Raising awareness of the MDGs and their place in national development

The MDGs do not currently play a significant role in guiding or supporting national development policy in Saint Lucia. This is due to the relatively low level of awareness of the MDGs, but also, and probably more importantly, to the fact that many of the internationally agreed targets and indicators are not sufficiently applicable to the local context. At present, the MDGs are seen by policy makers and advisers as global goals, and they enter the national policy arena whenever there is a need to describe or assess Saint Lucia's contribution to the achievement of these global goals. The fact that the MDGs reflect the provisions of all the major international agreements that Saint Lucia has signed over the past few decades is not fully appreciated and taken into account by the main policy actors.

Conclusion: while the MDGs are critically important at the global level, there is no need to exaggerate their importance at the national level, and the national development agenda should remain driven primarily by national issues, needs and priorities.

There is certain degree of distrust and cynicism in some sectors of society, where it is felt that the international community that promotes the MDGs and requires countries to set and achieve challenging targets in poverty reduction and social development is the same one that promotes policies that are clearly detrimental to small island economies and societies. The business sector, for example, which is so directly affected by trade liberalisation, could not easily be mobilised around global development goals that are contradicted by global policy. This concern was well articulated by Saint Lucia's Minister for External Affairs when he addressed the high-level plenary meeting of the United Nations General Assembly in 2005, when the first five years of MDG implementation were reviewed: *"We remain concerned that the global community of nations can at different times, depending on the rubric under which it convenes, promote philosophies or actions that are sharply contradictory. We remain concerned that within this chamber,*

the nations of the world can promote with so much enthusiasm, their determination to work toward achieving a world free of hunger, poverty and disease, at the same time that the strong and powerful are working steadfastly in other chambers which have the effect of increasing the marginalisation, and destroying the limited opportunities for survival, of the small, the disadvantaged, and the weak." The MDGs also provide an opportunity for a different and more progressive development argument and discourse, and they can help to defuse and neutralise the assessments of Saint Lucia's needs that are based solely on GDP per capita.

Recommendation: the MDGs could and should play a greater role in support of the global and bi-lateral advocacy of the issues and priorities as experienced by Saint Lucia and other SIDS. All agencies involved in international processes, trade negotiations and other external processes, especially the Ministries responsible for External Affairs and Trade, should use the MDGs and the commitments of the international community to support their positions.

The level of awareness of the MDGs with the Saint Lucian society is quite low, and this is, in many ways, a reflection of the two realities described above. While is not critical for all stakeholders to become fully knowledgeable about the MDGs, there would be advantages in: (a) ensuring that the population at large and all public and private sector development agencies are aware of Saint Lucia's efforts to contribute to the achievement of globally set goals and targets, (b) using an increased awareness of the MDGs to generate a stronger public demand for transparent and realistic national development targets and indicators, (c) involving all agencies in the process of MDG localisation and implementation, and (d) enrolling political and opinion leaders and mobilising their support.

Recommendation: the Ministry of Social Transformation should formulate and implement a simple communications strategy aimed at increasing awareness of the MDGs within all sectors of Saint Lucian society, including institutions in government, the private sector and civil society, as well as policy-makers and opinion leaders.

Improving the institutional arrangements for MDG coordination and monitoring

The Ministry of Social Transformation has proposed the constitution of a national MDG Working Group. This Group should assume the primary responsibility for monitoring and reporting on MDG implementation, but it should do so in a participatory and transparent manner. While the first and primary user of its periodic reports should be the Cabinet of Ministers, the Working Group should also ensure that its documents and reports, once endorsed or cleared by Cabinet, are made available to interested institutions and to the general public. Briefing notes, summary reports and other products should be prepared and disseminated, and the triennial review meetings should be used to inform stakeholders, generate feedback, and set priorities in a participatory fashion.

Recommendation: the proposal already formulated by the Ministry of Social Transformation for the establishment of a national MDG Working Group appears entirely adequate, and should be implemented whenever conditions permit. As its work unfolds, the Working Group may find it desirable to establish thematic sub-groups to deal with individual MDGs or sectors.

Setting national targets and indicators

One of the unquestionable benefits of the entire MDG process since 2000 is that it has stressed the value of setting targets, as explicit policy commitments, and of adopting indicators for the purpose of monitoring and assessing the achievement of these targets. But many of the MDG targets – and the indicators used in assessing progress towards these targets – are not directly relevant to the local context, and there are a number of areas of national policy where there are no or very few established and approved national targets. The MDGs therefore present Saint Lucia with the opportunity to trigger a process to negotiate and set national development targets and define indicators, but it should be noted that the process to define targets at the national level may not be the same as the one needed to select indicators.

Recommendation: the Ministry of Ministry of Economic Affairs, Economic Planning, Investment and National Development, working in close collaboration with the Ministry of Social Transformation and other agencies, should initiate, within the framework of a national development planning exercise, a process to identify national development targets. This should be a participatory process that uses scientific evidence to inform the selection of targets, based as much as possible on consensus.

Recommendation: national development targets should be developed in the areas where they are most needed. The table in section 6 lists the targets that have been approved or proposed. This suggests that the areas in which new targets (as well as new indicators to measure them) are needed are the following:
- poverty reduction, perhaps focusing on indigence;
- more qualitative education targets, as well as qualitative indicators to monitor these targets;
- gender equity, especially a target dealing with gender-based violence;
- health targets in areas other than child and maternal mortality and HIV/AIDS;
- all areas covered under MDG8, including trade, debt management, governance, access to essential drugs, access to communication technologies, and safety and security.

Recommendation: in order to provide consistency with the time frames adopted by the international community, the option of developing short-term (2010) and medium-term (2015) targets should be considered.

Recommendation: following the negotiation and acceptance of national targets, the MDG Working Group should assume responsibility for the selection of nationally-relevant indicators. As mentioned earlier, important work has already been done at the national level to identify and recommend possible indicators (Benfield 2006, Norville 2004 and draft report on review of social data systems produced in 2006 as part of CWIQ pilot process), and this work should be used and built upon. The selection of indicators should be seen as a technical process that would not require the type of participation needed for the selection of targets. One simple process would be for the MDG Working Group, once fully operational, to appoint one lead agency for each of the eight goals, and to ask that agency to review all recommendations (as reflected in section 6 below) pertaining to the goal and make recommendations regarding the selection of a set of indicators that would then be used, at the national level, to track

MDG implementation. **The overall responsibility for MDG monitoring should be vested in the MDG Working Group.**

Reporting on MDG8

Within this broad domain of monitoring and reporting, there is a need to focus more particularly on the reporting requirements for MDG8. Many countries have found it difficult to report on this MDG, partly because it includes such an eclectic combination of targets and indicators, and partly because it deals with a domain that is more relevant to the international community as a whole than to individual countries. It is indeed revealing that Saint Lucia's report of 2005 (Government of Saint Lucia 2005b), which is a very complete and well-informed document, does not cover MDG8, and it can be assumed that this is for those very same reasons.

It could therefore be useful, from the perspective of a small country such as Saint Lucia, to structure the reporting on MDG8 from three perspectives:

- the global (or regional) partnerships: what role has the country played, or is the country playing, in building, strengthening and activating these partnerships?

- what has been the impact of global (or regional) partnerships on the country?

- how global (wide-spread) are its local partnerships?

- how has the country performed with respect to the other internationally agreed targets established under MDG8?

Saint Lucia should also consider the possibility of using MDG8 to define national targets and indicators of governance at the national level. In a sense, the concept of *global partnerships* could easily be translated, at the level of individual countries, into *local partnerships*, thus incorporating public sector reform, civil society roles and capacities, private sector role in development, stakeholder participation, and partnerships between the state, the private sector, and civil society.

If the approach described above was retained, reporting on MDG8 could employ the framework proposed in the table in Section 6.

6. The proposed revised MDG monitoring framework for Saint Lucia

This table incorporates the existing elements of the MDG monitoring framework, as well as the recommendations that have emerged from a number of recent processes, including the recent study. In columns 1 and 4:

- the targets (column 1) and the indicators (column 4) of the international MDG framework that are considered irrelevant or inapplicable to the Caribbean have been removed from this table, other remain here in normal font
- the targets and the indicators in italics are those that have been recommended:
  - by CARICOM (including recommendations made by UNIFEM to CARICOM) and the CDB *
  - by Saint Lucia's Social Policy for Human Development, draft of October 2003 **
  - by the CPA ***
  - by people interviewed for the purpose of the present study ****

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
Goal 1: eradicate extreme poverty o *Target: Eliminate acute poverty (i.e. below the indigence line)*****	o No target set by national policy	Ministry of Social Transformation	o *Proportion of population below XCD 3.40 (USD 1.27) per day for indigence line and XCD 13.93 (USD 5.22) per day for poverty line*** by sex**
o *Target: Eliminate the proportion of persons who fall below the indigence line or halve the proportion of people who fall below the poverty line, whichever is greater**	o No target set by national policy	Ministry of Social Transformation	o *Poverty headcount by sex using data for both poverty line and indigence line** o *Proportion of population with*

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[8] In this column, only the relevant ministerial portfolio is indicated, regardless of the current allocation of the portfolio. In addition to the relevant line ministries, progress against all targets and indicators is also monitored by the Department of Statistics, which collects and manages data on a wide range of sectors, issues publications and maintains a very useful and up-to-date website [www.stats.gov.lc]

[9] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
			access to electricity, by sex of households *
o *Target: Reduce vulnerability to poverty* ****	o No target set by national policy	Ministry of Social Transformation	o *Proportion of population below poverty line + 33%* ***
o Target: Achieve full and productive employment and decent work for all, including women and young people[9]	o No target set by national policy	Ministry of Economic Affairs, Ministry of Youth, National Skills Development Centre, all ministries and agencies in economic sectors, private sector	o *Unemployment ratio* *
			o Growth rate of GDP per person employed
			o Employment-to-population ratio
			o Proportion of employed people leaving below the poverty line
			o Proportion of own account and contributing family workers in total employment
Goal 2: achieve universal primary education[10]			
o *Target: Provide universal early childhood education* ****	o No target set by national policy	Ministry of Education and Ministry of Social Transformation	o *Net enrolment ratio in early childhood centres* ****
o Target: Ensure that, by 2015, children everywhere, boys and girls alike, will be able to complete a full course of	o Universal primary education achieved since 1980	Ministry of Education	o Net enrolment ratio in primary school
			o Literacy rate of 15-24 year-

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[10] While it is agreed that Goals as accepted by the international community could not be changed, this proposed revised framework looks more broadly at education at all levels

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
primary schooling o *Target: 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**	o Universal secondary education by 2006	Ministry of Education	olds, women and men o *Net enrolment ratio in secondary school** o *Pass rates in examinations***** o *Need for qualitative indicators, e.g.: proportion of enrolled primary school children who attend school; proportion of enrolled secondary students who pass an accepted minimum of subject in their final examinations; proportion of children who complete primary level education up to Grade 5; 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**

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
Goal 3: promote gender equality and empower women			All indicators in this table to be segregated by sex (of person or head of household) whenever possible Main instruments of measurement: Gender development index and Gender empowerment index (UNDP)
o Target: Eliminate gender disparity in primary and secondary education, preferably by 2005, and in all levels of education no later than 2015	o No target set by national policy	Ministry of Education	o Ratio of girls to boys at all levels o *Income differentials by sector employed by sex**
o *Target: Eliminate gender disparities in income and occupational opportunities at all levels and in all sectors no later than 2015**	o No target set by national policy	Ministry of Family Affairs Division of Gender Relations Ministry of Economic Affairs Ministry of the Public Service Private sector	o *Proportion of employed by occupational status by sex**
o *Need for a target on participation of women and men in political institutions*****	o No target set by national policy		o Proportion of seats held by women in national parliament o *Need for indicator(s) to measure gender-based violence*****
o *Need for a target on gender-based violence*****	o No target set by national policy		

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
Goal 4: reduce child mortality o Target: Reduce by two thirds, between 1990 and 2015, the under-five mortality rate o *Target: Provide universal access to reproductive health services**** (also for MDG5 and 6)*	Targets of the Caribbean Cooperation in Health III	Ministry of Health	o Under-5 mortality rate, by sex o Infant mortality rate, by sex o Proportion of 1-year old children immunised against measles *(To be dropped and replaced by an indicator that best captures the leading cause of death among children in Saint Lucia*)* o *Proportion of contraceptive demand satisfied** o *Adolescent fertility rate**
Goal 5: improve maternal health o Target: Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio o Target: Achieve, by 2015, universal access to reproductive health[11]	Targets of the Caribbean Cooperation in Health III National Health Strategic Plan includes target to reduce maternal deaths by 75%	Ministry of Health	o Maternal mortality ratio o Proportion of births attended by skilled health personnel o Contraceptive prevalence rate o Adolescent birth rate o Antenatal care coverage (at

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[11] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
			least one visit and at least four visits)
			o Unmet need for family planning
Goals 6: Combat HIV/AIDS, malaria and other diseases o Target: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	Targets of the Caribbean Cooperation in Health III	Ministry of Health	o HIV prevalence among population aged 15-24 years o *HIV prevalence among pregnant women 15-24 years***** o Condom use at last high-risk sex o Proportion of population 15-24 years with comprehensive correct knowledge of HIV/AIDS o *Contraceptive prevalence rates with sex disaggregated data for the sub indicators of condom use among married persons; condom use among 15-24 years old; condom use by union status; condom use by type of partner; HIV knowledge of persons aged*

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[12] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
			15-24 years old who know that a person can be protected from HIV infection by using condoms*
			o *No. of children orphaned by HIV/AIDS* (or ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years[13])*
o Target: Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it[12]			o Proportion of population with advance HIV infection with access to antiretroviral drugs
			o Proportion of tuberculosis cases detected and cured under directly observed treatment short course
o *Need for target(s) to cover life-style related diseases and nutrition*****			o *Need for indicator(s) to monitor impact and evolution of main life-style related diseases*****
Goal 7: ensure environmental sustainability o Target: Integrate the principles of sustainable development into country policies and programmes	o All targets of the St. George's Declaration, revised 2006	Ministry responsible for Sustainable Development	o *Adoption of an integrated development planning process at the national level*****

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[13] This is the language recommended by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007
[14] This is one of the new targets proposed by the Inter-agency and Expert Group on MDG Indicators, final draft of September 2007

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
o *Target: Maintain and enhance natural productivity of key ecosystems, including watersheds, soils and marine habitats***	o All targets of the National Environmental Management Strategy o All targets of the National Water Policy o The Water Policy sets a number of targets to be achieved by 2005, but the policy document was only approved shortly before 2005, without changing the specific target dates. A review of these targets would therefore be required to modify or adjust them on the basis of progress made and achievements expected	Ministry of Agriculture, Fisheries and Forestry Water Commission and WASCO	o *Water quality (pollution and sedimentation indicators) at selected coastal locations*** o *Water quality in rivers and water catchments*** o *Rates of sewage and solid waste disposal and treatment*** o *Percentage of land under forest cover in water catchment areas*** o *Status of selected stocks of important natural resources (reef fish for example)***
o Target: Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss[14] o *Provide low-cost universal access to water and sanitation***		Ministry of Agriculture, including Departments of Fisheries and Forestry	o Proportion of species threatened with extinction o Proportion of population with access to *[adequate****]* water supply o Proportion of population with access to *[adequate ****]* sanitation

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
Goal 8: develop a global partnership for development Global partnerships[15] o 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)	o Establishment of the CARICOM Single market and Economy o Maximise the use of scarce resources of the State through the coordination and integration of ongoing actions and sustaining of a planning culture in the public service	Ministry of External Affairs and Ministry of Economic Affairs Ministry of the Public Service	o *Status of CSME implementation**** o *Need for indicator****
o *Provide opportunities for participation in governance***	o Improve transparency, accountability and governance in the business of the State	Ministry of Local Government and Ministry of the Public Service	o *Need for indicator****
o *Ensure accountability and transparency of governmental and non-governmental agencies***	o No targets set by national policy	Ministry of the Public Service, Ministry of Legal Affairs and Ministry of Local Government	o *Need for indicator****
o Address the special needs of SIDS	o No targets set by national policy	Ministry of External Affairs	o *Participation in SIDS process****
	o No targets set by national policy		

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[15] The clustering of MDG8 targets under three sub-headings is a proposal emerging from the present study

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
Impact of global and external partnerships o *Need for a target related to ODA*****	o No targets set by national policy	Ministry of Finance and Ministry of Economic Planning	o *ODA received, proportion of ODA received allocated to basic social services, proportion of ODA for environment, proportion of exports admitted free of duties and quotas***** o ODA received as a proportion of gross national income o *Need for an indicator to measure the impact of remittances on national development and poverty reduction*****
o Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term	o No targets set by national policy	Ministry of Finance	o Debt service as a percentage of exports of goods and services
o *Need for a target related to trade*****	o No targets set by national policy		o *Need for indicator*****

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[16] In the case of Saint Lucia, the indicator on fixed telephone lines and the indicator on mobile phones should be merged, as an increase in mobile phone use can cause a decrease in fixed line use, and it is the access to telephone that is the significant indicator

Millennium Development Goals and Targets	Targets as established by national policy	Main agencies responsible for implementation and monitoring[8]	Indicators
Other targets			
o Provide access to affordable essential drugs	o No targets set by national policy	Ministry of Health	o Proportion of population with access to affordable essential drugs on a sustainable basis
o Make available the benefits of new technologies, especially ICT	o No targets set by national policy	Ministry of Public Utilities	o Telephone lines per hundred population
			o Cellular subscribers per hundred population[16]
			o Internet users per 100 population
o *Enhance safety and security for all*****	o No targets set by national policy	Ministry of Justice	o *Criminal cases cleared by judicial system*****
			o *Type of crime by age and sex of offender and age and sex of victim**

7. Action plan

In the short and medium terms, the following actions should be implemented (see section 5 above for rationale and more detailed description):

- o advocate for the immediate constitution of the National MDG Working Group or an equivalent body;
- o circulate this report to all relevant agencies in government, the private sector and civil society in Saint Lucia to share its contents and invite participation in implementation;
- o conduct workshops with these agencies to provide additional information, seek feedback and agree on next steps;
- o convene a meeting with representatives of the lead regional agencies involved in developing localised frameworks, especially CARICOM and CDB, to ensure that approaches are consistent and coordinated and that they lend their support to this national process;
- o in this and other activities, liaise with and seek support from the multi-donor Support to Poverty Assessment and Reduction in the Caribbean (SPARC) programme;
- o explore the feasibility and desirability of establishing thematic sub-groups of the MDG Working Group and establish these sub-groups if appropriate;
- o initiate a participatory process to identify national development targets as part of a national planning framework, building on the elements contained in section 6 above;
- o mandate the MDG Working Group, and its thematic working groups if established, to begin a process of selecting a final set of nationally relevant indicators, building on the elements contained in section 6 above as well as earlier work (see in particular: Benfield 2006 and Norville 2004), and using the best expertise available nationally, regionally and internationally;
- o design and initiate a communications strategy aimed at raising awareness of the MDGs in all sectors of society, including agencies and policy-makers.

8. Bibliography

Note: This bibliography lists two types of documents: (a) the national and regional policy statements that include *approved* targets and indicators linked or relevant to the Millennium Development Goals, and (b) the studies and reports that are directly relevant to the process of localising the MDGs and assessing Saint Lucia's performance towards the achievement of these goals.

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Appendix: The MDGs, targets and indicators

Note: This is the revised MDG monitoring framework including new targets and indicators, as recommended by the Inter-agency and Expert Group on MDG Indicators (September 2007)

At the 2005 World Summit, world leaders committed themselves to achieving four additional targets to the ones included in the Millennium Declaration (2005 World Summit Outcome A/RES/60/1). The General Assembly at its 61st Session took note of the Report by the Secretary-General on the Work of the Organization (A/61/1) in which he recommended (paragraph 24) the inclusion of four new targets.

The technical work for the selection of the appropriate indicators for the new targets was undertaken by the Inter-Agency and Expert Group on MDG Indicators, coordinated by the United Nations Department of Economic and Social Affairs and mandated with the preparation of statistics and analysis on trends towards the Millennium Development Goals and the review of methodologies and technical issues in relation to the indicators.

The new formulation of the monitoring framework, including the new targets and corresponding indicators as recommended by the Inter-agency and Expert Group on MDG Indicators is presented below.

Where relevant, indicators will be calculated by sex and by urban and rural areas.

Millennium Development Goals (MDGs)	
Goals and Targets* **(from the Millennium Declaration)**	**Indicators for monitoring progress****
Goal 1: Eradicate extreme poverty and hunger	
Target 1: Halve, between 1990 and 2015, the proportion of people whose income is less than one dollar a day	1. Proportion of population below $1 (PPP) per day[i] 2. Poverty gap ratio 3. Share of poorest quintile in national consumption
Achieve full and productive employment and decent work for all, including women and young people	Growth rate of GDP per person employed Employment-to-population ratio Proportion of employed people living below $1 (PPP) per day Proportion of own account and contributing family workers in total employment
Target 2: Halve, between 1990 and 2015, the proportion of people who suffer from hunger	4. Prevalence of underweight children under-five years of age 5. Proportion of population below minimum level of dietary energy consumption
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	6. Net enrolment ratio in primary education 7. Proportion of pupils starting grade 1 who reach last grade of primary** 8. Literacy rate of 15-24 year-olds, women and men**
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	9. Ratios of girls to boys in primary, secondary and tertiary education 10. (dropped)[ii] 11. Share of women in wage employment in the non-agricultural sector 12. Proportion of seats held by women in national parliament

Goal 4: Reduce child mortality	
Target 5: Reduce by two-thirds, between 1990 and 2015, the under-five mortality rate	13. Under-five mortality rate 14. Infant mortality rate 15. Proportion of 1 year-old children immunised against measles
Goal 5: Improve maternal health	
Target 6: Reduce by three-quarters, between 1990 and 2015, the maternal mortality ratio	16. Maternal mortality ratio 17. Proportion of births attended by skilled health personnel 19c. Contraceptive prevalence rate[iii]
Achieve, by 2015, universal access to reproductive health	Adolescent birth rate Antenatal care coverage (at least one visit and at least four visits) Unmet need for family planning
Goal 6: Combat HIV/AIDS, malaria and other diseases	
Target 7: Have halted by 2015 and begun to reverse the spread of HIV/AIDS	18. HIV prevalence among population aged 15-24 years 19a. Condom use at last high-risk sex 19b. Proportion of population aged 15-24 years with comprehensive correct knowledge of HIV/AIDS 20. Ratio of school attendance of orphans to school attendance of non-orphans aged 10-14 years
Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it	Proportion of population with advanced HIV infection with access to antiretroviral drugs
Target 8: Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases	21. Incidence** and death rates associated with malaria 22. Proportion of children under 5 sleeping under insecticide-treated bednets and Proportion of children under 5 with fever who are treated with appropriate anti-malarial drugs** 23. Incidence**, prevalence and death rates associated with tuberculosis 24. Proportion of tuberculosis cases detected and cured under directly observed treatment short course
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	25. Proportion of land area covered by forest 27. (dropped)[iv] 28. CO2 emissions, total, per capita and per $1 GDP (PPP), and consumption of ozone-depleting substances** 29. (dropped)[v] Proportion of fish stocks within safe biological limits Proportion of total water resources used
Reduce biodiversity loss, achieving, by 2010, a significant reduction in the rate of loss	26. Proportion of terrestrial and marine areas protected** Proportion of species threatened with extinction
Target 10: Halve, by 2015, the proportion of people without sustainable access to safe drinking water and basic sanitation	30. Proportion of population using an improved drinking water source** 31. Proportion of population using an improved sanitation facility**
Target 11: By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers	32. Proportion of urban population living in slums[vi]**
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	Some of the indicators listed below are monitored separately for the least developed countries (LDCs), Africa, landlocked developing countries and small island developing States.

Target 13: Address the special needs of the least developed countries Includes: tariff and quota free access for the least developed countries' exports; enhanced programme of debt relief for heavily indebted poor countries (HIPC) and cancellation of official bilateral debt; and more generous ODA for countries committed to poverty reduction Target 14: Address the special needs of landlocked developing countries and small island developing States (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) 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	<u>Official development assistance (ODA)</u> 33. Net ODA, total and to the least developed countries, as percentage of OECD/DAC donors' gross national income 34. Proportion of total bilateral, sector-allocable ODA of OECD/DAC donors to basic social services (basic education, primary health care, nutrition, safe water and sanitation) 35. Proportion of bilateral official development assistance of OECD/DAC donors that is untied 36. ODA received in landlocked developing countries as a proportion of their gross national incomes 37. ODA received in small island developing States as a proportion of their gross national incomes <u>Market access</u> 38. Proportion of total developed country imports (by value and excluding arms) from developing countries and least developed countries, admitted free of duty 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 a percentage of their gross domestic product 41. Proportion of ODA provided to help build trade capacity <u>Debt sustainability</u> 42. Total number of countries that have reached their HIPC decision points and number that have reached their HIPC completion points (cumulative) 43. Debt relief committed under HIPC and MDRI** Initiatives 44. Debt service as a percentage of exports of goods and services
Target 16: replaced by new target in Goal 1	45. (Replaced by new indicators in Goal 1)[vii]
Target 17: In cooperation with pharmaceutical companies, provide access to affordable essential drugs in developing countries	46. Proportion of population with access to affordable essential drugs on a sustainable basis
Target 18: In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	47a. Telephone lines per 100 population ** 47b. Cellular subscribers per 100 population** 48. Internet users per 100 population**

* The numbering of the targets and indicators will be undertaken through the inter-agency process of the Inter-agency and Expert Group on MDG Indicators.
** The language has been modified for technical reasons, so that the data can be more clearly reflected.

[i] For monitoring country poverty trends, indicators based on national poverty lines should be used, where available.
[ii] Previously: "Ratio of literate women to men, 15-24 years old".
[iii] Moved from Goal 6.
[iv] Previously: "Energy use (kg oil equivalent) per $1 GDP (PPP)".
[v] Previously: "Proportion of population using solid fuels".
[vi] The actual proportion of people living in slums is measured by a proxy, represented by the urban population living in households with at least one of the four characteristics: (a) lack of access to improved water supply; (b) lack of access to improved sanitation; (c) overcrowding (3 or more persons per room); and (d) dwellings made of non-durable material.
[vii] Previously: "Unemployment rate of young people aged 15-24 years, each sex and total".