

# Jamaica: Achievements since Barbados, 1994, and new Challenges for Samoa, 2014- Synthesis Document for the SIDS National Preparatory Process

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## Glossary

ALBA – Bolivarian Alliance for the Peoples of Our America  
BRIC – Brazil, Russia, India, China  
BPOA – Barbados Programme of Action for the Sustainable Development of Small Island Developing States  
CARICOM – Caribbean Community  
CARIFORUM – Caribbean Forum (CARICOM plus Cuba and Dominican Republic)  
CPACC – Caribbean Planning for Adaptation to Climate Change project  
EAST – Environmental Audit for Sustainable Tourism  
ECLAC – Economic Commission Latin America and the Caribbean  
EMS – Environmental Management Systems  
ENACT - Environmental Action Programme  
EPA – Economic Partnership Agreement  
ESSJ – Economic and Social Survey of Jamaica  
EU – European Union  
IMF – International Monetary Fund  
IPCC – Intergovernmental Panel on Climate Change  
IRENA – International Renewable Energy Agency  
GDP – Gross Domestic Product  
GEF – Global Environmental Facility  
GMO – Genetically Modified Organism  
GoJ – Government of Jamaica  
JANEAP – Jamaica National Environmental Action Plan  
JSLC – Jamaica Survey of Living Conditions  
LAMP – Land Administration and Management Programme  
MDG – Millennium Development Goal  
MEA – Multilateral Environmental Agreement  
MFI – Multilateral Financial Institution  
MSI – Mauritius Strategy for the further Implementation of the BPOA  
MTSEPF – Medium Term Social and Economic Policy Framework  
NAMA – Nationally Appropriate Mitigation Actions  
NEPA – National Environment and Planning Agency  
NGO – Non Governmental Organization  
NIP – National Industrial Policy  
NPEP – National Poverty Eradication Programme  
NRCA – Natural Resources Conservation Authority  
ODA – Overseas Development Assistance  
PIOJ – Planning Institute of Jamaica  
PPP\$ - Purchasing Power Parity dollars  
R&D – Research and Development  
STATIN – Statistical Institute of Jamaica  
SCP – Sustainable Consumption and Production  
SD – Sustainable Development  
SDG – Sustainable Development Goal  
SE4ALL – Sustainable Energy for All  
SIDS – Small Island Developing States  
UN – United Nations  
UNCED – United Nations Conference on Environment and Development  
UNDP – United Nations Development Programme  
UNEP – United Nations Environment Programme  
UNFCCC – United Nations Framework Convention on Climate Change  
USA – United States of America  
USAID – United States Agency for International Development  
WSSD – World Summit on Sustainable Development  
WTO – World Trade Organization

## **Executive Summary**

Jamaica's preparation for the Third International Conference on the sustainable development of Small Island Developing States, (SIDS) scheduled to take place in Apia, Samoa in mid-2014, began with a review of the progress made in the implementation of the Barbados Programme of Action (BPOA) agreed in 1994, and the Mauritius Strategy for the further Implementation of the BPOA (MSI), agreed in 2005, and a national consultation on the new and emerging issues for Jamaica and the rest of the SIDS. This document synthesizes the reports of both of these exercises on the eve of the regional conference of Caribbean SIDS to prepare for the upcoming conference in Samoa.

The review of the record of implementation by Jamaica showed of the fourteen (14) priority areas of the BPOA, the eight (8) that received the most attention were climate change and sea-level rise, natural and environmental disasters, management of wastes, coastal and marine resources, freshwater resources, land resources, biodiversity resources, and national institutions and administrative capacity. Five (5) of the others were also important in the policy agenda and the implementation programmes of action, though not treated as areas of the BPOA. These were energy resources, tourism resources, transport and communication, science and technology and human resources development. The area in which the implementation lag was greatest appears to have been contribution to the regional institutions and technical cooperation.

In the case of the five (5) additional areas of the MSI, health was second only to education in public expenditure and there has been a lot of policy attention to culture. Very little seems to have been done in the areas of “trade, sustainable production and consumption” and “knowledge management”, and Jamaica's contribution to the resistance by SIDS of hasty “graduation from least developed country status”.

Jamaica has shared many of the same challenges in implementing the BPOA and the MSI as other countries in the Caribbean. Dependent as they are on the international economy, especially for food and energy, they have suffered disproportionately from the periodic spikes in energy prices, the food price inflation in 2007, and the global

recession that began in 2007. As a result, many countries have incurred rising debt levels along with the inflationary pressures from essential imports.

An ECLAC report in 2010 noted that the region has made progress primarily with its own efforts and some support from the “international development partners, inter-government regional organizations, non government organizations, international financial institutions”<sup>1</sup>. Several important institutions have either been transformed or established to support the drive to sustainable development and in that sense, are aligned to the BPOA and the MSI. But like the rest of the SIDS, the Caribbean has not benefitted from the commitments of finance made by the developed countries in Barbados, and reiterated in the Monterrey Conference on Financing for Development in 2002 and Mauritius.

Proposed issues for Jamaica and the SIDS to engage at the Samoa meeting were collated from targeted interviews with policy-makers and business persons, and presentations and workshop reports from the national consultation. Most of the old issues were re-emphasized, and new issues added. The issues fell broadly in the categories of environmental, economic, social, governance, implementation, partnerships and international. **Table IV.4** presents a detailed list of the issues. The dominant issues in the respective categories were:

- managing the impact of climate change
- relieving the debt burden and securing investment resources to stimulate the development of a dynamic green economy
- eliminating poverty and all forms of inequity
- pursuing inclusive governance as a key element in building enhanced regional and national capacities for implementation of commitments
- forging and sustaining working partnerships, especially among SIDS and with the rapidly developing countries of the South
- finding and securing, urgently, an appropriate space in the international architecture to locate and pursue the interests of SIDS

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<sup>1</sup>ECLAC, 2010, p.viii

## I. Introduction

### Third International Conference on SIDS

One of the recommendations of the Rio + 20 conference in 2012 was that the United Nations General Assembly should convene a third international conference on small island developing states (SIDS) in 2014. The first *UN Global Conference on the Sustainable Development of Small Island States* was held in Barbados in 1994, and it issued the Barbados/SIDS Programme of Action for Small Island Developing States (BPOA). A little more than 10 years later, the second conference, the *International Meeting to Review the Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States* was convened in Mauritius to review the progress made in implementing the BPOA. That conference issued the Mauritius Strategy for the further Implementation of the BPOA (MSI).

The Third International Conference on the sustainable development of Small Island Developing States is scheduled to take place in Apia, Samoa in mid-2014, and will seek to continue the work of the previous two international meetings.

The United Nations mandated “that the Conference should:

- a) assess the progress to date and the remaining gaps in the implementation of the BPOA and the MSI building on, inter alia, existing reports and relevant processes;
- b) seek a renewed political commitment by all countries to effectively address the special needs and vulnerabilities of SIDS by focusing on practical and pragmatic actions for the further implementation of the BPOA and MSI, inter alia, through mobilization of resources and assistance for small island developing States;
- c) identify new and emerging challenges and opportunities for the sustainable development of SIDS and ways and means to address them including through the strengthening of collaborative partnerships between small island developing States and the international community;
- d) identify priorities for the sustainable development of SIDS for consideration, as appropriate, in the elaboration of the post-2015 UN development agenda.”<sup>2</sup>

### National Preparatory Process

In the first two international meetings on SIDS, Jamaica played important leadership roles. Jamaica has now elected to participate in the national preparatory process in advance of the conference in Samoa. A multi-stakeholder consultative process to

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<sup>2</sup> Guidance Note, p.1

prepare for and contribute effectively to the 3rd SIDS Conference has been planned with the support of the United Nations Development Programme (UNDP).

“The national preparation process consists of three consecutive and interlinked phases. All three phases contribute to the preparation of an output document while building capacity on the issues.

These three phases are:

- Preparation of background document(s) as basis for multi-stakeholder consultation;
- Multi-stakeholder consultations on issues related to the general objectives of the Conference; and
- Preparation of national synthesis report, and/or national briefs, which may be used in regional and global preparatory processes.”<sup>3</sup>

This paper is the synthesis document which includes the background material as well as the outcome of national consultations. It recounts the persistent issues of vulnerability and sustainable development that SIDS have been grappling with since 1994, and the emerging issues in the context of Rio+20, against the background of Jamaica’s record of implementation of the Barbados/SIDS Programme of Action (BPOA), and the Mauritius Strategy for the further Implementation of the BPOA(MSI). It includes a brief outline of the experience of Jamaican and Caribbean SIDS with engaging the international economy, especially since the global financial crisis of 2008. The paper is based on a critical review of the relevant literature and special documents, and interviews of key public officers and members of civil society with the relevant experience and expertise. The synthesis document also includes the issues and recommendations identified in the consultations, as well as an overview of the general issues faced by Caribbean SIDS.

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<sup>3</sup> UNDP, “Individual Consultant Procurement Notice”, March 6, 2013

## II. Jamaica: Then (1994) and Now

### Location

Jamaica is an archipelago consisting of one large inhabited island of 10,991 square kilometres, and over 60 tiny islands, with some of the Pedro Cays being partially inhabited by fisherfolk and others used for recreation, such as Lime Cay. Its exclusive economic zone is about 24 times its terrestrial space, for a total of 235,000 square kilometres. It is the largest of the islands in the English-speaking Caribbean, but smaller than Cuba and Hispaniola which is shared by Haiti and the Dominican Republic.

It is located in the north west of the Caribbean Sea, about 145 kilometres southeast of Cuba, and 190 kilometres south west of Haiti. It lies on the direct shipping route from the Panama Canal to North America, and is therefore ideally placed to benefit from the current expansion of the Canal. The path of hurricanes coming from the East tends to run either through Jamaica, or just north of it, on its way to the Gulf of Mexico, very often through Cuba. In recent years, storms have formed in the southern, and even south eastern Caribbean, and impacted Jamaica and Cuba on their way North. In late October 2012, Hurricane Sandy approached from due south and made landfall in Jamaica as a Category 1 hurricane, fortunately for vulnerable Kingston, to the east in St. Thomas. But, it gathered strength on the way to Cuba, and was particularly destructive to Santiago de Cuba as a Category 3 Hurricane.

### Governance

Jamaica is a parliamentary democracy based on the Westminster model of government that was adopted by the former British colonies as they acceded to political Independence. Electoral terms for the national government may be no longer than 5 years. Since 1994, there have been 5 general elections, four of which have been won by the party<sup>4</sup> that formed the government in 1994 and in 2013. There is also a system of local government, one for each of the fourteen<sup>5</sup> parishes in which the

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<sup>4</sup>This is the People's National Party, one of the two dominant political parties that have formed the government since political Independence was granted by Great Britain in 1962. The other party, now in Opposition, is the Jamaica Labour Party.

<sup>5</sup>Two of the parishes, Kingston and St. Andrew share a Council, called the Kingston and St. Andrew Corporation. So, strictly speaking, there are 13 Parish Councils. There is also a Municipal Council for Portmore in the parish of St. Catherine near the border with St. Andrew.



island is administratively divided. The increasingly free, fair and violence-free elections are evidence of the maturation of the electoral processes, and the attempts, however halting, at local government reform indicate the decentralization of governance and, notably, planning processes.

#### Population

In the 18 years between 1994 and 2012, the population has grown by 200,000 to 2.7 million at an average annual rate of growth of about 0.5%, about half the rate of growth of 1.02% in 1994, but at two and a half times the rate of growth, 0.2%, in 2011 – see **Table II.1** below. Internal migration to Kingston and the other urban centres has increased the share of the urban population to 52%. Emigration has driven the growth of the Diasporic communities in North America and the United Kingdom, with estimates now as high as 2.7 million persons<sup>6</sup>.

**Table II.1: Indicators for Jamaica: 1994 vs 2011**

	1994	2011
Population, mns	2.5	2.7
Rate of growth of population, %	1.1	0.3
Life expectancy, yearsAll	70.3	72.4
GNI per capita, 2005 PPP\$	6628	6487
Rate of growth of GDP, %	1.1	-1.4 in 2010 1.5 in 2011
Debt/GDP, %	101.1	130
Fiscal surplus(+)/deficit(-)/GDP, %	-1.6	-6.1
Average Exchange rate, J\$/US\$	33.29	86.08
Inflation rate, %	26.7	7.5
Unemployment Rate, %, - All	15.4	12.6
Unemployment Rate, %, - Females	22.4	16.7
Unemployment Rate, %, - Males	10.9	9.3
Unemployment Rate, %, - Youth	M-18.5 F-37.7	30.1
Poverty rate, %	22.8	17.6*
HDI	0.665	0.727
HDI rank	65/173	79/187

Source: ESSJ, 1994, 1995, 2011, 2012, Bank of Jamaica, STATIN

\* - 2010

While the rate of growth of the population has fallen due to declining fertility and steady emigration, life expectancy at birth for both sexes has increased by 2.1 years to 72.4 years, with women expected to live longer than men. Like the rest of the

<sup>6</sup>[http://www.jamaicandiaspora.gov.jm/index.php?option=com\\_content&view=article&id=103&Itemid=535](http://www.jamaicandiaspora.gov.jm/index.php?option=com_content&view=article&id=103&Itemid=535)

Caribbean, the population is aging moderately fast. Persons aged 60 years and over, accounted for 10% of the population in 2000, with their share expected to rise to 15% in 2025, and to 25% in 2050. This has obvious implications for the demand for social protection by the aged and for caring services in the household which are most often provided by women.

#### Global Context -Environment

There have been several major natural disasters around the globe in the two decades since the Barbados conference. Of note are the earthquake-induced tsunami in the Indian Ocean in 2004 which impacted the island of Mauritius just prior to the convening of Barbados + 10 in January 2005, and Hurricane Katrina which devastated New Orleans in the USA in August of 2005. This latter disaster seems to have prompted both the American and the British militaries to upgrade climate change to be the number one national security threat facing their countries.

In 2010, the Haitian earthquake destroyed large sections of the capital, Port-au-Prince, and killed tens of thousands of persons<sup>7</sup>. In the same year, huge forest fires in Russia, a major earthquake in China and a massive flood in Pakistan together claimed the lives of many more thousands of persons. By way of summary of 2010, “--- the German re-insurer giant Munich Re said that major global catastrophes in 2010 resulted in overall losses amounting to \$130 billion. Of the total losses, only around \$37 billion were insured. In terms of human fatalities, the earthquake in Haiti, floods in Pakistan and China, and fires in Russia made 2010 an exceptionally bad year. Globally, 295,000 people were killed by disasters in 2010.”<sup>8</sup>The article goes on to note that, “Munich Re --- accounted for a total of 950 natural disasters [in 2010]. It makes 2010 the second worst year on record since 1980. The average number of disasters over the past 10 years was 785. According to Munich Re, the average number of natural catastrophes over the past 30 years was 615, with an average fatalities number standing at 66,000.”<sup>9</sup>

In 2011, an earthquake of the coast of Japan generated a tsunami that devastated much of the Japanese eastern coast. Most important, it triggered a nuclear accident of the

<sup>7</sup> The BBC reported that USA estimates of the death toll was 45,000-85,000, much lower than the 316,000 estimated by the Haitian government. See <http://www.bbc.co.uk/news/world-us-canada-13606720>

<sup>8</sup><http://newsjunkiepost.com/2011/01/04/disasters-in-2010-nine-tenths-were-severe-weather-related-events-linked-to-climate-change/>

<sup>9</sup>ibid

order of magnitude of Chernobyl and reminded the world of the risks in using nuclear power plants. According to Wikipedia, “On 12 September 2012, a Japanese National Police Agency report confirmed 15,883 deaths, 6,143 injured, and 2,681 people missing across twenty prefectures, as well as 129,225 buildings totally collapsed, with a further 254,204 buildings 'half collapsed', and another 691,766 buildings partially damaged. The earthquake and tsunami also caused extensive and severe structural damage in north-eastern Japan, including heavy damage to roads and railways as well as fires in many areas, and a dam collapse. --- Around 4.4 million households in northeastern Japan were left without electricity and 1.5 million without water. --- The tsunami caused nuclear accidents, primarily the level 7 meltdowns at three reactors in the Fukushima Daiichi Nuclear Power Plant complex, and the associated evacuation zones affecting hundreds of thousands of residents. Early estimates placed insured losses from the earthquake alone at US\$14.5 to \$34.6 billion.”

In the Caribbean, there has been a significant increase in the frequency of hurricanes and other cyclonic activity, and especially, an increase in the strongest storms. In the two decades since 1994, Jamaica has experienced 18 major weather events, including 6 hurricanes of categories 4 and 5 [see **Table II.2** below]. The region has also suffered damage from smaller systems that have moved slowly and dumped large volumes of water causing major floods, as well as spells of severe drought. In 2012, although Jamaica was damaged by Hurricane Sandy, it was spared the massive destruction wrought on Cuba and the Eastern Seaboard of the USA. The damage done by Sandy to Santiago de Cuba and New York was a sharp reminder of Jamaica’s vulnerability to natural hazards. All of which have been interpreted as evidence of climate change, and helped to build a consensus in favour of strategies of adaptation.

**Table II.2: Major Hurricanes, Tropical Storms and Other Disasters Impacting Jamaica, 1994-2012**

	Year	Category	% of GDP, or other indicator of damage
Tropical Storm Gordon	1994		
Flood	Nov-1995		Island-wide damage
Flood	Oct-1996		Agriculture in the East
Flood	June-1997		Island-wide damage
Flood	Dec-1998		Agriculture damage
Flood	May -2001		Agriculture in the East
Hurricane Iris	2001	1	
Hurricane Michele	2001	4	0.8
May/June flood rains	2002	-	0.7
Tropical Storm Lili	2002		
Hurricane Charley	2004	4	0.02
Hurricane Ivan	2004	3	8
Hurricanes Dennis and Emily	2005	4	1.2
Hurricane Wilma	2005	5	0.7
Hurricane Dean	2007	4	3.4
Tropical Storm Gustav	2008		2.0
Tropical Storm Nicole	2010		1.9
Hurricane Sandy	2012	1	0.8

**Source:** PIOJ, “Assessing the costs ---”; PIOJ, “Macro Socio-economic and Environmental Assessment of the Damage and Loss Caused by Hurricane Sandy”, January 2013

The fourth assessment report of the Intergovernmental Panel on Climate Change (IPCC) projected rising temperatures and sea levels, changing precipitation patterns and possibly more intense hurricanes. It formed the basis for the SIDS to press for mitigation strategies by the major emitters of greenhouse gases to limit global temperatures increases to 1.5°C to minimize the risk of inundation of low-lying islands and coastal zones. These efforts have so far been unsuccessful.

#### **Global Context -Economy**

Since the Barbados conference, the global economy has become increasingly competitive under the liberalizing regime of the World Trade Organization (WTO) established in 1995, and the periodic recessions and sharp price movements that seem to typify the expanding capitalist economy. The USA economy experienced recessions in 1990-1991, 2001, and precipitated a global financial crisis in 2007-2008. As the main driver of the global economy, recessions in the USA have impacted Jamaica seriously, the most recent one in 2008 causing the total shut down of the main exports, bauxite and alumina. Even a relatively minor incident in the USA,

from a global perspective, like the fire at a Kaiser’s alumina plant in Gramercy, Louisiana in 1999, forced a cut-back in Jamaica’s exports of bauxite, and thereby impacted the Jamaican economy negatively.

Like the rest of the Caribbean, Jamaica was also seriously impacted by the reduction in North American visitor flows following the bombing of the Twin Towers in 2001, the food price hikes of 2007 and the several spikes in energy prices. Aggressive marketing and discounting maintained visitor flows, but at lower per capita expenditure inflows of foreign exchange.

Perhaps the most far-reaching development was the dismantling of preferential access for sugar and banana exports in the European markets, and the liberalization of bilateral trade with the European Union (EU) institutionalized in the Economic Partnership Agreement (EPA) in 2008. The EPA is the current successor to a series of trade and financial agreements, Lome I to IV and Cotonou, that were offered in a partnership for development to ex-colonies of the major European powers. Instead of preferential access to markets and development assistance, the EU offers now only reciprocal free trade, thereby aligning itself with the thrust for a more liberal international trade regime being promoted by the World Trade Organization (WTO).

Five years later, Jamaica, like many other Caribbean signatories, has made little progress in reducing and eliminating duties and implementing other measures in the agreement. Of course, the immediate impact of the liberalization is more likely to be a net loss to Jamaica by way of net import surges from the EU, while the opportunities for export penetration are at least medium term, and may well be long-term, depending on how quickly the Jamaican business community develops the capabilities to tap the EU markets. On the other hand, the current crisis in the Eurozone is not only a drag on the efforts to stimulate the recovery of the global economy, but prevents the realization of the potential new exports even if the Jamaican business community were ready.

Jamaica’s development strategies and policies have been framed by two referent processes. The dominant process has been the free market led, export driven strategies summarized in the Washington Consensus<sup>10</sup>. Essentially, this refers to a common approach to development adopted by the Washington-based multilateral financial

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<sup>10</sup>The term was coined by economist John Williamson in 1989. Many of the policies that constituted the Consensus were included in loan agreements Jamaica signed with the IMF as far back as 1977.

institutions that promoted liberalization of markets, and a limited role for the state in the economy. According to the view of these institutions, the role of the state was to facilitate private foreign and domestic investment and to provide basic social and security services, funded by budget surpluses. Jamaican governments have opted for IMF staff monitored programmes at a minimum and two loan agreements in the two decades since Barbados, both to facilitate access to private capital markets and resource programmes of the other major Multilateral Financial Institutions (MFIs), as well as the loan programmes of the IMF itself.

The other parallel process has been led by the United Nations and its agencies in a series of international conferences beginning with the United Nations Conference on Environment and Development (UNCED) held in Rio de Janeiro in 1992 and culminating in the United Nations Conference on Sustainable Development Rio+20 in 2012. Within this series have been the conferences geared specifically to SIDS beginning in Barbados, continuing through the Mauritius conference, and now preparing for the Barbados/SIDS +20 conference in Samoa in 2014. While the SIDS conferences are a conceptually separate sub-series, from Jamaica's experience, it is more useful to see them in the relevant pairs: UNCED and Barbados, WSSD<sup>11</sup> and Mauritius, and Rio +20 and Barbados +20.

A second sub-series of relevant international conferences are the Millennium Summit in 2000 that mandated achievement of the Millennium Development Goals (MDGs) and the Monterrey Conference on Financing for Development in 2002.

The UN series of conferences has helped to fill out the strategy and policy space in Jamaica beyond the short to medium term focus on macroeconomic stabilization, especially with regard to sustainable development issues. Engaging the outcomes agreements of these conferences as well as other major international agreements has helped to put important development issues onto the Jamaican policy agenda. At the same time meeting the reporting obligations of the various international agreements has proven to be very burdensome the ministries of the government and their respective departments and agencies.

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<sup>11</sup>WSSD is the acronym for the World Summit on Sustainable Development that met in Johannesburg, South Africa in 2002.

### Regional Context

Regional developments have also been important in shaping the context for the implementation of Agenda 21<sup>12</sup>, the BPOA, the MSI<sup>13</sup>, and the achievement of the MDGs. Jamaica and the rest of CARICOM<sup>14</sup> committed themselves in 2006 to implementing the Caricom Single Market and Economy by 2015. Progress has been so slow that some critics have interpreted this as the virtual death of the regional integration movement in its current form. In addition to the lack of implementation by the member states, the individual country commitments under the EPA will effectively undermine efforts at this newest stage of regional integration since the commitments under the EPA are legally binding whereas the agreements by the CARICOM heads of government are not.

A very positive contribution to the regional economies has been the concessionary funding for development projects under the PetroCaribe Energy Cooperation Agreement. This agreement allowed beneficiaries to delay payment for oil received so as to use the funds as long term development finance for approved projects. Currently, Jamaica has US\$2.1 billion of projects that have been funded by this agreement. Indeed, with the passing of former President Chavez, there is grave concern throughout the region of the possible loss of this facility, the profound implications that it will have on the cost of energy for the already weak regional economies, and the loss of access to development funding. President Chavez also championed ALBA<sup>15</sup> as a form of regional cooperation which attracted some members of CARICOM. Questions have been raised about the potential for conflicting commitments of countries which are members of both groupings. On the other hand, there is evidence of initiatives for new sub-regional groupings, such as cooperation among the Northern Caribbean countries, that are indicating a more flexible and inclusive approach to regional integration that goes beyond the Organization of Eastern Caribbean States (OECS) and CARICOM.

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<sup>12</sup> Agenda 21 is the name of the programme of action that was issued by UNCED.

<sup>13</sup> MSI is the acronym for the Mauritius Strategy for the further Implementation of the BPOA, issued by the Mauritius conference.

<sup>14</sup> The Bahamas was not a signatory.

<sup>15</sup> ALBA is the Spanish acronym for the Bolivarian Alliance for the Americas, a regional grouping for cooperation among countries in Latin America and the Caribbean. Jamaica is not a member, but some CARICOM members have joined ALBA.

### The Jamaican Economy

The performance of the Jamaican economy is best understood in the context of the changing environmental and climatic conditions, the dynamics of the global economy and the political events impacting on international economic relations, and the historical and emergent patterns of integration in the Caribbean and the wider Central and South American region.

Since the liberalization of the import trade, the capital market and the foreign exchange market in the early 1990s, Jamaica has become perhaps the most open economy in the Caribbean. The promised benefits of openness for economic growth are yet to be realized. The Jamaican economy has grown marginally, at about an annual average of 1%, for the past four (4) decades. Prior to the global financial crisis of 2008, capital inflows for investment in telecommunications, road construction and hotel construction were robust, but did not stimulate the rate of economic growth that was anticipated for the high levels of investment. This has remained a conundrum for analysts especially from the Multilateral Financial Institutions (MFIs) who cite under-reporting of economic activity due to high levels of informality, low labour productivity, high levels of social inefficiency due to government bureaucracy and crime, and poor physical infrastructure as the explanations for the weak impact of foreign investment on economic growth.

Poor export performance has been off-set somewhat by inflows of foreign exchange from tourism and remittances. The net returns from tourism are known to be low. A study by the OAS in 1994 estimated the Jamaica retained 17% of every dollar of tourism expenditure. In recent years, remittances have been marginally less than tourism expenditure. The inflows of remittances fell in the immediate aftermath of the global financial crisis, but have been recovering slowly since 2010.

The economy has also been negatively impacted by the persistent fiscal deficits which have contributed to the high level of indebtedness. Tight controls on capital expenditure in order to release fiscal resources to service the national debt has restricted the amount of resources that could have been allocated to public investment to stimulate the economy. This is particularly relevant to development projects for physical infrastructure and energy, as well the infrastructure for education, health and other social services.



Despite the weak economic performance, unemployment rates have been moderate, and poverty rates were declining from the high level of 44.6% in the hyperinflation triggered by the liberalization of the foreign exchange market in 1991, to the low point of 14.3% in 2006. Both the unemployment and poverty rates have been rising again since the onset of the crisis of 2008. In the case of unemployment, women continue to experience higher rates of joblessness than men, and youth under 25 years, particularly female youth, are far more likely to be unemployed than adults.

Finally, **Table II.1** (see above) shows that Jamaica's Human Development Index has increased in the 20 years since the Barbados conference. While its rank has fallen from 65<sup>th</sup> to 79<sup>th</sup> in a longer list of countries, it still has a higher index than 108 countries.

### III. Sustainable Development as policy framework

#### Implementation of the BPOA

Jamaica's commitment to the BPOA reinforced its earlier commitment to implementing Agenda 21 which came out of UNCED at Rio in 1992. The commitment to “--- sustainable development of Jamaica's natural resource base” as a basic policy objective appeared first in the Five Year Plan, 1990-1995, but was mentioned with increasing frequency following UNCED. In 1994, the Planning Institute of Jamaica's (PIOJ) annual review, the Economic and Social Survey of Jamaica (ESSJ) recognized the need to “integrate the social dimension in the sustainability process”.<sup>16</sup> It noted also the challenge of financing environmental projects, and the imperative of cooperation with non-government organizations in the sustainable development process. This enhanced interpretation of sustainable development seems to have been influenced by the BPOA. By 1995, the National Industrial Plan (NIP), had officially adopted sustainable development as the strategic framework for Jamaica.

#### Box 1: Priority Areas of the BPOA

- climate change and sea- level rise
- natural and environmental disasters
- management of wastes
- coastal and marine resources
- freshwater resources
- land resources
- energy resources
- tourism resources
- biodiversity resources
- national institutions and administrative capacity
- regional institutions and technical cooperation
- transport and communication
- science and technology
- human resource development

<sup>16</sup>ESSJ, 1994, p. 15.6

As with many other countries the adoption of sustainable development as a strategic framework began with a focus on environmental issues. In the first decade after UNCED, several studies were conducted that enhanced Jamaica's knowledge "about the state of its forests, its watersheds, its coastal resources, its main harbour, solid waste disposal, and the general health of the natural environment. The Jamaica National Environmental Action Plan (JANEAP) was first published in 1995 to cover a three-year period, and --- present[ed] an integrated management approach to the natural environment with clear environmental priority goals and actions to address them that are consistent with Agenda 21."<sup>17</sup> The capacity for integrated planning was also enhanced by the merging of the Natural Resources and Conservation Authority (NRCA) with the Town Planning Department and the Land development and Utilization Commission into the National Environment and Planning Agency (NEPA) in 2001.

Standards were set for air and water pollution, and a system of licenses and permits established for activities that impacted the natural environment. While there were improvements in the enforcement of environmental legislation, the GoJ favoured voluntary compliance, and encouraged companies to get ISO 14000 certification to make them compliant with the requirements of sustainable development. Hotels were encouraged to seek international certification such as the Green Globe and Blue Flag certification. The GoJ also developed a policy for market-based environmental management systems (EMS) with the support of the United States Agency for International Development (USAID) to manage pollution and to promote environmentally friendly activities by individuals, households, and productive enterprises.

**Table III.1**(below) presents selected actions in pursuit of sustainable development in the first decade after the BPOA, 1994-2004, as reported in the PIOJ's annual comprehensive report on the main aspects of Jamaica's economy and society, the Economic and Social Survey of Jamaica (ESSJ). It is clear that the actions were overwhelmingly environmental, but quite extensive, and that they address the priority areas of the BPOA to varying degrees.

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<sup>17</sup>"National Report on Sustainable Development in Jamaica in the ten years since the Earth Summit", 1992, p. 4

In 1997, the ESSJ explicitly recognized the three (3) pillars – social, economic and environmental - of sustainable development. Social policy consisted primarily of education, health, poverty eradication and social protection, all of which contribute to human development. Education and Health have absorbed the bulk of the GoJ's non-debt expenditure, or approximately 15% of total annual public expenditure. **Table III.1** highlights the National Poverty Eradication Programme (NPEP) which began in 1996, and the Programme of Advancement through Health and Education (PATH) which consolidated three important social protection programmes in 2003.

In the post BPOA period, economic policy was dominated by short to medium term macro-economic stabilization measures, blended in a few years with initiatives to promote selected sectoral expansion. As pointed out above, the record of economic growth was an unimpressive average of approximately 1% per annum, for both internal and external reasons. Jamaica, like all SIDS, is extremely vulnerable to external shocks. The economic vulnerability increased sharply with the acceleration of the liberalization of the economy in 1991, which led to the demise of large sections of the manufacturing and agricultural sectors in particular.

Nevertheless, the GoJ has maintained economic growth as a primary policy objective. In 1997, the National Industrial Policy (NIP) was launched as the guide to an economic growth trajectory of 2-3% per annum. The NIP's four (4) essential components were macroeconomic policy, industrial policy, social policy and environmental policy, which was consistent with the commitment to sustainable development. The implementation was weak, and the results were below the NIP's targets. Most recently, the PIOJ drafted a Growth Inducement Strategy in 2010 to chart the recovery from the impact of the global financial crisis with a more explicit commitment to sustainability. The implementation of this has been stalled as the GoJ has grappled with new economic stabilization issues.

**Table III.1** also shows Jamaica's accession to international agreements in the period 1994-2004.

**Table III.1: Selected Actions in pursuit of Sustainable Development, 1994-2004**

Year	Policy	International Convention
1994	Draft National Environmental Action Plan (EAP) Completion of Interim Standards for ambient air quality Funding of Environmental Projects through the Canada Green Fund and the Environmental Foundation of Jamaica Start of Coastal Zone Management Plan Draft Forest Policy Draft Land Policy Protected Areas and Resources Conservation Project, Phase II started	Accession to UN Framework Convention on Climate Change (UNFCCC) and the Convention on Biological Diversity (CBD)
1995	JANEAP, 1995 New Forest Act Water Resources Act Policy statements on integrated coastal zone management Reviews of Beach Control Act, Wildlife Protection Act, NRCA Act Green Paper on Land Use Policy Green Paper on National Parks and Protected Areas First Wind Turbine installed Preparation of the Policy toward Poverty Eradication and the National Poverty Eradication Programme (NPEP)	
1996	Work on Integrated Coastal Zone Management continued Transfer of Montego Bay Marine Park to an NGO National Poverty Eradication Programme (NPEP) Project to infuse environmental education in school curricula Drafting of Energy Plan based on Energy Sector Policy began NPEP continued Work began on new 5-year education plan; one of the goals was the reduction inequity Launch of National Plan of Action for Children Initiate drafting of Children's Policy National Industrial Policy launched	
1997	ESSJ explicitly recognizes the 3 pillars of sustainable development - social, economic, environmental Establish Sustainable Development Council ENACT programme established to improve capacity of GoJ, private sector, civil society in environmental policy matters Implementation of JANEAP Status Report 1997 Forestry Act, Forestry Land Use Policy Green Paper Establish standards for effluent, sewage, water, air Coral reef policy Coastal Zone Planning Atlas and Integrated Coastal Planning Manual Guidelines for EIAs Environmental education Policy for the National System of Protected Areas completed Green Paper: Towards a Beach Policy tabled in Cabinet Initiate Master Plan for Sustainable Tourism Development Environmental Audit for Sustainable Tourism (EAST) project Institutional strengthening for the National Environmental Societies Trust (NEST) Phase-out of the use of lead in gasoline NPEP approved by Parliament, includes education programmes to promote equity Gender mainstreaming activities Foster economic empowerment and participation of women in decision making National Policy on Children developed National Policy for Senior Citizens developed	Accession to the Convention on International in Endangered Species of Wild Flora and Fauna (CITES)  Accession to Convention on Wetlands of International Importance especially as Waterfowl Habitats, Ramsar  Ratification of the UN Convention to Combat Desertification (UNCCD)
1998	Green Paper: Towards a Beach Policy Watershed Policy drafted National System of Protected Areas policy adopted Preparation for first communication to UNFCCC Implementation of CPACC <sup>18</sup>	

<sup>18</sup>CPACC is the acronym for Caribbean Planning for Adaptation to Climate Change project

Year	Policy	International Convention
	<p>Energy Policies designed to support sustainable growth and development, primarily through diversification of the energy base through the use of alternative energy sources, improved efficiency in energy production, and reduction in adverse environmental effects and pollution</p> <p>Promotion of Green Tourism</p> <p>Initiation of work on the Tourism Master Plan</p> <p>NPEP continued</p>	
1999	<p>Draft Environment Statistics policy</p> <p>Sustainable Development master plan for South Coast</p> <p>Draft National Solid Waste Management Policy</p> <p>Draft policy on Ocean and Coastal Zone Management</p> <p>Draft National Forestry Management and Conservation Plan</p> <p>Draft Biodiversity Strategy and Action Plan</p> <p>Draft National Hazard Mitigation Policy</p> <p>Draft National Transport policy completed</p> <p>Master Plan for Tourism under preparation</p> <p>Various activities supporting and promoting sustainable tourism development</p> <p>Green Globe programme introduced by the Environmental Audit for Sustainable Tourism (EAST) project</p> <p>Water Sector Policy completed</p> <p>Work initiated on Water Sector Strategy and Action Plan</p> <p>NPEP continued</p>	<p>Adopted Cartagena Convention on land-based activities that pollute the marine environment</p> <p>Accession to the Kyoto Protocol to the UNFCCC</p>
2000	<p>MTSEPF<sup>19</sup> embraces Sustainable Development</p> <p>JANEAP - status report 2000</p> <p>STATIN begins 3-year project on environmental statistics</p> <p>ENACT assists with framework for Local Sustainable Development Planning</p> <p>Trees for tomorrow builds capacity at Forestry Department</p> <p>Biodiversity Strategy and Action Plan completed</p> <p>National Solid Waste programme</p> <p>Land Administration and Management Programme (LAMP) implemented</p> <p>First National Communication to the UNFCCC completed</p> <p>Draft Master plan for Sustainable Tourism completed</p> <p>EAST project ongoing</p> <p>Water Sector Strategy and Action Plan drafted</p> <p>NPEP continued</p> <p>Citizens Security and Justice Programme</p> <p>Social Conflict and Legal Reform project</p>	<p>Accession to Cartagena Protocol on Biosafety recommended</p>
2001	<p>Framework for Local Sustainable Development planning</p> <p>Draft Green Paper on Local Government Reform prepared</p> <p>Development of EMS policy</p> <p>Draft Policy on Ocean and Coastal Zone Management</p> <p>Green Paper - Towards National Biodiversity Conservation Strategy and Action Plan – tabled</p> <p>Jamaica Environment 2001: Environmental Statistics and State of Environment Report</p> <p>Master plan for Sustainable Tourism finalized</p> <p>South Coast Development Master Plan</p> <p>Preparation of report for WSSD in 2002</p> <p>Forest Management Conservation Fund established</p> <p>NPEP continued</p> <p>Citizens Security and Justice Programme</p> <p>Social Conflict and Legal Reform project</p>	<p>Jamaica signed the Cartagena Protocol on Biosafety to the Convention on Biological Diversity</p>
2002	<p>Phase II of the Public Sector Modernization Programme</p> <p>SD Policy Unit established in PIOJ</p> <p>Business Council for the Environment launched</p> <p>Several Local SD Planning Initiatives</p> <p>11 hotels and 2 attractions received Green Globe certification</p> <p>5 beaches and 1 marina selected to pilot Blue Flag certification</p> <p>Policies to combat HIV/AIDS, Crime, Poverty</p> <p>White papers prepared for watershed management, ocean and coastal zone management, biodiversity, EMS</p>	<p>Accession to the Stockholm Convention on Persistent Organic Pollutants (POPs)</p>

<sup>19</sup>MTSEPF is the acronym for Medium Term Social and Economic Policy Framework

Year	Policy	International Convention
	Draft Green paper on Environment, Spatial Planning and Development National Forest Management and Conservation plan adopted by Cabinet NPEP continued National Strategic Plan on HIV/AIDS tabled in Parliament Programme of Advancement through Health and Education(PATH) emerged, as the centerpiece of the social safety net reform National Survey of Street and Working Children completed Draft Early Childhood Commission Act completed Training of Public Officers in Gender mainstreaming National Commission on Science and Technology (NCST) – work in sustainable protection and use of the environment – biosafety; and Information and Communication Technologies Citizens Security and Justice Programme	
2003	Draft Hazard Mitigation Policy Completed Completion of National Biodiversity Strategy and Action Plan Preparation of a National System Plan for Protected Areas Draft National Transport Policy Public Sector Modernization Vision and Strategy 2002-12 Draft Sustainable Rural Development Policy initiated Water Sector Policy, Strategy and Action Plan approved National Policy on Culture approved Early Childhood Commission Act passed Launch of a National Plan of Action for Orphans and other Children made Vulnerable by HIV/AIDS Preparation of the 5 <sup>th</sup> Periodic Report under the Convention on the Elimination of all Forms of Discrimination against Women PATH NPEP Citizens Security and Justice Programme	Accession to the Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and their Disposal  Accession to the Montreal and Beijing Amendments to the Montreal Protocol
2004	Sustainable Rural Development policy completed Coral reef monitoring Initiation of work on Tourism/Bauxite Expansion Framework of Action Ongoing Governance initiatives – Code of Consultation, Public Sector Modernization Programme, Citizens’ Charter/Customer Service Programme, Public Education and Awareness Programme Draft Water Resources Master Plan Approval of Public Sector Code of consultation Implementation of Access to Information Act (2002) SD indicators for 2000-2004 on Quality of Life, Poverty and Inequality, Participation and Communication, and Environmental published in ESSJ Child Care and Protection Act passed by Parliament Revised National Youth Policy approved by Cabinet Draft National Strategic Plan for Youth Development in preparation PATH Citizens Security and Justice Programme	

Source: ESSJ, Annual

In 1998, the ESSJ chapter on the Environment was renamed Environment and Sustainable Development, reflecting the broadening of the interpretation of the concept by the PIOJ. Three years later, 2001, the ESSJ acknowledged that “ a comprehensive sustainable development policy [was] still to be developed. [However, there was an] implicit policy built around social progress which takes the needs of all citizens into consideration, effective conservation of the environment, sustainable use of natural resources, and sustained economic growth and employment.”<sup>20</sup> By the end of the decade under review, the GoJ started to pay more

<sup>20</sup>ESSJ, 2001, p.18.1

attention to social and governance issues within the framework of sustainable development, and indicators were being developed to track the progress in implementation.

The studies and reports on environmental issues complemented the more developed practice of social and economic studies that pre-dated Agenda 21. Since 1989, the annual Jamaica Survey of Living Conditions (JSLC) has been used to monitor the quality of living conditions of the population, particularly poverty, health and housing.

Two attempts to establish a Sustainable Development Council to drive the process in 1996 and 2001 were not successful, ultimately because they were unable to overcome the ministerial divisions of Jamaica's government structure that does not easily accommodate cross-cutting issues. A Sustainable Development Unit was established in the PIOJ in 2002, but it is not yet central to the planning activities of the Institute. The focal point for the implementation of the BPOA is the Ministry of Water, Land, Environment and Climate Change<sup>21</sup>.

Like many SIDS, the Government of Jamaica bore the burden of financing the sustainable development initiatives because the developed countries, and particularly the USA, had not honoured their commitments to provide 0.7% of GDP to fund the process. In the context of the persistent austerity programmes of economic adjustment in Jamaica, there has been little fiscal space for projects. As a result, the limited international assistance from the UN system, Canada, especially through ENACT, USAID, the EU, and the GEF in particular, have been of great value.

The Ten-Year Review of the implementation of the BPOA prepared for the Mauritius Conference concluded that the GoJ was "committed to sustainable development and policies built around the objectives of social equity, conservation of the environment, sustainable use of natural resources and sustained economic growth and employment. --- The main constraints to the implementation of the Barbados Programme of Action and other sustainable development initiatives include limited technical and institutional capacity, the heavy debt burden and the development needs of the

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<sup>21</sup>The Unit with responsibility for SIDS and the BPOA has moved through several ministries, including Land and Environment, Local Government, Health, and the Office of the Prime Minister.



country.”<sup>22</sup> An initiative by civil society acknowledged the achievements the GoJ had made, but was very critical of its failure to include civil society organizations more meaningfully in the implementation of the BPOA<sup>23</sup>. Further, it argued for more attention to the social and the cultural pillars of sustainable development.

### Implementation of the MSI

The International Meeting to Review the Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States in Mauritius was preceded by the Millennium Summit in 2000 and the Monterrey Conference on Financing for Development in 2002. The Millennium Summit mandated the eight (8) MDGs to be achieved by 2015, which were consistent with the theme of building resilience in SIDS. However, the pursuit of the MDGs has been an additional burden on the public sector, and served to shift the focus away from the implementation of the BPOA per se.

The commitments of the international community to financing sustainable development were reiterated in Monterrey and the WSSD in 2002 and in Mauritius in 2005. Ambassador H. Elizabeth Thompson of Barbados, former Assistant Secretary-General-United Nations and Executive Coordinator-UN Conference on Sustainable Development (Rio+20), summarized the purpose and outcome of the Mauritius conference succinctly: “This Conference reviewed challenges in implementation of the Barbados Programme of Action, including the limited availability of financial resources to effect implementation of the agenda and the large degree of self reliance which the SIDS had used to date, coupled with the limited international support and declining Official Development Assistance (ODA). It produced two negotiated documents which added more priority areas to those originally enunciated in the BPOA, including **graduation from LDC status, trade, sustainable consumption and production (SCP), health, HIV/AIDS, education, knowledge management and culture.**”<sup>24</sup>

The Mauritius Declaration recognized the economic, social and environmental vulnerability of SIDS, and committed the international community to building the

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<sup>22</sup> Jamaica National Assessment Report: A Ten Year Review of the Implementation of the 1994 Barbados Programme of Action for the Sustainable Development of Small Island Developing States, 2004

<sup>23</sup> “A Jamaica Civil Society Perspective ---”, December 2004

<sup>24</sup> H. Elizabeth Thompson, “The MDGs, Rio+20, the SDGs, Post-2015, Barbados+20 and Caribbean SIDS”, 2013 (?)

resilience of SIDS. It reiterated the “commitment --- [of the international community to] --- support the sustainable development of small island states through the provision of financial resources.”<sup>25</sup>

The Mauritius Conference was convened in the immediate aftermath of the tsunami that destroyed large coastal areas of Indonesia and other countries bordering the Indian Ocean. It would turn out to be only two years before the global financial crisis that was particularly severe on the economies of the SIDS. As mentioned earlier, the global financial crisis damaged the Jamaican economy badly by triggering the collapse of its mining exports in particular, the decline in remittance inflows, and the subsequent recession from which it is yet to recover. Indeed, the Caribbean as a whole was identified as the region that was hardest hit by the global crisis. “The impact of the 2008 global financial crisis on the Caribbean, and specifically on the English speaking Caribbean nations, was deeper than in the rest of Latin America. --- In 2009 most countries in Latin America & the Caribbean experienced a significant economic contraction due to the effects of the global financial crisis, with a sub-group of Caribbean countries being hit much harder than the rest of Latin America and its Caribbean peers. --- Except for the Dominican Republic, Guyana and Suriname the recovery of the Caribbean in 2010 seems quite behind that of most countries in LAC [Latin America].”<sup>26</sup>

The Mauritius Strategy for further Implementation of the BPOA found Jamaica and the other Caribbean SIDS more constrained than in the previous decade to pursue sustainable development, even as sustainable development became more of an imperative for the region’s survival<sup>27</sup>. Yet, it was in 2007 that the GoJ launched the process to prepare Vision 2030, the most comprehensive long term plan to date. The plan was published in January 2010, with sustainable development as two (2) of the fifteen (15) outcomes and one (1) of the guiding principles. In the following year, 2008, the GoJ signed the EPA that will eventually liberalize trade between Jamaica and the EU, and by extension all trading partners enjoying most favoured nation status.

**Table III.2** highlights actions taken after Mauritius as reported by PIOJ’s annual

<sup>25</sup>The Draft Mauritius Strategy, January 2005, p 25

<sup>26</sup>A. Kouame and Maria Ivanova Reyes, 2011, p.1,3

<sup>27</sup>Prof. Norman Girvan has initiated discussion of the existential crisis of Caribbean societies in the face of climate change and globalization.

ESSJ<sup>28</sup>. It is clear that the momentum of policy work before Mauritius continued, but broadened beyond environmental issues to include agriculture, tourism, energy, housing, education, land, governance, transport, and security and justice. After 2007, the majority of the policy formation and the project implementation took place in the context of Vision 2030 which was explicitly a framework for sustainable development. The ESSJ continued the publication of sustainable development indicators and selected actions under the priorities of the MSI.

**Table III.2: Selected Actions since Mauritius in 2005**

Year	Policy
2005	<p>Work began on the National Sustainable Development Framework                      Draft National Hazard Risk Reduction Policy completed                      Strategic Environmental Assessment Policy approved by Cabinet                      Draft GoJ Environmental Stewardship Guidelines                      MDGs – status report completed                      Jamaica participated in the Mauritius BPOA+10 meeting                      Biodiversity Resources/Protected Areas – Biodiversity Strategy and Action Plan completed, Protected Areas Systems Plan (PASP) completed, Management Plan prepared for the Blue and John Crow Mountains National Park                      Forestry – Forestry Management Plan Completed                      Land Resources – National Housing Policy being prepared, Squatter Management Strategy and Action Plan being prepared, Highway 2000 Corridor plan completed, Tourism Framework Programme of Action prepared, Parish Development plan prepared for KMA and plans for other parishes are underway                      Freshwater Resources – Draft Water Resources Master Plan developed                      Climate Change and sea level rise – First National Communication on Climate Change prepared, and Second National Communication being prepared                      New Agricultural Development Plan, Phase I completed                      Programme of Advancement Through Health and Education (PATH)                      SD indicators for 2000-2005 on Quality of Life, Poverty and Inequality, Participation and Communication, and Environmental published in ESSJ                      Citizens Security and Justice Programme</p>
2006	<p>Final draft of Watershed Policy under review                      Final Draft of Beach policy under review                      Policy on Environmental stewardship of Government Operations and Guidelines                      Preliminary Draft Hazardous Substances and Waste materials Policy                      Final Draft of EMS Policy and Strategy                      Preliminary Draft Enforcement Policy                      Draft Transport Policy completed                      First Draft of Housing Policy                      Green paper on Energy Policy completed                      Upgraded National Water Resources Master Plan                      SD indicators for 2000-2006 on Quality of Life, Poverty and Inequality, Participation and Communication, and Environmental published in ESSJ                      PATH                      Citizens Security and Justice Programme</p>
2007	<p>Vision 2030 process launched                      Draft Land divestment policy framework completed                      Environmental levy of 0.5% imposed on imports                      On-going work on environmental legislation – Preservation of the Ozone Layer, Natural Resources Conservation Regulations, Biosafety Law, National Environment and Planning Legislation                      Coastal and Marine Resources – monitoring of live corals                      Biodiversity resources – Species surveys of crocodiles, iguanas and game birds                      Management of Wastes – Waste characterization and generation study                      Freshwater resources – Strategic Action Plan for Environmental Management of the Rio Cobre watershed prepared                      Land Resources – For Manchester, Land use survey of urban areas, water study report, and Local</p>

<sup>28</sup> Beginning with ESSJ, 2006, the chapter on Sustainable Development was moved up to Chapter 3, reflecting its increasing importance in the planning perspective.

Year	Policy
	<p>sustainable Development Plan completed                      SD indicators for 2000-2007 on Quality of Life, Poverty and Inequality, Participation and Communication, and Environmental published in ESSJ                      Work continued on Protected Areas Master Plan for the Palisadoes-Port Royal area                      National Consultations on Jamaica Energy Policy 2006-2020                      National Transport Policy tabled in Parliament as a White Paper                      Education Transformation Project team established to implement recommendations of National Task Force on Educational Reform                      Ratification of the UN Convention on the Rights of Persons with Disabilities                      Draft National Policy for Gender Equality and Women’s Empowerment completed                      PATH                      Accession to the Stockholm Protocol on Persistent Organic Pollutants</p>
2008	<p>National Protected Areas System Master Plan (PASMP) – Ecological Gap Assessment completed                      Draft Watershed Policy submitted to Cabinet                      Draft Orchid policy approved by Cabinet                      Third Draft of Biosafety policy circulated for public discussion and comment                      National Policy and Strategy for the Environmentally Sound Management of Hazardous Wastes – Part A drafted                      Strategic Forest Management Plan 2009-2013 – drafting initiated                      Climate Change – preparation of 2<sup>nd</sup> communication to UNFCCC continued                      Coastal and Marine resources – monitoring of live corals, Beach erosion and Turtle nesting                      Biodiversity – recovery plans for selected endangered species, work continued on PASMP                      Management of wastes – waste characterization studies                      Freshwater resources – review of National water Master Plan                      Hazards – early warning system tested                      Land resources – land divestment manual being prepared, building code gazetted                      SD indicators for 2004-2008 on Quality of Life, Poverty and Inequality, Participation and Communication, and Environmental published in ESSJ                      First Draft of Vision 2030 Agriculture Sector Plan completed                      Vision 2030 Tourism Sector Plan completed ; complements Master Plan for Sustainable Tourism Development                      Vision 2030 sector plans prepared for Social Insurance and Pensions; Social Welfare and Vulnerable Groups; Persons with Disabilities; Poverty Reduction; Gender; and Culture, Creative Industries and Values                      National Strategic Plan for Early Childhood Education prepared                      National Strategic Plan on HIV/AIDS 2007–2012 completed                      Draft Green paper on National Parenting Policy developed                      PATH</p>
2009	<p>Vision 2030 - framework for Sustainable Development drafted                      Draft 2nd National Communication on Climate Change                      SD indicators for 2004-2009 on Quality of Life, Poverty and Inequality, Participation and Communication, and Environmental published in ESSJ                      National Report on MDGs prepared and submitted to UN Economic and Social Council                      National Solid Waste Management Policy                      National Sanitation policy                      Medical Wastes Management Policy                      Carbon Emission Trading Policy                      National Energy Policy, aligned to Vision 2030 Development plan                      Integrated Watershed and Coastal Area Management project, 2009-2013                      Mitigating the Threats of Invasive Alien Species (IAS) in the Insular Caribbean project, 2009-2011                      Biodiversity Add-On Project (Assessment of Capacity Building Needs, Preparation of the 3rd National Report and the Clearing House Mechanism).                      Piloting Natural Resource Valuation Tools into Environmental Impact Assessment Procedures project                      Revised National Housing Policy                      Finalization of Building Code                      Review of development approval process                      Roll-out of E-10 additive for motor vehicle fuel                      Vision 2030 – Tourism Sector Plan drafted                      Medium Term Social and Economic Policy Framework, 2009-2012                      PATH</p>
2010	<p>Pilot Programme for Climate Resilience (PPCR) developed                      Climate Change Adaptation and Disaster Risk Reduction Project finalized                      Risk and Vulnerability Assessment Methodology Project (RiVAMP) developed                      National Spatial Plan – under preparation                      Land Administration and Management Programme (LAMP) II began</p>

Year	Policy
	SD indicators for 2004-2010 on Quality of Life, Poverty and Inequality, Participation and Communication, and Environmental published in ESSJ Draft National Renewable Energy Policy Draft National Biofuels policy Draft National Conservation and Efficiency Policy Draft National policy for the Trading of Carbon Credit Draft National Energy-from-Waste Policy Expansion of Wind Farm – almost doubling of capacity to 38.7 MW Education system Transformation Programme Completion of the National Framework of Action for Children (NFAC) and the Third and Fourth Periodic Report to the United Nations Committee on the Rights of the Child Poverty Reduction Programme II – projects implemented by Jamaica Social Investment Fund (JSIF) PATH

Source: ESSJ, annual

The civil society initiative referred to above also issued a report on a meeting convened to follow up on the implementation of the MSI. They reiterated their concern about the participation of civil society in governance, recommended “bold non-partisan decisions” on a range of issues<sup>29</sup>, called for more public education on sustainable development and called for more attention to the role of culture in sustainable development.

<sup>29</sup>“Bold non-partisan decisions need to be made on issues such as **renewable energy** – re the use of bio-fuels, ocean energy, solar and wind energy; co-generation; and biomass ; **re-making of Caribbean economies** in a ‘post-sugar’, ‘post-banana’ era; **sustainable tourism and other livelihoods;urbanization, human settlements, land use and tenure; risk management and risk reduction; youth social and economic empowerment;** systemic solutions to crime and violence; gender equity; resilience building of Caribbean societies and economies; disaster preparedness and mitigation; climate change and sea-level rise; science and technology as critical to development.” – Report on Caribbean Meeting --

## Summary

The BPOA identified fourteen (14) priority areas, and the MSI added five (5) to these. In between, the international community adopted the eight (8) MDGs. Based on the PIOJ's annual report, the eight (8) BPOA areas that got the most attention, qua BPOA, were climate change and sea-level rise, natural and environmental disasters, management of wastes, coastal and marine resources, freshwater resources, land resources, biodiversity resources, and national institutions and administrative capacity. Each of these areas received a lot of policy attention, with attendant projects, primarily funded by international agencies.

Five (5) of the others were also important in the policy agenda and the implementation programmes of action, though not treated as areas of the BPOA. These were energy resources, tourism resources, transport and communication, science and technology and human resources development. Several plans and policies were drafted for sustainable energy and tourism. A National Transport Policy was drafted. Science and Technology issues received a lot of attention, but implementation gaps have persisted. Education and training have been the substance of human resources development, accounting for the largest non-debt share of the annual budget. In addition, there has been a lot of policy attention and programme implementation in the fight against poverty and the provision of social protection.

The area in which the implementation lag was greatest appears to have been contribution to the regional institutions and technical cooperation.

In the case of the five (5) additional areas of the MSI, health was second only to education in public expenditure and there has been a lot of policy attention to culture. Very little seems to have been done in the areas of “trade, sustainable production and consumption” and “knowledge management”, and Jamaica's contribution to the resistance by SIDS of hasty “graduation from least developed country status”.

The implementation of all initiatives has been subject to very tight budget constraints. However, it will be possible to improve the impact per dollar of public expenditure as the governance processes are streamlined for greater efficiency, collaboration among public sector agencies is enhanced, and resources and ways are found to empower civil society and to facilitate the participation of both the private sector and civil society in the formulation and implementation of public policy.

### **The Caribbean Experience and Achievements – a brief summary**

Not surprisingly, Jamaica has shared many of the same challenges in implementing the BPOA and the MSI as other countries in the Caribbean. Dependent as they are on the international economy, especially for food and energy, they have suffered disproportionately from the periodic spikes in energy prices, the food price inflation in 2007, and the global recession that began in 2007. As a result, many countries have incurred rising debt levels along with the inflationary pressures from essential imports.

An ECLAC report in 2010 that assessed the progress made by the region in implementing the BPOA and the MSI recommended, among other things, more attention to the regional and national markets<sup>30</sup>. The same report noted that the implementation of the Caricom Single Market and Economy for the sub-region has been slow and that “coordination of economic activity, free movement of all citizens in the region and the harmonization of quality standards, have yet to be completed.”<sup>31</sup>

Like Jamaica, the region has been grappling with the process of liberalization in the global economy led by the WTO and crystallized for the CARIFORUM countries in the signing of the EPA. Progress in increasing competitiveness to exploit the new opportunities in the EU market has been slow and uneven across CARIFORUM countries.

A common demographic feature of the Caribbean is the aging of the resident population, high rates of migration, especially of the young and the educated, and increasing rates of youth dropping out of school. The first implies the need for greater public and private welfare to support the aged. The second results in rising remittance inflows, but at great social cost of incomplete households. The third is associated with rising crime levels and other forms of risky behaviour. There are new and emerging health issues as well associated with lifestyle changes, in addition to ageing, that manifest themselves in high rates of obesity, high blood pressure and diabetes. The region continues to have the second highest incidence of HIV/AIDS,

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<sup>30</sup>ECLAC, 2010, p.ix

<sup>31</sup>Caribbean Regional Report for the Five-Year Review of the Mauritius Strategy for the Further Implementation of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States, p. vi

and some of the old diseases, once thought to be eliminated, like malaria, are threatening to return.

Poverty rates are known to be high where data exists, and believed to be high where information is dated. The common pattern is for rural poverty rates to be higher than the urban rates, and for both unemployed and lower paid sections of the employed labour force to be living below the poverty line. Poverty rates have resisted efforts at eradication, and social safety nets provide “limited relief”.

Gender mainstreaming has been slow. Indicators such as participation in political leadership show unevenness with some countries having women in the highest offices. Even so, the general pattern is that women are underrepresented in both the public and private sectors to varying degrees across countries.

There have been major policy shifts in favour of the environment and the embrace of the Green Economy is growing across the region. Some of the leading examples are Dominica’s goal of being an “Environmentally Sound Organic Island”, Guyana’s “Low Carbon Development Strategy”, and Barbados’ focus on transformation into a Green Economy. Jamaica was recently selected as one of three pilot countries under the regional project “Advancing Caribbean States’ Sustainable Development Agenda through the Green Economy”. The Project is being implemented with the support of UNEP through CARICOM.

The region has recognized climate change as a developmental and a security issue, and CARICOM, in particular, has adopted a regional strategy to manage the impact of climate change, and a corresponding implementation plan for the strategy.

The ECLAC study notes that the region has made progress primarily with its own efforts and some support from the “international development partners, inter-government regional organizations, non government organizations, international financial institutions”<sup>32</sup>. But like the rest of the SIDS, the Caribbean has not benefitted from the commitments of finance made by the developed countries in Barbados, and reiterated in Monterrey and Mauritius.

Finally, several important institutions have either been transformed or established to support the drive to sustainable development and in that sense, are aligned to the BPOA and the MSI. The Caribbean Agricultural Research and Development Institute (CARDI) emerged in 1975 from a process of evolution and transformation of the

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<sup>32</sup>ECLAC, 2010, p.viii



original Regional Research Centre that was established in 1955. CARDI's recent work programmes focus on sustainable agricultural industries. Its current priority areas are 'knowledge generation, application and diffusion'; 'risk management' with attention to invasive species and climate change; and, 'soil and water management'. These areas fall within the BPOA. The Caribbean Environmental Health Institute was chartered by CARICOM in 1979. It implements a regional portfolio of projects on environmental management that fall within several priority areas<sup>33</sup> of the BPOA, provides training in environmental management, and conducts environmental and social impact assessments. In 2010, it was consolidated with four (4) other regional agencies – the Caribbean Food and Nutrition Institute, Caribbean Epidemiology Centre (CAREC), the Caribbean Health Research Centre (CHRC) and the Caribbean Research and Drug Treatment Laboratory (CRDTL) – into the Caribbean Public Health Agency (CARPHA).

The Caribbean Disaster Emergency Response Agency (CDERA) was established in 1991, but transformed into a more proactive organization, Caribbean Disaster Emergency Management Agency (CDEMA) in 2009. In 1998, the Caribbean Renewable Energy Development Programme was formed by sixteen (16) countries to “to prepare a regional project to remove the barriers to the use of renewable energy and to foster its development and commercialization”<sup>34</sup>. In 2005, the Caribbean Community Climate Change Centre (CCCCC) was founded to coordinate the region's response to climate change, and has already had several successes in mobilizing international funding for adaptation projects.

The Caribbean Regional Fisheries Mechanism (CRFM) is an intergovernmental organization that was mandated in 2003 to “promote and facilitate the utilization of the region's fisheries and other aquatic resources for the economic and social benefits of the current and future population of the region.”<sup>35</sup>

The Caribbean Sea Commission was convened in 2006 to “promote coordinated governance of the Caribbean Sea.”<sup>36</sup> It is leading the support for the proposal discussed in the BPOA “to seek international recognition of the Caribbean Seas a

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<sup>33</sup>For example, some of the CEHI's projects areas are Water Resources Management, Sustainable Land Management and Integrated Watershed and Coastal Areas Management, Waste Management: Solid, liquid, hazardous, biomedical and electronic waste

<sup>34</sup> [http://www.caricom.org/jsp/projects/credp/about\\_credp.jsp?menu=projects](http://www.caricom.org/jsp/projects/credp/about_credp.jsp?menu=projects)

<sup>35</sup> <http://www.caricom-fisheries.com/WhatisCRFM/AboutCRFM/tabid/56/Default.aspx>

<sup>36</sup>United Nations, “Sustainable Development 20 Years on From the Earth Summit: Progress, Gaps and Strategic Guidelines for Latin America and the Caribbean”, March 2012, p. 192

special area in the context of sustainable development.”<sup>37</sup>

The Caribbean Catastrophe Risk Insurance Facility was founded in 2007 in the wake of the severe damage to Grenada by Hurricane Ivan. The Facility provides for quick disbursements following major disasters resulting from earthquakes and hurricanes. The disbursements are quick because they are based on the calculations of “complex catastrophe risk models”<sup>38</sup>, instead of estimates of actual damage.

The MSI called for a regional coordinating mechanism to drive the implementation process. Already in 1998, the sixth session of the Commission on Sustainable Development had noted that the absence of a regional coordinating mechanism for Africa and the Caribbean respectively had tended to undermine the effectiveness of regional and sub-regional institution.<sup>39</sup> In 2006, ECLAC proposed an intergovernmental structure with itself as the secretariat. For want of funding, the mechanism never got off the ground fully, though it did have some achievements through the efforts of the Regional Adviser on SIDS for a few years. There have been many calls from several quarters for this gap to be filled as a matter of priority for Caribbean SIDS.

### After Rio+20

Seven (7) years after Mauritius, and twenty (20) years after Barbados, world leaders met again in Rio. Once more, Ambassador H. Elizabeth Thompson’s succinct description of the objectives and the themes are worth citing:

“[The objectives of the conference were to]:

- to secure renewed political commitment for sustainable development
- assess the progress to date and the remaining gaps in the implementation of the outcomes of the major summits on sustainable development
- address new and emerging challenge”<sup>40</sup>

“The conference has two broad themes:

- a green economy in the context of sustainable development and poverty eradication
- the institutional framework for sustainable development”<sup>41</sup>

One of the outputs of the conference was the recommendation for a Barbados/SIDS + 20 conference in 2014, which would extend the parallel series of international

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<sup>37</sup>ibid, p.192

<sup>38</sup>CCRIF Annual Report, 2008, p.7

<sup>39</sup>ECLAC, 2012, p.2

<sup>40</sup>Thompson, slide 9

<sup>41</sup>Thompson, slide 10

meetings with versions of each meeting specialized for SIDS. Of the many other outputs cited by Ambassador Thompson, some were directly relevant to sustainable development and SIDS<sup>42</sup>:

- Sustainable Energy for All (SE4ALL); Committed to at Bridgetown pre-Rio+20
- The development of a list of Sustainable Development Goals (SDGs) and a process for the full elaboration of the list.
- Support for the transition to a global green economy as a tool for sustainable development, economic growth, poverty eradication, natural resource protection and enhancing business opportunities.
- Support for sustainable agriculture and achieving a “land degradation neutral world”
- Acknowledged the limits of GDP as the principal measure of growth and development and agreed to work with the UN on the development of a mechanism beyond GDP (GDP+) as a measurement which includes social and natural capital, or what some people call a social development index (SDI) and natural capital accounting
- Some kind of mechanism for finance and technology needed by developing countries in order to transition to the green economy
- The adoption of a 10 year framework on Sustainable Consumption and Production (SCP)

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<sup>42</sup>Thompson, slides 14-16

## IV. New Challenges and Opportunities

### SIDS in the International Community

When Barbados/SIDS + 20 is convened in 2014, the international economy will be much more challenging for SIDS. Food and energy prices are expected to continue their upward trends, export and tourism markets will become more competitive, and debt levels are unlikely to come down significantly barring some wide-ranging programme of forgiveness. At the same time, the demands will increase from growing populations, especially if emigration outlets become more restrictive and selective. Certainly, the risks of natural hazards and other impacts from climate change will be greater. On the other side, there may be greater opportunities in expanding global markets that can be tapped by more productive and more efficient export enterprises.

Certainly, this has been increasingly the case in the last 5 years, when SIDS issues seemed to have slipped off the agendas of international meetings. Frequently, delegates have to insist and persist to get even a mention of the SIDS as a group in the outcome documents of international meetings, and quite often they are lumped together with other groupings like the Land-Locked Countries or even the Group of 77. The claim by SIDS that they are particularly vulnerable is being challenged by other countries which claim that they too are at least as vulnerable.

In addition, the philosophic approaches that prioritized addressing the problems of the poor has been giving way to less flexible and more callous foreign policy postures of the developed countries. There has been a tendency to graduate as many SIDS as possible, so as to move them out of the realm of international donor support. Some persons sensed that there was a lack of urgency in addressing these issues at Rio+20, and therefore, they must be taken up at Barbados/SIDS + 20.

## New Issues

**Table IV.1** is a preliminary list of new issues that warrant attention at Barbados/SIDS + 20 proposed by selected interviewees for this study. The issues are primarily economic and environmental.

**Table IV.1: New Issues to Engage for SIDS 2014 – Selected Interviewees**

Issues	Source
Re-think incentives for countries to reduce emissions Greater focus on food production systems which will enhance carbon entrapment/sequestering while providing for growing population Humane management of climate change refugees	Ambassador and retired CARICOM Deputy Secretary-General
Access to capital Attractiveness of the SIDS to investors compared to emerging economies Special funding for SIDS from multilaterals Improve competitiveness of SIDS	Private Sector
Risk of non-tariff barriers associated with new technologies Carbon Trading – most projects tend to be in large developing countries, like China and Brazil Climate change migrants/refugees Poverty	PIOJ
Carbon-pricing More investment in green technologies to meet challenges of climate change needed Brain-drain, and lack of R&D spending in Jamaica and other SIDS Develop a nationally appropriate mitigation action (NAMA) to facilitate international assistance in light of the potential impact of industrial developments on the environment and energy usage	Ministry of Energy
Build resilience to Climate Change through adaptation Zone areas for residence and production Green economy, especially for employment Sustainable consumption and production Investment promotion agencies need to take a Sustainable Development approach Natural resource valuation Forest policy focus on livelihoods More attention to forests in climate change discussions Bio-security, to deal with invasive species, trading in certain species GMOs	Ministry of Water, Land, Environment and Climate Change
Climate Change Bio-Security - Invasive alien species, trade in genetically modified organisms Management of hazardous substances and waste Access to and benefit sharing of resources Energy - preserve a highly competitive and efficient energy sector while at the same time reducing discharges to the environment and protecting biomass resources	NEPA
Non Communicable Diseases Ecosystem Services – especially pertaining to REDD+, marine ecosystem services and emerging blue carbon frameworks	CARICOM input into RIO+20

**Table IV.2** summarizes the issues that were reported by the focus groups at the national consultation. For the focus group on *economic dimensions*, securing finance for development was one of the persistent old issues that has not been adequately addressed by the international community despite repeated commitments, especially at the Monterrey Conference that focused on financing development. The group highlighted the importance of the Green Economy, with provisos that it is sensitive to social and environmental issues, and debt resolution as new issues. It singled out tax evasion and corruption as criminal activities to be addressed. Note that crime and inequality were mentioned by the focus group on international issues and the focus group on social issues respectively. The Expert Group Meeting on Small Island Developing States and the Post-2015 Agenda that was convened at UN Headquarters in New York in April 2013<sup>43</sup> saw the reform of the global financial architecture to facilitate and encourage investment in the resilience of SIDS as the number one economic priority. It recommended that SIDS continue to push for differentiated treatment and access to concessionary financing.<sup>44</sup>

The focus group on *social dimensions* advocated that priority be given to social services, even when there are austerity programmes. This was essentially the view of the Expert Group as well. The focus group also drew attention to the importance of care-giving, especially as a result of climate change and ageing, and as particularly burdensome on women. It insisted on a gender dimension to all social policy. It highlighted the vulnerability of the society to health issues, and vulnerability as a result of health issues caused by climate change. It supported the explicit alignment of educational curricula with the demand for labour in the national, regional, and international labour markets. It proposed the continued fight against poverty and inequality.

The *environmental dimensions* focus group proposed priority attention to waste disposal, and the use of waste as an energy source, along with renewables. Not surprisingly, energy was regarded as a major issue. It called for public-private partnerships to address both the issues of energy and climate change. The Expert Group had highlighted the necessity of affording SIDS access to “financing for adaptation and the development of a loss and damage mechanism”<sup>45</sup>. The focus

<sup>43</sup>Report of the Expert Group Meeting, 2013, p.6

<sup>44</sup>ibid, p.5

<sup>45</sup>ibid, p.6

group also recommended sustainable land management and the extension of protected areas, especially to marine areas.

The focus group on *international issues* drew attention to crime and the need for a place for SIDS within the UN system. In addition, the group raised the issues of addressing high levels of debt in SIDS, the impact of migration and the need to protect and manage the oceans. Finally, it recommended efforts to mainstream SIDS issues in international decision making and facilitate civil society for meaningful participation in policy making and implementation.

**Table IV.2: Summary of Issues from the National Consultation**

	Issues
<b>Environmental</b>	
Waste	Pay attention to the disposal of electronic waste View waste as an energy and revenue source
Energy	Promote renewables View waste as an energy source Promote public-private partnerships for energy development
Land	Provide security of tenure Adopt sustainable land management practices with proper planning
Protected Areas	Expand protected areas, including marine areas
<b>Economic</b>	
Financing development	SIDS need availability of, and access to, finance Reaffirm commitments to ODA - 0.7% of GDP - of developed countries Create special windows for SIDS like the Clean Development Mechanism
Green Economy	Insist on sensitivity to social and environmental considerations Provide training for new skills Encourage creativity Utilize existing knowledge capacities Cultivate public-private partnerships for economic growth Promote more intensive use of national resources
Crime	Address tax evasion and corruption
Inequality	Address inequality
Debt	Wage a debt resolution campaign
<b>Social</b>	
Social Services	Access to social services should be a priority, especially for women and vulnerable groups Special attention to need for services for people to cope with climate change
Care economy	Value the contribution of the Care economy which will be in greater demand with ageing
Health	Special attention to health, especially from the perspectives of vulnerability and the risks of climate change
Poverty	Priority to anti-poverty policies and campaigns Promote social equality
Gender	Ensure gender dimension in social policy
Education	Align education curricula with the demand for labour in the national, regional, and international markets
Land tenure and security	Right to land for housing and livelihood purposes, especially given threats to land (from climate change)
Quality of life	Access to green spaces and affordable recreation; ensuring food and nutrition security, particularly as SIDS rely heavily on food imports

**Table IV.2: Summary of Issues from the National Consultation (cont'd)**

<b>Governance</b>	
Civil Society	Empower, facilitate, include private sector, youth, disabled and other vulnerable groups in policy making and implementation Use community knowledge
Implementation - International agreements	Strategies and mechanisms for regional implementation need to be strengthened Set up monitoring Framework for BPOA and for outcome from Samoa
Implementation – national policies	Improve capacities More coordination across Ministries, Departments and Agencies for a joined up government Strengthen capacity for monitoring, evaluation, data collection and analysis Revisit National Self Assessment Gap Analysis prepared in relation to the Multilateral Environmental Agreements Require rainwater harvesting and solar power for all development approvals
<b>Partnerships</b>	SIDS-SIDS partnerships for self-reliance SIDS-South Countries partnerships, especially with BRICS
<b>International Issues</b>	
Crime	Address transnational crime, cybercrime, human trafficking
Regional Cooperation	Implement effective regional mechanism for BPOA/MSI Develop regional approaches to international institutions such as IMF
SIDS representation	Assess the effectiveness of AOSIS in representing SIDS with a view to establishing an institutional mechanism to promote SIDS issues
United Nations	Determine the place of SIDS within the UN programmes of action Mainstream SIDS in international decision making

All groups raised issues of governance and in particular, addressed the need for improved implementation by way of enhancing capacities and a more inclusive approach that relied on partnerships among the public and private sectors and civil society. There was recognition of the need to empower civil society. More generally, the stakeholders recognized the need for international partnerships among SIDS, between SIDS and other groupings, and more creative partnerships around concrete issues within the Caribbean.

Finally, the priority areas of the BPOA and the MSI are still regarded as relevant. There was a recommendation that concrete targets be defined for each of the priority areas to facilitate monitoring.

Many of these issues overlap with suggestions made by interviewees in the preparation of the background document, or are subsumed within the broader categories used by the outcome document of Rio+20.



**Table IV.3** presents the issues of particular relevance to SIDS within the outcomes of RIO +20.

**Table IV.3: SIDS Issues from Rio+20**

Environmental	Pay attention to the oceans and the concept of the Blue Economy Manage climate change and natural disasters Pursue SE4All
Economic	Assess and respond to the impact of the global financial crisis on SIDS Transition to the Green Economy Seek finance and technology for SIDS to transition to the Green Economy Sustainable agriculture Adopt sustainable consumption and production Develop a mechanism beyond GDP (GDP+) as a measurement which includes social and natural capital, or what some people call a social development index (SDI) and natural capital accounting
Governance	Strengthen data management capacities of SIDS for monitoring and evaluation
Partnerships	Enhance strategic partnerships, including strengthening South-South and SIDS-SIDS cooperation and collaboration
International issues	Assess the effectiveness of UN system support to SIDS Implement results-oriented approach and improved measures to effectively address SIDS' vulnerabilities Explore the formal recognition of SIDS as a special category in the UN Develop a list of SDGs

**Source:** H. Elizabeth Thompson, "The MDGs, Rio+20, the SDGs, Post-2015, Barbados+20 & Caribbean SIDS", 2013(?); Alwin Hales, 2013

**Table IV.4** below synthesizes the issues proposed by the selected interviewees for the background document, CARICOM, Rio+ 20 and the national consultation.

<b>Table IV.4: SIDS Issues – synthesis of proposals</b>	
<b>Issues</b>	
Environment	<p>Manage climate change and natural disasters            Pay attention to the oceans and the concept of the Blue Economy            Pursue SE4All            Re-think incentives for countries to reduce emissions            Explore carbon trading, with special facilities for SIDS like the CDM            Develop a nationally appropriate mitigation action (NAMA) to facilitate international assistance in light of the potential impact of industrial developments on the environment and energy usage            Implement natural resource valuation            Pay more attention to forests in climate change discussions            Manage bio-security, to deal with invasive species            Manage hazardous substances and waste            Pay attention to the disposal of electronic waste            View waste as an energy and revenue source            Provide security of land tenure            Adopt sustainable land management practices with proper planning            Expand protected areas, including marine areas</p>
Economy	<p>Assess and respond to the impact of the global financial crisis on SIDS            Wage a debt resolution campaign            Transition to the Green Economy            Insist on sensitivity of economic activities to social and environmental considerations            Provide training for new skills            Encourage creativity            Utilize existing knowledge capacities            Cultivate public-private partnerships for economic growth            Promote more intensive use of national resources            Seek private, bilateral and multilateral finance for sustainable development and the transition to the Green Economy, with special facilities for SIDS            Promote investment in green technologies            Facilitate technology transfer for sustainable development            Explore carbon trading, with special facilities for SIDS like the CDM            Promote and implement sustainable agriculture            Greater focus on food production systems which will enhance carbon entrapment/sequestering while providing for growing population            GMOs            Adopt sustainable consumption and production            Develop a mechanism beyond GDP (GDP+) as a measurement which includes social and natural capital, or what some people call a social development index (SDI) and natural capital accounting            Re-think incentives for countries to reduce emissions            Respond to the brain-drain, and the lack of R&amp;D spending            Investment promotion agencies need to take a Sustainable Development approach            Implement natural resource valuation            Implement forest policy focus on livelihoods            Develop ecosystem Services – especially pertaining to REDD+, marine ecosystem services and emerging blue carbon frameworks</p>

<b>Table IV.4: SIDS Issues – synthesis of proposals (cont'd)</b>	
<b>Issues</b>	
Social	<p>Ensure humane management of climate change refugees</p> <p>Give priority to anti-poverty policies and campaigns</p> <p>Promote social equality</p> <p>Provide health information and services, with particular attention to HIV/AIDS and non communicable diseases, and especially from the perspectives of vulnerability and the risks of climate change</p> <p>Address crime - Address tax evasion and corruption</p> <p>Access to social services should be a priority, especially for women and vulnerable groups</p> <p>Special attention to need for services for people to cope with climate change</p> <p>Recognize the Care economy – estimate the economic contribution of care-givers which will be in greater demand from the ageing population, and particularly burdensome on women</p> <p>Prioritize Gender - Ensure gender dimension in social policy</p> <p>Education - Align education curricula with the demand for labour in the national, regional, and international markets</p>
Governance	<p>Civil society - Empower, facilitate, include private sector, youth, disabled and other vulnerable groups in policy making and implementation</p> <p>Use community knowledge</p> <p>Strengthen data management capacities of SIDS for monitoring and evaluation</p> <p>Require rainwater harvesting and solar power for all approvals</p>
Implementation – international agreements	<p>Strengthen strategies and mechanisms for regional coordination</p> <p>Set up monitoring Framework for BPOA and for outcome from Samoa</p>
Implementation – national policies	<p>Improve implementation capacities</p> <p>Enhance coordination across Ministries, Departments and Agencies for a joined up government</p> <p>Strengthen capacity for monitoring, evaluation, data collection and analysis</p>
Partnerships	<p>Enhance strategic partnerships, including strengthening South-South and SIDS-SIDS cooperation and collaboration for self-reliance</p> <p>Promote SIDS-South Countries partnerships, especially with BRICS</p>
International issues	<p>Assess the effectiveness of the UN system’s support to SIDS</p> <p>Determine the place of SIDS within the UN programmes of action</p> <p>Assess the effectiveness of AOSIS in representing SIDS with a view to establishing an institutional mechanism to promote SIDS issues</p> <p>Implement results-oriented approach and improved measures to effectively address SIDS’ vulnerabilities</p> <p>Explore the formal recognition of SIDS as a special category in the UN</p> <p>Develop a list of SDGs</p> <p>Address transnational crime, cybercrime, human trafficking</p> <p>Mainstream SIDS in international decision making</p> <p>Implement effective regional mechanism for BPOA/MSI</p> <p>Develop regional approaches to international institutions such as IMF</p>

It is clear that there are a wide range of issues that fall into the three pillars of sustainable development – environmental, economic, and social – as well as cross-cutting issues such as governance, partnerships and international issues relevant to SIDS. Environmental issues are dominated by the need to manage the impact of climate change primarily through adaptation, and the sustainable management of land, terrestrial and marine resources, and waste. The principal economic issues are the resolution of the burden of debt, and the need for financing of investment, new technologies and projects to stimulate economic growth. The social issues revolve around equitable access to social services, the quality and relevance of educational

and health services, and the eradication of poverty. Implementation of international agreements and national policies are the principal challenges of governance. This will require building the capacity of the public sector and including the private sector and civil society in the processes of governance. The principal international issues relevant to Jamaica and other SIDS are to maintain the attention of the international community and to secure an appropriate place for SIDS within the UN system.

Some of the issues are new, such as the management of invasive species, the impact of the recent global financial crisis, the degree of the burden of debt, the increasing vulnerability to non-communicable diseases, and the diminishing attention to SIDS issues by the international community. But many of the issues have persisted since the BPOA was crafted, though perhaps in more nuanced forms. For example, the impact of climate change is far more significant today, and the challenges of securing renewable energy are more urgent.

Similarly, the Barbados conference recognized the need for international support to finance sustainable development in SIDS, and received commitments from the developed countries. The commitments were renewed in the Monterrey conference, and the Mauritius conference reminded the developed countries of their pledges. A few Scandinavian countries have tried to honour their commitments, but the SIDS have not received the promised support from the big developed countries.

The agenda for Samoa will have to reiterate the importance of the priority areas in the BPOA and the MSI, appropriately nuanced to match the current international circumstances, and add the new environmental, economic, social, governance and international issues relevant to Jamaica and the other SIDS. In addition, the conference will have to address the principal modality of implementation emphasized by the Mauritius conference, partnerships. It is through partnerships among countries and among social partners within countries that sustainable development initiatives will be designed and implemented. This was also emphasized by the Expert Group.

## Partnerships

More than the BPOA, the MSI stressed the importance of partnerships, and the issues of their efficiency and effectiveness are likely to receive a lot of attention at the Conference in 2014. Some of the suggestions offered to this study by interviewees are:

- The Caribbean SIDS are too often guilty of narrow regionalism. Regional partnerships are threatened by insularities and the EPA
- There is a need for broader approach to regionalism to embrace groupings such as ALBA
- There should be a pragmatic approach to partnerships, such as Petro-Caribe, medical services with Cuba, disaster preparedness with Jamaica and Cuba, training of airplane pilots in Jamaica
- It is important to build partnerships among research institutions globally and within SIDS
- SIDS should cultivate pragmatic partnerships with the BRICS – Brazil, Russia, India, China, South Africa
- SIDS-SIDS relationship should be strengthened to pressure developed countries to establish systems/approaches to treat climate change refugees humanely
- There is need for more regional collaboration, instead of competition. Collaboration and cooperation among SIDS in the Pacific region has many positive lessons for the Caribbean SIDS
- The Caribbean has been too focused on relations with North America, and should balance these with more relations with developing countries
- Many solutions require larger investments than individual islands can afford or are feasible for small economies. Partnerships may allow for a larger entity that might attract more investments
- The potential of partnerships applies across regions as well within regions. Thus, a partnership between Haiti and Samoa may be feasible for some investment projects
- The existing UN structure includes many important bodies in which member states can discuss pressing sustainable development issues. These include the General Assembly, as well as its functional and regional Commissions
- The programmes such as UNDP and UNEP also have a vital role to play, as well as the secretariats of the multilateral environmental agreements (MEAs). Opportunities exist to improve the current institutional arrangements (particularly related to MEAs) to bring more cohesion and effectiveness and avoid duplication
- The further elaboration of a framework that better enables the mainstreaming of sustainable development across the UN system. The framework could be focused on improving existing mechanisms and

structures and program delivery at the country level rather than the creation of new institutions

### **Making partnerships more effective**

Interviewees also offered suggestions as to how to make partnerships more effective:

- Effective partnerships depend on the strength of political commitment, which in turn depends on the early education and sensitization of the political and technical directorate to issues before they become full blown
- Extend the university consortium initiative/partnership that was agreed in Mauritius to other research institutions with state support
- Pay more attention to non-traditional/non-colonial/South-South relationships
- There are lessons to be learned from the successes of SIDS DOCK. SIDS DOCK facilitated cooperation among SIDS that pressured the International Renewable Energy Agency (IRENA), based in the United Arab Emirates, to have a SIDS-focus. IRENA has now launched an island initiative
- The planning and reporting processes of all UN Conventions and Programmes should be better harmonized in order to facilitate effective coordination of commitments and actions
- It is recommended that an implementation framework and coordination mechanism be established in order to clearly delineate the roles and responsibilities of each organization including organizations under the UN system
- Transparent, democratic and accountable systems of governance at the local and national level are vital to achieving sustainability globally and directly influence the ability of states to achieve sustainable economic, environmental and social development

## V. Conclusion

Implementing the BPOA has faced many constraints. Even before the BPOA was drafted, and certainly since then, governments of Jamaica have been grappling with the economic problems of instability, low growth and debt management. The pressures became more intense in the two decades since Barbados as the global economy became more competitive, traditional ease of access to export markets disappeared, food and energy prices continued their long-term increases, and financial crises reduced export demand and capital inflows. Governments have spent more time in short and medium term fire-fighting activities than pursuing strategic long run development objectives.

To compound the economic challenges, Jamaica has been hit by natural hazards, like hurricanes and floods, and man-made hazards, like fires and crime, annually. The persistent external economic and environmental shocks are ample evidence of the country's vulnerability. All international conferences, but particularly those convened to deal specifically with SIDS, have supported sustainable development strategies with an emphasis on building the resilience of SIDS.

Cross-cutting issues like sustainable development, mainstreaming gender, and mainstreaming youth are not easily handled in the system of government that is divided into discrete portfolios with sector responsibilities. Various inter-ministerial mechanisms have been tried for cross-cutting issues, with limited success, and in the case of sustainable development, almost no success so far.

Sustainable development issues more often than not require long periods of time, and certainly greater than the five-year terms of the Jamaican government. In this circumstance, long term solutions are often eschewed for short term palliatives.

Jamaican governments have pursued sustainable development increasingly in its holistic expression as a synergy of social, economic and environmental development. Much progress has been made, but much more needs to be done, especially in building the sustainable economic base, forging the partnerships with civil society and the private sector for governance, managing the

environment and climate change, and protecting the vulnerable sections of the population.

New issues have emerged alongside persistent old issues. Climate change impacts on the environment and all spheres of social and economic life require immediate attention. Globalization has exposed open economies like Jamaica to international financial, criminal, and health risks. Attempts to manage the national debt crisis have been made at the cost of spending on development projects. Social problems like poverty and the fight against HIV/AIDS require more public and private capacity by way of financial and human resources. At the same time, the brain drain associated with the emigration of youth, especially young secondary and tertiary graduates, is undermining the capacity of both the public sector and private institutions.

The third international conference for SIDS is yet another forum for Jamaica to engage some of its international partners toward finding common solutions to common and shared problems. The UN General Assembly insists that the conference “result in a concise, focused, forward-looking and action-oriented political document”. For Jamaica, this document should pull together as many of the initiatives from the related international conferences into a sharper focus on finding sustainable development solutions.

Jamaica should provide some leadership to SIDS to transform the meeting in Samoa into a new beginning for SIDS to collectively engage the international community. There are indications of differentiations within SIDS, such as the “re-branding” by major AIMS and Pacific SIDS as “Large Ocean States” because of their large exclusive economic zones. It appears that they wish to emphasize the development of their fisheries and deep sea minerals, rather than their vulnerabilities<sup>46</sup>. At the same time, the participation of Caribbean SIDS in global fora appears to have declined. The Samoa meeting presents a great opportunity for Jamaica and Caribbean SIDS to once more make their mark in international fora. It must focus on forging a strong common programme, while allowing for flexibility in response to the specific regional challenges and opportunities. The programme must be practical, and implementable measures and systems must be put in place to ensure that the Third International Conference on SIDS will make a real difference, for the

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<sup>46</sup>Email correspondence from Patrick McConney



benefit of their people. Such a programme will require the cultivation of concrete, meaningful and workable relationships.

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14. National Report of Jamaica on Millennium Development Goals, May 2003
15. National Report of Jamaica on Millennium Development Goals, July 2009
16. NEPA, National Strategy and Action Plan on Biological Diversity in Jamaica, 2003
17. NEPA, Summary of Jamaica's Third National Report to the Convention on Biological Diversity, 2003 - 2004
18. PIOJ, "Macro Socio-economic and Environmental Assessment of the Damage and Loss Caused by Hurricane Sandy", January 2013
19. PIOJ, "Assessing the Costs of Disasters on Jamaica's Infrastructure: Evidence from the Damage and Loss Assessment" [http://www.jiejamaica.org/resources/Civil\\_Division\\_Seminar/HMS\\_Presentation/Assessing%20the%20Costs%20of%20Disasters%20on%20Jamaica's%20Infrastructure.pdf](http://www.jiejamaica.org/resources/Civil_Division_Seminar/HMS_Presentation/Assessing%20the%20Costs%20of%20Disasters%20on%20Jamaica's%20Infrastructure.pdf)
20. Report of the Global Conference on the Sustainable Development of Small Island Developing States Bridgetown, Barbados, 26 April-6 May 1994
21. Rio+20 National Questionnaire Other policy documents relevant to sustainable development, the BPOA, MSI, the MDGs, and Rio+20
22. Sector Reports completed for the Rio + 20 National Preparatory Process.
23. SIDS Rio+20 Inter-regional Meeting, 1 September 2011, New York

24. Spence, Balfour, “Agricultural Disaster Risk Management Plan – Jamaica”, Final Draft, May 2009
25. The Barbados/SIDS Programme of Action (Programme of action for the sustainable development of Small Island Developing States)
26. Thompson, H. Elizabeth, “The MDGs, Rio+20, the SDGs, Post-2015, Barbados+20 & Caribbean SIDS”, 2013(?)
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28. The Mauritius Declaration
29. The Draft Mauritius Strategy for the further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States
30. The Second National Communication of Jamaica to the United Nations Framework Convention on Climate Change, June 2011
31. UN Department of Economic and Social Affairs, “Guidance Note for Supporting National Preparations for the Third International Conference on Small Island Developing States (SIDS)”
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## Appendix: Interviewees

1. Janice Miller, Ministry of Foreign Affairs and Foreign Trade
2. Byron Blake, Ambassador
3. Stacey-Ann Wilson, Ministry of Science, Technology, Energy, and Mining
4. Claire Bernard, PIOJ
5. Dennis Chung, PSOJ
6. Peter Knight, NEPA

Focus Group meeting, Ministry of Water, Land, Environment and Climate Change, and agencies:

1. Oral Khan
2. Marilyn Headley
3. Leonie Barnaby
4. Gillian Guthrie
5. Anthony McKenzie
6. Rollin Alvaranga

**Appendix: Environmental Treaties and Protocols to which Jamaica is a Party or Signatory**

Name of Treaty	Date of Accession for Jamaica	Entry into Force for Jamaica
Convention on the Prevention of Marine Pollution by Dumping of Wastes and other matter (as amended), London, Mexico City, Moscow, Washington, 1972	March 22, 1991	April 21, 1991
International Convention on the Prevention of Pollution from Ships, London, 1973 [MARPOL]	June 13, 1991	Sept. 12, 1991
Protocol of 1978 relating to the International Convention for the Prevention of Pollution from Ships, London, 1973	June 13, 1991	Sept. 12, 1991
United Nations Convention on the Law of the Sea Montego Bay, 1982 [UNCLOS].	March 21, 1983	Nov. 16, 1994
Vienna Convention for the Protection of Ozone Layer, Vienna, 1990.	March 31, 1993	June 29, 1993
Montreal Protocol on Substances that Deplete the Ozone Layer, Montreal 1987.	March 31, 1993	June 29, 1993
London amendment to the Montreal Protocol on Substances that Deplete the Ozone Layer, London, 1990.	March 31, 1993	June 29, 1993
Copenhagen amendment to the Montreal Protocol on Substances that Deplete the Ozone Layer, Copenhagen, 1992	Nov. 7, 1997	Feb 4, 1998
Montreal amendment to the Montreal Protocol on Substances that Deplete the Ozone Layer, Montreal, 1997	Sept. 24, 2003	Dec. 22, 2003
Beijing Amendment to the Montreal Protocol on Ozone Depleting Substances, Beijing, 1999	Sept. 24, 2003	Dec. 22, 2003
United Nations Framework Convention On Climate Change, New York, 1992	Jan. 6, 1995	April 6, 1995
Kyoto Protocol to the United Nations Framework Convention on Climate Change, Kyoto, 1997.	June 28, 1999	February 16, 2005.
Convention on Biological Diversity, Rio de Janeiro, 1992	Jan. 6, 1995	April 6, 1995
Cartagena Protocol on Biosafety to the Convention on Biological Diversity, Montreal, 2000	Signed (June 4, 2001)	
Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES)	April 23, 1997	July 22, 1997
Convention on Wetlands of International Importance especially as Waterfowl Habitats [RAMSAR]	Oct. 7, 1997	Feb. 7, 1998

Name of Treaty	Date of Accession for Jamaica	Entry into Force for Jamaica
United Nations Convention to Combat Desertification Paris, 1994 [UNCCD]	Nov. 12, 1997	March 10, 1998
Convention on Transboundary Movement of Hazardous Waste and their Disposal [Basel Convention] Basel, 1989	January 23, 2003	April 23, 2003
Rotterdam Convention on the Prior Informed Consent Procedure for Certain Hazardous Chemicals and Pesticides in International Trade, Rotterdam, 1998.	August 20, 2002	Feb. 24, 2004
Stockholm Convention on Persistent Organic Pollutants, Stockholm, 2001	June 1, 2007	
Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region, Cartagena de Indias, 1983 [Cartagena Convention]	May 1, 1987	