

Third International Conference On Small Island Developing States: Grenada National Report

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1. INTRODUCTION

The unique challenges facing Small Island Developing States (SIDS) were first formally recognized at the United Nations Conference on the Environment and Development (the Earth Summit), held in Rio de Janeiro, Brazil in 1992. In this regard, the outcome document known as Agenda 21 noted:

Small Island Developing States, and islands supporting small communities are a special case both for environment and development. They are ecologically fragile and vulnerable. Their small size, limited resources, geographic dispersion and isolation from markets, place them at a disadvantage economically and prevent economies of scale (Agenda 21: 17.124).

But it was not until 1994, when the first Conference on the Sustainable Development of SIDS was held in Barbados, that the commitment to sustainable development identified in Agenda 21 was translated into a policy document. That conference resulted in the Barbados Programme of Action for the Sustainable Development of SIDS (BPOA) - a 14-point programme of action that identified priority areas and specific actions and measures to be taken at the national, regional and international levels for addressing the special challenges faced by SIDS. The BPOA was reviewed in 1999.

The second major international conference to further the BPOA was held in Port Louis, Mauritius, in 2005. On that occasion, the Mauritius Strategy for the further Implementation of the BPOA, known as the MSI, expanded the 14-point programme of the BPOA to 19 points. The Mauritius meeting also recognized that financial and other resource constraints continued to hamper the ability of SIDS to fulfill the activities of the BPOA. In particular, the overall decline in official development assistance (ODA) was noted. The MSI was reviewed in 2010.

At Rio+20, the United Nations Conference on Sustainable Development, which was held in Rio de Janeiro in June 2012 twenty years after the landmark 1992 Earth Summit, member states renewed their political commitment towards SIDS and called for United Nations support towards these countries¹. On that occasion they also agreed to hold a Third International Conference on the Sustainable Development of SIDS, which will be held in Apia, Samoa in September 2014.

Twenty years after the BPOA, the third International Conference on the Sustainable Development of SIDS will once again bring to fore the vulnerabilities and development needs of SIDS, with a view to identifying solutions and committing resources for the implementation of these solutions. Preparations for this Conference include national stakeholder consultations, which will feed into regional meetings,

¹ United Nations (2012). The Future We Want. General Assembly Resolution 66/288.

followed by an inter-regional preparatory meeting scheduled for late August, and then into the global decisions. The regional preparatory meeting for the Caribbean subregion will be held in Jamaica, July 2-3, 2013.

It is expected this process will help to advance the call for sustainable development in SIDS, strengthening partnerships and identifying resources for implementation, and ultimately contributing to the wider dialogue on a sustainable future for all, captured in the post-2015 agenda.

In preparation for the Regional Meeting in Jamaica, the government of Grenada in collaboration with the United Nations System hosted a national consultation on June 21 2013. The consultation, suitably themed “**The Future We Want**”, attracted representation from government, private sector and civil society, and encouraged discussions aligned with the principles of sustainable development. Most importantly it offered an opportunity for the voice of Grenadians to be heard on these issues.

This report presents an analysis of the findings from this consultative process. The rest of the document seeks to address the following four objectives of the United Nations General Assembly, specifically:

- Assess the progress to date and the remaining gaps in the implementation;
- Affirm a renewed political commitment;
- Identify new and emerging challenges and opportunities for the sustainable development of SIDS and means of addressing them; and
- Identify priorities for the sustainable development of SIDS to be considered in the elaboration of the post-2015 UN development agenda.

2. ABOUT GRENADA: PROFILE AND EXPERIENCE OF A SMALL ISLAND DEVELOPING STATE (SIDS)

The southernmost of the Windward Islands, Grenada is an independent nation state, which consists of 3 inhabited islands - Grenada, Carriacou and Petit Martinique - and a few smaller uninhabited ones including Ronde Island, Caille Island, Diamond Island, Large Island, Saline Island and Frigate Island. Most of the country's 110,000 residents live on the largest island Grenada. Altogether, the islands have a land area of 345 sq. km (133 sq. miles).

Mountainous terrain is ringed by extensive coral reefs in these volcanic isles. The highest point in Grenada, Mt. St. Catherine, lies 833 meters above sea level, while the highest points in Carriacou, are High North and Mount Carre, both 291 meters above sea level. There are a variety of coastal and marine resources, including coral reefs, sea grass beds and mangrove swamps. A humid tropical climate, with temperatures averaging approximately 26 degrees centigrade exists for most of the year.

Prior to 2004, when Hurricane Ivan plummeted Grenada uprooting its agriculture sector, damaging key infrastructure and leaving in its wake losses exceeding the average annual GDP, Grenada was well on the way to achieving several of the MDGs². But the blow to agriculture, the mainstay of the economy – nutmeg, cocoa and bananas, in particular – was substantial. Assessment of damages, after the Hurricane, indicated eighty per cent (80%) of the country was reported to have been demolished with at least eighty- nine per cent (89%) of the housing stock destroyed. There was also a significant loss of lives; reports placed the number of persons dead at twenty-eight. In addition to agricultural infrastructure and livestock destroyed, some crops were uprooted and scorched beyond a capacity to regenerate. In 2005, as the country fought to get back on its development path another hurricane (Emily) struck and once again the country was consigned to recovery mode.

Apart from natural disasters, this country was affected, as were other countries in the sub region, by global events, which had a significant effect on its social and economic progress. In 2006, the international surge in oil and fuel prices reduced the capacity of the Government to reduce poverty by depleting its resources and increasing the cost of production. The Global Financial Crisis added another dimension of vulnerability to the challenges already being faced by Grenada. A Poverty and Social Impact Assessment conducted in 2009³ indicated that this crisis severely impacted

² Recent Natural Disasters and their impact on Grenada's Achievement of Millennium Development Targets and Goals. Neville Duncan (2005).

³ Nils Junge (2009b). Social Implications of the Global Economic Crisis in Caribbean SIDS: Synthesis of the Findings of 7 country Studies. Prepared for the UNDP Sub-regional Office for Barbados and the OECS for the Economic Crisis PSIA with the input of Melissa Felician and Lynette Joseph-Brown.

the tourism industry resulting in declines in both arrivals and spending. The construction industry was also a casualty to the crisis; resulting in high levels of unemployment.

Attempts to keep the economy afloat led to expansionary fiscal policies on the part of the Government, resulting in Grenada's high debt burden of 108 percent of GDP as at December 2012. In this same period, debt financing accounted for 60% of recurrent expenditure. This has had a negative impact in the provision of adequate health services and in the quality and reach of education.

Undoubtedly, there is a high level of interconnectedness, for Small Island Developing States, between environmental, economic and social vulnerabilities. Single events of disaster – environmental and/or economic in nature - to which a country like Grenada is prone because of its geographical location, can have long lasting and far reaching effects, heightened because of its small size.

The Mauritius Strategy of Implementation of the Barbados Programme of Action can help to provide opportunities and tools for resilience, even as the vulnerabilities are identified and support for the implementation of effective strategies are being garnered.

3. NATIONAL ASSESSMENT OF IMPLEMENTATION

3.1. Progress to date in key areas

At the 5-year review of the **Barbados Plan of Action (BPOA)** in 1999 (**BPOA+5**) six of the original 14 priority areas were identified as being in need of urgent attention. These are highlighted in Box 1 below.

Box 1 Priority Areas (BPOA)
1. Climate change and sea- level rise: adapting to climate change and rising sea levels, which could submerge some low-lying island nations;
2. Natural and environmental disasters and climate variability: improving preparedness for and recovery from natural and environmental disasters;
3. Management of wastes
4. Coastal and marine resources: protecting coastal ecosystems and coral reefs from pollution and over-fishing;
5. Freshwater resources: preventing worsening shortages of freshwater as demand grows;
6. Land resources
7. Energy: developing solar and renewable energy to lessen dependence on expensive imported oil;
8. Tourism: managing tourism growth to protect the environment and cultural integrity.
9. Biodiversity resources
10. National institutions and administrative capacity
11. Regional institutions and technical cooperation
12. Transport and communication
13. Science and technology
14. Human resource development

Later, in 2010, the MSI+5 was held to review the further implementation of the Barbados Plan of Action agreed to in 2005 (MSI). Key issues and priorities highlighted at those discussions included the need to focus on the following:

- Strengthening data management capacities of SIDS for monitoring and evaluation;
- Enhancing strategic partnerships, including strengthening South-South and SIDS-SIDS cooperation;
- Assessing the effectiveness of UN system support to SIDS;

- Underlining the need for results-oriented approaches and improved measures to effectively address SIDS' vulnerabilities; and
- Exploring the formal recognition of SIDS as a special category in the UN.

As it relates to Grenada's progress to date in implementing the BPOA, and treating with issues identified at these fora, an excellent review of existing initiatives can be found in the, **United Nations Conference on Sustainable Development (RIO+20) National Preparatory Process: Background Paper and Workshop Report**, submitted by the Government of Grenada⁴. That document is an important companion to this consultative process, since it is reports on a consultation that addressed similar themes and captured the views of stakeholders in Grenada.

Some of the country initiatives highlighted in that report as being in line with the mandates of the BPOA, would have commenced more than a decade ago and there are in many instances no clear understanding of the extent of progress since its initial elaboration; others may be ongoing or new. Table 1 below summarizes the initiative reported on in that paper.

Table 1: Initiatives relevant to the implementation of the BPOA/MSI highlighted in the RIO +20 preparatory document

Initiative	Comments. Dates (where available)
Tourism Master Plan	Initiated in 1996 and enhanced in 2011
Strategy to mainstream sustainable land management	Expected outcomes include (1) the adoption of a Land Management Authority or Agency; and (2) A study on Land and Marine Management strategy in order to make Land Management more consistent and compatible with coastal / marine management in the small island context.
First national communication on climate change	Provides a framework for mainstreaming various responses to climate change at various sectors including housing and services
Elaboration of a Draft Energy policy	2002 - Manifested in a current policy for rational responsiveness to short term changes in the CIF prices for petroleum fuel
Low Carbon Development Strategy	2010 - Ultimate milestone, a minimum of 20% renewable energy for electrification and transportation.
A comprehensive Physical Planning Development Control Act, PPDCA	2002 - Further enhancement to the PPDCA Act of 2002 is planned in the form of a Bill to create subsidiary legislation for enhancement of control on physical economic developments.
Physical Development Plan	2003 - Enhanced the PPDCA (2002)
Adoption of Building Code	
A National Hazard Mitigation Policy	2011 - Contains strong adaptation focus
A Fisheries-based adaptation initiative	This involved an intervention by the Fishery Authority to provide for alternative fishing opportunity for a community of fishers targeting shelf fish for to supply to an export market
A policy of public consultation and participatory management	Demonstrated by the establishment of a number of standing advisory committees

⁴<http://sustainabledevelopment.un.org/content/documents/595greneadanatereport.pdf>

Initiative	Comments. Dates (where available)
A Forest policy and Action Plan	1990s - A management plan for private forested areas and for subsistence use of forest products on public lands among other provisions
A Bio-diversity Strategy and Action Plan	2000 - This was followed by an enabling activity initiative between 2003-2006. The activity sought to interpret and appreciate the biodiversity as ecosystems assets to be utilized and conserved
St. George's (OECS) Declaration on environmental and other issues	2001
A National Waste Management Strategy	2003 - A Grenada Solid Waste Management Authority that now reports a greater than 95% waste collection coverage island-wide at both community and individual resident's level. The strategy contemplates the use of technologies to sort waste for collection and recycling the future.
Convention on Biodiversity (CBD) Plan of Action	A pledge was made to the Convention on Biodiversity (CBD) Plan of Action, to protect at least 25% of the biodiversity by 2020. This is a Caribbean Initiative.
Phasing out the consumption of Chloro-floro-carbons (CFC)	Success in phasing out the consumption of Chloro-floro-carbons (CFC) as refrigerants ahead of the Montreal Protocol Schedule of 2010
A National Disaster Plan	Developed in 1985 and revised in 1995 - Significant improvements have been made to this Plan since the passage of Hurricanes Ivan (2004) and Emily (2005). It emphasises not only community-based disaster response and readiness plans but also household and commercial facilities plans

In addition to those initiatives highlighted in the preparatory document for Rio+20, Table 2 (below) highlights the activities identified during the most recent consultation undertaken in Grenada. The analysis considers the progress to date along the main areas identified as being in need of urgent attention under the BPOA/MSI+.

Table 2: Initiatives identified as Progress towards addressing the Issues in need of urgent attention at MSI+

AREA OF FOCUS	ACTIVITIES
Climate Change and Sea Level Rise	The establishment of a National Climate Change Committee (although it is not fully functional)
	The Conservancy Group has been undertaking a coastal mapping initiative in response to coastal erosion
	A climate change policy and action plan was developed and partly implemented, but this plan was time specific, addressing the period 2008-2011 and no extension or expansion of the plan/ policy has been made.

AREA OF FOCUS	ACTIVITIES
	<p>A Ministry with responsibility for Environment, among other areas was established. This demonstrated the growing importance of the environment and related matters. It further illustrated the commitment of the then administration in tackling environmental and related issues.</p> <p>The Ministry of the Environment has allocated a specific officer with responsibility for Coastal protection.</p> <p>In Sauteurs, St. Patrick, the Ministry of the Environment has undertaken a project for low lying coastal areas</p>
<p>Natural and environmental disasters and climate variability: improving preparedness for and recovery from natural and environmental disasters</p>	<p>The National Disaster Management Agency (NadMa) has developed a Disaster Management Unit and District Disaster Committees</p> <p>There has been a strong drive towards the development of a disaster plan for each household</p> <p>Increased awareness among stakeholders- various programs and outreach initiatives are held regularly to enhance the knowledge and skills of stakeholders as it relates to disaster preparedness and management</p> <p>Mitigation Initiatives have been undertaken eg. The updating of the building code to facilitate greater resistance of buildings to natural disasters</p>
<p>Freshwater resources: preventing worsening shortages of freshwater as demand grows</p>	<p>The National Water and Sewerage Authority has committed and commenced the implementation of ensuring that 90% of the country has access to water. Further, rain water harvesting is encouraged and some stand pipes have been removed, reducing wastage by unconcerned citizens.</p>
<p>Coastal and marine resources: protecting coastal ecosystems and coral reefs from pollution and over-fishing</p>	<p>Grenada declared three Marine Protected Areas</p> <p>Grenada committed to protecting 25% of its offshore environment. Near shore coastal environment</p> <p>Grenada enacted legislation proscribing sand mining</p>
<p>Energy: developing solar and renewable energy to lessen dependence on expensive imported oil</p>	<p>There is a wind energy pilot project being undertaken on the sister isle of Carriacou.</p> <p>Discussions are underway between the government of Grenada and the Grenada Electricity Services Ltd (GRENLEC) as it relates to investing in geothermal research</p> <p>The Public Service has cultivated a culture of energy efficiency</p> <p>There is a net metering program in place- under this program; energy produced can be sold to GRENLEC</p> <p>Partnerships with global community to obtain energy efficient items. Eg. Bulbs from China</p>
<p>Tourism: managing tourism growth to protect the</p>	<p>A pilot energy audit project was undertaken by the Grenada Hotel & Tourism Association. Funding for the implementation of the recommendations emanating from the project is being sought</p>

AREA OF FOCUS	ACTIVITIES
environment and cultural integrity	Individual hotels have implemented energy saving and environmentally friendly measures

3.2. Gaps and Challenges to implementation

Gaps and challenges to implementation speak to the absence of strategies and actions that are necessary for the achievement of the objectives outlined in the BPOA. Participants at the consultation identified the following challenges to implementation of the BPOA/MSI:

- Financial constraints,
- Inadequate legislative enforcement
- An absence of a systematic approach to implementation,
- Low levels of participation among the citizenry, and
- Insufficient documentation and monitoring and evaluation.

An analysis of the review of the RIO +20 preparatory report has reinforced this view of the participants at the national SIDS consultation, and also spoke to the following:

- Absence or inefficiency of data collection systems; and
- Inadequate response to social sustainability and its integration into the development agenda

3.2.1. Financial constraints:

Participants cited the fact that funding was often attached to regional and international imperatives, which were not always the imperatives of the country. They raised the issue of countries finding themselves ‘bending to the will’ of the international or regional body.

This point seemed to be exemplified in the RIO+20 report with the following case:

“... the Global Environmental Facility, for example, as a financial mechanism for SIDS among other developing economies, to enable implementation of Multilateral Environmental Agreements (MEA) is heavily constrained as a delivery system. Its conditions for access to enabling resources are seen as highly onerous and might need to be renegotiated at MEA/CoPS in order to overcome this impediment; the responsibility of recipients versus the expectation of donors may be a key issue for negotiation”.

3.2.2. Ad hoc approach to implementation:

The challenge of inadequate financial resources for implementation was compounded by implementation initiatives that were at best fragmentary and disconnected. As a result existing human and material resources were inefficiently utilized and progress in the implementation of the BPOA/MSI were not seen as being effective, for the most part.

3.2.3. Low levels of participation among citizenry:

Despite the many advisory boards and standing committees, poor public education and inadequate promotion and communication around the Agenda and its objectives have resulted in poor participation of the population in the implementation plans and activities. It was therefore agreed that endorsement on the local level was critical for progress and that there was need for efforts at building greater awareness and participation among the population.

3.2.4. Absence of legislative enforcement:

Participants also pointed to the absence of legislation to enforce action that would facilitate the implementation of some aspects of the agenda.

3.2.5. Insufficient documentation and use of good practices:

Participants also highlighted the need for comprehensive and improved documentation of processes of implementation, including the recording of successes and challenges to support further and ongoing implementation in different areas and for the future. In this regard, it was recommended that the experiences and good practices of nations that were similar in profile and characteristics to Grenada, should be utilized to assist Grenada in charting a successful implementation path.

3.2.6. Absence of proper data collection systems:

There appears also to be a strong need to create a user-friendly reporting system for measuring progress; a system that would generate a time series of data on social, economic, environmental other indices and directly link them with outcome indicators.

3.2.7. Inadequate response to social sustainability:

Initiatives in the area of social investment and implementation are possibly the most ad hoc aspect of the implementation of the BPOA. The National Poverty Reduction Strategy initiated more than a decade ago continues in an enhanced form as a Poverty Eradication Strategy, operationalized and incorporating initiatives such as the Basic Needs Trust Fund and a National Food Security Program. Various initiatives at skills training and provision of job opportunity were developed and

implemented within the last 10 years, and programmes for providing cash incomes to vulnerable persons, including the elderly and youth, have been emphasized.

No doubt, financial constraints would have also constrained implementation in this regard. However, one of the most glaring gaps in the implementation of social initiatives, especially in the area of poverty eradication, is the absence of a National Poverty Reduction Strategy Paper.

4. RENEWED POLITICAL COMMITMENT

Political commitment to the SIDS agenda can also be seen in the existence of policies and some legislation such as the National Physical Plan (2003), enabled by a Physical Planning and Development Control Act (2002); A Natural Parks and Protected Areas Act (1990), which accommodates Biodiversity provisions; and the Environmental Levy Act, 1997, which provides for guaranteed financial support for the Grenada Solid Waste Management Program. Other policy-based initiatives include the National Environmental Policy and Management Strategy, the Policy and Strategy on Energy, and the Forestry Policy and Action Plan (2000).

It was felt that policy makers and development partners NOW have a better understanding of the SIDS framework and the need to take account of vulnerabilities when elaborating development initiatives, compared to a decade ago. This view is substantiated by the level of Grenada's participation at high-level meetings such as the Alliance of Small Island States (AOSIS), where Grenada was thought to be an integral collaborator in the development of the framework for Climate Change.

The RIO +20 preparatory review also noted that under a process of Constitutional Reform, there is a draft clause with provisions being made for addressing issues that reflect judicious use of natural resources and guarantees to every citizen a clean, healthy environment based on ecological integrity (section 28). Section 29 of the draft clause also imposes a duty on every citizen to protect, preserve and improve the environment. These are clear indications of an awareness and intention to deliver on the BPOA.

The consultation however identified the need for renewed political commitment to this framework in a few key areas:

- 4.1. Effective legislation to ensure the enforcement of policy documents, which at best represent "good intentions";
- 4.2. Mechanisms for including non-technical citizens into the conversation in order to promote understanding of the objectives of the development agenda. These important stakeholders are usually left out of the conversation, leading to a lack of endorsement around the implementation of important actions.
- 4.3. Translation of agreements made at high-level meetings into local action.
- 4.4. A clearer framework/architecture regarding resource mobilization for the implementation of actions. Such architecture would feature better linkages between programmes and projects across sectors, and a more

comprehensive approach to requests for resources when treating with regional and international partners.

- 4.5. A political champion at a high level for SIDS-related issues.
- 4.6. A bi-partisan agreement, which would ensure the continuation of programs that build the economy and promote development, since it was felt that time and other resources are not efficiently utilized when programmes and activities are replicated when new parties enter Government.
- 4.7. Demonstration of commitment by development partners and policy makers at the national, regional and international levels to idea of Grenada's vulnerabilities as a SIDS through consistency in the implementation of programmes, plans and policies; by ensuring that legislation is applied where necessary to ensure enforcement of policies; and by providing dedicated funding to important areas in need of urgent attention.

5. NEW AND EMERGING CHALLENGES

Efforts to implement the Programme of Action within the SIDS framework revealed the need for an integrated approach to the Development Agenda for success in the achievement of objectives, even within the traditional theme of sustainable development. This raises the other challenge of ensuring therefore, that the SIDS agenda is firmly linked to and incorporated into the Post 2015 development agenda for countries like Grenada, given their vulnerabilities and small resources. Further to this, the Green Economy initiative provides a framework for implementation of the development agenda using the principle of integration of the three pillars of development. As a new framework, however, it also comes with new and emerging challenges which are discussed in this section and elaborated in the discussion of priorities for sustainable development.

5.1. Integration of all areas for Sustainable Development

One of the emerging challenges, recognized by participants during the consultation, was the need, under the SIDS framework, to integrate the main pillars of environmental, economic and social development, for successful implementation of the BPOA, using the MSI.

According to the RIO +20 preparatory report, *“... environmental issues are allowed to define sustainable development and as a result economic development is often considered to be at odds with environmental values, and social development is often not considered as development”*.

As a result, an unnecessary tension exists among policy-makers and communities of practitioners who feel the need to give primacy of place to one or the other pillar of development in the elaboration and implementation of programmes and projects. The challenge therefore is to consistently interpret sustainable development as necessarily economically, socially and environmentally integrated.

5.2. SIDS and the Post 2015 agenda for the Caribbean Sub region

Another challenge that has emerged is the need to ensure that the SIDS agenda is appropriately incorporated into the Post 2015 agenda for maximum impact in the development of the future that we want.

In this regard, the SIDS have been very clear that they want the Third International Conference preparations and outcomes to have relevance for the post-2015 process, and this desire is reflected in the fourth objective in the modalities resolution: “identify priorities for the sustainable development of small island developing States

for consideration, as appropriate, in the elaboration of the post-2015 United Nations development agenda.”⁵

This is an important position taken by the SIDS, demonstrating a clear recognition of the links between sustainability, development and environment, and their impact on society and the economy, especially as they relate to issues of poverty eradication, youth employment and gender equality, to name a few.

The Sub regional Conference in July not only allows Grenada and other SIDS in the Caribbean to define their priorities, and position themselves for the SIDS 2014 Conference in September, but also allows for the elaboration of the Post-2015 development agenda from a SIDS perspective. The key message here must be that the SIDS Agenda has to be incorporated into the Post 2015 agenda.

5.3. Embracing the Green Economy initiative

A major emerging challenge for SIDS is persuading major stakeholders to embrace the Green Economy initiative as an opportunity to further their development agenda.

UNEP defines a green economy as one that results in “improved human well-being and social equity, while significantly reducing environmental risks and ecological scarcities”⁶ (UNEP 2010).

SIDS, like Grenada, have had to respond to international calls to meet various development goals and objectives, for which resources for implementation have often been limited. This has sometimes results in fatigue and a jaundiced view, by stakeholders, of new development initiatives.

In supporting the transition to a Green Economy, which is discussed below as one of the priorities for sustainable development Post 2015, it is important to overcome the the following views, which have the potential to derail the initiative, They are:

1. There is a trade-off between environmental sustainability and economic progress; and
2. A green economy is a luxury that only wealthy countries can afford.

It is important therefore that Grenadians get the message that in localising the green economy in Grenada, they are in fact implementing the SIDS and Post 2015 agenda by truly integrating the economic, social and environmental dimensions of sustainable development.

⁵ Expert Group Meeting on SIDS and the Post 2015 Agenda.

<http://www.sids2014.org/index.php?page=view&type=13&nr=43&menu=1509>

⁶ UNEP 2010. Towards a Green Economy: Pathways to Sustainable Development and Poverty Eradication.

6. PRIORITIES FOR SUSTAINABLE DEVELOPMENT POST 2015

The process that is being employed to arrive at a Post 2015 Development Agenda offers an opportunity to reflect on the gains made in the last decade, take on board lessons learned in relation to special and differential needs of SIDS, and give voice to those who have been, and will be, affected by the resulting Framework.

The discussions at the most recent consultation was grouped around six thematic areas. A separate working group on SIDS was also convened. The six thematic discussion areas were:

- Poverty/Unemployment/Youth
- Health/Ageing
- Gender and Human Rights/Marginalized groups
- Economic Transformation/Education/ Human Resource Development
- Food Security/Agriculture
- Disaster Risk Reduction/Climate Change Adaptation

The process highlighted the unique perspectives of SIDS in the whole debate on what is the Future that we want post 2015. In addition to this, consideration of the implementation of initiatives for a Green Economy from the perspective of SIDS is also very important to the Post 2015 development discussion. The views shared at this and other consultations, and which represent the voice of Grenada in the intergovernmental process towards the articulation of a Post 2015 development agenda are summarized below.

6.1. Poverty/Unemployment/Youth

Participants at the consultation acknowledged that employment and decent work are critical means of achieving inclusive growth, poverty reduction and human development. In Grenada, it was highlighted that having a job did not guarantee a way out of poverty, since many persons working at low-level jobs were still caught in the grasp of poverty. The phenomenon of the working poor is quite evident in Grenada today. Notwithstanding this, being employed was identified as providing the “potential” for reducing other dimensions of poverty including giving women and men a sense of identity, self-esteem and respect.

In particular, it was noted that the absence of job opportunities and exclusion from the labour market, as happens with youth for example, increases levels of inequality, weakens social cohesion and diminishes trust in political leadership and institutions. Further, participants endorsed the view that the MDGs did not sufficiently focus on issues of importance to youth.

In terms of women, the group felt strongly that the reproductive role of women, carrying with it the burden of unpaid care work, and other social restrictions, which largely tended to go unacknowledged, severely limited the opportunities available to women for participating in the formal labour market. This discrimination along gender lines hinders the full economic and productive contribution of women.

Participants articulated a vision for a Future post- 2015 in which there was zero poverty, zero unemployment, zero working poor. A Future where there was more youth representation and a cadre of youth characterized by self reliance and a spirit of entrepreneurship; where there is open collaboration and co-operation among stakeholders and unrestricted access to information.

The priorities for a Post 2015 development agenda towards attaining such a future, included:

For Grenada:

- Employing a multifaceted approach to development, reflecting partnerships among Government, the private sector, civil society and Youths
- Promotion of decent jobs
- Creating an enabling environment for inclusive growth for all including women and youth
- Examining and addressing the gender dimensions in advancing employment and decent work
- Increased youth representation, consultation, engagement
- Approach policy development from the bottom up

For the world:

- Focus on good governance, transparency and accountability to sustain economic and social progress
- Acknowledge differences in capacity, resource endowment and vulnerability among countries and provide support for inclusive growth at the international level.
- Reject international trade systems, rules and financial structures that do not promote inclusive growth and promote international cohesion to tackle environmental pollution and climate resilience.

6.2. Health and vulnerable groups

Health is both a requirement for and a consequence of sustainable development, since environmental, economic and social sustainability all influence the performance of the health system. Universal health coverage implies that all people have access, without discrimination, to the basic preventive, curative and rehabilitative health services that they need, as well as essential, safe, affordable, and effective medicines. But in order for universal health coverage to be equitable and meaningful **several social determinants of health** also need to be addressed.

The poor, vulnerable and marginalized groups in the population face differential exposure to risk factors, differential vulnerability to diseases and health conditions and outcomes, and differential consequences of diseases and health conditions.

Contributors at the consultation articulated a vision for Health-Post 2015 that **delivers quality health services to all people, with specific attention to vulnerable.**

Health Priorities towards achieving this future include:

1. Improving access to primary health care – (access to health is defined as availability, quality and affordability).
2. Reducing the burden of Chronic Non Communicable Diseases (CNCDs)
3. Addressing the cost of healthcare including consideration of a National Health Insurance Programme
4. Including issues of mental health into the provision of health care to the population.
5. Addressing the Human Resources (HR) constraints
6. Adopting systems and technology to improve data collection, analysis and use in health service provision
7. Research as a basis for promoting food produced using traditional production techniques instead of Genetically Modified (GM) foods
8. Ensuring access to clean water and protection of the environment
9. Improve general care and services for the elderly.

6.3. Human Rights/Gender Equality/Marginalised Groups

On a daily basis, marginalized and excluded groups of people, are deprived of basic human rights such as decent jobs, food, housing, health, and education among others. This discrimination is usually related to, inter alia, their gender, age, race, ethnic and indigenous identity, (dis)ability, marital and family status, HIV status, and sexual orientation. The resulting inequalities are commonly "*legitimised*" by the adoption of *stereotypes and prejudice* that justify discrimination and serve to maintain exclusion. For example, poor people may be deemed to be "lazy"; or the rights of persons with disabilities are dismissed as the "expensive demands of unproductive people.

Addressing inequalities is a moral imperative from a human rights perspective and *gender-based discrimination* remains the *single most widespread driver of inequalities* in today's world (UNICEF, 2012). Gender-based violence is a major constituent of this continuing failure to recognize human rights.

The Consultation articulated a Post 2015 vision for an international society that is driven by human rights consciousness/ awareness, where there is **non-discrimination against any person and gender equity and equality.**

The following priorities for human rights and gender equality were articulated towards achieving this future:

For Grenada:

- Revise and rationalize the Social Security System
- Examine Land Ownership, earning potential
- Arrest and control gender violence
- Provide greater sensitization to eliminate stigma
- Provide for the specific needs of women and girls, children, persons with disabilities and all minority groups;
- Eradicate domestic violence (against both genders)

For the world:

- Promoting and building a culture of peace and respect for human rights
- Strengthening different dimensions of women's autonomy: economic autonomy, political autonomy, freedom from all forms of violence, sexual autonomy and reproductive autonomy.
- Addressing the multiple dimensions of gender (in)equality and the way they play out across different development sectors

6.4. Economic Transformation/Education/Human Resource Development

Education is a fundamental human right and the bedrock of sustainable development. It contributes to social, economic, and environmental sustainability. It also underpins governance, and security of the individual. Further, the gains that result from investing in education redound to the wider society and economy, manifested in externalities with long lasting impacts in public health, decent work and gender equality.

For Grenada, participants at the consultation felt that more emphasis needed to be placed on:

- Aligning the national strategic focus of economic transformation, with the education system and its deliverables;
- Identifying the jobs and skills that are needed at the national level, and adapting training methodologies to enable students to become more effectively trained and skilled to take up the required jobs;
- Inculcating a culture of entrepreneurship into the schools curriculum at primary and secondary school levels;
- Placing trained teachers in classrooms to ensure that students obtain quality education;
- Conduct manpower planning - forecasting future skills requirements; review against National Strategic and industry sector plans to establish linkages and

then redefine the delivery of training curriculums at pre-primary, primary and secondary levels;

- Employ the use of ICT in education to a much larger extent than currently exists, beginning at the pre-primary level; and
- Use Systems Thinking Model to engage civil society, public and private sector.

As an enabling factor for the multiple dimensions of holistic societal development access to high quality education also has the potential to result in safer and more resilient and stable societies. It plays a crucial role in shaping personal and collective identities, promoting critical social capital and cohesiveness, and responsible citizenship based on principles of respect for life, human dignity and cultural diversity.

The main focus for the Post 2015 Agenda in this area should be on:

- Eliminating illiteracy
- Improving the quality of education available in Grenada
- Promoting an all inclusive education system that is designed for all to benefit and learn
- Manpower planning to match skills set to economic development goals

6.5. Food Security/Agriculture

For Grenada, the main issues in the area of achieving sustainable food security and developing its Agricultural sector include the lack of a proper land use policy, the divergence between what is produced and what is consumed; the aging of current farmers and failure to encourage youth into agriculture and praedial larceny.

The consultative group identified a vision of a **future for Grenada which is characterized by an agriculture sector that can withstand the effects of climate change**, greater revenue generation from government estates; Increased rain water harvesting, more structured production, a reliance on traditional production mechanisms, and improved collaboration among stakeholders.

The priorities in Agriculture and Food security for Grenada Post 2015 to achieve this vision are:

- Promotion of value added production
- Import substitution and reduction
- Climate proofing and resilience
- Strengthening of Research and development

6.6. Disaster Risk Reduction/ Climate Change

Grenada currently has in place several pieces of legislation to protect its environment. The most relevant ones to the project are: the Physical Planning and

Development Control Act No25, of 2002; the Public Health Act of 1958 and the litter Abatement Act of 1973, which has been supplemented by the passage of the Waste Management Act 2001 addressing pollution control and the abatement of litter; the 1986 Fisheries Act; and the 1990, National Parks and Protected Areas Act. Every one of those pieces of legislation plays an important resource management role, which, to some extent, has contributed to the enhancement and conservation of the natural environment and the preservation of public health and safety in Grenada.

Grenada has identified Climate Resilience as one of the overarching priority for the next decade. Recognizing that climate responses are likely to involve implementation of actions in a multi-sectoral approach, the RIO+20 preparatory report highlights the following key areas for action:

- Appropriate regulatory framework
- Institutional strengthening and capacity building
- Technology transfer
- Public awareness and enhancement of skills for facilitation of new responses to changes in technology.

Special focus is also needed for education and training for both technical resource persons and policy-makers, including clear articulation of how adaptable policy instruments must be applied in the small island context.

Participants at the SIDS consultation also identified climate resilience as a key issue for focus Post-2015 and highlighted the need for:

- Revision and implementation of some of the laws that speak to environmental issues;
- Strengthening of physical infrastructure – every built structure should be able to withstand at least a category 3 hurricane;
- Implementation of disaster mitigation and recovery plans for all long scale projects

6.7. Other areas of importance

The special SIDS Working Group also discussed three other areas of importance:

- a. Science and technology
- b. Transfer of technology - need assistance
- c. Protection, conservation and sustainable use of natural resources
- d. Institutional Issues
- e. Financing for implementation

In these areas the following priorities were highlighted for inclusion in the Post - 2015 discussions as related to Grenada:

6.7.1. Science and technology

- Transfer of appropriate technologies
- Examine and build upon best practices
- Assist with developing value added products eg. Cocoa/chocolate (agro-processing) using Science and Technology
- Share information and lessons learned
- Promote capacity building and use of modern technology such as the internet, social media and mapping

6.7.2. Trade and Macroeconomics

- Provide assistance to address the debt burden- how to manage debt and how to successfully obtain debt forgiveness from global partners
- Further open possibilities for trade
- Address issues relating to quality assurance- ensuring maintenance of quality standards and that requirements are met for various product lines
- Develop sectors with high revenue potential eg. Honey and other emerging areas
- Navigate trade barriers of other countries that prevent market penetration- either to have these addressed at sub-regional, regional or international levels.
- Promote capacity building for developing environmentally friendly and sustainable production
- Build and strengthen research capabilities of regional universities
- Provide assistance to access funding available under Multilateral Environmental Agreements
- Address unemployment particularly among youth
- Promote green jobs

6.7.3. Protection, Conservation, Sustainable Use of Natural Resources- Caribbean

- Make the Caribbean Sea hazardous free from pollutants and harmful substances,
- Ensure countries that engage in nuclear testing are signatories to Multilateral Environmental Agreements
- Demonstrate greater commitment to MEAs
- Promote capacity building and the implementation of legislation

6.7.4. Institutional Issues

- Enhance Regional universities' capacities to do research and otherwise respond to relevant needs of member territories.
- Establish a think tank to build capacity to develop and implement MEAs.
- Review regulatory and policy frameworks.

6.7.5. Financing for implementation

- Obtain regional support- CARICOM level or sub-regional- OECS
- Obtaining funding for MEA priorities
- Establish a national fund to access funding with a national resource mobilization strategy that outlines how to use these funds for national priorities.

6.8. Implementing the Green Economy Initiative

“Rio 1992 did not fail the world – far from it. It provided the vision and important pieces of the multilateral machinery to achieve a sustainable future. But this will only be possible if the environmental and social pillars of sustainable development are given equal footing with the economic one: where the often invisible engines of sustainability, from forests to freshwaters, are also given equal if not greater weight in development and economic planning.”⁷

This view of the UNEP’s Executive Director provides an understanding of why a major theme of RIO+20 was, *“A green economy in the context of sustainable development and poverty eradication.”* The Green Economy initiative is a framework of development that seeks to maximize growth in income and productivity, in a manner that is resource efficient, low carbon, environmentally friendly and socially inclusive. This concept is at once familiar in its vision and yet different in its articulation. For SIDS, this approach is not only relevant, but also absolutely necessary for sustainability, given its small size and vulnerability. It is therefore a very important priority for sustainable development Post 2015, from the perspective of Small Island Developing States.

In implementing the Green Economy initiative, Grenada would need to consider the following:

- Mainstreaming and localising the newer theme of green economy and poverty eradication versus the traditional theme of sustainable development and poverty alleviation.
- Adapting green technology in the local context, by utilizing existing equipment and knowledge while transitioning to more expensive green technology, where this might be necessary. This approach is important in a country with scarce resources and small size.
- How to generate and incentivize decent jobs and livelihoods at all levels utilizing ecosystems goods and services. At present, economic activity and income generation in this sector are often associated with subsistence

⁷ UNEP 2010. Towards a Green Economy: Foreword by the Achim Steiner, UNEP Executive Director and UN Under Secretary General.

livelihoods. The challenge will be to convince potential investors and relevant stakeholders of the feasibility of this approach.

- Developing indicators for monitoring and evaluation of progress within the framework of a green economy. The small size and limited technical expertise within Grenada already pose challenges for data collection and analysis. This situation will be exacerbated if support is not provided, or the process of transition not properly managed.
- Adapting institutional and administrative practices to take account of the new integrated approaches to the management of the environment.
- Identifying appropriate solutions to high-energy usage for productivity in the face of the limited capacity of Grenada and similar SIDS to withstand the volatility of fuel prices on the global market.

7. CONCLUSIONS

7.1. Key Messages

The reality of SIDS is that challenges to their sustainable development continue to escalate even in the face of global approaches to find solutions. The global economic and financial crisis that began in 2008/2009 accentuated the vulnerability of many SIDS to external economic shocks; and at the same time, the threat that climate change poses to erasing advances made have become clearer over time.

For Grenada participants emphasized the need to continue to focus on the existing challenges with which the country had not yet come to grips, even as their gaze shifted to new and emerging challenges and opportunities presented by the discussions surrounding the Post 2015 development agenda.

In this regard, participants at the consultation reiterated the need to attend to issues of resource mobilization; inclusion of citizens in order to garner cooperation in the implementation of the Programme of Action; the need for a legislative framework that would serve to enforce policy and catalyse the implementation of urgent actions; and the need for greater bi-partisan commitment at the political level and from development partners.

Specific mention was made of:

- The need for renewed political will to achieve sustainable development goals;
- The need for strengthening and implementing present legislation and introducing new legislation and/or policies to enforce the obligation to honor commitments of MEAs.
- The key role that Grenada can play as a Champion for issues affecting SIDS in the intergovernmental process for this Post 2015 development agenda, similar to the role it played in AOSIS on climate negotiations;
- The need for Grenada to transition to a green economy as it will allow the country a new context within which to address some of the issues currently faced.

Messages to be highlighted at the Third International Conference on the Sustainable Development of SIDS conference and echoed within the post 2015 agenda:

- Strategies for development should be SIDS appropriate and tailored to the specific needs and vulnerabilities of SIDS. Strategies should be innovative and seek to harness non-traditional and modern trends eg. Capacity

building and training in the arts, heritage management, financial engineering and sustainable architecture beyond the traditional disciplines such as agriculture.

- For SIDS, developmental issues tend to overlap. Thus, synergies in implementation are imperative. In this regard, it is important that the SIDS agenda be seamlessly incorporated into the Post 2015 development agenda for the Future that we want.
- There should be a focus at SIDS 2014 on the green economy. Following on from Rio+20 there is now the need to create strategies to develop the green economy; moving from the conceptualization stage to concrete, practical activities for making the transition.

7.2. Partners in Development

- The United Nations System, in particular UNDP, UNEP
- Partnerships among key local stakeholders are critical, especially the youth
- CARICOM
- Pacific SIDS
- UWI
- International NGOs (especially those that offer specific services relating to legislative drafting)

7.3. Recommendations

7.3.1. Key Principles to guide the Post 2015 Agenda

The Post-2015 development framework should:

- Reflect *human rights principles* and should promote equitable outcomes, gender and social justice, international solidarity, decent work, sustainable livelihoods, cultural diversity, environmental sustainability, mutual accountability, transparency, inclusion, and ultimately holistic wellbeing for all.
- Promote Learning from best practices - Learn from the ongoing work of Pacific SIDS as useful references for what may be accomplished in a small island context. This includes capacity building, civil society strengthening and youth development

7.3.2. Overarching philosophical considerations going forward Post 2015:

There is a need to:

- Change our mindset from living on the earth to living with the earth

- Employ/ practice a system –wide approach and look at the entire picture
- Encourage self management, innovation and reflection
- Foster collaboration, cooperation and partnership as a way of life

7.3.3. Overarching Goals Post 2015

- Eliminate Poverty - zero poverty
- Eliminate unemployment - zero unemployment
- Prioritization of climate resilience

7.3.4. Implementation

- Regional collaboration is needed to address some of the major issues as opposed to attempting them nationally;
- Better articulation on issues at international forums in order to secure greater assistance to address issues;
- Review national environmental policy and legislation;
- Greening critical sectors such as tourism; and
- Develop a Green jobs strategy.

ANNEX 1: METHODOLOGY FOR CONSULTATION

Grenada

National Consultation on the Post-2015 Development Agenda and Third International Conference on Small Island Developing States (SIDS)

June 21, 2013

Objective

This National Consultation is intended to be a substantive input into the preparatory process of the SIDS Conference by stimulating an inclusive debate on a post-2015 development agenda and SIDS 2014 Conference, by providing inputs and ideas into the global vision on the Future We Want, with clear recommendations for governments, civil society and broad stakeholders.

It is also intended to amplify the voices of the poor and others marginalised groups in formal negotiation processes; and influence the intergovernmental processes so that they are informed and align with the aspirations of a broad spectrum of society for a post-2015 agenda. Rather than being a research exercise, the national dialogues is intended to provide an anchor for deeper and broader participatory processes led by partners, including civil society, academia, private sector and with specific attention for marginalized and vulnerable groups as well.

The specific objectives are to:

1. Draw on people's experiences and ideas in developing a shared vision for the future of the world in which we live;
2. Gather and share information that will be useful in developing a national position on the intergovernmental process towards the post 2015 development agenda, including the SIDS 2014 Conference and its preparations; and
3. Discuss and confirm the specific concerns of Small Island Development States (SIDS) in the context of SIDS 2014 preparations and post-2015 development agenda, and develop relevant recommendations for the way forward.

Desired Outcome:

Significant and valuable knowledge gathered to inform key concerns and recommendations for the country's National Position on the post-2015 development agenda and the Country Report for the Third International Conference on SIDS

Methodology

Participants were organized into the following Thematic Working groups for discussions:

1. Poverty/Unemployment/Youth
2. Health/Ageing
3. Gender and Human Rights/Marginalized groups
4. Economic Transformation/Education/ Human Resource Development
5. Food Security/Agriculture
6. Disaster Risk Reduction/Climate Change Adaptation/
7. Special Working Group on Third International Conference on SIDS

During the thematic group discussions, participants with guidance from their facilitators aimed to achieve the following objectives:

- Contribute to the debate on the thematic area including sharing relevant experiences of how issues relevant to Grenada featured in the MDG framework
- Present a discussion of key areas of concern during plenary
- Develop recommendations for tracking development in Grenada post 2015
- Develop recommendations that could be considered on a global scale in a post 2015 context

EACH THEMATIC GROUP FOCUS ON THE FOLLOWING OVERARCHING QUESTIONS

MORNING SESSION: Lessons learned and context for moving towards a new development agenda

1. What lessons have been learnt in regards to efforts made towards the advancement in this thematic area in the past decade?
2. To what extent has this thematic area been represented in the MDGs?
3. What should be Grenada's focus for the next 15 years in this area?
4. What aspects of this agenda need to be emphasized in the global post 2015 framework as new Goals?
5. Recommendations from participants

AFTERNOON SESSION: Recommendations for the Post-2015 development framework

1. What needs to be done to ensure that efforts in this direction represent the priorities mentioned?
2. What can be done to ensure that gains made are sustained?
3. What global Sustainable Development Goals will your group recommend

based on Grenada's reality and perspective?

4. Grenada's focus for sustainable development as per the thematic area and proposed indicators of progress - Recommendations from Grenada for the Global post 2015 intergovernmental process

Questions addressed by the Special Working Group on SIDS

A. Taking stock of where we are:

- a. What has been Grenada's progress to date in the implementation of the BPOA MSI?
- b. Which of the goals identified in the Barbados Plan of Action and the Mauritius Strategy of Implementation continue to be of importance to Grenada? Why?
- c. Which of the processes was Grenada most involved in and what are some of the challenges to participating in these processes?
- d. Identify the areas in which progress has been made, describe the nature of the progress and explain what are some of the gaps to be filled? Disaster Risk Recovery and Reduction.
- e. What lessons have been learned in the implementation of the various Plans of Action?

B. Renewed Political Commitment:

- a. Is there a sense that the framework of Small Island Development States - small size, location and economic, social and environmental vulnerabilities - is well understood by policy makers and development partners?
- b. Is there evidence of its use when articulating development goals and objectives for Grenada?
- c. Has the position of SIDS been regularly articulated by high level officials when addressing constituents and partners?
- d. What will represent a renewal of political will to the principles of the SIDS framework?
- e. How can partners and policy makers demonstrate commitment to idea of Grenada's vulnerabilities as a SIDS?

C. Disaster Risk Reduction

- a. What achievements have been made in the area of Disaster Risk Recovery and Reduction: Probe – what important partnerships have been formed?
- b. What lessons have been learnt in terms of good practices in the approach to risk assessment and recovery?
- c. How has the understanding of the differential impact of disasters on men, women, boys and girls and their respective contributions in the recovery period impacted on policies in this area?

d. What gaps remain to be filled? What kind of future do we want to see in this area?

D. New and emerging challenges

- a. What are the new and emerging challenges to development in the context of SIDS ; probe. Environmental challenges; social vulnerabilities that are made worse by living in a SIDS country; economic vulnerabilities that are made worse by living in a SIDS country.
- b. What are some practical ways of addressing these challenges
- c. What kinds of partnerships should be formed and strengthened for this purpose?
- d. What other mechanisms should be created to deal with these new and merging challenges?

E. Priorities for Sustainable Development

- a. What are the priorities for sustainable development in the context of Small Island Developing States. Probe. How should these be brought into the Post 2015 Agenda?
- b. What mechanisms must be created to ensure that these priorities receive attention and can be properly implemented?
- c. What are the good practices to be followed? How is the Green Initiative to be treated in this context – should it be incorporated in the priorities for development?
- d. Should it be treated as a luxury that Grenada cannot afford at this time?
- e. Should it be incorporated in Grenada’s development plans with conditions?

E. Recommendations

- a. What are the key messages, regarding Grenada’s position as a SIDS, which ought to be brought to the meeting based on what has been previously identified?
- b. What recommendations should be highlighted?
- c. What partnerships should be promoted in this regard - Both now and in the future?
- d. What messages should be highlighted at the SIDS conference and what should be highlighted at the post 2015 agenda?
- e. Should there be a marked difference in the context of what messages should be highlighted at the difference conferences – SIDS conference in 2014 and post 2015 development agenda on sustainable goals. If yes, why? If no, why not?