



Guyana



United Nations
Country Team

REPORT ON PROGRESS 2003
TOWARDS THE ACHIEVEMENT OF THE

MILLENNIUM DEVELOPMENT GOALS

GUYANA

“ Without the Millennium Development Compact, poor countries will remain trapped in poverty,
with low or negative economic growth.

Public Investments in poor people spur economic growth, while economic growth sustains such investments.

National Strategies for the Millennium Development Goals must include a commitment to women’s rights, to education,
reproductive health services, property ownership, secure tenure and labour participation”

United Nations Millennium Development Compact - 2003

The Millennium Development Goals Progress Report: An Agenda for Action, An Agenda for Partnership.

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Pictures were generously provided by a number of sources, including and Ms Karen de Souza of Red Thread.

LIST OF ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
EPA	Environmental Protection Act
FDI	Foreign Direct Investment
GDP	Gross Domestic Product
HFLE	Health and Family Life Education
HIPC	Highly Indebted Poor Countries
HIV	Human Immune Deficiency Virus
ICT	Information and Communications Technology
IDA	International Development Agency
IFI	International Finance Institution
IMCI	Integrated Management of Childhood Illnesses
IMF	International Monetary Fund
IMR	Infant Mortality Rate
MDG	Millennium Development Goal
MMR	Maternal Mortality Rate
NPV	Net Present Value
PHC	Primary Health Care
PRS	Poverty Reduction Strategy
PRSP	Poverty Reduction Strategy Paper
SIMAP	Social Impact Amelioration Programme
STD	Sexually Transmitted Disease
U5MR	Under 5 Mortality Rate
UNICEF	United Nations Children's Fund
UNCT	United Nations Country Team
UNDP	United Nations Development Programme

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Honourable Rudolph Insanally
Minister of Foreign Affairs

FOREWORD

Remarks by the Minister of Foreign Affairs, Guyana

I welcome the opportunity to present on behalf of the Government and people of Guyana this first Report, by Guyana, on its activities in the pursuit of the Millennium Development Goals that were agreed to at the Millennium Assembly of the United Nations.

On that occasion, leaders or their representatives of virtually all the nations of the world determined that certain fundamental objectives needed to be addressed as a matter of high priority and with some sense of urgency if the global community were to survive during the 21st Century. The Millennium Assembly brought the world face to face with the seemingly inevitable consequence of abject and dehumanizing poverty, with the wretchedness that accompanies the scourge of war and with the very real threats to our very survival, as a global community, through selfish and thoughtless environmental practices.

This Report is intended to reflect the early results of Guyana's commitment to the Millennium goals. This first Report on the progress being made by Guyana reflects as much our achievements in respects of the Millennium Development Goals as they re-emphasise the continuing commitment of the Government of Guyana to addressing the human, social and economic concerns of the people of Guyana. For Guyana, these issues and the Millennium Development Goals that have been derived from them, must therefore be seen in the context of Guyana's own development priorities which are now focused on the fundamentals of economic growth and the imperative for the maintenance of social cohesion in these troubling times.

The Report, it must be clearly stated, needs also to be read and understood in a context, which recognizes that factors external to Guyana will have an impact on the pace with which the Millennium Development Goals are achieved, notwithstanding the very serious and committed efforts being made to attain them. Guyana's economy needs to grow at a steady and predictable pace, in excess of six percent (6%) per annum, if there is to be any realistic hope of achieving the targets set through the Millennium Declaration. The opportunities for development however, as for example those represented by the globalization process, are unfortunately still eluding the grasp of many developing countries. The more vulnerable among them, Guyana included, continue to experience difficulties in attaining sustainable economic growth even as the many protectionist barriers either are slowly being dismantled or remain selectively in place and discriminately applied. Additionally, the threats to international peace and security are also likely to impede our efforts at reaching these targets.

Despite these many challenges that Guyana as a small developing country faces today, I remain confident that considerable progress will continue to be made in overcoming them in the years ahead.

The Honourable Rudolph Insanally O.R., C.C.H., M.P.
Minister of Foreign Affairs
Guyana



Jan Sand Sorensen
Resident Representative/
Resident Coordinator

Remarks By The UN Resident Coordinator/ Resident Representative of undp

Throughout the 1990s, goals and targets in key development areas were set at international conferences and world summits. At the end of the last decade, world leaders distilled the main goals and targets that had been separately established into one grouping commonly referred to as the Millennium Development Goals (MDGs).

These goals are specific, measurable targets for the reduction of extreme poverty, improving health, education and environmental sustainability and establishing a global partnership for development. The goals and the commitments given by both the developing countries and donor countries were affirmed in the Monterrey Consensus that emerged from the March 2002 UN Financing for Development Conference, the September 2002 World Summit on Sustainable Development and the launch of the Doha Round on International Trade.

The Monterrey conference established a compact between rich and poor countries in support of the shared Development goals. That commitment formed the basis of the Millennium Development Compact proposed by the 2003 Human Development Report. This Compact proposes a agenda through which the world community can work together to help poor countries achieve the MDGs. It calls on all stakeholders to orient their efforts towards ensuring the success of the Goals, in a system of share responsibilities.

The Compact calls on all stakeholders to reorient efforts to achieve success, so that: poor countries can insist on increased donor assistance and better market access from rich countries. Poor people can hold their politicians accountable for achieving the poverty reduction targets within the specified timetable. And donors can insist on better governance in poor countries and greater accountability in the use of donor assistance.

Despite all the promises and commitments, it is evident that some countries will not achieve the MDGs. Estimates reveal that the average proportion of the population in developing countries living below \$1 per day fell from 32 to 26 percent between 1990 and 1998. The simple extrapolation of this trend to the year 2015 results in a head-count index of about 17 percent, suggesting that the world is on track to reach the global goal of reduction of extreme poverty by 2015. Unfortunately, the situation is more complicated than this.

When East Asia is excluded, income poverty declined less dramatically, from 35 percent to 33 percent, and progress was less than half the rate needed to reach the

poverty goal in the desired time frame. The number of income poor in sub-Saharan Africa, South Asia and Latin America combined, actually increased by about 10 million each year between 1990 and 1998. Thus, the simple extrapolation of global trends to 2015 is invalid, and global poverty projections will only be meaningful if they are based on country-specific projections and sufficiently disaggregated to reveal the various components of poverty.

Progress towards other MDGs has been mixed as well. In 1990, the global target of universal basic education by the year 2000 was established. The good news is that the gender gap in education has been halved, although it remains a concern in many countries in sub-Saharan Africa, South Asia, the Middle East and North Africa. But the sad truth is that the 1990s saw only a tenth of the progress needed to achieve universal basic education. Therefore, it is not surprising that the goalpost was moved to 2015, but at the current rate, this promise, too, will not be kept.

Progress on immunization, under-five mortality, maternal mortality, child malnutrition, access to safe drinking water and adequate sanitation has been too slow, and the agreed targets have not been met. In fact, what is most worrisome is that global progress during the 1990s slowed compared to earlier decades. As the 1980s have been called the "lost decade for development", so the 1990s can be designated the "decade of broken promises" and the decade of the cataclysmic rise of the HIV/AIDS epidemic, with its attendant implications.

As observed by the late Jim Grant (UNICEF Executive Director, 1993), "The Problem is not that we have tried to eradicate global poverty and failed; the problem is that no serious and concerted attempt has ever been made." Indeed, without concerted and intensified efforts, few of the MDGs will be met by 2015 at the global level. These efforts must include raising awareness about the MDGs and advocating energetically for concrete actions to achieve them.

Meeting the Goals in Guyana, as in other countries, should start with the recognition by all stakeholders

that it must pursue a development strategy that meets its specific needs. National strategies must be based on solid evidence, good science and proper monitoring and evaluation. Within these bounds Guyana should have the freedom to negotiate with donors to design locally appropriate policies. Without true ownership, national programmes will be neither appropriate to local conditions nor politically sustainable. National programmes must also respect human rights, sport the rule of law and commit to honest and effective implementation. When these conditions are met, Guyana should be able to count on much more assistance from rich countries both in finance and in fairer rules of engagement for trade, finance and science and technology.

The national MDG reports give meaning to the global goals. Country reports on progress towards the MDGs can accelerate progress by raising public awareness, forging stronger alliances, and renewing political commitment. They can also help build national capacity for monitoring and reporting. Such reports show MDG progress at a glance in an effort to focus the national debate on specific development priorities, and this, in turn, will hopefully trigger action in terms of policy reforms, institutional change, and resource allocation. For this reason, the audience for this country report, as for all other country reports, includes the media, politicians and the general public.

The production of this MDG Report on Guyana is just the beginning of a process that we must work at to achieve success. The promise this Report offers will be realized if it becomes a tool for consensus building. There needs to be a meeting of minds on the goals, the process of achieving and measuring progress; and as well a sense of ownership and equity among all stakeholders. The MDGs and the Compact, provide a good base for accountability and hence for development. The UN System therefore gives its unreserved support for the achievement of these goals

Jan Sand Sorensen
Resident Coordinator/Resident Representative
United Nations Development Programme
Guyana



INTRODUCTION

Guyana faces three challenges in its effort to achieve the eight Millenium Development Goals: its poverty; its economic underdevelopment; and its vulnerability to economic, environmental, and social hazards.

POVERTY

Poverty in Guyana is not merely income poverty. Instead, it manifests itself as, and stems mainly from, constraints on the choices that can be made at the national, regional, community and individual levels. These constraints both result from our poverty and influence the other two challenges of underdevelopment and vulnerability.

The GDP per capita in Guyana is no more than US\$783, and yet, contrary to the traditional view that this figure is understated due to the existence of a large informal sector, it can be argued that it is inflated by the comparatively high government expenditure relative to other countries with larger, more densely distributed populations.

ECONOMIC UNDERDEVELOPMENT

Guyana's economic performance remains dependent on a few primary commodities.

Despite a number of far-reaching economic reforms in the early 1990s, the economy has still not been able to achieve increased competitiveness in its key sectors, or to strengthen the economic and legal infrastructure to facilitate investment and growth. Nonetheless, in the period 1992 to 1997, the reforms, which led to some foreign investment, the recovery of export-oriented production, and arguably, the reintegration of aspects of the parallel economy, were largely responsible

for the 7% annual GDP growth realised.

The country's narrow export base makes it highly vulnerable to negative trends in the prices of its top commodities. By the end of the 1990s, two-thirds of export earnings still came from the four primary commodity exports: sugar (25%), gold (22%), bauxite (14%) and rice (10%). Although production had improved, markets (in terms of prices and volumes accepted) had deteriorated, making the sectors still vulnerable: Guyana's terms of trade deteriorated by 2 percent over the second half of the 1990s. Agriculture and mining accounted for half of GDP, services one-third and manufacturing and construction one-sixth. Bauxite, forestry and gold remained the most attractive sectors for foreign investment during the 1990s, following which investment declined. Government's efforts at exploring the eco-tourism sector as a growth area have met limited success. Demonstrating the weakness inherent in the country's narrow export base, reduced preferential access to markets in Europe is expected to impact very negatively on Guyana's export prospects, demanding a more competitive and diversified export sector.

VULNERABILITY TO ECONOMIC, ENVIRONMENTAL AND SOCIAL HAZARDS

The focus of interventions should be on managing the vulnerabilities posed by the economic, environmental and social realities of Guyana. According to studies^{*} done on the structural and institutional weaknesses of developing countries these vulnerabilities can be defined as follows:

1. The risk posed by exogenous shocks to systems of production, distribution and consumption, or "economic vulnerability".

^{*} The main source of these arguments is "Vulnerability and Small Island States" by a Research Team from the University of the West Indies Centre for Environment and Development.

2. The risk of damage to the country's natural ecosystems, or "environmental vulnerability"; and
3. The degree to which social cohesion is negatively affected by stresses and threats from external forces or intrinsic factors (internal and external), or "social vulnerability".

These combined obstacles to sustainable development tend to characterise the group of countries called "small island developing states" (SIDS), a category which includes Guyana where most of the developed coastline, in which the majority of the population lives and works, is below mean high tide sea level. All SIDS countries face the threat of global warming through climate change and sea level rise. Their particular vulnerability was codified in Agenda 21 as a "special case", a recognition which was later expanded upon at the United Nations Global Conference on the Sustainable Development of Small Island Developing States held in Barbados, and the Programme of Action adopted there. Most recently, at the Millennium Summit in 2000, world leaders resolved as follows:

... to address the special needs of Small Island Developing States, by implementing the Barbados Program of Action 5 and the outcome of the twenty-second special session of the General Assembly rapidly and in full. We urge the international community to ensure that, in the development of a vulnerability index, the special needs of SIDS are taken into account.

For the international community to live up to this call, it is important that the concept of vulnerability be fully developed and that the issues involved be ventilated, with alternative options convincingly argued. However, although this has not yet been done, it is possible to propose a vulnerability index for Guyana, since the factors which make Guyana vulnerable in the economic, environmental and social spheres are self-evident.

ECONOMIC VULNERABILITY

The most visible shocks are on the processes of economic growth and economic development. External factors originating from global commercial centres have led to serious instability, and even threaten the existence of communities such as Linden and some rural agricultural villages.

In addition to the problems of economic underdevelopment, there is the problem of debt servicing: although the level of Guyana's external debt is not high in absolute terms, the level of debt service payment was determined to be unsustainably high in relation to the export earnings and the GDP of the



country. Under a programme agreed upon by the IMF and IDA in 1997, Guyana is to receive debt relief that would reduce its external debt by 25 percent in net present value (NPV) terms, as long as it continues its adjustment and reform efforts. The goal is to reduce the NPV of debt-to-government revenues ratio to 280 percent by the completion point of the Highly Indebted Poor Countries (HIPC) initiative. This is intended to put the country in a sounder fiscal position while simultaneously increasing expenditures on social sector objectives - mainly health, education, and social safety nets - from 8.4 percent of GDP in 1997 to 12.7 percent of GDP by 2002. The problem is that continuous borrowings and contingent public sector liabilities continue to add to the stock of new debt, in order to maintain investment levels. If the economy does not continue to grow, or worse, if there is contraction in the GDP, then what was deemed to be a sustainable position would no longer be sustainable, requiring another round of Paris Club negotiations. With the current tensions in the world, rising oil prices, and the perilous state of the Guyana economy, this is a likely scenario.

In terms of GDP and exports, the volatility of the economy is compounded by the limited investment in diversifying the economy, reduced donor assistance, the slow incorporation of ICT, and the pending loss of lucrative historical markets

without clearly elaborated strategies as to how to minimise the resulting loss of revenue and employment.

ENVIRONMENTAL VULNERABILITY

The natural ecosystems (e.g. the continental shelf, wetlands, savannahs, forests, wetlands, fresh water, coastal zones, marine resources and soils) are essential to providing services to the economy and society. Degradation in the quality of the environment's resources lessens the level of service the environment can provide to meet domestic needs and contribute to export earnings. Environmental resources are affected by both natural and human hazards, including social behaviour. In addition to those outlined earlier, another factor compounding the volatility of the economy is the steady depletion of natural resources by mining and agriculture.

External shocks in the area of the environment include the failure of the international community to act on climate change during the 1990s; this was also a period when development aid underwent the greatest reductions since its inception in the late 1940s although global economic expansion was at its historically highest level.

Further, Guyana's environmental vulnerability is increased by the fact that as mentioned earlier, it has only been able to attract investment for the extraction of natural resources. To compound this, international agreements dictate how natural resources should be extracted without providing compensation which recognises the opportunity costs of not utilizing the resources.

SOCIAL VULNERABILITY

While the social vulnerability caused by stresses from external or internal factors is no more endemic to Guyana than to other developing countries, Guyana is an example of a country with a limited institutional capacity to confront these stresses. Large-scale emigration of skilled labour in the last two decades has reduced institutional capacity and created a major human resource and capacity constraint in all sectors, but particularly in education and health, where more qualified teachers and a larger pool of health professionals at all levels are necessary.

The country's social vulnerability can be explained in terms of a long list of factors, including the following:

1. Falling levels of participation in the labour force, currently at some 55 percent, as well as growing unemployment and underemployment, especially among young persons. The fall in labour force participation is particularly significant among males.

2. Changing consumption patterns, particularly among young people, whose aspirations are influenced by the media.
3. Growing dependence on food imports to meet domestic needs.
4. Limited progress in developing and deploying science and technology to address common development challenges; and
5. Rising criminal activity and drug use.

The net result of all this is the loss of social cohesion and of cultural values and practices.

GOVERNMENT AND GOVERNANCE

The responsibility to reverse the growing trend of vulnerability belongs to the government. However, a major challenge will be resolving conflicting advice and requirements regarding the role of government and its corresponding size and structure. Many more resources need to be allocated to analysing and evaluating the appropriateness of donor prescriptions and conditionalities imposed on aid, with a view to determining whether or not these stipulations will make us more vulnerable or more resilient.

For example, case evidence confirms that despite the growing recognition that the development challenge is different and more difficult because of the peculiarity of Guyana, *inter alia* as a SIDS country, this is seldom taken into account in donor agreements. The advice to privatise relatively small utilities (water, electricity, and communications) results in escalating costs of services, not only in Guyana but in a number of other countries. High energy costs usually correlate with low wages. Given the unique nature of the electricity sector in SIDS countries, there is need to consider whether a model developed for the UK is the most appropriate for a small country. It can be argued that privatisation in small countries results in the equivalent of asset stripping, or converting investments to finance consumption. Reducing the overall vulnerability of the country will require the governments of these countries to aggressively contest external advice and conditionalities that would reduce opportunities for exports/import substitution based on indigenous resources, among these, renewable energy. The research team on SIDS cited earlier concluded that given the capabilities of the private sector in most of SIDS, the minimal flow of FDI that is strongly linked to the perceived vulnerability of SIDS, and a limited market infrastructure which does not yet allow effective and efficient operation of market forces, governments will have to play a greater – not a reduced – role to lessen the growing vulnerability of SIDS.

Analysis Of The Level Of Achievement Of Goals, And Of Present Capacity To Achieve Them

GOAL

1

Reduction In Poverty And Extreme Poverty

Summary

- Objective 1:** Reduce by half, between 1990 and 2015, the percentage of persons with incomes below a dollar per day (extreme poverty), i.e., reduce to 22%.
- Objective 2:** Reduce by half, between 1990 and 2015, the percentage of people who suffer from hunger (poverty), i.e., reduce incidence to 14%.

Performance Summary:

- Poverty Headcount: 1990 – 43%, 1999 – 36%.
- Critical Poverty: 1990 – 28%, 1999 – 19%.

Will the goal be met by 2015?

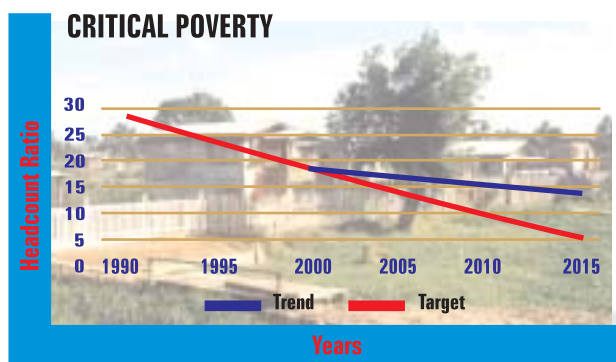
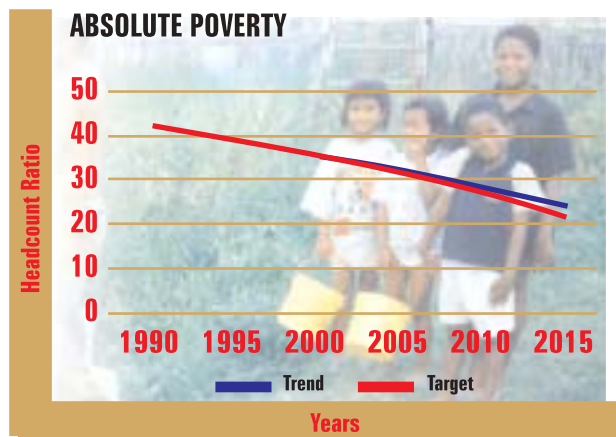
Achievable if economic growth can be restored to 5-6% per annum.

State of Support Conditions for Achievement of Goal:

Commitment there; accelerated pace of reform needed.



Trends and Targets for Absolute and Critical Poverty

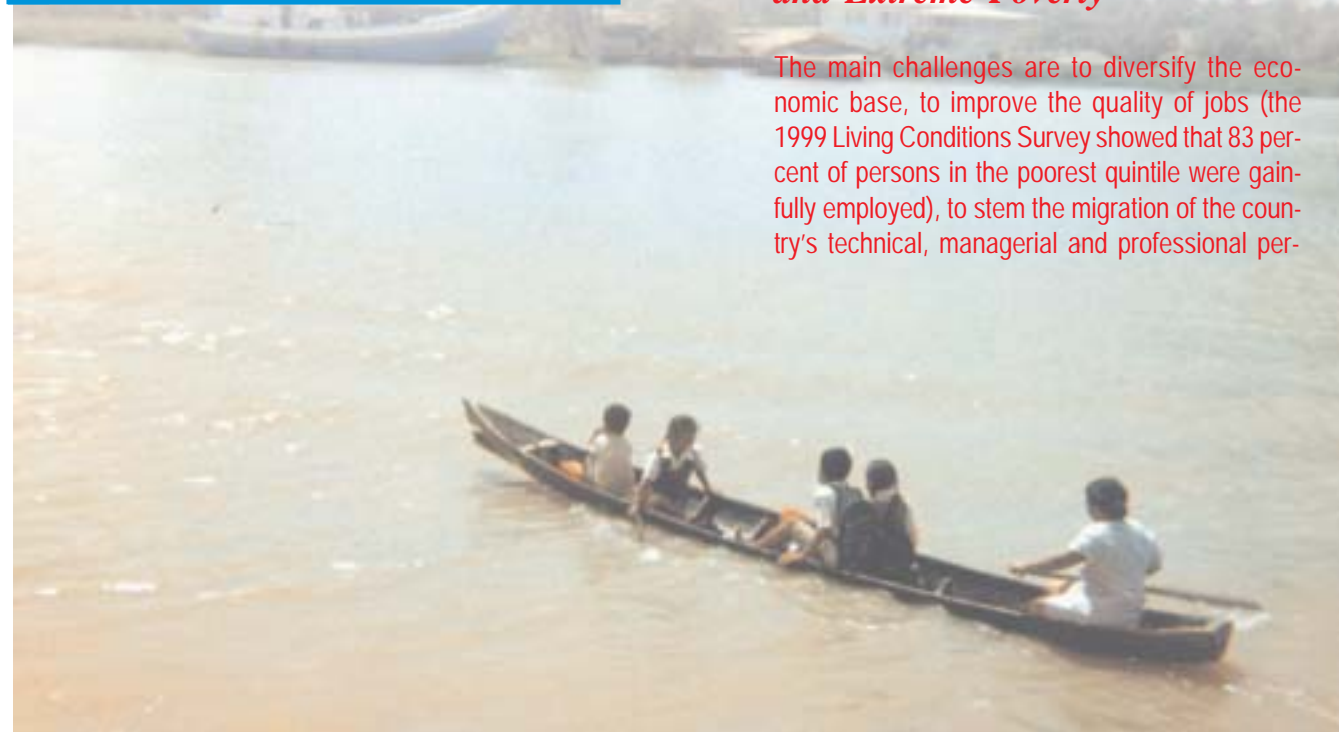


1. *Poverty and Extreme Poverty Reduction: Diagnosis and Tendencies*

When Guyana's economy grew by 7 percent per annum during 1992-97, the share of the population living in absolute poverty dropped from 43 percent to 36 percent, while the proportion of those living in critical poverty fell from 28 percent to 19 percent. Overall, the poverty gap declined from 16 percent in 1992/3 to 12 percent in 1999. Since 1997, economic growth has slowed at around 1 percent as a result of poor weather conditions, reduced commodity prices for key exports and adverse industrial relations. It is vital that economic growth be restored to pre-1997 levels to prevent slippage and to accelerate the pace of poverty reduction over the next 5-10 years. In the short term, the country's Poverty Reduction Strategy (PRS) projects a restoration of growth to 3-4 percent by 2005, but determined efforts will have to be made to achieve a growth rate of 6 percent to tackle pockets of chronic poverty.

2. *Challenges for Achieving the Targeted Reduction in Poverty and Extreme Poverty*

The main challenges are to diversify the economic base, to improve the quality of jobs (the 1999 Living Conditions Survey showed that 83 percent of persons in the poorest quintile were gainfully employed), to stem the migration of the country's technical, managerial and professional per-





judicial reforms, meaningful community participation in local government and the protection of human rights. In the short to medium term, government will improve the maintenance, quality and coverage of sea defences, roads and drainage and irrigation systems. Over the longer term, private sector involvement in the provision of economic infrastructure will be encouraged. In addition, provision of titles for land will improve access to credit, especially for poorer farmers. Industrial estates will be established in rural regions to process agricultural products and engage in light manufacturing. These activities are expected to expand production and create thousands of jobs, thus increasing national, household and individual incomes.

4. *Priorities for Development Aid*

In support of the PRS, the Government of Guyana needs to secure financing of US\$1 billion from the International Development Community. Donor support for the design of a comprehensive social safety net system, including income supplement and a voucher system for textbooks, examination fees and other related education expenses for poor families will be pursued.

sonnel, and to accelerate the pace of reforming the economic and political structures to facilitate participatory, self-directed approaches which can result in genuine empowerment. Building a socio-political climate that is conducive to investment and acquiring the financial resources to support the PRS are significant hurdles that need to be overcome in the fight to eradicate absolute poverty.

3. *Support Framework (Policies and Programmes)*

The PRS will focus on maintaining macroeconomic stability, pursuing sector policies to stimulate production, modernizing the traditional economic base, and providing systemic support for private sector investment. In the area of governance, efforts will be focused on institutional and regulatory reforms, public accountability, legal and

5. *Monitoring Capability*

Elements	Valuation		
	High	Good	Weak
• Data collection capability			x
• Quality of the information in recent polls		x	
• Statistical follow-up capability			x
• Statistical analysis capability			
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms			x
• Monitoring and evaluation mechanisms			x

GOAL 2

Universal Primary Education

Summary

Objective: To ensure that by 2015 at least 97% of all children entering primary school achieve grade five education.

Performance Summary:

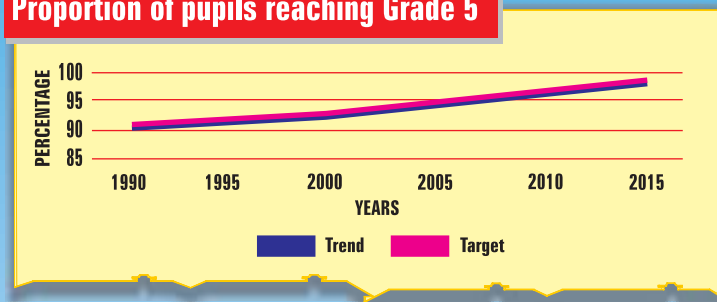
Enrolment at the basic education level is 98%.

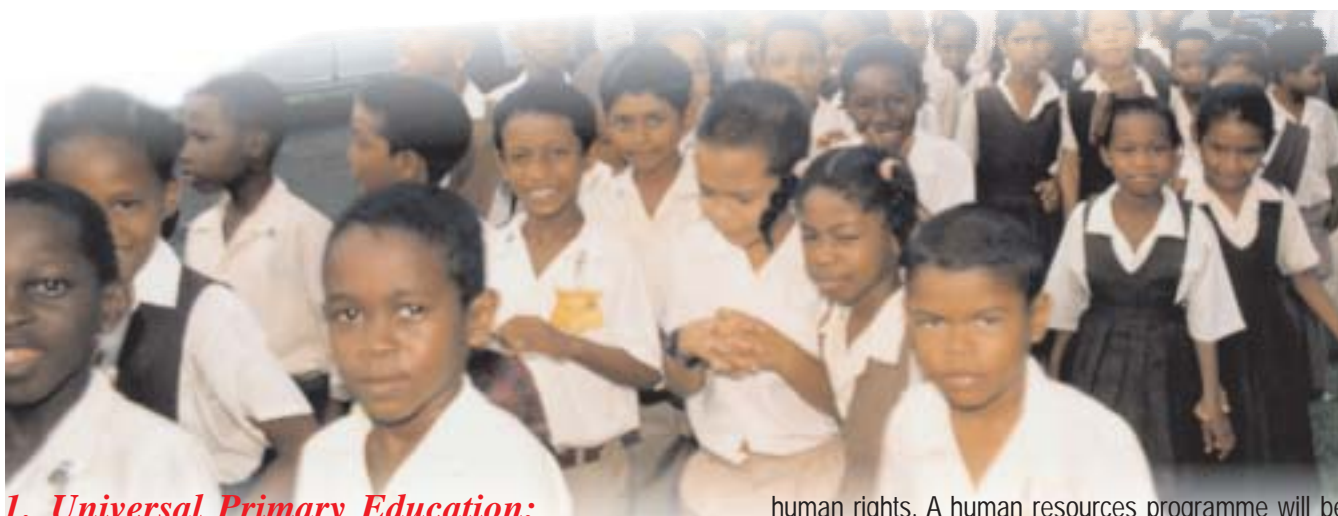
State of Support Conditions for Achievement of Goal:

The fact that 97% of children enrolled reach grade 5 indicates that conditions are favourable.

Education Indicators

Proportion of pupils reaching Grade 5





1. Universal Primary Education: Diagnosis and Tendencies

Primary education is almost universal in Guyana with net enrolment at 98 percent, and hardly any difference between boys and girls or between rural and urban areas. Moreover, 97 percent of all children who enter the first grade of primary school eventually reach grade five. Despite the high enrolment rate, literacy among the 15-24 year olds was measured at 71% in 1990.

2. Challenges for Achieving Universal Primary Education

The main challenges are how to achieve universal coverage and improve the quality of education nationwide within a difficult socio-political and economic environment. Strategies will have to be devised to meet the following objectives, on which the PRS will focus: reducing illiteracy, drop-out and repetition rates, retaining trained teachers in the education system, reviewing and revising the curricula, and improving teaching methodologies for effective learning.

3. Support Framework (Policies and Programmes)

Policies will aim at reducing the level of overcrowding, instituting national standards in Mathematics and English Language, restoring former levels of functional literacy, reducing the proportion of untrained teachers to students, and emphasizing Science and Technology at the primary level. Health and Family Life Education (HFLE) will also be promoted to foster tolerance, discipline, respect for diversity, democratic values and

human rights. A human resources programme will be developed to address the demand, supply and placement of teachers. An appropriate incentive system to retain teaching talents will be devised and existing capacities will be upgraded.

4. Priorities for Development Aid

The highest priorities are improving the quality of education by curriculum development, and training and motivating teachers. The continuous recruitment of Guyana's teachers to work overseas, especially in developed countries, requires immediate attention. Compensatory agreements should be pursued between Guyana and those countries that actively recruit teachers from the country's education system. There is also need to continue improvements in the physical infrastructure - buildings and supplies - and for administrators and educators to become more results-oriented.

5. Monitoring Capability

Elements	Valuation		
	High	Good	Weak
• Data collection capability		x	
• Quality of the information in recent polls		x	
• Statistical follow-up capability			x
• Statistical analysis capability		x	
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms		x	
• Monitoring and evaluation mechanisms			x

GOAL 3

Gender Equity And The Empowerment Of Women

Summary

Objective: Eliminate gender differences in primary and secondary education, preferably by the year 2005, and in all other levels of education no later than 2015.

Performance Summary:

Some progress recorded.

Will the goal be met by 2015?

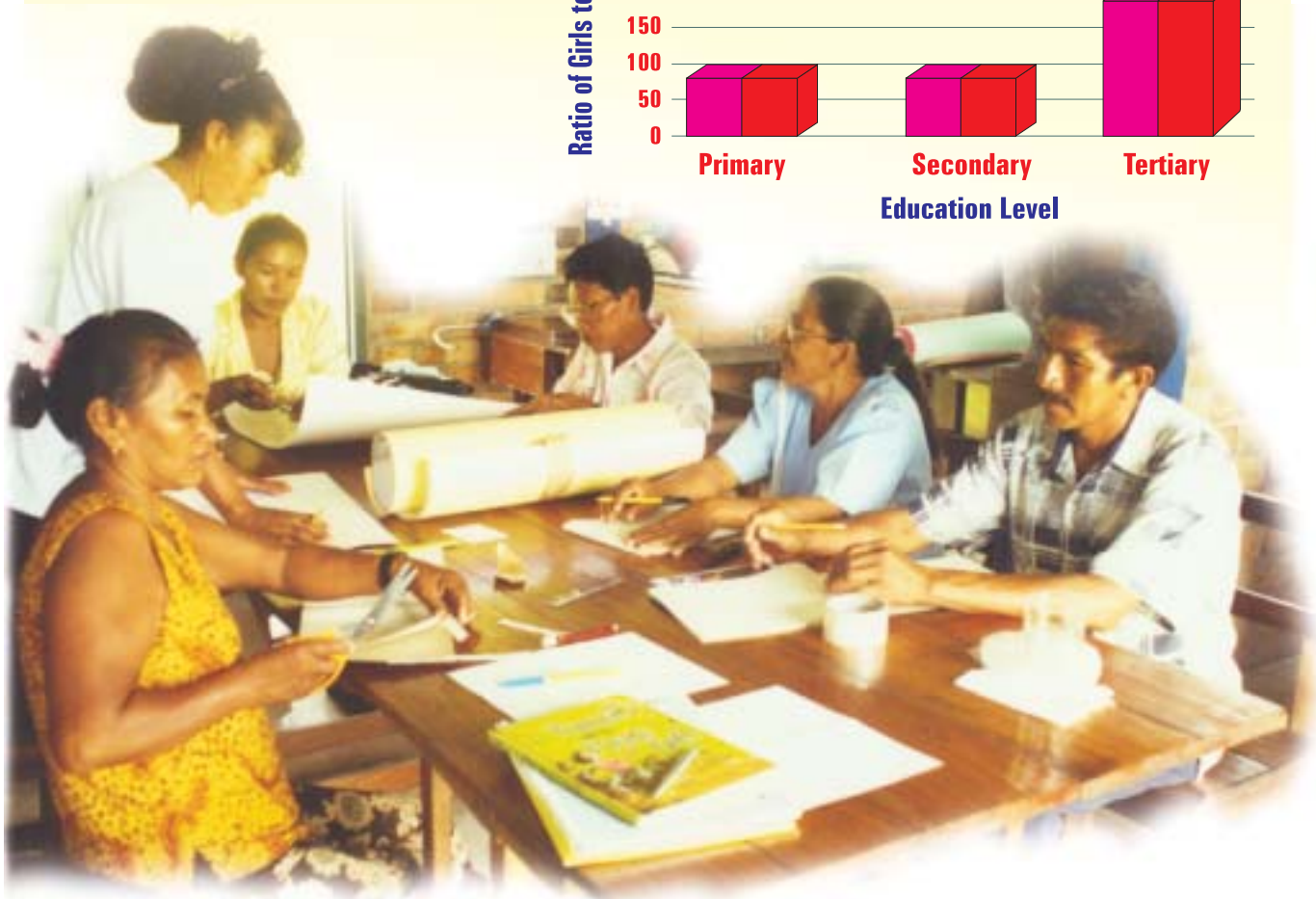
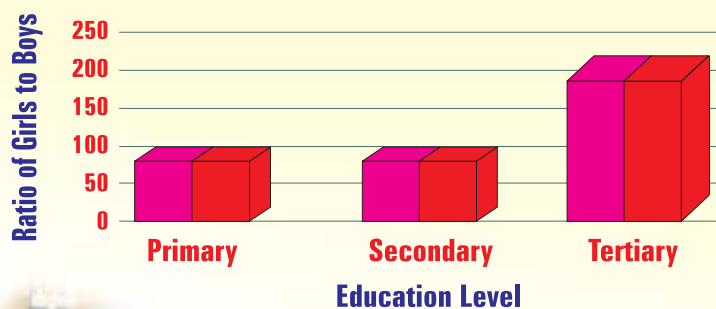
The objective has been met, though not the overall goal.

State of Support Conditions for Achievement of Goal:

Guyana is signatory to all the relevant international conventions and protocols.

Ratio of Boys to Girls in Primary,
Secondary and Tertiary Education

1990
2000



1. Gender Equity and the Empowerment of Women: Diagnosis and Tendencies

Investment in reducing gender disparities in education, especially at the technical and vocational levels, is usually expected to provide real choices for women with regards to marriage, family, work and life in general. Yet, although there is no major difference in female and male enrolment in primary and secondary education in Guyana, this has not translated into real gains for women in terms of jobs: the female unemployment rate at 14 percent was more than twice that for men (6 percent) in 1999, while the respective rates in 1992 were 18 and 8 percent. Girls and women also continue to have a low level of autonomy in and control over their sexual and reproductive lives. In the area of male disadvantage, the drop out rate of boys from the secondary level of education is increasingly evident and has become a cause for concern and study.

2. Challenges for Achieving Gender Equity and the Empowerment of Women

At the level of policy-making, the failure to mainstream gender into development planning is a major stumbling block to the equal inclusion of women in public life: what needs to be taken into account, above all, is the overwhelming responsibility of girls and women for the unwaged work of household and family care, and how this shapes their participation in the public sphere, including in employment and institutions of governance. Gender mainstreaming in development planning is also necessary to fully address male under-performance in education. In addition, rising incidences of domestic violence against women and children pose a critical challenge.

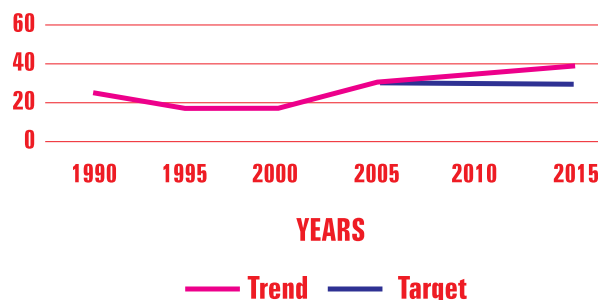
3. Support Framework (Policies and Programmes)

Three actions are needed to strengthen the support framework for achieving gender equity and the empowerment of women:

- Working to change negative tendencies in the socialization of boys and girls, through both the for-

Ratio of Girls to Boys

Proportion of Seats Held by Women in National Parliament



mal and non-formal education system.

- Mainstreaming gender, and towards this end, improving the quality of gender-disaggregated data.
- Making specific interventions in two areas, one, to retain boys in secondary schools and two, to address domestic violence.

4. Priorities for Development Aid

Priorities are improvements in capability at two levels: (a) in data collection and analysis in the sector Ministry and at national planning level; and (b) in the use of data in analysis and decision-making

5. Monitoring Capability

Elements	Valuation		
	High	Good	Weak
• Data collection capability			x
• Quality of the information in recent polls			x
• Statistical follow-up capability			x
• Statistical analysis capability			
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms			x
• Monitoring and evaluation mechanisms			x



GOAL
4

Reduction In Child Mortality Rates

Summary

Objective:

Reducing child mortality rates (boys and girls under 5), by 2/3rds between 1990 and 2015.

Performance Summary:

A gradual decline in reported rates is evident, but these rates are still too high and trends cannot be ascertained.

Will the goal be met by 2015?

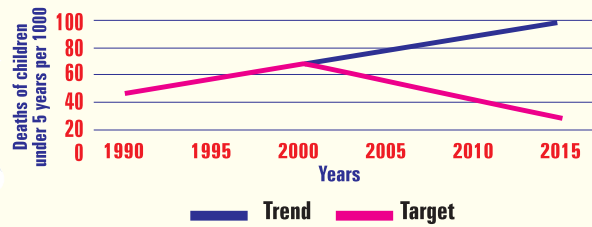
Unlikely.

State of Support Conditions for Achievement of Goal:

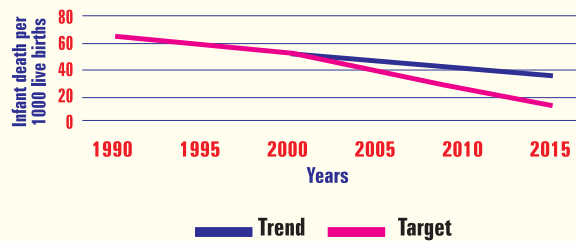
On the coast, physical facilities cannot accommodate the volume of patients; in the hinterland, staff skills are low; in both areas, staff numbers are inadequate.

Trends and Targets for IMR, U5MR and Immunisation

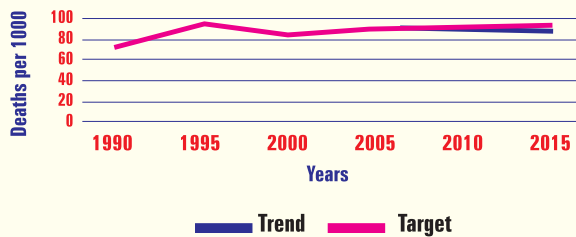
Under-5 Mortality Rate



Infant Mortality Rates



Immunisation Against Measles



1. Child Mortality Rate: Diagnosis and Tendencies

The infant mortality rate was 65 per 1000 in 1986, decreased to 54 per 1000 in 1997, and is projected to fall to 22 per 1000 in 2015. On the other hand, the under-5 mortality rate seems to be very variable: at 90 per 1000 in 1985 declining to 49.6 per 1000 by 1990, increasing to 54 per 1000 in 2000 and is projected at 31 per 1000 in 2015. In spite of these reported improvements, the rates remain too high, and data show that communicable diseases contribute significantly to morbidity and mortality. The PRS will see the introduction of the Integrated Management of Childhood Illnesses (IMCI), the promotion of "baby friendly" programmes and accelerated immunisation programmes, especially in hinterland areas.

2. Challenges for Achieving the Targeted Reduction in Child Mortality

Challenges include the need for training and retention of suitably qualified health care providers, and for the effective management of the logistical requirements of maintaining adequate supplies of drugs and other medical aids to health facilities, especially in the deep rural and riverain areas. The extension of coverage to residents who live in remote districts will require creative solutions, given available budgetary resources. Improving the image of the public health sector as a provider of quality health services will require mechanisms for monitoring community-based services.

3. Support Framework (Policies and Programmes)

Health facilities will be rationalised where neces-

sary. In addition, the diagnostic capacity of health centres and district hospitals will be upgraded, and regional disparities will be addressed through specific interventions. Trained medical personnel will visit health centres in the interior and difficult-to-reach regions on a regular basis to provide primary health care (PHC). There will be increased support for mother and child programmes and improved radio and other communication networks to make maximum use of available health care resources.

4. Priorities for Development Aid

The priorities are human resources development, and technical assistance to upgrade operating systems such as protocols for case management, patient care, treatment regimes, and materials management.

5. Monitoring Capability

Elements	Valuation		
	High	Good	Weak
• Data collection capability			x
• Quality of the information in recent polls		x	
• Statistical follow-up capability		x	
• Statistical analysis capability			
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms		x	
• Monitoring and evaluation mechanisms			x

GOAL 5

Reduction In Maternal Mortality

Summary

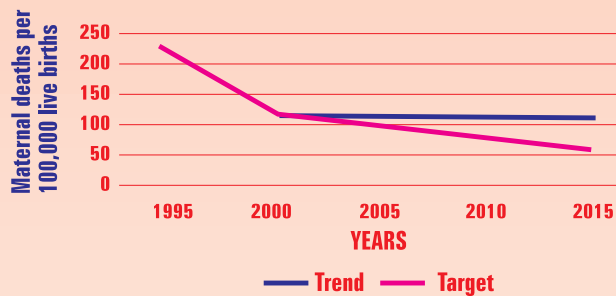
Objective

Reduce maternal mortality rates by 3/4 between 1990 and 2015.

Performance Summary

Unclear, given the weak data collection capacity.

Maternal Mortality



Will the goal be met by 2015?

Unlikely.

State of Support Conditions for Achievement of Goal

Poor, attributable to the low GDP and consequently, to inadequate institutional care facilities.



1. Maternal Mortality Rates: Diagnosis and Tendencies

There was a reported decline in maternity mortality rates (MMR) from 230 per 100,000 live births in 1995 to 122 per 100,000 live births in 2000. To meet the goal, the rate needs to fall to 60 per 100,000 in 2015. The present reported rate, which is still unacceptably high, exists in spite of the fact that according to available data, more than 80 percent of women are attended at childbirth by trained medical personnel.

2. Challenges for Achieving the Targeted Reduction in Maternal Mortality

One of the main challenges will be the provision of good quality and reliable information. This information will have to be disseminated to the population so as to empower communities to take responsibility for their health status. In addition, however, a comprehensive reduction in maternal mortality would require societal changes related to poverty reduction and the HIV/AIDS epidemic, as well as improvements in health care and education and adherence to appropriate



maternal care protocols by health workers.

3. Support Framework (Policies and Programmes)

Serious changes are proposed for the health sector. The Health Sector Reform Programme targets the issues of effectiveness, quality, efficiency, equity, intersectoral collaboration, community participation and financial sustainability. Some of the features of the programme are decentralisation of health delivery functions, development of a basic package of services, and emphasis on PHC and community participation. In addition, the PRS targets the full implementation of the Medical Termination of Pregnancy Act. Greater attention will be given to the provision of counseling services, especially for the prevention, care and treatment of HIV-infected women. Referral centres will be established to handle high-risk cases and access to quality reproductive health care will be improved.

4. Priorities for Development Aid

Support for universal coverage and the extension of reproductive health services to poor communities is critical. In addition, training, awareness raising and upgrading of obstetric facilities are important.

5. Monitoring Capability

Elements	Valuation		
	High	Good	Weak
• Data collection capability			x
• Quality of the information in recent polls			x
• Statistical follow-up capability			x
• Statistical analysis capability			x
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms		x	
• Monitoring and evaluation mechanisms			x



GOAL 6

Reduction In Hiv/Aids, Malaria and Other Diseases

Summary

- Objective 1:** Reduce the incidence of HIV/AIDS by half and begin to reverse its propagation by 2015.
- Objective 2:** Reduce the incidence of malaria and other endemic diseases by half and begin to reverse their propagation by 2015.

Performance Summary:

Inconsistent achievements, with reversals. Trend indeterminate due to Data inadequacies.

Will the goal be met by 2015?

Unlikely

State of Support Conditions for Achievement of Goal:

Inadequate, attributable to the low GDP, with several consequences, including for public health facilities.

1. HIV/AIDS, Sexually Transmitted Diseases and Endemic Diseases: Diagnosis and Tendencies

Incidence rates for HIV/AIDS, Sexually-Transmitted Diseases (STDs) and endemic diseases are all high: reasons may vary between diseases, and include environmental issues, internal migration for jobs, the need for improved education on specific health issues, and the need to change behaviors and lifestyles. Thus, it will take many years before action results in any measurable impact on incidence rates. At the level of public health facilities there is need for early detection and management by trained personnel, the strengthening of surveillance capability, and the use of management protocols.

2. Challenges for Achieving the Targeted Reduction in HIV/AIDS, STDs and Endemic Diseases

Challenges include helping people to translate knowledge into life-saving behaviors, targeting and



tracing affected persons, providing prompt STD/ HIV treatment, and developing new strategies for control.

3. *Support Framework (Policies and Programmes)*

Strategies for the general improvement of the health sector include the extension of health care services, improvement of health facilities, the establishment of a health insurance scheme, and measures to address inequalities in access to health and for the provision and delivery of services to vulnerable groups. However, specific measures to address HIV/AIDS, malaria, filaria and tuberculosis are not comprehensive, nor is there the capacity for implementation.

4. *Priorities for Development Aid*

Formulating and implementing comprehensive national plans to address these illnesses are key priorities. Reducing poverty and improving the standard of living are major factors in the control of communicable diseases, as they are for meet-

ing other goals. Priorities must include improving access to quality care, implementation of proven strategies such as PHC and health promotion, improvement in public health management such as waste disposal and clearing waterways, and public education. Special resource allocations for the care and treatment of persons affected with HIV/ AIDS will be essential.

5. *Monitoring Capability*

Elements	Valuation		
	High	Good	Weak
• Data collection capability			x
• Quality of the information in recent polls			x
• Statistical follow-up capability			x
• Statistical analysis capability			x
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms			x
• Monitoring and evaluation mechanisms			x



GOAL 7

Guaranteeing Environmental Sustainability

Summary

- Objective 1:** Integrate sustainable development principles into the country's policies and programmes, and reverse the loss and degradation of environmental resources.
- Objective 2:** Reduce by half the proportion of people without access to potable water between 1990 and 2015.
- Objective 3:** Make significant improvements in the lives of people who live in low-income and threatened neighbourhoods by 2020.

Performance Summary:

Inconsistent achievements, with reversals.

Will the goals be met by 2015?

For objectives 1 and 2, likely. Objective 3 not likely

State of Support Conditions for Achievement of Goal:

A legal framework exists in the form of the Environmental Protection Act. Policymakers are aware of the need for conservation to sustain national output. There has been considerable investment in environmental projects, including the Iwokrama Rainforest Project. A comprehensive disaster management Strategy is not yet in implementation.



1. Environment and Sustainable Development: Diagnosis and Tendencies

Guyana possesses considerable natural resources and vast biodiversity. It is very vulnerable to environmental shocks as production activities depend on the removal of forests, mineral resources, and the protection of land from incursion and erosion from the sea. There is a high risk of environmental degradation. It is therefore essential that the country pursue environment-friendly conservation practices in order to sustain national well being.

In the water sector, the PRS envisages the expansion of the number of wells serving hinterland communities, rehabilitation of major and minor water systems, improvement in the regulatory framework of the sector, charging fair prices to encourage the economical use of water resources, and pursuit of economies of scale in water production and distribution so as to reduce production costs, mount a public awareness campaign to educate families to conserve and treat water, and implement a comprehensive maintenance plan. These actions will provide quality water to 95 percent of the population by 2010.

In low-income communities, the provision of housing will be a major intervention. Squatting areas will be regularized in an effort to reduce the incidence of squatting and promote rational land use. Once regularized, these squatting areas will be upgraded to housing schemes and provided with basic infrastructure and

services. A Low Income Housing Revolving Fund has been established to provide financing to low-income earners. Government will accelerate the distribution of house lots and land titles.

2. Challenges for the Implementation of a Sustainable Development Strategy

The key task will be the sustainable exploitation of natural resources to improve incomes, reduce poverty and improve the standard of living, while maintaining environmentally-friendly policies that preserve the health and well-being of the population, the resource base, the unique habitats and the delicate ecosystems. In water, finding long-term sources of potable water to match demand will be a major hurdle in providing affordable water to the population. In low-income communities, the major challenge will be the provision of housing that meets basic living standards.

3. Support Framework (Programmes and Policies)

The current Environment Protection Act (EPA) and the preparation of the National Environmental Action Plan provide a reasonably sound framework for the sustainable use of natural resources. Enforcement of the Plan and of the provisions of the EPA, promotion of a public education programme to alert the population to the benefits of sound environmental policies, and the involvement of local communities in the management



of ecosystems, will be major planks of programmes and policies in the sector.

Comprehensive strategies and planning frameworks for the provision of housing and water are being implemented, although in an environment where resources are very limited. In addition, there are programmes such as SIMAP that support special interventions in areas of chronic poverty. There is need however, for a comprehensive disaster management framework to be introduced to address the vulnerability of some communities, especially those that are prone to floods and drought.

4. *Priorities for Development Aid*

Support is needed for targeted interventions in areas with chronic levels of poverty, the performance of environmental audits and the implementation of a national protected area system. Training of sufficient technical personnel to provide a critical mass to perform monitoring and evaluation, as well as regulatory activities, is also important.

5. *Monitoring Capability*

Elements	Valuation		
	High	Good	Weak
• Data collection capability		x	
• Quality of the information in recent polls		x	
• Statistical follow-up capability			x
• Statistical analysis capability			x
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms			x
• Monitoring and evaluation mechanisms		x	



GOAL 8

Creating A Global Partnership For Development

(This is a global goal, towards which each country must meet national objectives).

Summary

- Objective 1:** Develop an open commercial financial system, based on rules which are foreseeable and non-discriminatory, and which will reduce debt to sustainable levels.
- Objective 2:** Develop and implement strategies for decent and productive work for young people.
- Objective 3:** Provide access to affordable technologies and scientific advances (ICTs, inexpensive medicines).

Performance Summary:

Some progress, but recent reversals.

Will the goal be met by 2015?

Unlikely.

State of Support Conditions for Achievement of Goal:

Not completely within national control.

1. *Global Partnership for Development: Diagnosis and Trends*

Beginning in mid-1988, Guyana initiated a comprehensive Structural Adjustment Programme (SAP) that allowed the stabilisation of the economy and the generation of conditions for growth. These reforms redefined the role of the State, reoriented the economy toward the free market, and facilitated the expansion of trade and investment with the international community. Actions were also taken to liberalise markets and to regulate the financial system. Given resource constraints, both human and financial, the economic strategy of the country has focused on reducing debt to sustainable levels through the instrumentality of debt forgiveness, debt rescheduling, debt write-offs, and debt buybacks. New borrowings have been made at more concessional terms. These efforts have met with some success and more recently through the HIPC initiatives, multilateral institutions have granted some concessions on external debt.

In the early stages, the severity of the SAP measures had a negative effect on employment and incomes. In particular, the downsizing of the public sector and the concomitant loss of jobs, the privatisation of State enterprises, coupled with the virtually jobless growth in the private sector, reduced opportunities for young people, especially school leavers and university graduates seeking white-collar jobs.

The infrastructural, regulatory and legal frameworks for the penetration of ICTs are not in place. Compounding the problem is the high poverty level of the country, which has made access to ICT the privilege of a small elite. The creation of an enabling social environment, which is based on human rights, equity and social justice, will be critical for the achievement and sustainability of the MDGs.

2. *Challenges for the Creation of a Global Development Partnership for Development*

There is a pressing need to improve salaries in order to build up a critical mass of skills which were lost and which continue to be lost in the continued out-migration: this must be seen as part of an enabling environment

where adequate compensation becomes a *sine qua non* for attracting, training and retaining needed skills.

(Cf Introduction) Developments on the international trading arena threaten national viability and survival. The markets for bauxite, sugar and rice have come under severe pressure as prices and conditions become less and less favourable. However, even as these threats present real challenges, globalisation offers prospects and promises of expanded markets, access to technology, and the ability to provide and sell services through the Internet network. The country needs to gear up to meet these challenges by improving health, education and training, and infrastructure. Issues of governance also need to be addressed.

3. *Support Framework (Policies and Programmes)*

There are no comprehensive and coherent strategies to address the challenges of globalisation, opportunities for youths and the rapid introduction and adoption of new technologies. The architecture of the financial sector is inadequate for modern business, although the regulatory framework is consistent with international standards.

4. *Priorities for Development Aid*

The urgent need for the formulation of national plans for the acquisition and adoption of new technologies, particularly ICT, the provision of opportunities for youths, and the development of an investment code and guide, is self-evident. The governance climate also needs to be urgently addressed to increase confidence in the economy and provide the stability needed to produce increased investments, the increased availability of skills, economic growth and poverty reduction. This should be enhanced by facilitating the involvement and participation of all stakeholders in decision-making, making possible a sense of ownership in strategy and programme design and implementation. In the arena of politics, relations of conciliation and mediation need to be cultivated. The donor and lender community should become strategic partners in Guyana's development. This is especially critical as the shortage of national and aid resources becomes more severe. Such an approach will facilitate the following:



- a. Guyana's adoption of a proactive stance in the international arena.
- b. Guyana's continued access to concessionary financing for strategic national economic investments, which are not covered under the HIPC-funded PRS, and the achievement of desired results.
- c. The implementation of a new framework for international cooperation to foster the growth in and availability of aid resources directed to supporting the objectives of the PRS; and
- d. The incorporation into the bilateral discussion agenda of issues related to the opening of markets and free trade treaties, for the purpose of giving long-term sustainability to the development policies contained in the PRS.

The revision and increase of preferential arrangements, as well as the elimination of restrictive trade practices and the promotion of fair trade, should also be areas of focus.

It is insufficient to restrict the benefits of improved foreign relations and support from the international community to aid, funding and foreign investments. A major reason for this is that one of the structural solutions to the problems of sustainability in the development process in Guyana, is the opening of markets, especially in the more developed countries.

5. Monitoring Capability

Elements	Valuation		
	High	Good	Weak
• Data collection capability		x	
• Quality of the information in recent polls		x	
• Statistical follow-up capability			x
• Statistical analysis capability			x
• Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms			x
• Monitoring and evaluation mechanisms	x		

Appendix A

Guyana's Progress towards the MDGs: Status at a Glance

GOALS	OBJECTIVE	LIKELIHOOD OF ACHIEVING GOAL	STATUS OF SUPPORT CONDITIONS
Poverty	Extreme Poverty Halve the proportion of people living below the national poverty line by 2015	Potentially	Weak, but improving
	Hunger: Halve the proportion of people who suffer from hunger between 1990 and 2015	Potentially	Weak, but improving
Universal Primary Education	Ensure that by 2015 at least 97 percent of all children entering primary school achieve grade five education	Probably	Strong
Gender Equity and Empowerment of women	Ensure equal access for boys and girls to primary and secondary by 2005 and to all levels of education by 2015	Probably	Strong
Child Mortality	Reducing child mortality rates by two-thirds between 1990 and 2015	Unlikely	Weak
Maternal Mortality	Reduce maternal mortality rates by three-quarters between 1990 and 2015	Unlikely	Weak
Reduction in HIV/AIDS, Malaria and other Diseases	Reduce the incidence of HIV/AIDS by half and begin to reverse its propagation by 2015.	Unlikely	Weak
	Reduce the incidence of malaria and other endemic diseases by half and begin to reverse their propagation by 2015.	Unlikely	Weak
Environmental Sustainability	Integrate sustainable development principles into the country's policies and programmes, and reverse the loss and degradation of environmental resources	Potentially	Weak but improving
	Halve the proportion of people without access to potable water between 1990 and 2015	Potentially	Weak but improving
	Improve the lives of people who live in low-income and threatened neighbourhoods by 2020	Potentially	Weak but improving
Global Partnership for Development	Open Commercial financial system, based on rules which are foreseeable and non-discriminatory and which will reduce debt to sustainable levels	Potentially	Weak
	Strategies for decent and productive work for young people	Potentially	Weak
	Access to affordable technologies and scientific advances (ICTs, inexpensive medicines)	Potentially	Weak

Appendix B

Guyana's Monitoring Capacity for Tracking the MDGs: Status at a Glance

Goals	Data Collection Capability	Quality of the Information in recent polls	Statistical follow-up capability	Statistical Analysis capability	Capability for incorporation of statistical analysis into policies, plans and resource allotment mechanisms	Monitoring and Evaluation Mechanisms
Poverty	Weak	Good	Weak	Weak	Weak	Weak
Hunger	Weak	Good	Weak	Weak	Weak	Weak
Universal Primary Education	Good	Good	Weak	Good	Good	Weak
Gender Equality	Weak	Weak	Weak	Weak	Weak	Weak
Child Mortality	Weak	Good	Good	Good	Good	Weak
Maternal health	Weak	Weak	Weak	Weak	Weak	Weak
HIV/AIDS	Weak	Weak	Weak	Weak	Weak	Weak
Malaria and other diseases	Weak	Weak	Weak	Weak	Weak	Weak
Sustainable Development	Good	Good	Weak	Weak	Weak	Good
Global Partnerships	Good	Good	Weak	Weak	Weak	Good

* This main source of these arguments is "Vulnerability and Small Island States" by a Research Team from the University of the West Indies Centre for Environment and Development.

