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**ECLAC SUBREGIONAL  
HEADQUARTERS  
FOR THE CARIBBEAN**

# **The Caribbean and the post-2015 development agenda**

Ransford Smith



UNITED NATIONS

**ECLAC**

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AND  
PERSPECTIVES

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Ransford Smith



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This document was prepared by Ransford Smith, Consultant to the Social Development Unit of the Economic Commission for Latin America and the Caribbean (ECLAC), subregional headquarters for the Caribbean, under the supervision of Sheila Stuart, Social Affairs Officer in the same Unit. Research and administrative support was also provided by Candice Gonzales and Ana Fernández of the Social Development Unit.

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## Abstract

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This paper will contend that the post-2015 development agenda presents a major opportunity for Caribbean countries to reverse decades of lagging economic performance and make the transition to balanced, holistic, and people-centred growth and development.

The MDGs, while valuable in promoting gains in poverty reduction, health, education, nutrition, and maternal well-being were not tailored to the growth and development needs of the region. This can now be changed by a post-2015 development agenda which goes beyond improving the welfare of citizens by meeting basic needs and enhancing access to primary services. The necessary scaling-up of the MDG framework will require that the sustainable development goals, which will anchor the post-2015 development agenda, are capable of promoting structural change, competitiveness and output gains while advancing social development and meeting environmental concerns. They must also address the unfinished business of the millennium development goals, primarily in the area of human development.

The broader scope of the SDGs is particularly important for the Caribbean. Despite its middle income status and moderate to high human development classification (except for Haiti), the region has experienced poor growth performance over several decades. The region should benefit from goals that, amongst their objectives, serve also to directly strengthen economic performance and promote beneficial engagement with the global economy.

It is imperative that, consistent with Rio +20 and other globally agreed outcomes, including those particularly relevant to Small Island Developing States (SIDS), a transition by the region from the low-growth trajectory that has obtained for decades be towards sustainable and inclusive growth and development, which not only improves economic performance, but conserves the environment, reduces inequality, strengthens resilience, and promotes social inclusion.

This paper will contend that if national, regional, and global will and resources can be mobilized around a set of SDGs with transformational potential, Caribbean development could in the near future attain an historic inflection point.



## I. Caribbean economies: Overview – long-term laggards?

The Caribbean, defined for the purposes of this paper as the fourteen members of the Caribbean Community who are members of the United Nations,<sup>1</sup> has experienced moderate to low economic growth for several decades. As shown below, average growth in the region, since 1970, has fallen well below three per cent, the growth rate at which output doubles at the end of a generation (i.e. every 25 years) (see table 1).

**Table 1**  
**Developing country growth: 1971-2013**  
(Percentages)

	1971-1979	1980-1989	1990-1999	2000-2009	2010-2013	1971-2013 (Avge)
Caribbean Community <sup>a</sup>	2.1	0.6	2.2	3.5	3.5	2.04
Africa (developing only)	4.3	1.8	2.5	5.4	3.6	3.08
Asia (developing only)	6.2	5.3	6.4	7.2	5.7	5.99
East Asia	7.8	9.7	8.3	8.3	6.6	8.22
Least Developed Countries	2.1	2.5	3.3	7.3	4.4	3.57

Source: Tabulated using UNCTAD data - real GDP growth rates.

<sup>a</sup> Includes Montserrat.

The Caribbean has lagged not only in terms of absolute growth, but also relative to other developing countries, falling behind growth rates in East Asia and Africa in every decade since 1970, as well as behind the Least Developed Countries (LDCs) since 1980. Ruprah et al have also found that the

<sup>1</sup> Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Grenada, Guyana, Haiti, Jamaica, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines, Suriname and Trinidad and Tobago.



Caribbean has performed poorly even relative to other SIDS.<sup>2</sup> The strongest regional economic performers since 1990 have been Trinidad and Tobago, Suriname and Belize (see table 2).

**Table 2**  
**Caribbean community members**  
(Dollars and percentages)

Country	HDI Ranking (2013) <sup>a</sup>	GDP Per Capita-2013 (cur.US)	GNI Per Capita Ranking (2013)	Real GDP Growth 1990-1999 <sup>b</sup>	Real GDP Growth 2000-2009 <sup>b</sup>	Real GDP Growth 2010-2013 <sup>b</sup>
Antigua and Barbuda	61	13 342	78	3.28	4.88	0.53
Bahamas	51	22 312	53	2.82	0.92	1.97
Barbados <sup>c</sup>	59	14 917	65	1.62	1.81	0.25
Belize	84	4 894	126	4.03	4.28	8.74
Dominica	93	7 175	103	1.99	3.26	-0.41
Grenada	79	7 890	97	3.10	3.10	0.04
Guyana	121	3 739	138	6.02	2.25	4.97
Haiti	168	820	189	-1.18	0.69	4.00
Jamaica	96	5 290	120	1.40	1.20	0.36
Saint Kitts and Nevis	73	14 133	71	4.74	3.45	3.49
Saint Lucia	97	7 328	102	2.88	3.19	2.50
Saint Vincent and the Grenadines	91	6 486	108	2.97	4.20	1.94
Suriname	100	9 826	92	0.79	5.10	6.96
Trinidad and Tobago	64	18 373	63	4.09	7.44	4.62

Source: World Bank-World Development Indicators.

<sup>a</sup> UNDP: Human Development Report (2014).

<sup>b</sup> UNCTAD.

<sup>c</sup> Barbados GDP per capita data is for 2012.

However, despite the region's generally poor economic growth performance over the past four decades, all Caribbean countries, with the exception of Haiti, are classified by the World Bank as having either high or middle income status. Most countries in the middle income grouping are classified as upper middle income-Belize, Dominica, Grenada, Jamaica, Saint Lucia, Saint Vincent and the Grenadines, and Suriname. Five countries are classified as high income-Antigua and Barbuda, the Bahamas, Barbados, Saint Kitts and Nevis and Trinidad and Tobago. Furthermore, again with the exception of Haiti, Caribbean countries are relatively well-placed on the Human Development Index, with the majority of countries ranked in the top half of the Index<sup>3</sup> (see table 2).

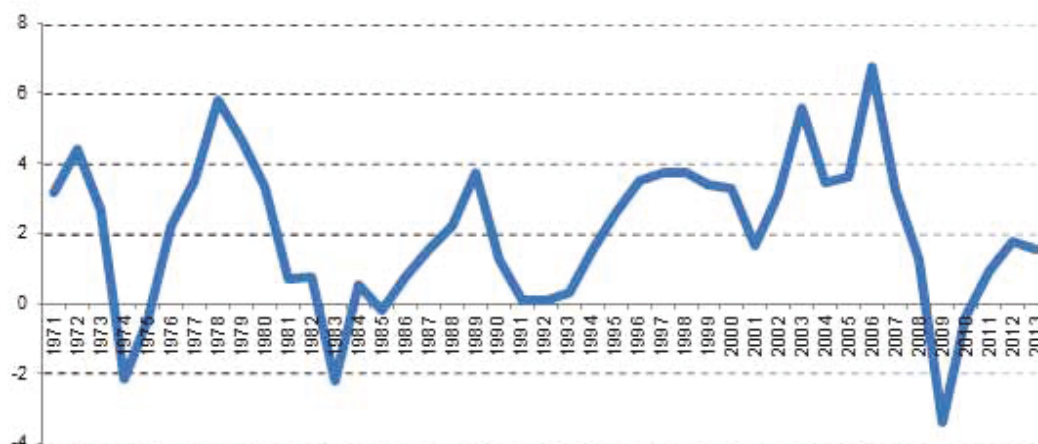
These achievements are, to some extent, the consequence of relatively solid regional institutional legacy in areas such as health, education and the administration of justice, and reflect as well the strength of a regional democratic tradition to which social welfare has been integral. The region also experienced moderate economic growth performance in the immediate post-independence years. However, particularly since the 1970s, the region's human development gains have been threatened not just by low growth but by cyclical volatility and frequent exogenous shocks, such as the oil price increases of the early and late 1970's, the regional debt crisis of the 1980's, and the International Financial Crisis that started in 2008.<sup>4</sup> The growth volatility associated with small, open and vulnerable economies is reflected in Figure 1 below.

<sup>2</sup> Ruprah, Inder, Karl Melgareja, Ricard Sierra, 'Is there a Caribbean Sclerosis? Stagnating Growth in the Caribbean', Inter-American Development Bank, Washington DC, 2014.

<sup>3</sup> The Human Development Index takes account of life expectancy, mean years of schooling, expected years of schooling, and gross national income per capita.

<sup>4</sup> See for example Mercer-Blackman, Valerie and Karl Melgarejo, 'Spill-overs of Global Shocks over Caribbean Countries : So Large that there is Little Room to Manoeuvre – An Impulse Response Analysis', Policy Brief, IADB, 2013. The authors look at the

**Figure 1**  
**Caribbean growth, 1971–2013**  
**GDP growth rate**  
 (Percentage)



Source: UNCTAD.

The Caribbean has also experienced in recent years its particular version of the ‘middle income trap’. As larger economies, mainly in Asia, have expanded their manufacturing base, and as changing global trade rules have led to the erosion of preferences, the region has found it difficult to compete in both traditional export agriculture markets and in the production and export of low and intermediate value-added manufactures.

Many countries of the region have responded to these developments by increasing their reliance on services, particularly tourism. But the transition from primary agriculture to services, leapfrogging an intermediate stage, has not been driven by structural transformation, and consequently has not been accompanied by significant diversification of output or competitiveness in value-added services, notwithstanding the enormous importance and potential of tourism.

#### **Box 1** **Preference erosion**

Preference erosion is the loss of price advantage or ‘preference margin’ that preferential market access confers on beneficiary countries, or more *formally* “the decrease in the average unit price of a preference beneficiary in the market of a given partner as a result of MFN-based import liberalization by that partner.”

The loss of preference margin may occur as a result of the unilateral, multilateral, regional or bilateral elimination of tariffs, and other barriers to trade, by preference giving countries or groups of countries, which have mainly included the EU, the USA, Japan and Canada, Australia and New Zealand. Vulnerability to preference erosion especially affects small island economies and is largely dependent upon factors such as the magnitude of preferences being received, the export-product concentration, and the utilization of preferences. In the case of the Caribbean this dependence is particularly high with more than 90 per cent of the region’s total goods exports destined for the markets of the EU, the USA, and Canada under one of several preferential arrangements.

Source: Alexandraki, Katerina. The Impact of Preference Erosion on Middle-Income Developing Countries, IMF Working Paper, 2005.

importance of external macro-variables, like output changes and commodity prices, in explaining GDP changes in Caribbean economies. They estimate that during 2007- 2011, the cumulative output lost relative to the counterfactual of no global meltdown was, in the Bahamas, Barbados and Jamaica, 22.4 per cent, 14.5 per cent, and 16 per cent of GDP, respectively.

By 2013, services accounted for more than seventy per cent of GDP in most Caribbean countries, (see table 3). According to CARICOM data, member States earned US\$10 billion in 2011 from the export of services, a more than doubling of earnings from two decades before. Notably, of the US\$10 billion in services exports, travel contributed 71.3 per cent. Other services contributors were all below a ten per cent export earnings threshold : transportation 9.5 per cent; other business services comprising research and development services, professional and management consulting services, and technical, trade-related and other business services 8.5 per cent; and telecommunications, computer and information services 3%. Overall, services categories, with the exception of travel, exhibited negative or a very small positive balance in the regional current account,<sup>5</sup> contributing to the continuing imbalance, which in the case of regional goods trade, amounted in 2011 to over US\$5.6 billion.<sup>6</sup>

**Table 3**  
**Structure of Caribbean economies, 2013**  
(Percentage of GDP)

Country	Agriculture	Industry	Services	Exports	Imports
Antigua and Barbuda	2.3	18.1	79.7	44.1	59.5
Bahamas	2.0	18.3	79.7	42.0	55.8
Barbados	1.5	15.7	82.9	42.5	54.3
Belize	15.3	19.1	65.6	60.9	66.3
Dominica	17.2	14.0	68.8	32.8	48.2
Grenada	5.6	15.2	79.2	25.1	50.7
Guyana	21.9	32.8	45.3	84.6	119.2
Haiti				18.2	52.9
Jamaica	6.7	20.8	72.5	30.4	53.0
Saint Kitts and Nevis	1.7	25.5	72.8	38.4	49.3
Saint Lucia	3.1	14.4	82.6	46.0	51.2
Saint Vincent and the Grenadines	7.1	17.7	75.1	27.4	59.9
Suriname	7.0	48.6	44.4	30.4	45.2
Trinidad and Tobago	0.6	56.5	42.9	63.2	40.0

Source: World Databank <http://data.worldbank.org> Data for Barbados and Jamaica are from 2012; comparable data for Haiti, except for import and export data, was unavailable. Export/import data for both Guyana and Suriname are from 2005.

The region's low level of external competitiveness is reflected in the persistent current account deficits which averaged 13.2 per cent of GDP for the period 2001–2010, with members of the Organization of Eastern Caribbean States (OECS) averaging 24.3 per cent.<sup>7</sup>

The region's continuing low growth-high debt trajectory will inevitably compromise and erode its human development gains if not reversed through structural transformation accompanied by sustained and inclusive growth and development.

<sup>5</sup> It is noted that these include some of the services identified by the Strategic Plan For the Caribbean Community 2015–2019 as key economic drivers to be unleashed – financial services, ICT services, professional services, construction services, education services, health and wellness services and cultural, entertainment and sporting services.

<sup>6</sup> Caribbean Community Secretariat, CARICOM Statistics on International Trade in Services, 2006–2011.

<sup>7</sup> Caribbean Community Secretariat, Caribbean Community Regional Aid for Trade Strategy 2013-2015, Georgetown, pg.4. Only energy producer, Trinidad and Tobago, generated a surplus during this period. Members of the OECS: Antigua and Barbuda, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, Saint Vincent and the Grenadines.

## II. Caribbean at crossroads: main challenges

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The challenges facing the region straddle the social, economic and environmental pillars. They reflect structural imbalances; climate, environmental and other vulnerabilities; and broadly uncompetitive terms of engagement with the global economy.

### A. Debt

There are two indices other than world class sprinters per capita in which the Caribbean is undisputed world leader: one is debt to GDP ratio and the other is migration of the educated.

The high level of accumulated debt throughout the region is a consequence of the financing of current account deficits over time, the deficits being a symptom of the region's lack of competitiveness and fiscal imbalances. As of 2013, nine Caribbean countries Saint Vincent and the Grenadines, Dominica, Saint Lucia, Belize, Antigua and Barbuda, Saint Kitts and Nevis, Barbados, Grenada, and Jamaica had debt to GDP ratios that exceeded the accepted critical threshold of 60 per cent, and several rank among the most highly indebted countries in the world, with debt ratios of well over 100 per cent of GDP.

Despite several debt rescheduling and debt exchanges since 2010,<sup>8</sup> the debt profile of the region has not changed substantially. In fact, the Caribbean Development Bank (CDB) in its 2013 Annual Report observed that fiscal performance deteriorated in six of the nine most highly indebted members between 2012 and 2013, resulting in increased indebtedness ranging from 2.8 per centage points in Dominica to 10 per centage points in Barbados.

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<sup>8</sup> Antigua and Barbuda-debt exchange and rescheduling, 2010; Belize debt exchange 2012; Grenada debt rescheduling and exchange, 2013; Jamaica debt exchange 2010, 2012; St Kitts and Nevis 2012. It should be noted that Haiti has received substantial bilateral debt relief (2009) and Guyana remains the only country from the region to receive debt relief under the Heavily Indebted Poor Countries (HIPC) and Multilateral Debt Relief (MDRI) Initiatives. In early April 2015, the Government of Grenada announced that it had reached agreement in principle on financial terms that will apply to restructuring of its US and EC dollar bonds due in 2025. According to the Government of Grenada news release, the terms agreed in principle would result in a 50% reduction in principal amounting to 19% of Grenada's GDP. See Government of Grenada press release dated April 08, 2015, 'Grenada and its bondholders reach agreement in principle on key financial terms for restructuring'. Jamaica's current four-year programme under the IMF's Extended Fund Facility has significant reduction of the public debt to GDP ratio as a primary objective.

**Table 4**  
**Caribbean debt, 2013**  
*(Percentage)*

Country	GDP
Jamaica	143
Grenada	116
Barbados	108
Saint Kitts and Nevis	100
Antigua and Barbuda	95
Belize	76
Saint Lucia	74
Dominica	73
Saint Vincent and the Grenadines	73
Guyana	58
Bahamas	56
Suriname	37
Trinidad and Tobago	33
Haiti	20

Source: Caribbean Development Bank Annual Report 2013.

This high level of accumulated debt contributes to poor regional GDP performance and diverts resources to amortization and interest payments - away from health, education, infrastructure, administration of justice, social protection and other areas that are drivers of growth and promoters of inclusiveness. In the case of the most highly indebted regional economy, Jamaica, in the 2015–2016 Budget Estimates of Expenditure tabled in Parliament in February 2015 the country allocated J\$310.2 billion or approximately 47 per cent of projected Expenditure to servicing debt;<sup>9</sup> in the same Estimates spending on education was reduced by three 3 per cent, from J\$83.8 billion to J\$81.3 billion.

It is generally accepted that, at levels above 60 per cent, debt has a negative effect on growth. Not surprisingly, given the region's burden of debt, a recent study by Ruprah et al found that while in 1980 Caribbean GDP per capita was four times higher than the GDP of other small economies; by 2012 this ratio had fallen to less than parity – at 0.94. The authors suggest that, absent reform, the trend will continue, and project Caribbean GDP to fall, in a business as usual scenario, to 0.89 of the GDP of other small economies by 2018.<sup>10</sup>

The Caribbean, given its huge public debt, faces a development conundrum. High debt levels undermine growth. But in the absence of significant debt relief which, so far, has not been forthcoming for Caribbean middle-income economies, broad based economic growth remains the only viable path to meaningfully reduce debt. With domestic borrowing already high, accounting for more than half of the public debt in high and moderately indebted Caribbean countries. To break with the current low growth trajectory requires the injection of new and affordable external development financing and, importantly, that these flows be accompanied and complemented by raised levels of fiscal prudence on the part of Caribbean governments, and by strengthened debt management and improved mobilization of domestic revenue.

<sup>9</sup> Minister of Finance and Planning Budget Presentation for the 2015 – 2016 fiscal year, pg. 31.

<sup>10</sup> Ruprah, Inder, Karl Melgareja, Ricardo Sierra, 'Is there a Caribbean Sclerosis? Stagnating Economic Growth in the Caribbean', Inter-American Development Bank, p.54.

## B. External financing

Several years ago, the Commission on Growth and Development<sup>11</sup> compared and assessed the economic performance of so-called ‘success stories’ – economies that had achieved high, sustained growth in the post-war period. Third on a list of five shared characteristics identified by the Commission was “muster[ing] high rates of saving and investment”.

The Caribbean Development Bank has called attention to the low savings rate in the Caribbean. According to the regional bank, at an average of 15 per cent of GDP over the past decade, the Caribbean savings rate has been only half the average in other emerging and developing economies.<sup>12</sup> The accumulation of debt and reliance on capital inflows to sustain aggregate demand and finance investment and consumption has been one consequence of this inadequate or low level of mobilization of domestic resources. Given this situation, access to external financing that will not aggravate the regional debt burden is of utmost importance for the region. Yet the augury is not good. With strategic regional considerations deriving from the Cold War dissipating, and with global attention focused on poverty reduction, as shown by the adoption of the Millennium Development Goals, the Caribbean, as a mainly middle income region, is at severe disadvantage in the competition for grant and concessional development resources – both bilateral and multilateral. During the period 2000-2010, concessional development financing to the region has fallen drastically, even while, in the same period, development assistance has increased considerably in real terms.<sup>13</sup> The fact is that the bases on which traditional donors allocate development funding have not been favourable for middle-income developing countries with moderate to high human development. At the same time, FDI flows to the sub-region have been volatile, rising during the decade preceding the financial crisis of 2008 but yet to recover after falling off precipitously since then.<sup>14</sup> While several Caribbean countries have in recent years borrowed in the private capital markets, small size and modest debt ratings, serve to accentuate risk premiums and, as well, the existing debt stock-pile makes this an unattractive if sometimes necessary option. The difficulty in attracting external private flows can be attributed to constraints relating to diseconomies of scale and small market size, although poor macro-economic environment, non-competitive domestic cost structures, and regulatory burdens in some countries in the region are undoubtedly important factors. The volatility in external flows reflects heavy dependence by the region on a few source countries and the concentration of these flows in a few sectors most FDI going in recent years to tourism, mineral extraction and asset privatization.

A major challenge for the Caribbean is increasing access to external resources for development in an international climate that has not been receptive so far to the ‘special and particular’ circumstances of the region – beset by structural, geographic and environmental vulnerabilities, now lagging in economic performance, and where the capacity to maintain the gains of the past and to transform the lives of citizens going forward may be in doubt. The SDG paradigm could conceivably encourage a review of current perspectives on assistance to the region and be a timely catalyst for national, regional and international action.

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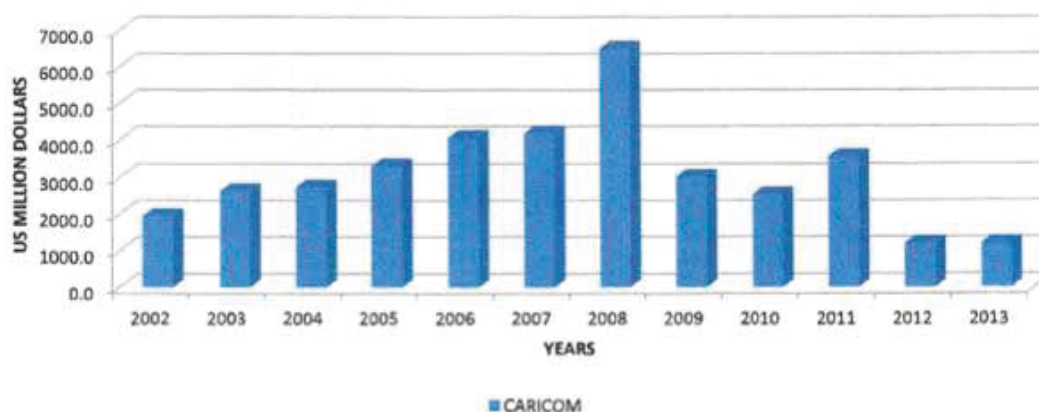
<sup>11</sup> The Commission, chaired by Nobel Laureate Michael Spence, and sponsored by a number of leading development agencies’ presented ‘The Growth Report: Strategies for Sustained Growth and Inclusive Development’ in 2008.

<sup>12</sup> CDB Annual Report 2014, pg. 13. The exceptions to the low propensity to save are cited to be Antigua and Barbuda, Saint Kitts and Nevis, Trinidad and Tobago and Haiti.

<sup>13</sup> Since the 2000 Millennium Development Summit, net ODA flows to developing countries has increased from US\$84 billion to US\$134.8 billion, in 2013. However, only five donors – Denmark, Luxembourg, Norway, Sweden, and the United Kingdom – have exceeded the target of disbursing 0.7 per cent of gross national income as aid. Report of the Secretary General, Follow-up to and Implementation of the Monterrey Consensus and Doha Declaration on Financing for Development, A/69/358, pgs 10 – 11.

<sup>14</sup> Foreign Direct Investment inflows to the region peaked at US\$6.5 billion in 2008 then declined to US\$1.2 billion in 2012 - a decline of more than eighty per cent. Caribbean Community Secretariat, Foreign Direct Investment Flows of CARICOM Member States: 2002 – 2013.

**Figure 2**  
**CARICOM: inflows of FDI, 2002–2013**



Source: Taken from CARICOM Secretariat's Foreign Direct Investment Inflows of Member States: 2002-2013, March 2014.

Note: 2011- Excludes Guyana

2012 and 2013-Excludes Guyana and Trinidad and Tobago

### C. Climate and environmental vulnerability

Between 1990 and 2014, 328 natural disasters were recorded in the Caribbean - approximately thirteen each year.<sup>15</sup> Fifteen per cent of the disasters recorded in the Americas were in the Caribbean which is home to only 1.8 per cent<sup>16</sup> of the hemisphere's population. Over a 25-year period, disasters in the region claimed more than 240,000 lives and inflicted more than US\$39 billion in damage.<sup>17</sup> This indicates why the United Nations and the Intergovernmental Panel on Climate Change (IPCC), amongst others, have identified SIDS as being among the most vulnerable to climate change meaning that they are exposed to the most severe physical impact and have limited capacity to respond to the challenge.

According to the World Bank, the Caribbean's population and assets are amongst the most exposed to natural disasters in the world. Grenada is cited as incurring an estimated annual loss in GDP of 9 per cent due to natural disasters, which are also a major contributor to that country's accumulate debt. The Caribbean region as a whole is estimated to have lost approximately US\$9 billion in a four year period between 2007 and 2011.<sup>18</sup>

In this vein Rasmussen found, in comparing the frequency of disasters in the period 1970 to 2004 relative to land area, that all six Eastern Caribbean states<sup>19</sup> rank among the ten most disaster prone countries in the world.<sup>20</sup> He concludes, based on data since 1970, that a natural disaster causing damage of more than two per cent of GDP can be expected to affect an Eastern Caribbean island once every two and a half years.<sup>21</sup> In fact, the Eastern Caribbean has, not infrequently, experienced much more crippling

<sup>15</sup> Emergency Disasters Database (EM-DAT). According to the EM-DAT database, a disaster fulfils one of several criteria: ten or more people killed, 100 or more affected, a state of emergency declared, a call for international assistance is issued.

<sup>16</sup> Calculated using population data for 2013 from the World Bank. The Caribbean data used here is in respect of countries that are members of the Caribbean community – population approximately 17 million. The wider Caribbean includes Cuba, the Dominican Republic, Puerto Rico and the French and Dutch Antilles.

<sup>17</sup> The Haitian earthquake in 2010 accounted for 222,570 lives lost and US\$8 billion in damage.

<sup>18</sup> "Resilient coastal cities: the economic, social and environmental dimensions of risk" in Making Reforms Work in the Caribbean, World Bank 2014, pg. 74.

<sup>19</sup> Antigua and Barbuda, Dominica, Grenada, Saint Kitts and Nevis, Saint Lucia, and Saint Vincent and the Grenadines.

<sup>20</sup> Rasmussen, Tobias, 'Natural Disasters and their Macroeconomic Implications' in The Caribbean from Vulnerability to Sustained Growth, IMF 2006, p.188-192.

<sup>21</sup> Some projections are for an increase in the frequency of high intensity tropical cyclones over the western north Atlantic by 40 per cent as a consequence of 1.5-2.5 degrees global warming. However, there is considerable uncertainty regarding projected changes in

damage than this in the aftermath of Hurricane David in 1979, Dominica's GDP plunged by 17 per cent and Hurricane Ivan in 2004 caused damage in Grenada that exceeded 200 per cent of GDP. This disproportionate impact is a recurring feature of natural disasters in small island states a consequence of their small size, lack of economic diversity, population density, and the skewed distribution of population and assets toward vulnerable areas, such as along coastlines.

Indeed, the increasing frequency of natural disasters and extreme weather events linked to climatic change resulting from man-made activities that generate greenhouse gases, make the term 'natural disasters' increasingly inapt. In the Caribbean, the main risks to be confronted, in addition to more intense hurricanes, include sea level rise, sea water intrusion and compromised water resources, degradation of coral reefs and marine eco-systems, beach erosion, and inundation and flooding, especially but not exclusively of coastal areas. The threat to the region goes beyond its natural attributes like coral reefs and beaches; it encompasses livelihoods, infrastructure and habitat. More than 50 per cent of the Caribbean population lives within 1.5 kilometers of the shore<sup>22</sup> and a significant proportion of the urban population in some Caribbean countries live in informal settlements, some of which are below five meters in elevation (see table 5).

In addition, tourism and agriculture, the two sectors most vulnerable to the impact of climate change, account, on average, for 76 per cent of GDP in the region and the major share of employment.

Another avenue of adverse impact of climate change is health. Both vector borne and water borne diseases have been found to be climate sensitive. In addition to death, injury, economic loss and social dislocation resulting from extreme weather events, Caribbean countries, even under the scenario of temperature increase contained to two degrees Celsius above pre-industrial levels, will face the prospect of increased transmission of insect and rodent borne and water- borne- diseases. These include malaria, dengue, leptospirosis and cholera.<sup>23</sup> The Intergovernmental Panel on Climate Change in its Fourth Assessment Report also draws attention to this causative factor. "Many small island states lie in tropical and sub-tropical zones with weather conducive to the transmission of diseases such as malaria, dengue, filariasis, schistosomiasis, and food and water-borne diseases".<sup>24</sup> The Report notes that because climate related health impacts are complex and far-reaching the true health burden is rarely appreciated.

The potential far-reaching and wide ranging impact of climate change on the region bring to the fore the linkage between social vulnerability, adaptive capacity and resilience. The World Bank cites the typology developed by Manesh et al<sup>25</sup> which identifies three key elements of vulnerability spatial and physical vulnerability; socio-economic vulnerability, and political/legal vulnerability. The overarching point is that the capacity of individuals and communities to adapt to climate change is determined by access to resources and to political power.

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tropical cyclone frequency and intensity due to global warming and, according to the IPCC Working Group 1, only a low level of confidence in region specific projections - although (the) " frequency of the most intense storms will more likely than not increase substantially in some basins." See 'Turn Down the Heat: Confronting the New Climate Normal', World Bank, 2014, pg. 52.

<sup>22</sup> 'Small Islands: Climate Change 2007 – Impacts, Adaptation, Vulnerability', Contribution of Working Group 11 to the Fourth Assessment Report of the Intergovernmental Panel on Climate Change, pg. 689.

<sup>23</sup> 'Climate Change and Human Health Risks and Responses: Summary', WHO 2003, pg. 37.

<sup>24</sup> Intergovernmental Panel on Climate Change Fourth Assessment Report: Working Group 11 - Impacts, Adaptation, Vulnerability, Chapter 16.4.5, IPCC, 2007.

<sup>25</sup> 'Turn Down the Heat: Confronting New Climate Normal', World Bank 2014, pg. 22.



**Table 5**  
**Caribbean population living in urban areas, informal settlements,**  
**and below five metres elevation**  
*(Percentage)*

Country	Urban Population (Total pop-2012)	Urban population living in informal settlements	Urban population living below five metres elevation (2012)
Antigua and Barbuda	29.87	n.a	15.5
Bahamas	84.85	n.a	23.55
Barbados	44.91	n.a	0.92
Belize	44.59	n.a	17.36
Dominica	67.3	n.a	3.05
Grenada	39.49	6	1.92
Guyana	28.49	33.7	11.81
Haiti	54.64	70.1	2.44
Jamaica	52.16	60.5	3.08
Saint Kitts and Nevis	32.11	n.a	9.46
Saint Lucia	16.97	11.9	0.84
Saint Vincent and the Grenadines	49.7	0	0
Suriname	70.12	3.9	62.04

Source: Turn Down the Heat: Confronting the New Climate Normal', World Bank, pg. 43.

In the Caribbean, people living in coastal areas and in informal settlements could be described as spatially and physically vulnerable. This is compounded as well in many cases by vulnerability due to lack of access to resources and to decision-making structures, a consequence of factors such as poverty, gender, age and disability. The result is diminished capacity on the part of those affected to take initiatives or influence decisions that might build resilience or adaptive capacity, such as investment in infrastructure, in education and training, disaster relief and risk reduction planning.

CARICOM's Strategic Plan 2015–2019 has recognized the importance of responding effectively and with urgency to the challenge posed by climate change. It prioritizes environmental resilience built around advancing climate adaptation and mitigation, disaster mitigation and management, and also strengthening the management of the environment and natural resources. Given its vulnerability, the region should continue to press for a more ambitious target than two degrees Celsius<sup>26</sup> above pre-industrial levels in climate negotiations, including at the forthcoming Paris Conference at which it is expected that a legally binding climate instrument will be concluded for the period beyond 2020. The provision of adequate funding to the Green Climate Fund, the early operationalization of the Warsaw 'Loss and Damage' international mechanism, the Technology Mechanism, and the continued development and implementation in the region of National Adaptation Plans are in the region's interest and should be encouraged and pursued.

There is no option but to climate-proof the region and its member states if the Caribbean is to negotiate the difficult road from vulnerability to sustainable development.

<sup>26</sup> At the 16th Conference of the Parties (COP 16) of the UNFCCC, Parties agreed to the goal of reducing greenhouse gas emissions so as to keep the increase in global average temperature below 2 degrees Celsius, and to consider a 1.5 degree Celsius limit in the near future.

## D. Gender equality

The Caribbean Human Development Report 2012 observes that while women have made important advances in education, labour force participation, political participation and equality before the law, gender inequalities persist. It noted that the economic sectors that have traditionally provided employment and contributed to the livelihoods of poor women and their families have undergone significant decline. It posits that these economic factors, together with other outcomes of gender inequality, such as the gender employment gap, the gender pay gap, occupational segregation, and the burden of unpaid work, contribute to the marginality of Caribbean women and further observes that “the significant rate of poverty among women, coupled with their dependent status within countries and in the region, has had long-term negative effects, not the least of which is the intergenerational transmission of poverty and inequality.”<sup>27</sup>

Gender equality is essential to an equitable and sustainable future. It is important that policies, measures and actions in regard to gender include but go beyond mere formal commitment to international instruments. They must respond comprehensively and directly to the socio-economic realities that are part of everyday life for women and girls. In the Caribbean, these include gender violence and economic disempowerment.

The MDGs’ focus on gender parity in education and improving maternal mortality – important issues in their own right – should now be broadened to encompass inequalities that exist in economic and political opportunities, including access to and control over productive assets, such as land and capital.

Against this background, it should be of concern that the Caribbean indices for women’s political representation lag both the wider region and diverge from global trends. In 2014, the share of parliamentary seats occupied by women in the Latin American and Caribbean region was 29 per cent.<sup>28</sup> The global average was 22 per cent. In the Caribbean, the sub-regional average was 15 per cent and only two countries exceeded the Latin American and Caribbean average- Guyana (31 per cent) and Grenada (33 per cent). Trinidad and Tobago was 29 per cent. All other countries fell below the regional and global averages – the outliers being Belize (3 per cent), Haiti (4 per cent) and Saint Kitts and Nevis (7 per cent).<sup>29</sup>

The low level of female representation in national parliaments in the Caribbean sub-region is particularly noteworthy when comparison is made with strong performers in this area among developing countries, such as Cuba (49 per cent) and Rwanda (64 per cent). This is also a particularly anomalous situation given the high level of enrollment of women over several decades in the region’s secondary and tertiary educational institutions.

The UNDP’s Gender Inequality Index suggests substantial regional ‘foregone achievement’ due to gender inequalities. This occurs in the areas covered by the Index, namely reproductive health, empowerment, and labour market participation.<sup>30</sup> The crosscutting impact of gender equality, and its importance to both the current MDGs and the post-2015 development agenda, is the strongest possible basis for further action by Caribbean countries on gender, both as a goal in itself and as a mainstreamed and critical dimension of sustainable development.

The economic disempowerment of women continues to be a widespread social and economic occurrence across societies at different levels of development.

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<sup>27</sup> Caribbean Human Development Report, 2012, UNDP, pgs. 18 -19.

<sup>28</sup> World Bank, World Development Indicators.

<sup>29</sup> At elections in February 2015, one woman was among the eleven successful candidates elected to the Saint Kitts and Nevis parliament.

<sup>30</sup> According to the 2014 Human Development Report, The Bahamas scores .316, Barbados - .350, Belize - .435, Guyana - .524, Haiti - .599, Jamaica - .457, and Trinidad and Tobago - .321. The global average is .451, which indicates a loss of 45.1% across all three dimensions covered by the Index due to gender inequalities.

The World Bank noted in 2011 that throughout the world women consistently trail men in formal labour force participation, access to credit, entrepreneurship rates, income levels, and inheritance and ownership rights.<sup>31</sup>

Beyond being “manifestly unfair”, the World Bank describes this as bad economics - underinvesting in women puts a brake on poverty reduction and limits social and economic development.

Equally of concern is female unemployment rate in the Caribbean. Data available for eight countries show that in 2011, female labour force unemployment averaged 12.4 per cent. By comparison the proportion of the female labour force unemployed in the Latin American and Caribbean region as a whole was 8.4 per cent, in East Asia and the Pacific, 3.9 per cent, and in the Least Developed Countries (LDCs), 6.6 per cent.<sup>32</sup> The proportion of the female labour force unemployed is not only consistently higher than for men but compares unfavourably with the wider region and regions external to it. The social and economic implication of this is compounded by the large number of households in the region that are headed by women<sup>33</sup> and as is also the case in other regions by their much lower rate of labour force participation.<sup>34</sup>

Violence against women reflects this inherent inequality and is rooted in women’s continuing status of underclass in many regions of the world. The WHO’s 2013 first of its kind study concluded that violence against women was a public health problem of “epidemic proportions”.<sup>35</sup> The WHO study found that one in three women globally reported having experienced physical and/or sexual partner violence, or sexual violence by a non-partner. The proportion of women in the Americas region reporting having experienced violence was 36.1 per cent.<sup>36</sup> Intimate partner violence in the Caribbean was estimated at 27.09 per cent just above the global average of 26.4 per cent, but almost twice the East Asia prevalence rate of 16.3 per cent. With regard to non-partner sexual violence, the Caribbean prevalence rate was found to be 10.32 per cent—three times higher than the lowest prevalence rate, South Asia at 3.35 per cent. It is relevant to recall in this context that the Caribbean Human Development Report 2012 noted that “region-wide research reports and surveys by governmental organizations and NGOs providing services to women report increasing rates of violence against women”.<sup>37</sup> In the survey conducted for the Human Development Report, self-reporting victims of domestic violence ranged from 17.3 per cent of respondents in Guyana to 5.9 per cent in Jamaica. An interesting finding regarding gender violence in the region is its linkage to the inability to fulfill or meet expectations regarding gender roles.<sup>38</sup> This may be significant given that a large number of households are headed by women and in the case of a large proportion of women in the Caribbean the ‘gender role’ has historically included ‘breadwinner’, even if this has mainly been in lowly paid jobs outside the home. The region’s lagging economic performance will have made it both more necessary and more difficult for women to fulfill this role, suggesting a potential trigger for gender violence.

<sup>31</sup> World Development Report on Gender Equality and Development, 2012. Also World Bank Issue Brief on ‘Gender Equality’, updated August 2011, pg.1.

<sup>32</sup> World Bank, World Development Indicators. Female unemployment data was available for the Bahamas (14.1%), Barbados (13.5%), Belize (17.0%), Guyana (13.8%), Haiti (7.9%), Jamaica (16.7%), Suriname (10.0%), and Trinidad and Tobago (6.2%).

<sup>33</sup> CARICOM Secretariat Statistics database - Women and Men in the Caribbean Community: Facts and Figures, 1998 –2005. Data on the distribution of heads of household, by gender, in six countries, taken from the 2000 round of census, show that almost forty per cent of households (37.2%) was headed by women. The caveat is offered that while in some cases women may be de facto heads of households they are not reported as such and consequently their headship roles and responsibilities are underreported. The countries are Antigua and Barbuda, The Bahamas, Barbados, Belize, Dominica, Saint Lucia, Suriname and Trinidad and Tobago.

<sup>34</sup> In 2012, 76 per cent for men and 55 per cent for women in the Caribbean. This is the proportion of the working age population working or looking for work. See Human Development Report, 2014 for data for Caribbean countries, except Antigua and Barbuda, Grenada and Saint Kitts and Nevis.

<sup>35</sup> Global and regional estimates of violence against women: prevalence and health effects of intimate partners violence and non-partner sexual violence, WHO, 2013, pg.35.

<sup>36</sup> The Americas includes the Caribbean. Two Caribbean countries, Haiti and Jamaica, were included in the intimate partner survey, while Belize and Jamaica were included in the non-partner sexual violence estimates.

<sup>37</sup> Caribbean Human Development Report 2012, pg.29.

<sup>38</sup> Cited in Caribbean Human Development Report, 2012 as a finding of several studies, pg.30.

Finally, it is important to recognize that women are also critical to the third pillar of the sustainable development triad. The United Nations Development Programme's (UNDP) Human Development Report 2012 drew attention to the intersection between gender equity and environmental sustainability. It emphasized, for example, the relationship between reproductive choice, population growth and the physical limits of the planet, and as well the positive relationship that appears to exist between the political empowerment of women and the pursuit of pro-environment policies in countries.<sup>39</sup>

## E. Food and nutrition security

The Secretary General of CARICOM, in launching the Regional Food and Nutrition Security Action Plan in October 2011, offered the view that the region must take swift and decisive action to achieve and maintain food and nutrition security.<sup>40</sup> The CARICOM Action Plan, a component of the Regional Food and Nutrition Security Policy, was adopted by the 38<sup>th</sup> Special Meeting of the Council for Trade and Economic Development. It mandates the members of the Caribbean Community to put in place national food and nutrition security policies directed at improving access by the most vulnerable groups to sufficient, nutritious, and safe food.

Also important and of relevance to this regional goal, is the fact that the CARICOM Strategic Plan 2015–2019 recognizes the central role of agriculture both to food and nutrition security and as a potential driver of regional growth.<sup>41</sup>

An important challenge facing the region is that of realizing the cross-cutting and full potential of agriculture. The Caribbean has arguably neglected the role of agriculture. The importance that is being attached to sustainable agriculture within the context of the post-2015 development agenda, its linkage with food and nutrition security, and with other objectives, provides the opportunity for developing and strengthening it by taking into account its interconnected social, economic and environmental linkages.

The breadth of these linkages is indicated in a relevant UN Issues Brief, which states that “[b]esides water, energy, land and climate, almost all priority themes identified by Rio +20 are also of relevance to sustainable agriculture, including employment, education, health, bio-diversity and sustainable consumption and production, gender equality and women’s empowerment, and the special concerns of Africa, LDCs and SIDS.”<sup>42</sup>

Table 3 (pg. 8) indicates that in 2010 agriculture accounted for less than 10 per cent of GDP in most Caribbean countries. This is far less than the 30 per cent which on average the sector contributes to GDP in developing countries. It is important to note, however, that while agriculture’s contribution to GDP exceeds 10 per cent in only four Caribbean countries Belize (15.3%), Dominica (17.2%), Guyana (21.9%), Suriname (10.9%) more than sixty per cent of the Caribbean population remains rural the highest proportion of rural population being interestingly in the country with also the most substantial industrial sector, Trinidad and Tobago.<sup>43</sup> It is also important to note that the proportion of the population engaged in agriculture remains significant in almost all Caribbean countries. This ranges from an outlier high of 57.7 per cent in Haiti to a low of 2.3 per cent in The Bahamas. With the exceptions of The Bahamas, Barbados (2.5 per cent), and Trinidad and Tobago (6.2 per cent), almost a fifth of the population in other Caribbean countries remains engaged in agriculture.<sup>44</sup>

Furthermore, women comprise on average 43 per cent of the agricultural work force in developing countries, ranging from 20 per cent in Latin America and the Caribbean to over 50 per cent in East Asia and Sub-Saharan Africa.

<sup>39</sup> Human Development Report, 2011, Sustainability and Equity: A Better Future for All, UNDP, pgs. 61–64.

<sup>40</sup> CARICOM Regional Food and Nutrition Action Plan 2012–2020, Foreword of the Secretary General of CARICOM.

<sup>41</sup> CARICOM Strategic Plan 2015 – 2019, vol. 1, pg. 17.

<sup>42</sup> Technical Support Team Issues Brief on ‘Sustainable Agriculture’, DIESA/UNDP, pg.6.

<sup>43</sup> World Databank <http://data.worldbank.org> Trinidad and Tobago’s rural population – 91% in 2013.

<sup>44</sup> Food and Agriculture Organisation Statistical Yearbook 2014 – Latin America and the Caribbean Food and Agriculture, pg.22.

While the proportion of women in the agriculture labour force in the Caribbean is, at 5.9 per cent,<sup>45</sup> significantly less than is the case for developing countries, and indeed lower than the Latin American and Caribbean average, both their generally lower rate of participation in the labour force and the slowing momentum of economic growth in the Caribbean make agriculture still an important area for female economic and livelihood engagement.

The changing structure of Caribbean output and trade has been towards services largely at the expense of agriculture, with insufficient attention to, in particular, the development of agro-industry. In this regard, the Regional Food and Nutrition Security Action Plan notes that, through the development of agro-industries, forward and backward linkages can be created and access to markets, finance and technical assistance facilitated for small-holder producers in the region, promoting their inclusion in modern and efficient value chains. Importantly as well, agriculture has proven more resilient and less volatile than other sectors- such as tourism - during global downturns, making the strengthening of the sector an important strategic goal for small open economies. According to the FAO, as well as being a motor for sustainable economic growth, particularly in rural areas, agriculture offers an important haven against global economic and financial turmoil, often more effectively than other sectors.<sup>46</sup> It is noted in this regard that the most resilient Caribbean economies in retaining growth momentum in the aftermath of the global economic down-turn that started in 2008 were two with the larger agricultural sectors as a proportion of GDP, Belize and Guyana, Suriname, and oil and natural gas producer, Trinidad and Tobago.<sup>47</sup>

The sustainable development paradigm provides an opportunity for focusing on the renewal of the agriculture sector in the region, with the objectives of diversifying the income and employment base of economies and improving the food security and nutritional status of the Caribbean people.

## F. Human development

This section of the paper will look at the challenges in the area of human development that face the Caribbean. It will focus on three areas that are critically related - in the context of the region - to socio-economic transformation and sustainable development. These are health, education and skills development, and social inclusion and equality. The Caribbean region, as noted earlier, has made commendable gains with regard to human development. The pre-independence era legacy in health and education provided an initial basis on which to build. Representative governments, functioning in a competitive political environment, has played an activist role in the introduction and expansion of social services. At the same time, the relative dynamism of certain economic sectors mining, oil and natural gas, tourism have contributed in the post-independence period to GDP growth and increased per capita incomes in the region, even though levels of inequality, poverty, unemployment especially among women and youth and human insecurity, have grown or have remained stubbornly high. As indicated earlier, the Human Development Index which, according to the UNDP, is a “summary measure of average achievement in key dimensions of human development”, ranks fourteen of fifteen Caribbean states as either having attained high human development Bahamas, Barbados or medium human development Trinidad and Tobago, Saint Kitts and Nevis, Grenada, Belize, Saint Vincent and the Grenadines, Dominica, Jamaica, Saint Lucia and Suriname. Haiti is ranked amongst countries with low human development. The table below, data gaps notwithstanding, indicates, however, that the Caribbean is performing poorly on important indicators of social development. The indices point to extensive social and economic marginalization.

The homicide and incarceration rates shown in Table 6 are high. In 2011, the global average for homicides per 100,000 population was 6.87. Only three Caribbean countries Suriname, Haiti and Antigua and Barbuda have a comparable rate. The global average for prison population per 100,000 citizens was 150.75 in 2013.

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<sup>45</sup> Ibid, pg.4.

<sup>46</sup> FAO Statistical Yearbook 2014, Latin America and the Caribbean Food and Agriculture, pg. 20.

<sup>47</sup> See Table II, pg.5 and Table III, pg.8.

Only Haiti does not exceed this and, the disparity in the size of population notwithstanding, Saint Kitts and Nevis' rate, at 714, is comparable to the global outlier, the United States, which has a prison population of 716 per 100,000 citizens. The data including on poverty and youth unemployment suggest a regional social fabric under stress and one in need of remedial intervention. The Caribbean conundrum is that relative progress on the more prominent human development indicators health, education, GNI per capita has contributed to global inattention to the region's social fragility, and until more recently, to the extent of its environmental vulnerability as well. A more holistic and balanced approach at national, regional and global levels is required to remedy this and place the region on the path to inclusive growth and sustainable development. It is possible that the holistic framework being advanced in the context of the post-2015 development agenda could facilitate the adoption by the region of the coordinated policies and integrated strategies that need to be part of this intervention.

**Table 6**  
**Caribbean cross-section of indices**  
(Percentage)

Country	Poverty (pop. below national poverty line)	Unemployment Rate	Youth Unemployment (pop. Aged 15-24)	Homelessness (pop.)	Prison Pop. (100,000 of pop)	Homicide (100,000 of pop.)	Gender Inequality Index
Antigua and Barbuda	18.3	10.2	n.a	9.394	403	6.76	n.a
Bahamas	12.5	14.0	30.8	0.573	444	36.58	0.316
Barbados	19.3	10.8	n.a	1.012	521	11.34	0.350
Belize	41.3	23.2	n.a	0.002	533	39	0.435
Dominica	28.8	14.0	n.a	7.416	391	22.4	n.a
Grenada	37.7	24.9	n.a	0.002	424	11.48	n.a
Guyana	36.1	10.7	n.a	1.359	260	17.19	0.524
Haiti	77	16.8	n.a	1.6	96	6.89	0.599
Jamaica	17.6	13.0	34	0.141	152	41.18	0.457
Saint Kitts and Nevis	21.8	6.5	n.a	0.243	714	8.17	n.a
Saint Lucia	28.8	21.2	n.a	0.229	317	25.25	n.a
Saint Vincent and the Grenadines	37.5	18.8	33.8	0.002	376	19.2	n.a
Suriname	10.1	10.3	n.a	0.002	186	4.62	0.463
Trinidad and Tobago	17	5.9	10.5	0.017	281	26.4	0.321

Source: Human Development Indicators, UNDP 2014: CARICOM Regional Statistics Database.

Note: Data on poverty must be interpreted with caution because of definitional and methodological differences across countries and also because they relate to different years which, in some cases, immediately preceded or followed the onset of the global economic crisis that commenced in 2008 and severely affected Caribbean countries. Data for Trinidad and Tobago relates to 2005; Antigua and Barbuda, Guyana and Suriname-2006; Saint Kitts and Nevis and Saint Vincent and the Grenadines- 2007; Grenada-2008; Belize and Dominica- 2009; Barbados and Jamaica -2010; Haiti-2011; The Bahamas-2013. It may be noted that Suriname's poverty rate fell from 73 per cent in 2000 to the 10.1 per cent shown in 2006. More recent data in the World Bank's database shows Haiti's poverty rate in 2012 at a much lower 58.5 per cent, and Jamaica's remaining at 17.6 per cent in 2012. All data on poverty was taken from CARICOM's Regional Statistics database on Caribbean-specific Millennium Development Goals Indicators for Caribbean countries. The data emerged from country poverty assessments carried out under the auspices of the Caribbean Development Bank and from national surveys of living conditions. Data on unemployment rates were also taken from the CARICOM database. The data spans the years 2006 (Guyana) to 2012 (The Bahamas). All rates relate to the period 2010-2012 except for Guyana; Haiti and Saint Vincent and the Grenadines-2007; Grenada-2008, and Dominica-2009. All other data in the Table taken from UNDP's Human Development Report, 2014.

## 1. Health

Two areas of continuing challenge relate to health: maternal mortality and reversing the spread of HIV/AIDs and other communicable diseases. The HIV infection rate has been slowing but, at .05 per 100 people (aged 14–49) in 2012, the rate in the Caribbean remains the highest outside of Africa. In the case of maternal mortality, the fall from 300 maternal deaths per 100,000 live births in 1990, to 190 in 2013—a fall of 36 per cent—still places the region significantly off track with regard to meeting the MDG target of a reduction by three-quarters by 2015. But notwithstanding the important role the MDGs has played in focusing attention on these and other goals and targets, it is the prevalence of non-communicable diseases (NCDs) which is widely seen to be the primary health challenge as the region looks beyond 2015.

The NCDs include diabetes, strokes, hypertension, heart disease, cancers and chronic respiratory ailments. They account for sixty per cent of all deaths worldwide. The Caribbean, the region of the Americas that is worst affected, is an epicenter of these diseases. Seventy per cent of deaths in the region are attributable to NCDs, and eight per cent to communicable diseases. The sub-region has, as a consequence, invested significant political capital in seeking to bring the growing incidence of NCDs to the attention of the global community. Trinidad and Tobago hosted a regional summit on NCDs in September 2007, which agreed that collective action to manage and control NCDs was necessary and issued a Declaration - *Uniting to Stop the Epidemic of Chronic NCDs*.<sup>48</sup> The sub-region through CARICOM, the Pan-American Health Organization (PAHO), and interregional bodies such as the Commonwealth, played an active role in the successful initiative to convene a High Level Meeting of the General Assembly on the Prevention and Control of Non-Communicable Diseases in September 2011. Heads of Government adopted a Political Declaration which acknowledged that the global burden and threat of non-communicable diseases “constitutes one of the major challenges for development in the twenty-first century” and threatens to ...”undermine(s) social and economic development throughout the world...”<sup>49</sup>

The human and economic costs of death and disability associated with non-communicable diseases are a tremendous burden on governments and the wider society. The World Bank has pointed to the cross-cutting nature of this impact individuals and families, health systems, and the wider economy. One study indicates that the annual cost of treating a diabetic in the Eastern Caribbean ranges from US\$322 to US\$769, and that for NCD patients in poorer households in Saint Lucia, health care may account for more than forty per cent of their per capita expenditure.<sup>50</sup>

Amongst the major impacts of NCDs cited by Chao<sup>51</sup> are: on households and individuals reduced income, reduced well-being, increase in disability and premature death; on health systems high medical treatment costs and increased consumption of NCD related care; on economies reduced labour supply, reduced output, lower tax revenues, lower returns on human capital investment; increased public health and social welfare expenditures.

The prevalence of NCDs serves to undermine work force participation and productivity in a sub-region that is falling behind in competitiveness. It has been estimated, for example, that in Jamaica, in 2008, the average economic burden per person was about J\$70,000 and that the economic burden of NCDs amounted to three per cent of GDP, without including Government or insurance expenditure.<sup>52</sup> NCDs are also an important social challenge.

<sup>48</sup> The Declaration pledged support for regional health institutions and agencies, and initiatives to prevent and combat NCDs. It declared the second Saturday in September “Caribbean Wellness Day”.

<sup>49</sup> Political Declaration of the High-level Meeting of the General Assembly on the Prevention and Control of Non-Communicable Diseases, para. 1.

<sup>50</sup> The Growing Burden of Non-Communicable Diseases in the Eastern Caribbean, World Bank 2010, pg.9. Presentation by Dr. Shiyun Chao of the World Bank, ‘Economic Impact of Non-Communicable Diseases in the Caribbean’, Caribbean Health Financing Conference, Jamaica, Nov. 12 -13, 2013.

<sup>51</sup> Presentation by Dr. Shiyun Chao of the World Bank, ‘Economic Impact of Non-Communicable Diseases in the Caribbean’, Caribbean Health Financing Conference, Jamaica, Nov. 12 -13, 2013.

<sup>52</sup> Ibid.

Caribbean countries will need to respond to the marginalization resulting from disability, unemployment and impoverishment caused by NCDs with appropriate policies, including social protection measures<sup>53</sup> and with strategies of prevention and amelioration. The latter include promoting changes in lifestyle and diet, entrenching socially the importance of physical activity, and reducing and eliminating tobacco and alcohol consumption.

Given the continuing focus by the development community on communicable diseases, raising awareness further, and mobilizing global and regional attention and resources to the urgency and importance of preventing and combatting NCDs will continue to be both necessary and challenging. Despite affecting a large proportion of the population in both the developed and developing world, and undermining the effectiveness of initiatives against communicable diseases,<sup>54</sup> NCDs are failing to concentrate minds in the same way that HIV, malaria and, more recently, Ebola, have done. This may partly be a result of the failure to bear inter-linkages fully in mind. Maternal mortality rates will remain stubbornly high if women suffer from non-communicable diseases that undermine their health. Children that are malnourished will be susceptible to both communicable diseases and non-communicable conditions. The post-2015 development agenda provides an opportunity to embed action against NCDs more firmly in the global health and development framework.

## 2. Education

The Caribbean has made substantial investment and gains in education in the fifty or so years that constitute the post-independence period. The average years of educational attainment has risen significantly during this period—from 4.3 to 10.3 years<sup>55</sup> and generally expenditure on the education sector as a percentage of GDP compares favorably to the OECD average. In 2012, Barbados' expenditure was 5.6 per cent of GDP, Jamaica's 6.1 per cent, and Saint Lucia's 4.1 per cent.<sup>56</sup> The Caribbean is adjudged to have met the goal of universal primary education since the beginning of the millennium, with high net enrolment rates exceeding ninety per cent and, with few exceptions, high completion rates for both boys and girls.<sup>57</sup>

The above notwithstanding, the World Bank has drawn attention to major issues attending Caribbean education. The average pass rates on core subjects such as Mathematics and English Language are low—less than fifty per cent. More than two decades ago the World Bank Task Force on Caribbean Education 2020 observed, in regard to secondary education in the region, that “.....an analysis of subject areas being pursued raises questions as to whether a sufficiently large number of students are acquiring competencies in areas which would enable them to function effectively in the twenty-first century .... analysis of students sitting CXC examinations in 1998 shows less than 20 percent taking science subjects, fewer than fifteen percent foreign languages, just 10 percent in food and nutrition, and 7 percent in information technology, an area of importance in the services sector.”<sup>58</sup> Twenty years later, the concern regarding educational quality and relevance in the region has not subsided. In 2009, fewer than twenty per cent of students region-wide passed the Caribbean Secondary Examination Certificate (CSEC) in English and Mathematics. An IDB-published study commented on the “surprisingly low” results at the secondary level in June 2009, particularly in Mathematics. It noted that “.....a mere 41 percent of participating students passed the mathematics exam. Country differences are significant. In Belize close to 57 percent passed the general Mathematics examination and in Barbados some 48 percent did so. In Suriname, only 23 percent achieved a passing score. Jamaican and Guyanese students also had

<sup>53</sup> Jamaica established the National Health Fund in 2003, funded in part from taxes on tobacco products. The NHF assists patients in meeting the cost of drugs for specific chronic illness.

<sup>54</sup> An example is MDG 5 on reducing maternal mortality.

<sup>55</sup> World Bank, ‘Quality Counts for Skills and Growth’ in *Making Reforms Work in the Caribbean: A Collective Action Approach to Growth*, pg. 183.

<sup>56</sup> World Bank Indicators, 2014.

The OECD average expenditure as a share of GDP in 2011 was 6.1 per cent. See OECD Indicators: Education at a Glance.

<sup>57</sup> Mendoza, Patricia and Sheila Stuart, *Caribbean Millennium Development Goals Report 2010*, pgs. 25 -28.

<sup>58</sup> In ‘Development of a CARICOM Strategic Plan for Primary and Secondary Education Services in the CARICOM Single Market and Economy – Concept Paper’, by Dr. Didacus Jules, Caribbean Examination Council, pg.10.



disappointing Mathematics scores: 36 and 31 percent, respectively. In Jamaica, Suriname and Guyana, a majority of those who did not pass had very limited grasp of key concepts, knowledge, skills, and competencies required by mathematics syllabi...<sup>59</sup> In 2012-2013, only 25 percent of students in the OECS completed secondary school at Form 5 with passes in Mathematics and English.<sup>60</sup>

The Caribbean, and indeed the Latin American and Caribbean region as a whole, is achieving increased school attendance and attainment but at the same time outcomes reflect inadequate development of cognitive skills and achievement. Hanushek, who has written extensively on the relationship between education and economic performance, makes a relevant observation. “School attainment (frequently) expanded without commensurate increase in achievement or cognitive skills lead to unsatisfactory outcomes ..... It turns out that it is the skills that count. National growth rates are closely linked to achievement, and only if additional years of schooling lead to higher achievement will those years be productive.”<sup>61</sup>

The fourteen Caribbean member states under consideration have a collective population of just over 17 million. Given obvious constraints of size and diseconomies of scale their future lies in participating in the global economy on the basis of knowledge and skill intensive activities with high value addition in both the goods and services sectors, but particularly in the latter. It is therefore essential that the educational system be strengthened from the early childhood level which is weak and given insufficient attention in the region through the primary and secondary levels, and this with greater focus on instilling the cognitive skills and building the competencies, in mathematics, science, information and communications technology, that the labour market and the society into which the youth will emerge, requires. Importantly, this will not be achieved without improving the quality of teaching and school leadership, areas that are recognized as having important bearing on educational outcomes. In particular, the training and retention of qualified teachers, particularly in the core subjects cited earlier, must be a priority for the region.

It is anomalous that in the Caribbean, which aspires to be a knowledge-based society, the pass-through rate from secondary to tertiary education is low. The expansion of access to and the reorienting of tertiary education, including creating more opportunities for technical and vocational training, will be necessary to ensure that the next Caribbean generation possesses the skills and competencies that will drive growth and productivity in a modern competitive regional economy and its constituent parts.<sup>62</sup> But it should be emphasized that even if the issues of quality and orientation are successfully addressed, the low enrolment rate in tertiary education is an impediment to creating the stock of skills that will propel social and economic transformation. In the region only 15 per cent of secondary graduates go on to tertiary education. This is half the OECD average enrollment rate of 28 per cent. In 2013, the tertiary educated adult population in Canada and the United Kingdom was 57.8 per cent<sup>63</sup> and 48.3 per cent,<sup>64</sup> respectively. Forty per cent of the OECD population is tertiary educated. The low rate of tertiary education in the Caribbean is accompanied by the highest rate of migration by graduates of any region in the world. This is a toxic combination for aspiring knowledge-based societies. Between 2000 and 2010, on average, fifty per cent of tertiary trained graduates in the region migrated to the developed world, primarily the United States and Canada, with the highest level of emigration of the tertiary trained being

<sup>59</sup> Valverde, Gilbert and Emma Naslund-Hadley, ‘The State of Numeracy Education in Latin America and the Caribbean’, IADB Technical Note (IDB-TN-185) pg.17.

<sup>60</sup> CARICOM Secretariat Regional Statistics: Antigua and Barbuda 27 per cent; Dominica 33 per cent; Grenada 17 per cent; St Kitts and Nevis 18 per cent; St Lucia 25 per cent; St. Vincent 20 per cent.

<sup>61</sup> Eric A. Hanushek, ‘Education for Education .....or for Skills’, Development Outreach: Special Report, pg.33.

<sup>62</sup> The Jamaican Minister of Youth and Culture recently indicated that the top two tertiary institutions in that country in terms of prospects for employment are the Caribbean Maritime Institute and the Edna Manley College of the Visual and Performing Arts. This was consistent with global trends pointing to jobs and services most in demand being in business process outsourcing, the cultural and creative industries, value-added agriculture, and logistics and shipping. See *The Gleaner*, April 15, 2015.

<sup>63</sup> OECD (2015), Population with tertiary education (indicator). Doi: 10.1787/0b8f90e9-en.

<sup>64</sup> OECD (2015), Enrolment rate (indicator). Doi: 10.1787/1d7e7216-en.

from Jamaica, 72.6 per cent and Guyana 76.9 per cent.<sup>65</sup> A 2011 study by the Planning Institute of Jamaica revealed that almost sixty per cent of the tertiary level graduates, 25 years and over, who received their training in Jamaica live in OECD countries.<sup>66</sup> Jamaica lost 54,288 skilled professionals to North America alone over the twenty year period to 2011, thirty per cent of the education system's output.<sup>67</sup> It is reasonable to adduce that the skill base necessary for the Caribbean knowledge-based economy of tomorrow will not be established and consolidated if the quality and relevance of education are not improved, the through-flow to tertiary institutions is not increased, and the hemorrhage of the secondary and tertiary educated through migration is not reduced.

The inter-agency United Nations Technical Support Team's recent brief makes the point on education's role cogently: "Education is a fundamental right and the bedrock of sustainable development: it contributes to all three dimensions of sustainable development social, economic, and environment and underpins governance, and security of the individual. The interconnected dividends that result from investments in quality education are immeasurable generating greater economic returns and growth for individuals and societies, creating a lasting impact on public health, decent work and gender equality, and leading to safer and more resilient and stable societies."<sup>68</sup>

### Box 2

#### Unequal exchange? Skills for remittances

Skilled individuals will move across borders as long as there are major differences in standards of living and in compensation for productive activity. This cannot be changed, except by measures which would, at the same time, extinguish individual choice and undermine fundamental rights and freedoms.

This situation is not new. What is new is the emergence and deepening of the strand of thought, in both developed and developing countries, that migration of skills is not at all a bad thing for development.<sup>a</sup> Both those who receive and those who send skills are beneficiaries – the former gain productive new residents or citizens, whom they actively seek to attract in order to push ahead in competitiveness, and the latter gain remittances, the fast growing external flow, which serves to boost primarily consumption expenditure, and which contributes to poverty alleviation, including by providing the safety net that governments are unwilling or unable to provide. Remittances to developing countries currently amount to more than US\$400 billion annually, three times the volume of official development assistance.

The movement of peoples has evident benefits. More than 230 million persons live today outside their country of origin, and even more are on the move within their own countries. The benefits of migration, it is emphasized, are not only limited to remittances which, to Latin America and the Caribbean, amounted to US\$61.3 billion in 2012, and which constitute more than ten percent 10 per cent of GDP in countries such as Haiti, Guyana and Jamaica. The acquisition of new ideas and values and the transnational links and networks that are created, especially through and with progressive diasporas, are important social and economic assets. Brain circulation occurs today both through modern communications technology and physical return.

But the benefits from skilled migration may have led to an underestimation of the impact of what used to be described as the 'brain drain'. The Caribbean has the highest rate of migration of its educated labour force in the world. One study found that between 1965 and 2000, 70 per cent of tertiary graduates from the region migrated to developed countries. Guyana, Jamaica and Haiti provided the highest percentage of graduates from their tertiary pool over this period 89 per cent, 85 per cent, and 84 per cent, respectively. At the 'low' end of the scale were Suriname 48 per cent, the Bahamas 61 per cent, and Barbados 63 per cent.

The average loss of primary graduates from the region over the same period was just 15 per cent, and of secondary graduates, 42 per cent, indicating a migratory pattern distinctly skewed towards 'brain' rather than 'brawn' drain.<sup>b</sup> The dilemma facing the Caribbean is reflected in a policy brief from the Migration Policy Institute, which reviews the evidence that migration and remittances support development. The MPI policy brief cites an earlier study on remittances and poverty reduction in Ghana and observes supportively.

<sup>65</sup> United Nations Development Programme (UNDP), Human Development Report 2009, pg. 152. Both countries were, so to speak, at the head of the global class in regard to migration of tertiary graduates.

<sup>66</sup> PIOJ 2011 – <http://www.pioj.gov.jm/NewsDetail/tabid/86/Default.aspx?news=958>.

<sup>67</sup> Ibid. Speech by Deputy Prime Minister and Minister of Foreign Affairs and Foreign Trade on presentation of a study under the auspices of the Planning Institute of Jamaica on skilled migration, May 5, 2011.

<sup>68</sup> Technical Support Team (to the United Nations Open Ended Working Group on Sustainable Development): Issues Brief, 'Education and Culture', pg.1.

## Box 2 (concluded)

The study shows the short-term impact of remittances (on poverty reduction) and also highlights the long-term outcome that remittance receiving households are much more likely to see their children complete primary school and enroll in secondary school. Few indicators correlate more strongly with development than human capital accumulation in the form of education".<sup>c</sup>

A number of related issues may be contemplated. Among these is the extent to which the development of social capital and reciprocity are impeded in transient societies. Another is the extent to which high levels of migration of the educated and upwardly mobile retard the creation of a middle class bulge in Caribbean society, with social, economic, political and cultural implications.<sup>d</sup> Yet another is the extent to which migration of the young, educated and assertive provides a 'safety valve' and diminishes the social and political pressure that might propel transformative political action in the region. And finally, especially given the need for the Caribbean to make the transition to knowledge-driven and skill-intensive development - is there a tipping point beyond which skilled migration no longer is beneficial to all parties? If so, what is that point, and has the Caribbean surpassed it?

The Caribbean needs to consider a viable solution to the high level of migration of its tertiary educated. The answer can hardly be to train more people in areas for which there is overseas demand for their skills - and export them. This is done by at least one populous country in Asia. It would be the ultimate irony if a region largely descended from those who were treated as commodities centuries ago, should find this a palatable 21<sup>st</sup> century policy direction. The answer must surely be to create an environment that keep as many as possible of the educated and skilled at home, recognizing that vibrant and progressive societies are built by creative and dynamic people. The goal would then be to export the value added goods and services which, in the future Caribbean, should increasingly be the fruits of the labour of a highly skilled and productive regional work force.

Source: The Author.

<sup>a</sup> This is aptly summarized by Gibson and McKenzie: "Two narratives drive discussions of the development impact of highly-skilled migration. The first is the idea of a brain drain, whereby the departure of doctors, teachers, engineers, scientists and other highly-skilled workers decimates the human capital and fiscal revenues of the sending country (Bhagwati and Hamada, 1974)..... Contrasting with this is the view of a highly educated diaspora as a potent force for developing the local economy through remittances, trade, foreign direct investment (FDI), and knowledge transfers, with the experience of India and China in setting up technology firms as a result of diaspora working in Silicon Valley a prominent example (Saxeenian, 2002). Economists have also emphasized that the possibility of migrating may spur human capital accumulation, potentially leading to a net increase in the education levels of those in the home country." Gibson, John and David McKenzie, 'The Economic Consequences of the "Brain Drain" of the Best and Brightest : Microeconomic Evidence from Five Countries', Policy Research Working Paper 5394, pg.2, World Bank, Aug. 2010.

<sup>b</sup> Dacquier and Marfouk (2005). Reproduced in Prachi Mishra, 'Emigration and Brain Drain from the Caribbean', The Caribbean from Vulnerability to Sustained Growth, IMF 2006, pg.239. Note: The Dominican Republic is included in the data sample.

<sup>c</sup> Newland, Kathleen 'What we know about migration and development', Policy Brief No.9, Migration Policy Institute, September 2013, pg. 4. The study cited is 'Remittances and Poverty in Ghana' by Kwabena Gyimah-Brempong and Elizabeth Asiedu, presented at the 4th African Economic Conference, Addis Ababa, November 2009.

<sup>d</sup> Birdsall, for example, has noted that theory and historical experience point to the importance of a robust middle income group for the creation and sustenance of healthy institutions. Nancy Birdsall, Do no Harm: Aid, Weak Institutions and the Missing Middle in Africa, Development Policy Review, Vol. 25, No.5, pp 575- 598, September 2007.

### 3. Social inclusion and equality

The promotion of social inclusion and equality is an important challenge facing the Caribbean region. It is a major challenge, given that the history of the region includes a prolonged period marked by the institution of slavery and by colonial domination - social, economic and political constructs to which exclusion and inequality were normative. Caribbean societies must grapple with the vestiges of this history. The UNDP's Caribbean Human Development Report 2012 notes: "Caribbean countries have a long history of inequality and discrimination....This historical pattern still affects the distribution of the protective power of the state and the way in which the rights of different groups, including the most vulnerable, are treated."<sup>69</sup> Further ... "the legacy of deep social problems such as high levels of income

<sup>69</sup> Caribbean Human Development Report, 2012, UNDP, pg.9.

inequality, high rates of unemployment, high rates of rural and urban poverty, and communities with histories of social exclusion has continued to exert an influence until today.”<sup>70</sup>

Thus despite progress in the area of human development, and moderate to high ranking on the Human Development Index, important social indicators reveal unacceptably high levels of unemployment, poverty, and crime, which point to social fissures. The region’s poor growth performance in recent years has worsened the situation of vulnerable groups. A significant proportion of the regional population is young - the under-25 cohort being almost thirty per cent. At the same time, the rate of youth unemployment is high (see Table VI). Some countries, such as Guyana and Grenada, have youth unemployment rates above 40 per cent - among the highest in the world.<sup>71</sup> Attention has already been drawn to the region’s high homicide and incarceration rates. Complete age cohort data on the prison population is not available but the prison population is drawn mainly from the youth, imposing high social and economic costs.<sup>72</sup> Alienation and deprivation amongst this group is exacerbated by other factors such as drug abuse, the spread of HIV/AIDs, and teen age pregnancy.

Women’s participation in education and the labour market has increased over the years. This is particularly the case in education where women constitute a majority of tertiary graduates, raising concerns regarding male underachievement in the Caribbean education system.<sup>73</sup> The proportion of women twenty-five years and older who have achieved at least a secondary school education is generally high. In 2010 that percentage was 89.5 in Barbados, 74 in Jamaica, and 67.6 in Trinidad and Tobago. Guyana, at 42.6 per cent, was closer to the Latin American average of 50.5. Female labour participation in the sub-region was also close to the Latin American average of 51.7 per cent. This was, in 2009, 65.8 per cent in Barbados, 56.1 per cent in Jamaica, 55.1 per cent in Trinidad and Tobago, 51.7 per cent in Saint Lucia, 44.7 per cent in Guyana, and 38.5 per cent in Suriname.<sup>74</sup>

But as with youth, the low growth scenario of recent years, and structural changes in the regional economy, e.g. collapse of the garment industry, demise of small scale banana production have had a deleterious impact on women, who relied for employment on some of the activities that have eroded or disappeared. The Caribbean woman, historically and contemporarily, as attitudes only slowly evolve bears the burden of unpaid work and caregiver in households and communities. A significant proportion of Caribbean households are headed by women. A consequence of this is that the Caribbean suffers both the ‘feminization’ and ‘juvenilization’ of poverty. This situation, if not remedied, has evident implications for inter-generational equity and for social stability.

Poverty, joblessness, and exclusion disproportionately affect vulnerable groups in the Caribbean, as elsewhere. One study notes that in many countries pockets of vulnerable communities live at risk in poor habitats with low income levels and possessed few physical assets.<sup>75</sup> There are significant income disparities across the region. For countries for which data was available, over the period 2006 – 2010 the share of the lowest quintile in national consumption ranged from a low of 1.6 per cent in Antigua and Barbuda to 9.8 per cent in Saint Vincent and the Grenadines.<sup>76</sup> This is the inherent nature of inequality and vulnerability - multidimensional and intersecting, and by nature spanning the social, economic, political, legal, cultural and environmental spheres. This multi-dimensionality invites a holistic response and solution.

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<sup>70</sup> Ibid, 15.

<sup>71</sup> ‘Youth Unemployment in the Caribbean’ in Making Reforms Work in the Caribbean, World Bank.

<sup>72</sup> The CARICOM Commission on Youth Development, 2009, estimates the direct and indirect costs attributable to youth crime annually to be 2.8 to 4 per cent of GDP. This related to four countries – Jamaica, Guyana, Trinidad and Tobago and Saint Lucia.

<sup>73</sup> Data for ten Caribbean countries for the periods 2005-2006 to 2011-12 show that in several countries twice as many women as men are enrolled in tertiary education: Barbados -238 per cent, Jamaica – 210 per cent; Suriname – 200 per cent. For other countries the percentages are: Saint Kitts and Nevis – 192.5 per cent; Dominica – 169 per cent; Belize – 166 per cent; Antigua and Barbuda – 160 per cent; Trinidad and Tobago – 163 per cent; Guyana – 103 per cent; and Saint Vincent and the Grenadines – 90 per cent.

<sup>74</sup> Caribbean Human Development Report 2012, pg. 188.

<sup>75</sup> Mendoza, Patricia and Sheila Stuart, Caribbean Millennium Development Goals Report, 2010, ECLAC, 2011, pg. 11.

<sup>76</sup> CARICOM Regional Statistics.

According to the United Nations Technical Support Team (to the OWG): “Intersecting inequality reinforces the deprivations faced by specific groups and individuals and are closely related to marginal status in society, e.g. based on gender, ethnicity, location, age, disability and indigenous identity.”<sup>77</sup>

Thus environmental vulnerability and poverty intersect to place the urban and rural poor at risk in many coastal and low-lying communities in the Caribbean. Antiquated laws regarding sexual orientation contribute to poverty and unemployment and promote and reinforce exclusion. Age and disability including increasingly as a consequence of the prevalence of non-communicable diseases intersect to worsen the situation of many. In this regard it is noted that the demographic profile of the Caribbean is dynamic improvement in healthcare and a falling fertility rate mean that there will be 142 older persons for every 100 children by 2040.<sup>78</sup> As Huenchuan notes: “Population ageing in Latin America and the Caribbean will unfold faster than in other regions and the number of people whose needs will (need to) be met will exceed all expectations.”<sup>79</sup>

Sustainable development will require measures to promote inclusion and access. These measures may include actions to climate proof vulnerable communities, provision of safety nets for the job insecure, responsive social services, including but not confined to areas such as housing, health care, employment, and nutritional and food security. This will be even more necessary as the Caribbean economy transforms and labour market adjustments and dislocations occur. This will also require the strengthening of social protection in the Caribbean.

The objective should be to ensure that social policies, in areas such as health, education, gender, workforce and employment, family and care, are anchored equally and fully with economic and environmental policies in the sustainable development framework. This will ensure further that social policies are not merely ‘accompanying’, ‘flanking’ or ‘compensatory’ measures, but transformative drivers of sustainable development and of outcomes that are inherently equitable and inclusive.

## G. Competitiveness and innovation

In the vision outlined in the final sentences of Box 2 the Caribbean is a common and conducive social, economic and environmental space, home to a highly educated and skilled workforce. It seeks to overcome the constraint of size and relative dispersion by building and participating in regional and hemispheric value chains in skill and knowledge intensive goods and services destined for domestic and regional consumption and for larger markets to the North and South. But fulfilling this vision will be possible not merely by retaining skills in the region but, more broadly, by a societal revolution in competitiveness and innovation.

The Caribbean Community Strategic Plan 2015-2019 has acknowledged the importance of building technological resilience in order to ensure that member states become innovative and globally competitive. However, with an average internet penetration rate of less than 51 per cent of the population,<sup>80</sup> low levels of innovation, and with no more than four (4) countries of the region in the top 100 of the Global Innovation Index,<sup>81</sup> the Caribbean’s overall performance in the areas of science, technology and innovation has been unremarkable. The out-turn is similar with regard to the 2014–2015 Global Competitiveness Index. Only three countries are ranked amongst the first hundred.<sup>82</sup> The other major competitiveness index the World Bank’s Ease of Doing Business had no stellar Caribbean

<sup>77</sup> Technical Support Team Brief to the OWG on Sustainable Development, ‘Promoting Equality, including Social Equity’, pg.1.

<sup>78</sup> Huenchuan, Sandra, Ageing, solidarity and social protection in Latin America and the Caribbean, ECLAC, 2013, pg. 31.

<sup>79</sup> Ibid.

<sup>80</sup> In 10 out of 14 CARICOM countries, internet penetration rates were less than 60 per cent of the population in 2012. World Development Report, 2014. Above sixty per cent were Antigua and Barbuda – 83.8%, Barbados – 73.3%, the Bahamas -71.7% and Saint Kitts and Nevis – 79.3%. Other countries ranged from a high of 55.2% in Dominica to an outlying low of 10.9% - Haiti.

<sup>81</sup> World Intellectual Property Organization, 2014. Barbados, 41, Guyana, 80, Jamaica, 82, Trinidad and Tobago, 90.

<sup>82</sup> World Economic Forum, The Global Competitiveness Report 2014-2015. Barbados, 55, Jamaica, 86, Trinidad and Tobago, 89.

performer either, with the countries of the region distributed around the middle and lower half of the 189 country index, the exceptions being Jamaica at 58 and Trinidad and Tobago at 79.<sup>83</sup>

An evident requirement is to improve the regulatory environment and to increase expenditure on research, development, innovation and ICT. Average investment on research and development in the region has been estimated at 0.13 per cent of GDP, which is well below developed country standards.<sup>84</sup> Despite the fiscal challenges, reversal of the region's underinvestment in STI will be necessary to spur competitiveness, promote innovation, and reduce dependence on foreign technology, management and capital. In the medium term, this will require access to increased levels of capital financing and an integrated, consistent policy framework implemented over time.

## H. Infrastructure

Modern and efficient physical infrastructure is recognized as a fundamental requirement for increasing productivity and strengthening competitiveness. This is due to infrastructure's role as a productive input as well as its ability to raise total factor productivity.

As a consequence, within the region, there is full recognition of the importance of giving priority to infrastructure development as a “key growth driver.”<sup>85</sup>

According to the World Bank: “Many Caribbean Governments face common challenges in delivering the quality, efficient, accessible infrastructure needed to support sustainable and inclusive growth. Energy costs in many Caribbean countries are among the highest in the world, and are vulnerable to oil price shocks. Transport services, crucial for the competitiveness of small island nations, are typically expensive—often reflecting diseconomies of scale, but also suffer(ing) from underinvestment, inadequate maintenance (exacerbated by exposure to natural disasters) and operating inefficiencies. While telecommunications markets are competitive, gaps in service such as high-speed broadband constrain development of new industries. Most governments are aiming to overcome these challenges in the face of tight resource constraints.”<sup>86</sup>

The OECS and Eastern Caribbean countries face particular infrastructural and connectivity disadvantages due to their spatial location within the region. This contributes to high logistics costs. Addressing infrastructural deficiencies related to the region's port, air, maritime, road, rail, irrigation and drainage, energy and gas pipeline, and public service facilities (hospitals and schools), will be critical to reducing costs, creating a single ICT space, and improving productivity and competitiveness. In this regard, the development of the region's air and maritime infrastructure and services will be critical for improving the accessibility and mobility of people and goods, enhancing competitiveness, improving market access, improving the reliability, efficiency, safety and security of regional transportation systems, establishing an integrated airspace, and harmonizing the regulatory, institutional and administrative environment (CARICOM Strategic Plan, 2015-2019). Table 7 indicates that, while the region's road network, with a few notable exceptions, can be considered satisfactory, port and logistics related infrastructure will require considerable upgrading and modernizing, especially given the objective of taking advantage more fully of the region's strategic location and potential to be a major transportation and trans-shipment hub.

<sup>83</sup> World Bank, *Ease of Doing Business Report*, 2015. Jamaica has moved from a rank of 90 in 2013. With the exception of Jamaica and Trinidad and Tobago, Caribbean countries appear to be stationary or drifting downward on this particular Index.

<sup>84</sup> Nurse, K., 2007.

<sup>85</sup> Caribbean Community Strategic Plan 2015 – 2019, pg. 37.

<sup>86</sup> ‘Caribbean Infrastructure PPP Roadmap’, World Bank, March 2014, pg.7.

**Table 7**  
**Infrastructure readiness**

Country	Logistics Performance Index (2014) <sup>a</sup>	Liner Shipping Connectivity Index (2014) <sup>b</sup>	Rural Access Index <sup>c</sup> (percentages)
Antigua and Barbuda	n.a	4.1	n.a
Bahamas	2.91	26.7	82
Barbados	n.a	4.7	100
Belize	n.a	7.8	78
Dominica	n.a	1.6	88
Grenada	n.a	4.5	98
Guyana	2.46	4.1	46
Haiti	2.27	5.1	28
Jamaica	2.84	24.5	93
Saint Kitts and Nevis	n.a	2.3	89
Saint Lucia	n.a	4.6	89
Saint Vincent and the Grenadines	n.a	3.9	97
Suriname	n.a	5.0	79
Trinidad and Tobago	n.a	17.3	91

Source: World Bank, World Development Indicators.

<sup>a</sup> The World Bank's Logistics Performance Index reports on the quality of trade and transport related infrastructure and ranges between (1=low to 5=high). Of the 160 countries covered The Bahamas was ranked 66<sup>th</sup>, Jamaica 70<sup>th</sup>, Guyana 124<sup>th</sup>, and Haiti 144<sup>th</sup>.

<sup>b</sup> The LSCI, computed by UNCTAD, captures how well countries are connected to global shipping networks. It is based on number of ships, their container carrying capacity, maximum vessel size, number of services, and the number of companies that deploy container ships in a country's ports. A base year of 2004 is used for measuring changes to each indicator and is then averaged and multiplied by 100. The maximum score is 100.

<sup>c</sup> Represents the per centage of the rural population that has access to all-weather roads. Reporting years vary between 1999 and 2004.

The SDGs could provide critical support for the sustainable development of transport and other infrastructure in the region, especially given the high costs that are involved, and the need for an integrated approach, the latter being particularly important in light of the region's environmental vulnerability.

## I. Energy

A 2013 World Bank study<sup>87</sup> acknowledges that the power sector is integral to economic development and inclusive growth in the Caribbean region. It further concludes that the high cost of electricity is not only undermining the region's competitiveness and growth, but is also creating hardships for citizens. With regard to competitiveness, a sector such as tourism, for example, is placed at a disadvantage when nightly room rates can include as much as US\$14 to US\$18 of electricity costs.

But given the importance of energy to modern daily life it is the ordinary citizen in particular who faces, across a range of goods and services, a constantly escalating and volatile cost structure linked to energy prices. Given electricity rates of more than US\$0.40 per kWh in 2011, the high cost of electricity imposes severe hardship and a disproportionate burden on the poor, with average pass through rates of between 45 to 65 per cent of the cost of providing electricity.

<sup>87</sup> Jayawardena, M. et al, 'Promoting Growth in the Caribbean: Geothermal Renewable Energy' in Making Reforms Work in the Caribbean: A collective action approach to Growth, World Bank, 2014.

The energy “crisis” also negatively impacts the more vulnerable members of society, with the average low-income household estimated to spend 7 to 11 per cent of its income on electricity.<sup>88</sup>

The energy challenge facing the Caribbean is a result of the region’s heavy reliance on imported fossil fuels—for up to 95 per cent of energy needs. The region is also faced with a high rate of electricity consumption. As a consequence of the reliance on imported fossil fuels, the cost of electricity throughout the region is amongst the highest in the world, and is second only to access to finance among the operational challenges cited by regional businesses, particularly those involved in tourism, which contributes more than 70 per cent of regional income.<sup>89</sup>

Renewable energy currently represents less than three per cent of the Caribbean’s total electricity consumption. The diversification of the region’s energy mix into geo-thermal, solar, wind, biomass, hydro-power, and other green electricity sources, is among the key priorities facing the region. This will help to conserve the environment, strengthen productivity and competitiveness, and improve the lives of the poor. This will also be consistent with meeting the ambitious target set in the CARICOM Strategic Plan 2015-2019 which is to increase the share of renewable energy in the region’s total energy supply mix to 20 per cent by 2017.

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<sup>88</sup> Ibid.

<sup>89</sup> Ibid.





### III. Global development dialogue: from economic growth to poverty reduction

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The global development dialogue is currently at a point where three important tributaries converge: (i) economic growth, (ii) social development and (iii) environmental sustainability.

The World Bank pointed out some time ago that economic growth is a recent occurrence in human history.<sup>90</sup> For millennia human beings made little progress in increasing productivity and changing significantly their material well-being. The combination of capital and technology changed this dramatically two hundred years ago in Britain. Since then, punctuated by recessionary periods of varying degrees of severity, the global economy has expanded, with a particularly sharp growth spurt occurring since 1950. But growth has been uneven across countries, and many former colonies, especially, have found the going hard. Arthur Lewis, the Saint Lucian Nobel Prize winner in Economics, in his path-breaking 1955 study, *The Theory of Economic Growth*, drew attention to structural rigidities, both institutional and technological, which set developing economies apart from more advanced industrial nations. Other development theorists and models, popular in the 1950s and 60s, pointed to the constraints imposed by limited capital accumulation, in particular in developing countries. This led to emphasis on the mobilization of domestic savings, investment, and external capital flows to propel growth and development. There was also increasing recognition of the importance of investment in human capital and the United Nations played an important role in propagating this through its Development Decades, the first of which was promulgated in 1961 following an influx of post-colonial developing countries to United Nations membership. The First Decade set a target of 5 per cent annual growth in developing countries and international cooperation toward reducing and eliminating illiteracy, hunger and disease.<sup>91</sup>

The Second Development Decade, launched in 1970 against the background of limited progress on the First Decade, sought to address a concern that has now become familiar: means of implementation.

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<sup>90</sup> Economic Growth in the 1990's: Learning from a Decade of Reform, World Bank, 2005.

<sup>91</sup> General Assembly Resolution 1760 (xv1) of 19 December 1961.

The International Development Strategy, adopted as a mechanism for achieving the Second Decade's goals which now included a growth target of 6 per cent<sup>92</sup> called for the provision of development assistance at a minimum level of 0.7 per cent of GDP, and for special measures for the Least Developed Countries.<sup>93</sup> The new International Development Strategy for the Third United Nations Development Decade (1981–1990)<sup>94</sup> adopted once again in the context of limited progress towards targets in the previous Decade, set even more ambitious ones: these included GDP growth of 7.5 per cent, gross investment of 28 per cent of GDP, concessional financing to reach and surpass 0.7 per cent of GDP of developed countries, reduction and elimination of poverty and significant reduction in mortality rates. The Fourth United Nations Development Decade and its accompanying Strategy were launched in 1990. The implementation of the Fourth Decade was supported by a number of measures and global events: the Second United Nations Conference on the Least Developed Countries (1991), the United Nations Conference on Environment and Development (Earth Summit) (1992), the First Global Conference on the Sustainable Development of Small Island Developing States (1994), which adopted the Barbados Declaration and Programme of Action for the Sustainable Development of Small Island Developing States, and the World Summit for Social Development (1995). Importantly, the United Nations adopted in June 1997 the Agenda for Development, a comprehensive document integrating various elements, including peace, security, growth, social equity, environmental protection and democracy.<sup>95</sup> Foreshadowing the orientation to come, the United Nations had, two years earlier, declared the First United Nations Decade for the Eradication of Poverty (1997–2006) and declared 1996 the International Year for the Eradication of Poverty. The First United Nations Development Decade had begun with an emphasis on growth but the Fourth and final Decade ended with an emphasis on poverty.

The UNDP's Human Development Report of 1990 coincided with the launch of the Fourth Development Decade. It proclaimed the “rediscovery” of “the essential truth” that people must be the centre of all development.<sup>96</sup> This seminal report also observed that while there is “no automatic link between economic growth and human progress” it appears that “growth is crucial for sustaining human progress in the long run” and added that both growth and human development are important if imbalances that hamper further progress are to be avoided.<sup>97</sup>

The evolution towards an emphasis on human development that began in the Second, Third and Fourth United Nations Development Decades appeared full-blown in the historic Millennium Declaration with its focus on poverty and basic needs as a framework for human progress. The pendulum had swung fully. But despite the achievements associated with the MDGs<sup>98</sup> there was persistent concern that structural elements, such as the transformation of productive capacities, which propel growth and job creation, were no longer an integral part of the development agenda.<sup>99</sup> The SDGs paradigm is an effective answer to this criticism. And, importantly, unlike the earlier period when it set increasingly ambitious targets, the international community's re-engagement with growth now recognizes the physical limits of natural systems and the environment and is fully tempered by sustainability.

The decoupling of socio-economic development from environment degradation will require changes to production systems and the deployment of new technologies across the globe, but particularly in industrialized countries and high carbon emitters.

Agenda 21 (Chapter 4) had noted that “the major cause of continual deterioration of the global environment is unsustainable patterns of consumption and production, particularly in industrialized

<sup>92</sup> General Assembly Resolution A/RES/25/2626 of 24 October 1970.

<sup>93</sup> General Assembly Resolution 2626 (XXV) of 24<sup>th</sup> October 1970.

<sup>94</sup> General Assembly Resolution 35/36 of 5<sup>th</sup> December 1980.

<sup>95</sup> General Assembly Resolution A/Res/51/240 of 15<sup>th</sup> October 1997.

<sup>96</sup> Human Development Report 1990, UNDP, pg.42.

<sup>97</sup> Ibid, pgs. 42–43.

<sup>98</sup> Millennium Development Goals Report, 2014.

<sup>99</sup> See, for example, the Report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda, Executive Summary – “The MDGs did not include the need for inclusive growth to provide jobs.” Also see ‘UNCTAD and the post-2015 development agenda’ Policy Brief No. 1, November 2013, UNCTAD, Geneva.

countries”. More recently, the High Level Panel on the Post-2015 Development Agenda, in endorsing the call to hold the increase in global average temperature to two degrees Celsius above pre-industrial levels, cites as the most important contributors to a low carbon trajectory: sustainable transport, infrastructure, energy efficiency and the transition to renewable energy, sustainable agricultural practices, tackling forestation and increasing re-forestation, and food security, taking into account the value of natural resources and bio-diversity.”<sup>100</sup>

The challenge will be to ensure an equitable approach to implementing the changes that are required. The capacity building needs of Least Developed Countries and SIDS, as well as others similarly situated, will require particular attention. Examples of important initiatives in this regard include the Ten year Framework of Programmes on Sustainable Consumption and Production Patterns (10 YFP), adopted at Rio +20, with objectives that include decoupling economic growth from environmental degradation and supporting capacity building and access to financial and technical resources by developing countries, and the currently underfunded Green Climate Fund, established at Cancun in 2010 in furtherance of the earlier decision by member states at the Copenhagen Summit to mobilize US\$100 billion annually to support transformation and strengthen resilience.<sup>101</sup>

This section has retraced the path of the global development dialogue from its preoccupation with economic growth and GDP expansion fifty years ago to the Rio +20 call for “a new development agenda” rooted in the core values of equality, sustainability and human rights. The new development agenda will entail “integrating economic, social and environmental aspects and recognizing their inter-linkages so as to achieve sustainable development in all its dimensions.”<sup>102</sup>

This is a propitious development for the Caribbean. The emerging holistic approach should be advantageous for the region, which is vulnerable across all three pillars. This should serve to heighten global awareness of the region’s vulnerability, and make it imperative that the international community acknowledge and respond to the special circumstances faced by these countries.

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<sup>100</sup> Report of the High Level Panel, pg. 17.

<sup>101</sup> By December 2014 pledges to the GCF amounted to US\$10 billion. The Fund will seek to provide a minimum of fifty per cent of its adaptation resources to particularly vulnerable countries, including small island developing States.

<sup>102</sup> General Assembly Resolution A/Res/66/268 of 11 September 2012 – ‘The Future We Want’.



## **IV. Global development dialogue: sustainable development and SIDS**

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Small island developing States were identified as a specific group of developing countries at the 1992 United Nations Conference on Environment and Development, held in Rio. Specifically Chapter 17 (G) of Agenda 21<sup>103</sup> recognizes that SIDS, and islands supporting small communities, are “a special case both for environment and development.” Agenda 21 notes that these states are ecologically fragile and vulnerable and face special challenges in planning for and implementing sustainable development goals. It noted further that small island developing states will be constrained in meeting these goals without the cooperation and assistance of the international community. It is of some importance that in this its foundation statement on sustainable development, the international community recognized the special situation of small island developing states and their need for assistance.

The First United Nations Global Conference on Small Island Developing States was held in Barbados in 1994, subsequent to the Earth Summit and its special recognition of SIDS in 1992.

Priority areas relating to SIDS were identified in the Barbados Plan of Action (BPOA). These include: climate change and sea-level rise, natural and environmental disasters, management of wastes, coastal and marine resources, freshwater resources, energy resources, tourism resources, biodiversity resources, national institutions and administrative capacity, regional institutions and technical cooperation, transport and communication, science and technology, and human resource development. The BPOA identified as well cross-sectoral areas for attention. These were capacity building, institutional development at the national, regional and international levels, cooperation in the transfer of environmentally sound technologies, trade and economic diversification, and finance.

In September 2002, the World Summit on Sustainable Development, held in Johannesburg, South Africa, mandated a ten year comprehensive review of the BPOA. This took place in Mauritius in 2005. The ten year review meeting adopted the Mauritius Strategy for the Further Implementation of the BPOA.

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<sup>103</sup> United Nations Conference on Environment and Development, 1992, Agenda 21, Chapter 17 – ‘Protection of the oceans, all kinds of seas, including enclosed and semi-enclosed seas, and coastal areas and the protection, rational use and development of their living resources.’

The Mauritius meeting added several priority areas to the fourteen adopted previously in the BPOA. The new areas were graduation from least developed country status, trade, sustainable production and consumption, health, knowledge management, and culture.

The five-year review of the Mauritius Strategy for Implementation of the BPOA was held in September 2010. In 2012, the Rio +20 Conference in Rio de Janeiro noted the continued challenges that small island developing states face as a result of their special circumstances, and in its Outcome Document, *The Future We Want*, called for “the convening in 2014 of a third international conference on small island developing states, recognizing the importance of coordinated, balanced and integrated actions to address the sustainable development challenge facing small island developing states.”

General Assembly Resolution 67/207 established modalities for the Third International Conference on Small Island Developing States. These included seeking renewed political commitment by all countries to addressing effectively the special needs and vulnerabilities of small island developing states by focusing on “practical and pragmatic actions” for the further implementation of the Barbados Plan of Action, and the Mauritius Strategy, including through mobilization of resources and assistance for small island developing states, and, as well, identifying priorities for the sustainable development of small island developing States for consideration, as appropriate, in the elaboration of the post-2015 development agenda<sup>104</sup>

The Third International Conference on Small Island Developing States was held in Apia, Samoa in September 2014. It adopted the SIDS Accelerated Modalities of Action Pathway (Samoa Pathway) which sets out the most comprehensive set of priorities of the three SIDS conferences. In keeping with the modalities earlier adopted for the Conference, the Samoa Pathway calls for “the strengthening of the longstanding cooperation and support provided by the international community in assisting small island developing states to make progress in addressing their vulnerabilities and supporting their sustainable development efforts.”<sup>105</sup>

The language of commitment and support in several paragraphs of the Samoa Pathway Outcome Document is less forthcoming than in the BPOA and Mauritius Strategy. Paragraph 5, for example, “recognizes the ownership and leadership of small island developing states in overcoming... challenges” and “stress that in the absence of international cooperation success will be difficult.” Small island states may reasonably contend that in the absence of international support success will be impossible! In the same vein, para 16 is understated in noting that “small island developing states consider that the level of resources has been insufficient to ensure their capacity to respond effectively to multiple crises ...” Finally, para 21 leaves no doubt about the hierarchy of responsibility .... “While the well-being of small island developing states and their peoples depend first and foremost on national actions, we recognize that there is an urgent need to strengthen cooperation...”

Notwithstanding these elements, the Samoa Pathway must be viewed on the whole as another welcome and strong expression of concern and support for SIDS, with support expected to be provided particularly through the medium of developing partnerships with stakeholders at all levels, from sub-national to international.

The Pathway, drawing on the two earlier Conferences and the outcome of the Inter-regional Preparatory Meeting<sup>106</sup> for the Third Conference, identifies a large number of priorities. The following areas were identified: inclusive and equitable growth with decent work for all, sustainable development and poverty eradication, sustainable tourism, climate change, sustainable energy, disaster risk reduction, oceans and seas, food security and nutrition, water and sanitation, sustainable transportation, sustainable consumption and production, management of chemicals and waste, including hazardous waste, health and non-communicable diseases, gender equality and empowerment of women, social development,

<sup>104</sup> General Assembly Resolution A/Res/67/207 of 21 December 2012.

<sup>105</sup> Samoa Pathway, Outcome Document of Third International Conference on Small Island Developing States, para.19.

<sup>106</sup> ‘See ‘Outcome of the Inter-regional Preparatory Meeting for the Third International Conference on SIDS,’ Bridgetown, 26-28 August, 2013.

culture and sport, promotion of peaceful societies and safe communities, education, biodiversity, desertification, land degradation and drought, forests, invasive alien species, partnerships, financing, trade, capacity building, technology, data and statistics, institutional support,<sup>107</sup> monitoring and accountability.<sup>108</sup> These are largely in keeping with the goals and targets proposed by the Open Working Group in the context of the post-2015 development agenda. It will be noted, however, that the Pathway additionally highlights certain particular concerns of SIDS, some of which are linked to their known weaknesses and recognized vulnerabilities - capacity building, addressing the debt burden, the important role of sport, culture and creative industries, graduation from LDC status and maintaining access to concessional finance, and the mobilization of support from the United Nations system, international and regional institutions, and countries, including through the provision of financial resources to support the Barbados Programme of Action, the Mauritius Strategy, and the Samoa Pathway. The evident synergy between the existing agreed global framework for the sustainable development of SIDS and the emerging post-2015 development agenda should make it possible for common implementing policies and strategies to be developed nationally and regionally and potentially contribute to the more effective use of domestic and external resources.

The outcome of global conferences going back to the 1992 United Nations Conference on the Environment and Development and its path-breaking Agenda 21 have therefore consistently reflected recognition by the international community that SIDS are to quote the Samoa Pathway: “a special case for sustainable development in view of their unique and particular vulnerabilities and (that) they remain constrained in meeting their goals in all three dimensions of sustainable development.”<sup>109</sup>

The international community has repeatedly affirmed support for SIDS in meeting their manifold challenges relating to sustainable development. The SDG paradigm now provides a framework within which international cooperation and assistance to SIDS can be operationalized across the three dimensions of sustainable development.

The SDG paradigm is also the culmination of processes that have been underway for several decades. The Rio +20 Outcome Document sets the framework. Para 246 states: “The goals should address and incorporate in a balanced way all three dimensions of sustainable development and their inter-linkages..... The development of these goals should not divert focus or effort from the achievement of the Millennium Development Goals.” Para 247 provides explicit further guidance: “We also underscore (that the) sustainable development goals should be action-oriented, concise and easy to communicate, limited in number, aspirational, global in nature and universally applicable to all countries while taking into account different national realities, capacities and levels of development and respecting national policies and priorities...” The “inclusive” process... open to all stakeholders - to establish the SDGs, mandated at Rio+20 is underway.

Several streams of work have been initiated in United Nations intergovernmental processes as the global community seeks to develop and agree on the set of SDGs that will define the post-2015 development agenda. This section of the paper will describe briefly those streams of work.

Decision 65/555110 of the UN General Assembly established the regionally representative Open Working Group called for in the Rio Outcome Document and tasked it with “preparing a proposal for sustainable development goals for consideration and appropriate action by the General Assembly at its sixty-eighth session.” In addition to the launch of the OWG, the intergovernmental roadmap to the post-2015 development agenda included the establishment of the High-Level Political Forum on Sustainable Development (HLPF) and the Intergovernmental Committee of Experts on Sustainable Development Financing (ICESDF).

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<sup>107</sup> The UN Secretary General is requested to conduct a comprehensive review of UN system support for SIDS and report his findings and recommendations to the 70<sup>th</sup> session of the UNGA.

<sup>108</sup> The UNGA, ECOSOC, and their subsidiary bodies, are called on to monitor the implementation of the BPOA.

<sup>109</sup> Samoa Pathway, para. 5.

<sup>110</sup> United Nations General Assembly Decision 65/555 of 22 January 2013.



As in the case of the Open Working Group, both the HLPF, which held its inaugural meeting in September 2013, and the ICESDF, were established in accordance with mandates from Rio.<sup>111</sup>

In addition to these four intergovernmental tracks, and to support this process, the United Nations system secretariat and global thought leaders, governmental and non-governmental, provided important contributions and input to the process of identifying priorities for SDGs goals and elaborating the post-2015 development agenda. The High Level Panel of Eminent Persons on the Post-2015 Development Agenda was appointed by the United Nations Secretary-General in July 2012 and issued its report in May 2013.<sup>112</sup> Extensive consultations national, global and on-line were conducted as well on priorities for the new development agenda by the United Nations Development Group (UNDG).<sup>113</sup> The Group's Report presented in New York in September 2013, entitled "A Million Voices: The World We Want", emphasizes people's desire to see a focus on human rights and governance, and on growing inequalities. The consultation will continue until the end of 2015. The United Nations System Task Team on the Post-2015 United Nations Development Agenda was also established by the Secretary-General in September 2011 to coordinate system-wide preparations for the agenda, consult stakeholders, and define a system-wide vision and roadmap on the post-2015 United Nations Development Agenda. The Task Team, co-chaired by the United Nations Department of Economic and Social Affairs (DESA) and the United Nations Development Programme (UNDP), brought together senior experts from over fifty United Nations entities and international organizations. In 2012, the Team published its Report – Realising the Future We Want for All. The Report identifies four dimensions requiring progress in order to build a rights-based, equitable, secure and sustainable world: inclusive social development, environmental sustainability, inclusive development, peace and security.<sup>114</sup>

At the intergovernmental level, the President of the United Nations General Assembly,<sup>115</sup> the Economic and Social Council, its functional and regional commissions, and the newly established High Level Political Forum on Sustainable Development have made important contributions to the post-Rio dialogue on the shape and content of the post-2015 development agenda. The main outcome of an intense deliberative and wide ranging consultative process was the submission to the General Assembly last year of the report of the Open Working Group on Sustainable Development Goals. In September 2014, the United Nations General Assembly welcomed the report of the OWG and decided that the Group's proposal would be the basis for integrating the SDGs into the post-2015 development agenda. In doing so, the General Assembly recognized, importantly, that other inputs would be considered in the intergovernmental negotiating process during 2015.

<sup>111</sup> UNGA resolution A/RES/66/222 of September 2012, para. 84, which established a "universal, intergovernmental High Level Political Forum" to replace the Commission on Sustainable Development and to inter alia provide political leadership, guidance and recommendations for sustainable development. Para 256 established an Intergovernmental Committee of thirty to prepare, by 2014, financing strategies and options to achieve sustainable development objectives.

<sup>112</sup> The Panel, chaired by the Presidents of Indonesia and Liberia, and the Prime Minister of the United Kingdom, proposed a number of illustrative goals: end poverty, provide quality education and lifelong learning, ensure healthy lives, ensure food security and good nutrition, achieve universal access to water and sanitation, secure sustainable energy, create jobs, sustainable livelihoods and equitable growth, manage natural resource assets sustainably, ensure good governance and effective institutions, ensure stable and peaceful societies, create a global enabling environment and catalyze long-term finance, empower girls and women, and achieve gender equality. The Panel identified as crosscutting issues to be treated across multiple goals: peace, inequality, climate change, cities, young people, girls and women, sustainable consumption and production patterns. Report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda: Eradicate Poverty and Transform Economies Through Sustainable Development, May, 2013.

<sup>113</sup> The United Nations Development Group comprises 32 UN agencies and funds.

<sup>114</sup> The post-Rio consultations undertaken on the post-2015 development agenda has thus far generated a range of inputs. As indicated in the United Nations Secretary General's Synthesis Report of 4<sup>th</sup> December 2014 - The Road to Dignity by 2030: ending poverty, transforming all lives and protecting the planet (A/69/700), these have come from a range of sources, for example, academics and scientists through the Sustainable Development Solutions Network (SDSN), business, through the United Nations Compact, and various stakeholders through the Development Co-operation Forum.

<sup>115</sup> The President of the 68<sup>th</sup> General Assembly (Ambassador Ashe of Antigua and Barbuda) convened several important events: high-level events on the contributions of men, the young and civil society; on human rights and the rule of law; on the contributions of north/south, south/south, triangular cooperation and ICTs; and thematic debates on partnerships, ensuring stable and peaceful societies, and on water, sanitation and sustainable energy in the post-2015 development agenda.

The OWG's proposal, agreed on by the General Assembly as the main basis for negotiations on the Agenda, identified 17 proposed goals and 169 targets.<sup>116</sup> The Goals are at Annex 1. The United Nations Secretary General, in his Synthesis Report,<sup>117</sup> described the OWG's report and recommendations as "historic".

A second major report also mandated by Rio +20, and this one in recognition of the fact that a comprehensive development agenda will require a framework for financing amongst other means of implementation was finalized as well in mid-2014. This was the report of the Intergovernmental Committee of Experts on Sustainable Development Financing (ICESDF). The ICESDF Report emphasises country ownership, to be supported by an enhanced global partnership. It envisages improved fiscal management and strengthened domestic resource mobilization, efficient and effective use of international public finance, private finance, and innovative financing mechanisms, such as blended financing.<sup>118</sup>

The ICESDF Report, as the OWG Report, and the Secretary General's Report which has a section dedicated to Mobilizing the Means to Implement Our Agenda will be major inputs to the Third Financing for Development Conference (FfD), to be held in Addis Ababa in July 2015.<sup>119</sup>

It is expected that the outcome of the intergovernmental negotiations underway in New York on the Report of the Open Working Group on the SDGs - and other inputs - and the results of the Conference in Addis Ababa, will constitute major inputs to the United Nations Summit that will be convened in September to adopt the post-2015 development agenda.<sup>120</sup>

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<sup>116</sup> UNGA Resolution A/Res/309 of 10 September 2014. The Report of the Open Working to the General Assembly is contained in A/69/970 of 12 August 2014. The goals are universal while targets are aspirational and would allow latitude for reflecting both 'global ambition and national circumstances'. The OWG identifies as well means of implementation - Finance, Technology, Capacity Building, Trade and Systemic Issues.

<sup>117</sup> The road to dignity by 2030: ending poverty, transforming all lives and protecting the planet: Synthesis Report of the Secretary General on the post-2015 development agenda, document A/69/700 of 4 December 2014.

<sup>118</sup> ICESDF Report. UNGA Resolution A/69/315\* of 15th August 2014.

<sup>119</sup> The Third Financing for Development Conference will follow-up on commitments made at the previous two - Monterey and Doha - and address the challenge of financing sustainable development in the context of the post-2015 development agenda. UNGA Resolution A/RES/68/204.

<sup>120</sup> A consultative and intergovernmental negotiating process on the post-2015 development agenda will take place in New York during the first half of 2015. The objective is to prepare and agree on the draft Outcome Document for the September 2015 Summit. The co-facilitators of this process have proposed that the Outcome Document comprise four elements: an Introductory Declaration; SDG Goals, Targets and Indicators; Means of Implementation (MOI) and a New Global Partnership; and a framework for Monitoring, Review and Implementation.



## V. Towards a Caribbean-relevant SDG Framework

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This paper has sought to make several points. Firstly, the Caribbean for several decades has been travelling in low gear along an obstacle ridden development path. To meet the needs and aspirations of its people, the region must transition to another level.

Secondly, the region has been at a distinct disadvantage in accessing external resources because it has not been viewed by the international community, and especially by development partners, as a priority region for concessional assistance. Two factors have served to push the region even further downward on the international community's priority list for assistance: the end of the cold war has diminished the Caribbean's strategic importance, and the development cooperation paradigm has been defined in recent years by the Millennium Development Goals. This has focused attention on poverty and human development needs, and this has accentuated the region's moderate strengths while understating its serious vulnerabilities.

Thirdly, the emergence of a post-2015 development framework which will build on the MDGs while also addressing structural and other weaknesses provides a solid and new basis for the Caribbean to make a persuasive case for the region's place to be a more central one in regard to development cooperation. This neither negates nor diminishes the region's own responsibility for its development priorities and their implementation. The Caribbean should seize the opening that has arisen with the advent of the SDGs: it should do so by seeking to ensure that sustainable development goals and targets as well as the means of implementation which emerge from on-going consultative and negotiating processes, respond fully to the region's needs and interests.

Fourthly, this case could, potentially, now have a more receptive audience. The vulnerability and special situation of Small Island and low-lying coastal states have been recognized by the international community for more than two decades, going back to the 1992 United Nations Conference on Environment and Development in Rio (the Earth Summit). The holistic nature of the SDG framework both highlights the lagging performance of this group - and especially the Caribbean - and the cross-cutting vulnerabilities across the three pillars that must be addressed to repair this.

## A. Caribbean and its SDGs priorities

As indicated earlier, the United Nations General Assembly agreed that the Report of the Open Working Group on Sustainable Development Goals with its 17 goals and 169 targets will be the main basis for negotiations on the post-2015 development agenda. The identification of Caribbean priorities for SDGs will draw extensively therefore on the OWG report.<sup>121</sup> The Report of the High-Level Panel of Eminent Persons on the post-2015 Development Agenda also includes proposals<sup>122</sup> that are relevant to the Caribbean.

Two important points should be made. Firstly, the MDG process, despite shortcomings, has proved to be a powerful tool for mobilizing and directing global and national resources and attention towards specific priorities. If this can be replicated by the SDGs, and if the priorities identified genuinely address Caribbean concerns, the SDGs are potential game-changers of regional development prospects. Of particular relevance to the region would be the ‘governance effect’<sup>123</sup> of a framework that establishes key long-term goals, meaningful commitments of international support and cooperation, and time-bound and measurable targets and indicators that are regularly monitored and reported on, and thus nationally, regionally and internationally transparent. Secondly, the development of, and agreement on, appropriate indicators, including regional or nationally specific ones, will be critical to the effective implementation and monitoring of the SDGs. This will require engagement of the data-gathering community and the public at large whose cooperation and support is essential to accurate data collection. Especially given the expanded scope of the SDGs, and the weakness of statistical systems in many developing regions, including the Caribbean, the new paradigm will require major investment in national and international capacity to collect and analyse data. According to the Sustainable Development Solutions Network (SDSN), which emphasizes the importance of appropriate indicators, the purpose of indicators is two-fold: a management tool to help countries develop implementation and monitoring strategies for achieving the SDGs and monitoring progress, and a report card to measure progress towards achieving a target and ensuring accountability of governments and other stakeholders for achieving the SDGs. The SDSN also emphasizes the importance of engagement with, and input and advice from the relevant expert communities in deciding on what can actually be measured.<sup>124</sup> This too is of great relevance to the Caribbean.

This paper has sought to give an indication of Caribbean social, economic and environmental realities. In prioritizing only SDGs considered critical to Caribbean development against the background of the challenges outlined earlier will be identified. The omission of any particular SDG does not mean it has no relevance to the Caribbean. We are concerned with the most pressing regional needs and thus with foundational SDGs in a Caribbean context. This section of the paper, in identifying SDG priorities, will not restate the social, economic and environmental challenges that will be addressed by any particular SDGs.

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<sup>121</sup> The United Nations Secretary-General’s Synthesis Report proposes a framework for categorising SDGs. It identifies six “essential elements” each of which might be considered a basket for grouping SDGs : (a) Dignity: to end poverty and fight inequalities, (b) People: to ensure healthy lives, knowledge and the inclusion of women and children, (c) Prosperity: to grow a strong, inclusive and transformative economy (d) Planet: to protect our eco-system for all society and our children (e) justice: to promote safe and equal societies and strong institutions (f) Partnership: to catalyse global solidarity or sustainable development.

<sup>122</sup> The Report of the High-level Panel of Eminent Persons on the post-2015 Development Agenda, pages 30-31.

<sup>123</sup> According to the International Policy Centre for Inclusive Growth (IPCIG) the governance effect of the goal-setting paradigm is manifest in several ways: (i) communications or messaging device to express important priorities, raise awareness and mobilise attention; (ii) evaluative framework for monitoring progress towards important objectives; (iii) accountability framework to assess compliance with commitments made; (iv) planning targets to guide programming of resources, efforts and policy design. IPCIG, ‘Global Goals as a Policy Tool: Intended and Unintended Consequences’, One Pager, No. 193, April, 2013.

<sup>124</sup> Sustainable Development Solutions Network, Indicators and a Monitoring Framework for Sustainable Development Goals: A Report by the Leadership Council of the Sustainable Development Solutions Network, Revised Working Draft of 25<sup>th</sup> July 2013, pgs.5 -6.

## 1. Growth, diversification, jobs

Goal: Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all (OWG Goal 8 – region specific and national target and indicators to be developed and/or agreed).

Given a background of secular growth under-performance, high levels of unemployment and lack of competitiveness, as reflected by persistent current account and fiscal deficits, a Caribbean priority must be “to grow a strong, inclusive and transformative economy”. Goal 8 of the Open Working Group Report is: promote sustained, inclusive and sustainable economic growth, full and productive employment, and decent work for all. The Caribbean would consider as important elements the emphasis therein on achieving higher levels of productivity through diversification, technological upgrading and innovation, the strengthening and formalisation of micro, small and medium enterprises, full and productive employment, including for young people and people with disabilities, and sustainable tourism.<sup>125</sup> The region may treat as gaps the following:

- The setting of a growth target only for LDCs (at least 7 per cent per annum) (Target 8.1).
- Placing on equal footing both “high value added and labour intensive sectors” in addressing productivity, enhancement and technological upgrading (Target 8.2) while many SIDS and other small states are faced mainly with the need to establish and nurture knowledge and skill-intensive industries as part of their growth strategies.
- The failure to recognise the need for strategies to meaningfully diversify not just goods but services beyond tourism in small island developing states
- The absence of any acknowledgement of the growth-impairing effect of debt and the non-inclusion of any goal or target related to reducing debt (with the support of the international community), especially in heavily indebted SIDS who did not, because of income levels, qualify for assistance either under the Heavily Indebted Poor Country Initiative or the Multilateral Debt Relief Initiative.

Given their size and structure, Caribbean economies will be more heavily reliant than others on trade expansion to “promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.” Trade now constitutes the major share of GDP in many developing countries and is a substantial share of GDP in most developed economies, but with an average trade to GDP ratio that exceeds 90 per cent<sup>126</sup> the Caribbean is almost twice as reliant on trade as the rest of the global community.

The transmission channels through which trade contributes to growth are well recognized. Trade impacts primarily on productivity and investment and does so through more efficient allocation of resources across sectors, improved availability of intermediate and capital goods, increased levels of competition, acquisition of knowledge and technology, especially in the more modern export sector of the economy, and through increased scope for economies of scale. However, if these transmission channels are to function and potential gains realized, it is important that trade openness be not confined to action in respect of traditional measures at the border but anchored in a coherent framework of wider development policies.

A framework that includes improved fiscal and monetary policies, improved trade related and other physical infrastructure, focussed attention on the development of human resources through education and skills training to create a productive and flexible work force, and the enhancement of regulatory and governance institutions, will provide a strong supportive basis for trade expansion to occur as accompaniment to trade openness. These are essential “openness flanking measures.” The

<sup>125</sup> Report of the Open Working Group, pages 15-16.

<sup>126</sup> Calculated from Table III – Structure of Caribbean Economies, 2013.

holistic approach envisaged in the sustainable development framework provides scope for implementing growth enhancing measures but importantly as well also requires measures to promote inclusiveness and reduce the inequality that results from trade expansion and economic growth. The latter are equity inducing and are critical for economies relying on trade as the main engine for growth, given that in promoting growth, trade reallocates resources and engenders structural change with differing impact on the economy and population, depending on variables, such as gender, skill levels, and even spatial location, with urban and coastal areas often benefitting more from trade growth. The small size of Caribbean economies and the disproportionate role of trade in regional economies mean that these consequences will be even more pronounced. For example, a transition to producing and exporting more value-added and knowledge intensive goods and services will attract capital and labour into the traded goods sector and benefit those with higher levels of education and skills. Training, re-training, and other forms of trade-adjustment assistance, as well as broader social protection measures, will be necessary for the displaced and for vulnerable and marginalised groups. Policy attention in the region will need to be directed towards labour market risks and their impact on women, and special attention given to the adjustment hurdles they and vulnerable groups, such as young people, face in finding employment and participating in economies in transition.

The distinctive advantage of the SDG paradigm is that it will provide a framework for addressing both the specific and the cross-cutting challenges associated across all three pillars with economic growth and diversification.

## 2. Infrastructure

Goal: Build resilient infrastructure, promote inclusive and sustainable industrial and services economies<sup>127</sup> and foster innovation. (OWG Goal 9-Region specific and national targets and indicators to be developed and/or agreed)

Whether infrastructure is a separate goal or an instrument to achieve growth through other goals can be and is debated. The High-level Panel's Report includes the proposal to strengthen productive capacity by providing universal access to financial services and infrastructure such as transportation and ICT. (Goal 8, Target 8c). The OWG Report has building resilient infrastructure, promoting inclusive and sustainable industrialisation and fostering innovation as a single Goal 9. The Caribbean may find neither entirely satisfactory. As mainly small and relatively dispersed islands, infrastructure related to transport and communication is essential to economic development and to integration, regionally, and into the wider global economy. Given its essential nature and huge cost, infrastructure may justifiably be identified as a goal by the region. However, the OWG's linking of "resilient infrastructure" and "inclusive and sustainable industrialisation" will not be in the interest of small island developing and other small countries, who due to their size are unable to support large scale industrialisation, and who have in fact leapfrogged in many cases from agriculture to low-value added services. Some of these countries now exist in a hybrid form of the "post-industrial society", having never in fact established a strong industrial or manufacturing base. This linkage of infrastructure with industry could lead to an underestimating of the importance of infrastructure to countries whose developmental trajectory did not and will not pass through a phase of large scale industrialisation. The Caribbean should ensure that infrastructure, such as roads, ports, both air and sea, and telecommunications are given clearly defined space in the SDGs, and their importance recognised not only in relation to industry but to services-based economies, and especially for those for whom a viable strategy will be insertion into regional and global value chains, including as goods and services clearing houses and logistic centres. In this regard, it is noted that CARICOM's Strategic Plan 2015-2019 pledges the region to developing air and maritime transport infrastructure and services, and to developing a single ICT space.

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<sup>127</sup> OWG Goal 9 'amended' to include reference to services. Report of the Open Working Group of the General Assembly on Sustainable Development Goals, pgs. 16-17.

### 3. Sustainable energy

Goal: Ensure access to affordable, reliable, sustainable and modern energy for all. (OWG Goal 7 Region specific and national targets and indicators to be developed and/or agreed)

CARICOM's energy policy, adopted in 2013 set a target of 20 per cent by 2017 for the contribution of renewable energy to the total electricity supply mix. As indicated earlier, the region relies on imported fossil fuel for 95 per cent of its energy needs. Energy is an issue which, although not included in the Millennium Development Goals as a specific goal, has now received broad support for inclusion as a sustainable development goal.<sup>128</sup> The reason for this may be the universal recognition that no country has developed without access to reliable and affordable energy.<sup>129</sup> This and their dependence on fossil fuel, indicate why sustainable energy as an SDG goal should be seen by Caribbean countries as one of utmost priority. The OWG in its Goal 7 has proposed that access to affordable, reliable, sustainable and modern energy for all be ensured. This is proposed against a background where, according to the World Health Organisation, 2.6 billion people still burn wood, coal, dung and other traditional fuel inside their homes, and millions of others consume large amounts of energy, in the process degrading the environment and destabilising the global climate. Furthermore, there is the prospect of another two billion persons being added to the global population in a decade or two with further stress on the planet's energy system unless major changes are made in production and consumption patterns and especially in energy use. The region has fundamental interest not only in its own pattern of production and consumption of energy, but in what happens globally. The proposed Goal 7, by the OWG, speaks specifically of "by 2030 expanding infrastructure and upgrading technology for supplying modern and sustainable energy services for all in developing countries, in particular least developed countries and small island developing states." (Target 7-b). The Caribbean should seek to ensure that access to finance and to technology the two most important constraints to the supply of modern and sustainable energy services are explicitly included as areas to be addressed, especially in regard to LDCs and SIDS. The dilemma facing these countries is that unless special measures of assistance are put in place, reducing the use of fossil fuels and increasing renewable energy in the energy mix can be more expensive in the short to medium term, involving, for example, significant investment upfront in new technologies. Thus, already vulnerable economies will be at further competitive disadvantage. It is very important therefore that technologies be widely shared and that the cost of accessing innovations be linked to the benefits and cost of climate change rather than to fossil fuel.

### 4. Gender equality

Goal: Achieve gender equality and empower all women and girls (OWG Goal 5-Region specific and national targets and indicators to be developed and/or agreed.)

The Open Working Group's Report proposes a stand-alone goal on gender: Achieve gender equality, empower all women and girls.<sup>130</sup> Both the UN System Task Team on the Post-2015 UN Development Agenda and Secretary General's High Level Panel of Eminent Persons on the Post-2015 Development Agenda underscore the central place of gender equality in the emerging Agenda, and draw attention to the crosscutting and intersecting nature of inequalities.<sup>131</sup> The gender goal (and its nine targets) as set out in the OWG Report should be fully supported by the region.

<sup>128</sup> Technical Support Team Brief No. 14, page 99. The United Nations declared 2012 as International Year of Sustainable Energy For All, and 2014-2024 as the UN Decade of Sustainable Energy For All. Support for an energy SDG has come from, for example, the OWG on the SDGs, the Secretary-General's High Level Panel on the post-2015 Development Agenda, the Sustainable Energy for All Initiative of the Secretary-General (SE4ALL), global thematic consultations on energy and the post-2015 Development Agenda, the United Nations Global Compact and the Monash Sustainable Institute.

<sup>129</sup> Ibid.

<sup>130</sup> Report of the Open Working Group of the General Assembly on Sustainable Development Goals, pg. 14.

<sup>131</sup> The Report of the High Level Panel of Eminent Persons on the Post-2015 Development Agenda emphasizes that a "people-centred agenda must work to ensure the equal rights of women and girls" (pg.17) and the UN System Task Team's 'Report to the Secretary General – Realizing the Future We Want For All' offers that the "empowerment of women and girls and the protection of their rights should be centre-pieces of the post-2015 agenda." (pg.25).



From the Caribbean’s perspective, as posited earlier in this paper, available evidence and research show that despite progress, the region is lagging in critical areas of gender equality and empowerment of women and girls. The three core areas identified by UN Women for action in the context of the post-2015 development agenda are particularly relevant to the region: freedom from violence, gender equality in capabilities and resources, and gender equality in decision-making power and voice in public and private institutions.<sup>132</sup>

UN Women is cogent on this and is quoted at length: “First the new framework must address the debilitating fear or experience of violence. Because of the great physical and psychological harm to women and girls, this violence is a violation of their human rights, constrains their ability to fulfil their true potential and carries great economic costs for them and for society. Therefore a resolve to stop it must be a prerequisite for any future agenda. Second, the often skewed distribution of capabilities, such as knowledge, good health, and sexual reproductive health and reproductive rights, as well as resources and opportunities, such as productive assets, including land, decent work, and equal pay constrain women’s empowerment and need to be addressed with renewed urgency. These are the basic foundations for sustainable development and realizing human rights. And third, the low numbers of women in public decision-making from national parliaments to local councils needs to be remedied to ensure that women’s voices feature prominently in democratic institutions and public and private deliberations. The lack of voice in decision-making is found in the key institutions influencing public opinion and promoting accountability such as media and civil society. It is also found in private sector institutions such as in the management and governance of firms, and it has its roots in unequal power relations in the family and community. These three dimensions taken together affect women’s and girls’ safety, economic and social security and choices, and voices in shaping public policy priorities.”<sup>133</sup> Agreement in the context of the post-2015 development agenda on an overarching stand-alone gender goal, and on targets and indicators that will underpin it should provide a useful policy framework for deepening and monitoring progress on gender in the region.<sup>134</sup> It should be noted that this will necessarily entail considerable deepening and broadening of the CARICOM Strategic Plan’s focus on gender as a facet of mainstreaming inclusiveness in public policy by - “build(ing) the capacity of public sector officers to conduct requisite analyses, collect and use disaggregated information, and integrate gender/disability/aging sensitive approaches in policy, planning, implementation, budgeting and monitoring.”<sup>135</sup>

## 5. Education and skills development

Goal: Ensure inclusive and equitable quality education and promote lifelong learning opportunities for all. (OWG Goal 4-Region specific and national targets and indicators to be developed and/or agreed.)

Education is considered one of the core unfinished businesses of the MDGs. The 2014 Millennium Development Goals Report found that while there was a marked decrease globally in the number of children out of school in the early years of this century, progress had since stagnated and currently almost 60 million children still remain out of school. Latin America and the Caribbean are cited as a region which though close to universal primary education, has seen little further progress since 2000.

<sup>132</sup> UN Women, ‘A stand-alone goal on achieving gender equality, women’s rights and women’s empowerment: Imperatives and key components in the context of the post-2015 framework and sustainable development goals’, pg.3.

<sup>133</sup> Ibid, pg.3.

<sup>134</sup> The Open Working Group identified nine targets associated with the proposed gender equality goal. (OWG Report, pg.14). Eight indicators were proposed in the July 2014 Report by the Leadership Council of the Sustainable Development Solutions Network: see ‘Indicators and a Monitoring Framework for Sustainable development Goals –Launching a data revolution for the SDGs’, revised working draft, 25 July 2014, pgs. 59 – 62. UN Women has identified several targets and 32 illustrative indicators related to three areas – freedom from violence, capabilities and resources, and voice, participation and leadership. The illustrative list draws on the Minimum set of gender indicators developed by the Interagency and Expert Group on Gender Statistics (IAEG-GS) and endorsed by the United Nations Statistical Commission at its 44<sup>th</sup> session in February-March 2013. See UN Women, ‘A stand-alone goal on achieving gender equality, women’s rights and women’s empowerment: Imperatives and key components’, pgs. 4 -6.

<sup>135</sup> Strategic Plan for the Caribbean Community 2015–2019: Repositioning CARICOM (Vol.2), pg. 41.

In the specific case of the Caribbean, enrolment in primary school increased only marginally from 93 per cent to 95 per cent in 2009.<sup>136</sup> The Economic Commission of Latin America and the Caribbean's MDG state of play assessment, in 2010, found net enrolment rates had generally exceeded 90 per cent since 2000, primary school completion rates were generally above 90 per cent (exceptions Suriname and St. Kitts) and near parity in gender education had been achieved by 2007.<sup>137</sup> The average net enrolment rate for Caribbean countries, except Haiti, in 2010-2012 was 91.5 per cent.<sup>138</sup>

While the Caribbean must continue efforts to achieve universal primary enrolment and to reduce dropout rates, the broader scope of the emerging post-2015 development agenda is fully consistent with the region's own priorities with regard to education. The main concerns of the emerging agenda, which build on the MDGs while moving beyond them, are: (a) educational quality and learning outcomes; (b) the entire education chain early childhood to expanded provision of and access to tertiary education; and (c) skills development relevant to job market and employment, including life-long learning, and technical and vocational training.

According to the United Nations Technical Support Team, 114 countries will need 1.7 million more teachers by 2015.<sup>139</sup> Although countries in the Caribbean sustain significant budgetary expenditures on education, the return on this investment directly to the education system, and indirectly to the Caribbean society as a whole is diminished because of the high level of migration of tertiary graduates, including teachers. The High-Level Panel's Report on the Post-2015 Development Agenda noted that "[t]he quality of education in all countries depends on having a sufficient number of motivated teachers, well trained and possessing strong subject area knowledge."<sup>140</sup>

The Caribbean must train and retain both teachers and graduates to build strong knowledge-based inclusive, equitable, competitive, and stable societies. A global compact on international cooperation in the context of the post-2015 development agenda would bolster the region's own considerable effort in the field of education and should acknowledge the importance of teacher retention. A global compact could include commitment to reducing pro-active recruitment of education (and health) personnel, while respecting the right of individuals to migrate, and should contemplate budgetary support to Caribbean countries earmarked for improving remuneration and conditions of work as well as infrastructure in this area, and in health.

## 6. Health

Goal: Ensure healthy lives and promote well-being for all ages. (OWG Goal 3 – Region specific and national targets and indicators to be developed and/or agreed.)

Health remains a very important area of unfinished business for the Caribbean region, as for the rest of the developing world with the probable exception of East Asia. Globally, maternal mortality rates fell by 45 per cent between 1990 and 2013, far short of the MDG target of reducing maternal mortality by three-quarters. The Caribbean had 190 maternal deaths per 100,000 live births in 2013, well below the 300 that were recorded in 1990, but also far exceeding the maternal mortality rates in some other developing regions, such as East Asia, which had 33 deaths per 100,000 live births in 2013. The maternal mortality rate for Latin America and the Caribbean as a whole was 77 per 100,000 live births, indicating the drag of the Caribbean sub-region on this particular indicator.

The main risk factors for maternal mortality are poor access to and utilization of ante-natal care, low level of attendance by skilled health personnel at birth, and a high rate of adolescent births.

<sup>136</sup> United Nations public information release – DPI/2570E-July 2011.

<sup>137</sup> Mendosa, Patricia and Sheila Stuart, Caribbean Millennium Development Goals Report, 2010, ECLAC Regional Headquarters, Port of Spain.

<sup>138</sup> CARICOM Secretariat Regional Statistics database. The enrolment rate in Haiti was 49.6 per cent (2005-2006).

<sup>139</sup> Technical Support Team Brief, 'Education and Culture', pages 2-3. Estimate taken from Global Compact Policy Guide, Brookings Institution, 2012.

<sup>140</sup> High Level Panel on the Post-2015 Development Agenda Report, pg. 37.

The Caribbean region scores poorly relative to other developing regions in regard to both unattended births and the proportion of births by women that are aged fifteen to nineteen.<sup>141</sup>

Furthermore, in the health area, the Caribbean continues to have the second highest rate of new HIV infections amongst all developing regions.<sup>142</sup> But as was indicated in the Millennium Development Goals Report, 2011, considerable progress has been made in the region in treatment and in access to anti-retroviral drugs. The proportion of people living with HIV and receiving anti-retroviral therapy increased from 5 per cent to 38 per cent between 2004 and 2009, and, importantly, the proportion of women receiving anti-retroviral drugs to prevent mother to child HIV transmission increased from 20 per cent to 55 per cent.<sup>143</sup>

Health is thus important unfinished business for the region. Going forward it is even more pressing business. It is generally recognised that health is central to the enjoyment of all human rights, and to human capabilities and agency: influencing and being influenced by all three dimensions of sustainable development. The vulnerable and marginalised are, in particular, constantly beset by social, economic and environmental obstacles to living in good health. At the same time, investment in health correlates to reduction in poverty, diminished environmental degradation, and to improvement in education, in productivity, and in social, cultural and material well-being.<sup>144</sup>

The Open Working Group's (OWG) proposed Goal 3-Ensure healthy lives and promote well-being for all at all ages, and its related Targets, accord with Caribbean concerns and priorities. It is particularly germane that Target 3.4 speaks to mortality from non-communicable diseases-reduce by one third by 2030-and that Target 3c calls for increasing substantially health financing and the recruitment, development and retention of the health work force in developing countries, especially in LDCs and SIDS (my emphasis).

The social and economic implications of the high rate of occurrence of NCDs, and why it is important for the region that its prevalence be reduced, were outlined earlier under Main Challenges. The linkage of the prevalence of NCDs with other health indices, such as maternal mortality, was emphasized, as also its broader implications for low productivity and output, impoverishment and marginalisation.

## **7. Food and nutrition security, and sustainable agriculture**

Goal: End hunger, achieve food security and improved nutrition and promote sustainable agriculture. (OWG Goal 2 - Region specific and national targets and indicators to be developed and/or agreed.)

According to FAO, about 805 million people were estimated to be chronically undernourished in 2012-2014. At the same time the prevalence of undernourishment has fallen from 23.4 to 13.5 per cent in developing countries since 1990-1992, the base period for Millennium Development Goal 1C, i.e. halving the proportion of undernourished people in developing countries by 2015. Latin America and the Caribbean has shown the most progress, with the prevalence of hunger reduced by almost two-thirds since 1990. But the Caribbean has made much slower progress than Latin America, having reduced undernourishment by only a quarter since 1990.<sup>145</sup> It is important to note, however, that Cuba and the Dominican Republic are included by FAO as part of the sub-region and that two countries, the Dominican Republic and Haiti, strongly influence the data on undernourishment. Thus of the 7.5 million persons undernourished in the Caribbean in 2012-2014, 5.3 million were to be found in Haiti and 1.5 million in the Dominican Republic.

<sup>141</sup> Health data taken from Millennium Development Goals Report, 2014. In 2012, twenty six per cent of Caribbean births were unattended, the third lowest among eight developing country regions. Only one region, Sub-Saharan Africa, had more births to teen-aged women than Latin America and the Caribbean at 76 per 1000 births. By contrast, the rate in East Asia was 6 per 1000 women.

<sup>142</sup> At .05 per 100 people (aged 14 – 49), in 2012, the highest rate outside of Africa. But a significant reduction on .12 in 2001.

<sup>143</sup> United Nations Department of Public Information – DPI/2570E – July 7, 2011.

<sup>144</sup> One study attributes thirty to fifty per cent of the dramatic economic growth in South Asia to higher child survival and lower fertility rates. Bloom D.E, Williamson J.G., Demographic Transition and Economic Miracles in Emerging Asia, Cambridge, M A, 1997. Cited in United Nations Technical Support Team Issues Brief – Health and Sustainable Development.

<sup>145</sup> FAO/IFAD/WFP, The State of Food Insecurity in the World, 2014, pgs 8. See also statement by FAO Director General Jose Graziano da Silva to meeting of Caribbean Agriculture Ministers in the Bahamas, 24 February, 2015.

The proportion of the population undernourished in 2012-2014 was in Haiti, 51.8 per cent, and in the Dominican Republic, 14.7 per cent compared to an average of 6.1 per cent for Latin America and the Caribbean as a whole.<sup>146</sup>

Food and nutrition security must therefore be viewed through a Caribbean lens. While food unavailability is the major problem in some regions, such as in South Asia and Sub-Saharan Africa, CARICOM's Regional Food and Nutrition Security Action Plan (RFNSAP) posits that food and nutrition security in the region is being compromised not by unavailability but through lack of access and by excessive utilization/consumption of sweeteners and fats and oils. According to the RFNSAP: "Food and nutritional security in the Caribbean region is mainly related to the capacity of people to obtain access to the food they need and to use it properly to maintain a healthy and active life. Its achievement requires effective demand for food. Thus poverty issues are central to addressing problems of food and nutrition security in the Caribbean."<sup>147</sup>

The linkages between sustainable agriculture, poverty reduction, and food and nutrition security are strong. Growth in the agricultural sector, on average, can be up to 3.2 times more effective at reducing US\$1 dollar a day poverty than growth in other sectors.<sup>148</sup> Income poverty is closely related to lack of access to food and thus to poor nutritional outcomes. Poor nutrition is linked to poor health, which is particularly relevant to the Caribbean and especially to the incidence of non-communicable diseases, which is substantial and growing. FAO draws attention to the health implications of malnutrition: "Malnutrition in all its forms undernourishment, micronutrient deficiencies, obesity and diet related non-communicable diseases (NCDs) imposes unacceptably high economic and social costs on countries. It is one of the greatest impediments to human and national development. Malnutrition adversely affects physical growth as well as cognitive development of the unborn and young children, undermining the capacities and capabilities of individuals and communities".<sup>149</sup>

Poverty, hunger and malnourishment can be addressed through strengthening the role of agriculture in the Caribbean economy. The sustainable development challenge facing this, and other regions, is to do so while minimizing environmental degradation and curtailing the pressure on natural resources, such as land, forests, and water, for which agriculture has huge appetite. This will be possible only through goals and policies that promote action and incentivize changes in systems and practices relating to agriculture and food production, distribution and consumption. These are largely elaborated in the region's own Action Plan, and by FAO, WFP, and IFAD in the context of measures to strengthen the enabling environment for food security and nutrition. They include (a) public and private investments to raise agricultural productivity; (b) better access to inputs, land, services, technologies and markets; (c) measures to promote rural development; (d) social protection for the most vulnerable, including strengthening their resilience to conflicts and natural disasters; (e) and specific nutrition programmes, especially to address micronutrient deficiencies in mothers and children under five.<sup>150</sup> In this vein, FAO emphasizes that eradicating malnutrition and its associated social and economic costs must begin with agriculture and food systems and requires, in addition to availability, attention to quality, safety, diversity, and nutritional content.<sup>151</sup> Finally, given the intersection between poverty, access to food, and nutrition, social protection measures directed at risk-prone small-scale producers and vulnerable and marginalized consumers should be an important aspect of any policy framework to be implemented.

## 8. Poverty, inequalities, social inclusion

Goal: Reduce inequality within and among nations. (OWG Goal 10–Region specific and national targets and indicators to be developed and/or agreed.)

<sup>146</sup> FAO, *The State of Food Insecurity in the World, 2014*, pg. 43.

<sup>147</sup> CARICOM Food and Nutrition Security Action Plan, pg. 5.

<sup>148</sup> FAO Statistical Yearbook, 2012, pg.1.

<sup>149</sup> FAO, 'The Post-2015 Development Agenda and the Millennium Development Goals: Nutrition'.

<sup>150</sup> FAO/IFAD/WFP, *The State of Food Insecurity in the World, 2014*, pg.1.

<sup>151</sup> FAO, 'The Post-2015 Development Agenda and the Millennium Development Goals: Nutrition'.

The United Nations Secretary General’s Synthesis Report on the post-2015 development agenda sets out as one of the proposed “essential elements” of the SDG framework, ending poverty and fighting inequalities.

The reduction of poverty is the MDGs success story. The target of reducing by half the proportion of people living on less than US\$1.25 per day was achieved five years early, in 2010. Between 1990 and 2010, the absolute number of people living in extreme poverty fell by 700 million. In China alone - the ‘Atlas’ of poverty reduction - the proportion of the population living in poverty fell from 60 per cent in 1990 to 12 per cent in 2010.

However, despite what the United Nations Millennium Development Goals Report 2014 has accurately described as “remarkable progress”,<sup>152</sup> outcomes on poverty have been uneven across countries and within countries. Unlike China, and with approximately the same initial starting point, between 1990 and 2010, Sub-Saharan Africa reduced poverty by only 8 percentage points, from 56 per cent of the population to 48 per cent. And while the poverty rate for Latin America and the Caribbean as a whole showed a reduction from 12 per cent to 6 per cent between 1990 and 2010, the United Nations Millennium Development Goals Report, 2011, noted that the proportion of people living on US\$1.25 per day in the Caribbean had fallen by just three 3 percentage points between 1990 and 2005 – from 29 per cent to 26 per cent.<sup>153</sup>

The standard measure for assessing poverty in the region is the percentage of population below a nationally determined poverty line which, given issues of consumption patterns, food requirements, and shifting purchasing power of currencies, make comparisons across and even within countries difficult. More broadly, significantly different initial starting points in levels of poverty amongst countries will also have had an impact on outcomes, and should be taken into account in understanding progress and effort.

Table 6 provided the outcome of Country Poverty Assessments and national surveys of living conditions for Caribbean countries. Attention was drawn to issues relating to the timing of the surveys, most of which coincided more or less with the global financial melt-down of 2008, and its aftermath. Table 6 shows approximately a fifth to more than a third of the population in most countries living in poverty - the exceptions were Belize at 41.3 per cent and Haiti at 77 per cent, at one tail of the curve, and the Bahamas at 12.5 per cent, and Suriname at 10.1 per cent, at the other. Caveats regarding the comparability of poverty data notwithstanding, the proportion of the population living below national poverty lines in the Caribbean is in several cases as high as is to be found in parts of Asia, and exceeds the average poverty level for Latin America and the Caribbean as a whole.

Despite the fact that the absolute number of poor in the region is small by global standards, poverty eradication is a challenge that should be taken seriously in the region for two reasons. Firstly, the proportion of people in the region who are poor is not insignificant, and secondly, and very importantly, poverty is closely related to other developmental maladies and especially to vulnerability and exclusion. In this sense, poverty matters enormously to the poor.

Specific population groups, such as women, the aged, youth, persons living with disabilities, and persons living in remote and isolated communities including indigenous people are more likely to be poor. Poverty and inequalities are mutually reinforcing phenomena. It is important and welcome that the fundamental inequalities rooted in wealth and income disparities,<sup>154</sup> and their social and economic consequences, are once again coming to the forefront of global, regional and sub-regional consciousness and

<sup>152</sup> United Nations, Millennium Development Goals Report, 2014, pg. 9.

<sup>153</sup> United Nations Department of Public Information – DPI/2570E – July 7, 2011. The Caribbean Millennium Development Goals Report, 2010 (pg. 20) draws attention to the “inherently complex task of measuring advances in poverty eradication in the Caribbean region, made more complicated by the infrequency with which poverty assessments have been undertaken.”

<sup>154</sup> Credit Suisse’s Global Wealth Report, 2014 estimates ‘global wealth’ in 2012 to be US\$ 223 trillion – US\$49,000 for each of the 4.59 billion adults on the planet, or almost US\$100,000 per adult couple.

discourse. Data that is more than five years old in most cases and available only for a few countries show the poorest quintile's twenty per cent-share in national consumption to be only about 5 per cent.<sup>155</sup>

Yet other inequalities are less focussed on in a concerted manner in the region. Despite small geographic size there is spatial disparity, related to the contrast between opportunities and services in rural and urban areas. Women, youth, the aged and people living with disabilities are groups whose exclusion and lack of access to power and centres of decision-making is reinforced by poverty. The Caribbean's approach to and perspective on poverty eradication should take full account of poverty's linkage with other forms of vulnerability and exclusion. Poverty has been shown to be responsive to sustained economic growth. But more fundamentally, the intertwined challenges of poverty, inequalities and social exclusion, require a multi-dimensional response, and the SDG's holistic framework can provide this.

## 9. Climate and environmental sustainability

Goal: Take urgent action to combat climate change and its impacts. (OWG Goal 13-Region specific and national targets and indicators to be developed and/or agreed.)

Goal: Conserve and sustainably use the oceans, seas, and marine resources for sustainable development. (OWG Goal 14 – Region specific and national targets and indicators to be developed and/or agreed.)

The cluster of five goals put forward by the Open Working Group (OWG) relating to habitat, environment and the eco-system are important to the Caribbean region, given the Main Challenges outlined earlier. They have direct implications for the future quality of life of citizens and for the speed and direction of travel in regard to sustainable development in the regional archipelago.

This cluster of Goals relating to climate and environmental sustainability are: Goal 11-Make cities and human settlements inclusive, safe, resilient and sustainable; Goal 12-Ensure sustainable consumption and production patterns; Goal 13-Take urgent action to combat climate change and its impacts.\* Acknowledging that the UNFCCC is the primary international intergovernmental forum for negotiating the global response to climate change; Goal 14-Conserve and sustainably use the oceans, seas, and marine resources for sustainable development; and Goal 15-Protect, restore and promote sustainable use of terrestrial eco-systems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.

The Secretary General's Synthesis Report is cogent on this. "To respect our planetary boundaries we need to equitably address climate change, halt bio-diversity loss and address desertification and unsustainable land use..... We must protect our oceans, seas, rivers and atmosphere as our global heritage .... We must promote sustainable agriculture, fisheries and food systems.... foster sustainable management of water resources and of waste and chemicals...ensure sustainable production and consumption, and achieve sustainable management of marine and terrestrial eco-systems and land use...Most urgently we must adopt a meaningful, universal climate agreement by the end of 2015."<sup>156</sup>

The emerging SDG framework proposes a much more holistic and integrated approach to protecting and preserving the earth's land and sea resources than is the case with the MDGs and its Goal 7 Ensuring Environmental Sustainability. The SDG paradigm explicitly recognises that eco-systems forests, wetlands, and oceans-and the preservation of bio-diversity, are important not only to environmental sustainability but to sustainable development in its various dimensions social, economic, environmental. This is especially relevant for small island developing and coastal states that are both vulnerable to the advance of climate change and dependent on forests and oceans for livelihoods and way of life. These resources of nature also provide invaluable eco-system services, such as carbon sequestration and fresh water generation.

<sup>155</sup> CARICOM Secretariat Regional Statistics Database : Saint Vincent and the Grenadines 9.8 per cent; Grenada 7.3 per cent; Jamaica 6.6 per cent; Dominica 5.2 per cent; Suriname 4.9 per cent; Antigua and Barbuda 1.6 per cent; Haiti 1.4 per cent.

<sup>156</sup> United Nations Secretary General Synthesis Report on the Post-2015 Development Agenda, paras. 75 & 76.

While the importance of activities such as fishing and coastal and marine tourism is well recognised, the United Nations Conference on Trade and Development (UNCTAD) notes that the sustainable harvesting of marine resources on a broader scale presents a significant opportunity for environmentally sound inclusive growth and development in many small island developing states, whose oceans and seas constitute a much larger geographic area than their inland territory.<sup>157</sup>

In the Caribbean, for example, the Bahamas has developed an integrated marine policy framework to manage its ocean space and marine resources, while the Organisation of Eastern Caribbean States (OECS) has adopted the Eastern Caribbean Regional Oceans Policy to guide the development of marine resources in a sustainable manner.

## 10. Effective, transparent institutions and safe, peaceful societies

Goal: Build effective, accountable and inclusive institutions at all levels, provide access to justice for all, and promote peaceful and inclusive societies for sustainable development.<sup>158</sup> (OWG Goal 16-Region specific and national targets and indicators to be developed and /or agreed)

The Open Working Group (OWG), in Goal 16, captures important elements that relate to regional concerns. Goal 16 reads: Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels. A criticism that can be made is that the line of causation in this goal is inverted, or, at a minimum, obscure: it should run from “building effective and accountable institutions” to “peaceful and inclusive societies.” Another concern is in regard to access to justice. It is important to safeguard the quality of justice to which all citizens should, rightly, have access. This can be done by ensuring (as a Target) judicial independence. Further, other desirable elements included in this goal, such as accountability, the rule of law, and substantially reducing corruption, will be better promoted and ensured through the additional guarantee of press freedom and an independent media, and through the promotion and encouragement of active civil society.

“Effective governance for sustainable development demands that public institutions in all countries and at all levels be inclusive, participatory and accountable to the people. Laws and institutions must protect human rights and fundamental freedoms. All must be free from fear and violence, without discrimination.”<sup>159</sup>

The United Nations Development Programme’s milestone first Caribbean Human Development Report was concerned largely with the causes and consequence of high levels of crime and insecurity in Caribbean society, which though varying in degree and intensity from country to country, can be described as “a generalized Caribbean problem”<sup>160</sup> (see table 6).

The UNDP Report emphasizes that the concept of citizen security is anchored in “those rights to which all members of society are entitled, so that they can live their daily lives with as little threat as possible to their personal security, their civic rights and their right to the use and enjoyment of their property.”<sup>161</sup> It notes that the idea that the state has an obligation to protect the citizen and to do so in ways that respect rights has universal appeal “and is particularly relevant in the Caribbean”.<sup>162</sup> Importantly the Report further states: “Strong and legitimate institutions and inclusive systems of governance are crucial to providing citizen security and justice so as to break cycles of violence.”<sup>163</sup>

<sup>157</sup> See *The Oceans Economy: Opportunities and Challenges for Small Island Developing States*, UNCTAD, 2014. The United Nations Convention on the Law of the sea confers rights to exploration and use of marine resources within the exclusive economic zone (EEZ), which stretches out to 200 nautical miles from the coast.

<sup>158</sup> OWG Goal 16 reformulated here to position ‘peaceful and inclusive society’ as the overarching outcome of desired action.

<sup>159</sup> Secretary General’s Synthesis Report, para. 77.

<sup>160</sup> Caribbean Human Development Report, 2012: Human Development and the Shift to Better Citizen Security, UNDP, pg.7.

<sup>161</sup> Ibid, pg.8. Quoting the Inter-American Commission on Human Rights – Report on Citizen Security and Human Rights (IACHR - 2009).

<sup>162</sup> Ibid, pg.8.

<sup>163</sup> Ibid, pg. 8. Taken from World Development Report 2011: Conflict Security, and Development; Washington DC: World Bank.

## VI. Means of implementation

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Goal: Strengthen the means of implementation and revitalize the global partnership for sustainable development. (OWG Goal 17-Region specific and national targets and indicators to be developed and/or agreed)

Drawing upon the Open Working Group (OWG) Report on Sustainable Development Goals presented to the General Assembly and agreed as the main basis for negotiations on the post-2015 development agenda goals, this paper has identified and commented on goals that have particular relevance to the Caribbean. The view advanced is that these goals, their targets and indicators, could play a critical role in the framing, implementation, monitoring and evaluation of national and regional policy on sustainable development in the Caribbean in the years to come. This is desirable. This paper also contends that the transformative potential of implementing policies in these areas will be heightened by the methodology of the SDGs the associated targets and indicators providing a framework for mobilizing stakeholders and for monitoring, measurement, and accountability at all levels. The timeframe associated with the SDGs until 2030 would lend consistency and continuity to key policies, potentially in a hitherto unprecedented manner.

A critical element will be the means of implementation, an issue on which there have been many inputs. The two main criticisms of the MDGs have been that (a) they are too narrowly focussed, and (b) means of implementation resources and modalities are vague or non-existent. This is to be rectified in the SDGs process, with considerable attention being devoted to means of implementation. Means of Implementation appears as the OWG's Goal 17: Strengthen the means of implementation and revitalise the global partnership for sustainable development.

It is generally recognized that the financing requirements for the SDGs will be enormous. It is important to recognize as well that financing will not constitute the only means of implementation other means include technology, which is particularly relevant to climate change and greening the economy, capacity building, trade, systemic issues related to a supportive international financial and trading environment, and multi-stakeholder partnerships. But financing on an unprecedented size and scale will be necessary for the success of the SDG agenda.



UNCTAD, in its World Investment Report, assumes SDGs that will address areas such as basic infrastructure, food security agriculture and rural development climate change mitigation and adaptation, and health and education.

It estimates a financing requirement of US\$3.3 to US\$4.5 trillion a year in developing countries. At current levels of investment, the estimated annual funding gap is US\$2.5 trillion.<sup>164</sup> Others have made even more ambitious estimates of the requirements. The Report of the Intergovernmental Committee of Experts on Sustainable Development Financing (ICESDF)<sup>165</sup> observes that estimates are imprecise and vary widely. It further notes in its Report that estimates of annual investment requirements in infrastructure water, agriculture, telecoms, power, transport, buildings, industrial and forestry sectors amount to US\$5 trillion to US\$7 trillion globally.<sup>166</sup>

By contrast, for example, gross flows of foreign direct investment to developing countries in 2013 was US\$778 billion and net official development assistance (ODA) in the same year was US\$134.8 billion. It is evident that implementing the SDGs will require a step change in the mobilization of financial resources at all levels, and this in circumstances that are not propitious: a sluggish global economy and, in terms of ODA, a level which, though in 2013 was at its highest in real terms, had contracted in the two previous years. Progress in providing funding, for example, to the Green Climate Fund, established in 2010, with a target of US\$100 billion annually by 2020, has been very slow.

The United Nations Secretary General has suggested in his Synthesis Report that the means to finance the agreed upon goals will not be found in one solution, nor borne by one set of actors.<sup>167</sup> A new or updated financing paradigm is expected to emerge, set largely in the financing streams identified in the ICESDF Report: domestic public financing, domestic private financing, international public financing, international private financing, and blended financing. The expectations regarding each stream and the balance to be sought will continue to be the subject of intensive discussions, including at the Third Financing for Development Conference (FfD) which will take place in Addis Ababa in July, 2015. The grave danger in respect of the financing process is that the range of agendas and interests amongst members will distort expectations and judgement so much that what emerges lacks realism regarding the potential contribution of the various streams including the mobilization of domestic resources in developing countries thus endangering the entire edifice of the SDGs.<sup>168</sup>

The United Nations Secretary General has made several proposals on financing the SDGs, some of which the Caribbean may wish to note in particular. These are:<sup>169</sup>

- All developed countries should meet the target of 0.7 per cent of Gross National Income (GNI) for Official Development Assistance,<sup>170</sup> and levels of concessionality should take into account different development stages, circumstances, and multiple dimensions of poverty, and the type of investment made;
- Countries should adopt their own national development financing strategies that take account of all financing flows;

<sup>164</sup> World Investment Report 2014, 'Investing in the SDGs', UNCTAD, Geneva.

<sup>165</sup> The Intergovernmental Committee of Experts on Sustainable Development Financing was established by the General Assembly with a mandate to develop options for a sustainable development financing strategy.

<sup>166</sup> ICESDF Report, A/69/315\*, pg.8.

<sup>167</sup> Secretary General's Synthesis Report. Para. 87.

<sup>168</sup> It is noted, in this regard, that the Elements Paper circulated in New York on January 21, 2015 by the co-facilitators as part of the preparatory process for the 3<sup>rd</sup> FfD Conference makes the point that although the financing needs for sustainable development are enormous, they can be met by mobilizing and effectively using all sources of finance. The Elements Paper also notes that "...domestic resource mobilization public and private is at the crux of financing for sustainable development". If a disproportionate share of the costs of financing the SDGs is to fall to developing countries, then this may beg the question of why agree on goals and targets in respect of policies at the multilateral level at all if international cooperation and assistance are not going to be central to their implementation.

<sup>169</sup> Synthesis Report of the Secretary General on the Post-2015 Development Agenda, pgs.20-25.

<sup>170</sup> The scale of the financing needs of the SDGs will have no precedent. Development Assistance Committee members now contribute 0.30% of Gross National Income (GNI) as ODA, well below the United Nations target of 0.70% of GNI. If DAC members were to meet the 0.70 % target, ODA would more than double, to US\$315 billion, but this would hardly be a dent in the several trillion dollar funding gap of even the more conservative estimates of likely SDG requirements.

- Member states may wish to call on international financial institutions to consider establishing a process to examine the role, scale and functioning of multilateral and regional development finance institutions to make them more responsive to the sustainable development agenda;
- More countries from the South to consider contributing to international public finance, with timelined to do so;
- Strongly encourage countries to consider using innovative ways to raise additional resources to fund sustainable development at scale;
- Enhanced international efforts to strengthen arrangements for transparent, orderly, and participatory sovereign debt restructuring.

The Caribbean region's structural and fiscal difficulties have been outlined, as well as its vulnerability. The Millennium Development Goals Gap Report 2014 observes that for small states (as defined by the Commonwealth Secretariat)<sup>171</sup> the ratio of public debt to Gross Domestic Product (GDP) in 2013 was 107.7 per cent, compared to a ratio of 26.4 per cent for developing countries as a whole.<sup>172</sup> The Gap Report also notes that, although considered (with landlocked countries) to be international priorities for assistance, aid flows to small island developing states fell, in 2012, for a second consecutive year from US\$5.1 billion to US\$4.7 billion.

In light of this, priorities for the region should include supporting initiatives to review the role and functioning of the multilateral and regional development banks in support of sustainable development. This should entail the review of graduation criteria and limits on access to finance by middle income countries that exhibit known and recognized vulnerabilities. The need for debt relief and the constraints on mobilizing substantial new domestic resources should be concerns advanced in the context of discussions on a new paradigm for financing the SDGs. More than two decades after the Earth Summit, the special situation of Caribbean countries should be made clear.

The region's debt burden and fiscal constraints make it imperative that modes of financing the SDGs be non-debt creating or debt extinguishing. This must necessarily entail a greater role for the private sector, regional and extra-regional, in financing development through public/private partnerships, and must entail renewed efforts to attract direct investment, including from non-traditional partners and through South/South flows. However, in addition to pursuing these initiatives, the region should continue seeking an increased share of concessional development assistance, and pressing for debt relief. An innovative measure that should be considered by the international community for the Caribbean which, except for Guyana, did not benefit from the Heavily Indebted Poor Countries (HIPIC) or Multilateral Debt Relief (MDRI) Initiatives is a debt for SDGs swap in which bilateral and multilateral creditors could agree to forgive portions of debt on condition that participating Caribbean governments invest in attaining agreed sustainable development goals and their associated targets and indicators. These resources could then be utilized for meeting social and environmental commitments or for leveraging private sector involvement in areas such as infrastructure development.

The region's scope for mobilization of significant additional domestic resources through taxation may be limited. ECLAC has recently pointed to "significant progress" made by the Latin American and Caribbean region as a whole in increasing tax revenue. This has risen from 14.4 per cent of GDP in 1990 to 21.3 per cent in 2013, narrowing the distance between the region and the OECD where the ratio was 34.1 per cent in 2013.<sup>173</sup> World Bank data indicate that tax to GDP ratio in Barbados and Trinidad and Tobago (in 2010) and in other Caribbean countries (2012).

<sup>171</sup> Includes all Caribbean states cited in this paper, except Haiti.

<sup>172</sup> Millennium Development Goals Gap report, 2014 - The state of the Global Partnership for Development, pg. xii. Small states as defined by the Commonwealth Secretariat include all CARICOM members, except Haiti which, however is classified as a Least Developed Country by the United Nations.

<sup>173</sup> ECLAC, Financing for development in Latin America and the Caribbean: A strategic analysis from a middle income perspective, pg.8.

Caribbean countries, such as Barbados (tax to GDP ratio-25.3 per cent), Jamaica (27.1 per cent) and Trinidad and Tobago (28.3 per cent), have ratios that are comparable to major developed countries such as the United Kingdom (25.3per cent-2012) and Norway (27.3 per cent-2012).<sup>174</sup> Reducing avoidance and evasion, equity and fairness in tax systems, and efficiency and effectiveness in collection and expenditure of tax revenues are legitimate and necessary development and governance objectives for the Caribbean. But the emerging goals of the post 2015 development agenda will not be met without substantial financial, technical and policy support from the international community. The SDGs will be implemented primarily at the national level, but they are globally agreed goals and the outcome of a multilateral process. Ownership thus belongs as well fully and unambiguously to the international community and this should be manifest through the requisite tangible support-support that cannot be negated by a new development or financing paradigm.

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<sup>174</sup> World databank <http://data.worldbank.org>.

## VII. Data and monitoring

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The United Secretary General’s High Level Panel on the Post-2015 Development Agenda called for a data revolution for sustainable development. As the report explains: “Data is one of the keys to transparency, which is the cornerstone of accountability.... To understand whether we are achieving the goals, data on progress needs to be open, accessible, easy to understand and easy to use.”<sup>175</sup> The Independent Advisory Group to the Secretary General notes that a new development agenda underpinned by the SDGs will require significant increase in the data and information that is available to individuals, governments, civil society, companies and international organizations to plan, monitor and be held accountable for their actions. A huge increase in the capacity of many governments, institutions and individuals will be needed to deliver and use this data.”<sup>176</sup>

The seeds of the data revolution were sown in the MDGs process. This process, with its targets, indicators and timelines, created considerable awareness of the importance of data and monitoring at all levels - local, national, regional, and global. For the first time, data came to be viewed in its true garb as an instrument of development and as a global public good. But despite new awareness that data is in fact the “lifeblood of decision-making and the raw material of accountability”,<sup>177</sup> there were important shortcomings in the MDG process with regard to data. Foremost among these were insufficient attention to building national statistical capabilities, insufficient multi-stakeholder involvement and thus buy in and lack of timeliness in the availability of data. The result was that indicators failed to serve as report cards and management tools at national, regional and global levels.<sup>178</sup>

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<sup>175</sup> United Nations Secretary General’s High Level Panel on the Post-2015 Development Agenda, p55.

<sup>176</sup> Report of the Independent Advisory Group on a Data Revolution: A World that Counts: Mobilizing the Data Revolution for Sustainable Development, pg. 4.

<sup>177</sup> Ibid, pg.2.

<sup>178</sup> Sustainable Development Solutions Network, Indicators and a Monitoring Framework for the Sustainable Development Goals: Launching a data revolution for the SDGs. Revised Working Draft 6, pg.18. It may be noted, for example, that detailed monitoring of MDG 8 did not commence until the MDG Gap Task Force was established by the United Nations Secretary General in 2007.

These shortcomings must be remedied. The first is particularly important for the Caribbean. The Caribbean will need to significantly strengthen data generation and statistical capacity at national and regional levels, especially in light of the SDGs wider remit. Countries will need to invest resources in building statistical infrastructure, in addition to which CARICOM's Regional Statistics Programme should be expanded.<sup>179</sup> Despite some improvement, the absence of basic data, timely and disaggregated, on social, economic and environmental issues, and sectors, is evident to Caribbean researchers and must be also to policy and decision-makers. It is a truism that it is impossible to eradicate poverty if you do not know how many people are poor!

It is fully recognized, at the same time, that small size is counter-intuitively a handicap in generating, interpreting and disseminating data. There may be fewer people to count but the sunken costs in statistical infrastructure - increasingly technology and high-level skills remain, and this can be prohibitive, especially for small island states and Least Developed Countries. The High Level Panel on the post-2015 Development Agenda, in proposing a Global Partnership on Development Data that would bring together stakeholders, such as governments, statistical offices, international organizations, and the private sector, noted that more than forty developing countries lack sufficient data to track performance against MDG 1 on eradicating extreme hunger and poverty.<sup>180</sup>

Another noteworthy initiative is the Partnership for the Development of Statistics in the 21<sup>st</sup> Century's (PARIS21) Informing a Data Revolution Roadmap. It will seek to help developing countries meet the challenges of the post-2015 development agenda and their data needs related to the SDGs by identifying and costing those needs, and by supporting the process of building capacity and putting in place the infrastructure and systems required to meet the data challenges of the future.

The Third International Conference on SIDS, fully cognizant of the challenges SIDS face in joining the data revolution, last September reaffirmed support for SIDS in strengthening their statistical systems, and in managing complex databases, including geo-spatial platforms. Importantly, the Conference called for a sustainable development statistics and information programme for small island developing states.<sup>181</sup> This is an initiative that should be pursued.

While global leadership is expected for a revolution that is global in dimension, it is very important that, given the many legal, ethical and cultural issues surrounding data-gathering, utilization, and dissemination, regional, sub-regional and national leadership be at the forefront of setting priorities, goals and strategies for the necessary expansion and development of the region's statistical infrastructure. Public awareness and stakeholder buy-in will be critical not only in regard to the development and implementation of the SDGs, but as well for modernization of statistical and data systems in the region, without which success and failure in regard to the SDGs will be indistinguishable.

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<sup>179</sup> The CARICOM Secretariat's Regional Statistics Programme undertakes statistical capacity building activities in member countries to enhance the availability and quality of data. Supported by bilateral and multilateral partners, progress has been made but "it is imperative to do more and do it fast": representative of Partnership in Statistics for Development in the Twenty-first Century (PARIS21), at Second High Level Forum on Statistics, St. Georges Grenada, 26 May, 2014. Statistical infrastructure denotes the 'professionally staffed statistical services in a government or organization, a body of practice and documentation on statistical methods used in collecting and processing data including standard concepts, definitions and classifications, and practical experience in data compilation and dissemination.' See UN System Task Team on the Post-2015 UN Development Agenda, Statistics and Indicators for the post-2015 development agenda, pg. 8.

<sup>180</sup> Report of the High-Level Panel of Eminent Persons on the post-2015 development Agenda, pgs.23-24.

<sup>181</sup> Samoa Pathway, para. 113.

## VIII. Conclusion

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The Caribbean Community's Strategic Plan, 2015-2019, identifies areas for priority action arising from its environmental scan of the region. These include: macroeconomic stabilization; youth development, entrepreneurship and innovation; human capital development; mainstreaming diversity; reduction in environmental vulnerabilities; diversification and development of energy resources; ICT access, and strengthened governance.<sup>182</sup>

The SDG paradigm and the SDGs outlined in this paper address these priorities. They are of value independently, as well as being fully consistent with the regionally endorsed strategic direction. A framework based on data generation, on evidence and results, will improve the ability of national governments, regional organizations, and the international community to assess and evaluate progress and take corrective action. It will also strengthen accountability. While national ownership is paramount, international cooperation and assistance must play a vital role in the SDG framework and, especially in the case of the Caribbean, much more so than has been the case in recent years, which have actually seen the region increasingly marginalized.

An important purpose of this paper is to sensitize and alert policy makers and stakeholders to the opportunity that the post-2015 development agenda potentially provides. The region should fully engage in the preparatory and negotiating processes that will determine what the SDGs will be and how they will be financed. The crosscutting nature of the SDGs and the importance of deep ownership requires full inter-Ministerial and interagency involvement as well as input and engagement by stakeholders and civil society.

In particular, it must be emphasized that to implement, monitor and benefit from the SDGs, the Caribbean will need to generate vastly more data that is timely and of quality about its people, their livelihoods, habitat, circumstances, interests and ways of life than has hitherto been the case. The continued modernizing of statistical systems must be a regional and national priority, driven locally and engaging all stakeholders. The counterfactual of not having data is effectively to fly blind in a turbulent world.

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<sup>182</sup> CARICOM Strategic Plan 2015 – 2019 (Executive Plan – Vol. 1) pg. 5.

Finally, the SDGs and the accompanying data revolution will require that new and additional resources are made available. The Caribbean has a strong case to be treated as a priority region for assistance. It should make that case. Developed partners, concerned with introducing a new financing paradigm, will promote the options of private flows and domestic mobilization of capital. The circumstances of countries in the region mean these options are of limited viability for them. In general, this is the case with many SIDS, LDCs, and others similarly situated. While national ownership, responsibility and contribution are critical, the region must ensure that the international community is fully informed about the region's constraints and special situation as the SDGs and their means of implementation are considered. Most importantly, the Caribbean should make every effort to take full advantage of the unprecedented opportunity the post-2015 development agenda provides for the region's development transition.

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## **Annex**

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**Table A.1**  
**Proposals for Sustainable Development Goals by the open working group**

Goal	Description
Goal 1	End poverty in all its forms everywhere.
Goal 2	End hunger, achieve food security and improved nutrition, and promote sustainable agriculture.
Goal 3	Ensure healthy lives and promote well-being for all at all ages.
Goal 4	Ensure inclusive and equitable quality education and promote life-long learning opportunities for all women and girls.
Goal 5	Achieve gender equality and empower all women and girls.
Goal 6	Ensure availability and sustainable management of water and sanitation for all.
Goal 7	Ensure access to affordable, reliable, sustainable, and modern energy for all.
Goal 8	Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all.
Goal 9	Build resilient infrastructure, promote inclusive and sustainable industrialization and foster innovation
Goal 10	Reduce inequality within and among countries.
Goal 11	Make cities and human settlements inclusive, safe, resilient and sustainable.
Goal 12	Ensure sustainable consumption and production patterns.
Goal 13	Take urgent action to combat climate change and its impact. <sup>a</sup>
Goal 14	Conserve and sustainably use the oceans, seas and marine resources for sustainable development.
Goal 15	Protect, restore and promote sustainable use of terrestrial ecosystems, sustainably manage forests, combat desertification, and halt and reverse land degradation and halt biodiversity loss.
Goal 16	Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.
Goal 17	Strengthen the means of implementation and revitalize the global partnership for sustainable development.

Source: Outcome document of the United Nations Assembly of the open working group on sustainable development, July 2014.

<sup>a</sup> Acknowledging that the United Nations Framework Convention on Climate Change is the primary international, intergovernmental forum for negotiating the global response to climate change.

**Table A.2**  
**Open Working Group list of proposed targets related to Caribbean priority SDGs**

Goal	Targets
End hunger, achieve food security and improved nutrition, and promote sustainable agriculture	<ul style="list-style-type: none"> <li>• By 2030, end hunger and ensure access by all people, in particular the people in vulnerable situations including infants, to safe, nutritious and sufficient food all year round</li> <li>• By 2030, end all forms of malnutrition, including achieving by 2025 the internationally agreed targets on stunting and wasting in children under five years of age, and address the nutritional needs of adolescent girls, pregnant and lactating women, and older persons</li> <li>• By 2030, double the agricultural productivity and the incomes of small-scale food producers, particularly women, indigenous peoples, family farmers, pastoralists and fishers, including through secure and equal access to land, other productive resources and inputs, knowledge, financial services, markets, and opportunities for value addition and non-farm employment</li> <li>• By 2030, ensure sustainable food production systems and implement resilient agricultural practices that increase productivity and production, that help maintain ecosystems, that strengthen capacity for adaptation to climate change, extreme weather, drought, flooding and other disasters, and that progressively improve land and soil quality</li> <li>• By 2020, maintain genetic diversity of seeds, cultivated plants, farmed and domesticated animals and their related wild species, including through soundly managed and diversified seed and plant banks at national, regional and international levels, and ensure access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge as internationally agreed</li> <li>• Increase investment, including through enhanced international cooperation, in rural infrastructure, agricultural research and extension services, technology development, and plant and livestock gene banks to enhance agricultural productive capacity in developing countries, in particular in least developed countries</li> <li>• Correct and prevent trade restrictions and distortions in world agricultural markets including by the parallel elimination of all forms of agricultural export subsidies and all export measures with equivalent effect, in accordance with the mandate of the Doha Development Round</li> <li>• Adapt measures to ensure the proper functioning of food commodity markets and their derivatives, and facilitate timely access to market information, including on food reserves, in order to help limit extreme food price volatility</li> </ul>
Ensure healthy lives and promote well-being for all at all ages	<ul style="list-style-type: none"> <li>• By 2030, reduce the global maternal mortality ratio to less than 70 per 100,000 live births</li> <li>• By 2030, end preventable deaths of newborns and under five children</li> <li>• By 2030, end the epidemic of AIDS, tuberculosis, malaria, and neglected tropical diseases and combat hepatitis, water-borne diseases, and other communicable diseases</li> <li>• By 2030, reduce by one-third premature mortality from non-communicable diseases (NCDs) through prevention and treatment, and promote mental health and wellbeing</li> <li>• Strengthen prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol</li> <li>• By 2020, halve global deaths and injuries from road traffic accidents</li> <li>• By 2030, ensure universal access to sexual and reproductive health care services, including for family planning, information and education, and the integration of reproductive health into national strategies and programmes</li> <li>• Achieve universal health coverage (UHC), including financial risk protection, access to quality essential health care services, and access to safe, effective, quality, and affordable essential medicines and vaccines for all</li> <li>• By 2030, substantially reduce the number of deaths and illnesses from hazardous chemicals and air, water, and soil pollution and contamination Strengthen implementation of the Framework Convention on Tobacco Control in all countries as appropriate</li> <li>• Support research and development of vaccines and medicines for the communicable and non-communicable diseases that primarily affect developing countries, provide access to affordable essential medicines and vaccines, in accordance with the Doha Declaration which affirms the right of developing countries to use to the full the provisions in the TRIPS agreement regarding flexibilities to protect public health and, in particular, provide access</li> </ul>

Table A.2 (continued)

	<p>to medicines for all Increase substantially health financing and the recruitment, development and training and retention of the health workforce in developing countries, especially LDCs and SIDS</p> <ul style="list-style-type: none"> <li>Strengthen the capacity of all countries, particularly developing countries, for early warning, risk reduction, and management of national and global health risks</li> </ul>
Ensure inclusive and equitable quality education and promote life-long learning opportunities for all	<ul style="list-style-type: none"> <li>By 2030, ensure that all girls and boys complete free, equitable and quality primary and secondary education leading to relevant and effective learning outcomes</li> <li>By 2030, ensure that all girls and boys have access to quality early childhood development, care and pre-primary education so that they are ready for primary education</li> <li>By 2030, ensure equal access for all women and men to affordable quality technical, vocational and tertiary education, including university</li> <li>By 2030, increase by x% the number of youth and adults who have relevant skills, including technical and vocational skills, for employment, decent jobs and entrepreneurship</li> <li>By 2030, eliminate gender disparities in education and ensure equal access to all levels of education and vocational training for the vulnerable, including persons with disabilities, indigenous peoples, and children in vulnerable situations</li> <li>By 2030, ensure that all youth and at least x% of adults, both men and women, achieve literacy and numeracy</li> <li>By 2030, ensure all learners acquire knowledge and skills needed to promote sustainable development, including among others through education for sustainable development and sustainable lifestyles, human rights, gender equality, promotion of a culture of peace and non-violence, global citizenship, and appreciation of cultural diversity and of culture's contribution to sustainable development</li> <li>Build and upgrade education facilities that are child, disability and gender sensitive and provide safe, non-violent, inclusive and effective learning environments for all</li> <li>By 2020, expand by x% globally the number of scholarships for developing countries in particular LDCs, SIDS and African countries to enroll in higher education, including vocational training, ICT, technical, engineering and scientific programmes in developed countries and other developing countries</li> <li>By 2030, increase by x% the supply of qualified teachers, including through international cooperation for teacher training in developing countries, especially LDCs and SIDS</li> </ul>
Achieve gender equality and empower all women and girls	<ul style="list-style-type: none"> <li>End all forms of discrimination against all women and girls everywhere</li> <li>Eliminate all forms of violence against all women and girls in public and private sphere, including trafficking and sexual and other types of exploitation</li> <li>Eliminate all harmful practices, such as child, early and forced marriage and female genital mutilations</li> <li>Recognize and value unpaid care and domestic work through the provision of public services, infrastructure and social protection policies, and the promotion of shared responsibility within the household and the family as nationally appropriate</li> <li>Ensure women's full and effective participation and equal opportunities for leadership at all levels of decision-making in political, economic, and public life</li> <li>Ensure universal access to sexual and reproductive health, and reproductive rights as agreed in accordance with the Programme of Action of the ICPD and the Beijing Platform for Action and the outcome documents of their review conferences</li> <li>Undertake reforms to give women equal rights to economic resources, as well as to ownership and control over land and other forms of property, financial services, inheritance, and natural resources in accordance with national laws</li> <li>Enhance the use of enabling technologies, in particular ICT, to promote women's empowerment</li> <li>Adopt and strengthen sound policies and enforceable legislation for the promotion of gender equality and the empowerment of women and girls at all levels</li> </ul>
Ensure access to affordable, reliable, sustainable, and modern energy for all	<ul style="list-style-type: none"> <li>By 2030, ensure universal access to affordable, reliable, and modern energy services</li> <li>Increase substantially the share of renewable energy in the global energy mix by 2030</li> <li>Double the global rate of improvement in energy efficiency by 2030</li> </ul>

Table A.2 (continued)

Promote sustained, inclusive and sustainable economic growth, full and productive employment and decent work for all	<ul style="list-style-type: none"> <li>• By 2030, enhance international cooperation to facilitate access to clean energy research and technologies, including renewable energy, energy efficiency, and advanced and cleaner fossil fuel technologies, and promote investment in energy infrastructure and clean energy technologies</li> <li>• By 2030, expand infrastructure and upgrade technology for supplying modern and sustainable energy services for all in developing countries, particularly LDCs and SIDS</li> </ul> <hr/> <ul style="list-style-type: none"> <li>• Sustain per capita economic growth in accordance with national circumstances, and in particular at least 7% per annum GDP growth in the least developed countries</li> <li>• Achieve higher levels of productivity of economies through diversification, technological upgrading and innovation, including through a focus on high value added and labour intensive sectors</li> <li>• Promote development-oriented policies that support productive activities, decent job creation, entrepreneurship, creativity and innovation, and encourage formalization and growth of micro-, small, and medium –sized enterprises including through access to financial services</li> <li>• Improve progressively through 2030 global resource efficiency in consumption and production, and endeavour to decouple economic growth from environmental degradation in accordance with the 10-year framework of programmes on sustainable consumption and production with developed countries taking the lead</li> <li>• By 2030, achieve full and productive employment and decent work for all women and men, including for young people and persons with disabilities, and equal pay for work of equal value</li> <li>• By 2030, substantially reduce the proportion of youth not in employment, education or training</li> <li>• Take immediate and effective measures to secure the prohibition and elimination of the worst forms of child labour, eradicate forced labour, and by 2025 end child labour in all its forms including recruitment and use of child soldiers</li> <li>• Protect labour rights and promote safe and secure working environments of all workers, including migrant workers, particularly women migrants, and those in precarious employment</li> <li>• By 2030, devise and implement policies to promote sustainable tourism which creates jobs, promotes local cultures and products</li> <li>• Strengthen the capacity of domestic financial institutions to encourage and to expand access to banking, insurance and financial services for all</li> <li>• Increase Aid for Trade support for developing countries, particularly LDCs, including through the Enhanced Integrated Framework for LDCs</li> <li>• By 2020, develop and operationalize a global strategy for youth employment and implement the ILO Global Jobs Pact</li> </ul>
Build resilient infrastructure, promote inclusive and sustainable industrialization {and services development} and foster innovation	<ul style="list-style-type: none"> <li>• Develop quality, reliable, sustainable and resilient infrastructure, including regional and trans-border infrastructure, to support economic development and human well-being, with a focus on affordable and equitable access for all</li> <li>• Promote inclusive and sustainable industrialization, and by 2030 raise significantly industry's share of employment and GDP, {and services exports}, in line with national circumstances, and double their share in LDCs</li> <li>• Increase the access of small-scale industrial and other enterprises, particularly in developing countries, to financial services including affordable credit and their integration into value chains and markets</li> <li>• By 2030, upgrade infrastructure and retrofit industries, {including services industries} to make them sustainable, with increased resource use efficiency and greater adoption of clean and environmentally sound technologies and industrial processes, all countries taking action in accordance with their respective capabilities</li> <li>• Enhance scientific research, upgrade the technological capabilities of industrial {and services sectors} in all countries, including by 2030 encouraging innovation and increasing the number of R &amp; D workers per one million people by x% and public and private R &amp; D spending</li> <li>• Facilitate sustainable and resilient infrastructure development in developing countries through enhanced financial, technological and technical support to African countries, LDCs, LLDCs and SIDS</li> <li>• Support domestic technology development, research and innovation in developing countries including by ensuring a conducive policy environment for inter alia industrial diversification and value addition to commodities</li> <li>• Significantly increase access to ICTS and strive to provide universal and</li> </ul>



Table A.2 (continued)

	affordable access to internet in LDCs {and SIDS} by 2020
Reduce inequality within and among nations	<ul style="list-style-type: none"> <li>• By 2030, progressively achieve and sustain income growth of the bottom 40% of the population at a rate higher than the national average</li> <li>• By 2030, empower and promote the social, economic and political inclusion of all irrespective of age, sex, disability, race, ethnicity, origin, religion or economic or other status Ensure equal opportunity and reduce inequalities of outcome, including through eliminating discriminatory laws, policies, and practices and promoting appropriate legislation, policies and actions in this regard</li> <li>• Adopt policies, especially fiscal, wage and social protection policies and progressively achieve greater equality</li> <li>• Improve regulation and monitoring of global financial markets and institutions and strengthen implementation of such regulations</li> <li>• Ensure enhanced representation and voice of developing countries in decision-making in global international and economic and financial institutions in order to deliver more effective, credible, accountable and legitimate institutions</li> <li>• Facilitate orderly, safe, regular and responsible migration and mobility of people, including through implementation of planned and well-managed migration policies</li> <li>• Implement the principle of special and differential treatment for developing countries, in particular least developed countries, in accordance with WTO agreements</li> <li>• Encourage ODA and financial flows, including foreign direct investment, to states where the need is greatest, in particular LDCs, African countries, SIDS, and LLDCs, in accordance with their national plans and programmes</li> <li>• By 2030, reduce to less than 3% the transaction costs of migrant remittances and eliminate remittance corridors with costs higher than 5%</li> </ul>
Conserve and sustainably use the oceans, seas, and marine resources for sustainable development	<ul style="list-style-type: none"> <li>• By 2025, prevent and significantly reduce marine pollution of all kinds, particularly from land-based activities, including marine debris and nutrient pollution</li> <li>• By 2020, sustainably manage and protect marine and coastal eco-systems to avoid significant adverse impacts, including by strengthening their resilience, and take action for their restoration, to achieve healthy and productive oceans</li> <li>• Minimize and address the impacts of ocean acidification, including through enhanced scientific cooperation at all levels</li> <li>• By 2020, effectively regulate harvesting, and end overfishing, illegal, unreported and unregulated (IUU) fishing and destructive fishing practices and implement science-based management plans, to restore fish stocks in the shortest time feasible at least to levels that can produce maximum sustainable yield as determined by their biological characteristics</li> <li>• By 2020, conserve at least 10 percent of coastal and marine areas, consistent with national and international law and based on best available scientific information</li> <li>• By 2020, prohibit certain forms of fisheries subsidies that contribute to IUU fishing, and refrain from introducing new such subsidies, recognizing that appropriate and effective special and differential treatment for developing and least developed countries should be an integral part of the WTO fisheries subsidies negotiations</li> <li>• By 2030, increase the benefits to SIDS and LDCs from the sustainable use of marine resources, including through sustainable management of fisheries, aqua-culture, and tourism</li> <li>• Increase scientific knowledge, develop research capacities and transfer marine technology taking into account the Intergovernmental Oceanographic Commission Criteria and Guidelines on the Transfer of Marine Technology, in order to improve ocean health and to enhance the contribution of marine biodiversity to the development of developing countries, in particular SIDS and LDCs</li> <li>• Provide access of small scale artisanal fishers to marine resources and markets</li> <li>• Ensure the full implementation of international law, as reflected in UNCLOS for states parties to it, where applicable, existing regional and international regimes for the conservation and sustainable use of oceans and their resources by their parties</li> </ul>
Build effective, accountable and inclusive institutions at all levels, provide access to justice for all, promote peaceful and inclusive	<ul style="list-style-type: none"> <li>• Significantly reduce all forms of violence and related deaths everywhere</li> <li>• End abuse, exploitation, trafficking and all forms of violence and torture against children</li> <li>• Promote the rule of law at the national and international levels, and ensure equal access to justice for all</li> </ul>

Table A.2 (continued)

societies {Order of constituent phrases reversed from how they appear in OWG report}	<ul style="list-style-type: none"> <li>• By 2030, significantly reduce illicit financial and arms flows, strengthen recovery and return of stolen assets, and combat all forms of organized crime</li> <li>• Substantially reduce corruption and bribery in all its forms</li> <li>• Develop effective, accountable and transparent institutions at all levels</li> <li>• Ensure responsive, inclusive, participatory and representative decision-making at all levels</li> <li>• Broaden and strengthen the participation of developing countries in the institutions of global governance</li> <li>• By 2030, provide legal identity for all, including birth registration</li> <li>• Ensure public access to information and protect fundamental freedoms, in accordance with national legislation and international agreements</li> <li>• Strengthen relevant national institutions, including through international cooperation, for building capacities at all levels, in particular in developing economies, for preventing violence and combating terrorism and crime</li> <li>• Promote and enforce non-discriminatory laws and policies for sustainable development</li> </ul>
Strengthen the means of implementation and revitalize the global partnership for sustainable development	<p><b>Finance</b></p> <ul style="list-style-type: none"> <li>• Strengthen domestic resource mobilization, including through international support to developing countries to improve domestic capacity for tax and other revenue collection</li> <li>• Developed countries to implement fully their ODA commitments, including to provide 0.7% of GNI in ODA to developing countries of which 0.15 -0.20% to least developed countries</li> <li>• Mobilize additional financial resources for developing countries from multiple sources</li> <li>• Assist developing countries in attaining long-term debt sustainability through coordinated policies aimed at fostering debt financing, debt relief and debt restructuring, as appropriate, and address the external debt of highly indebted poor countries (HIPC) to reduce debt distress</li> <li>• Adopt and implement investment promotion regimes for LDCs</li> </ul> <p><b>Technology</b></p> <ul style="list-style-type: none"> <li>• Enhance North-South, South-South and triangular regional and international cooperation on and access to science, technology and innovation, and enhance knowledge sharing on mutually agreed terms, including through improved coordination among existing mechanisms, particularly at UN level, and through a global technology facilitation mechanism when agreed</li> <li>• Promote development, transfer, dissemination and diffusion of environmentally sound technologies to developing countries on favourable terms, including on concessional and preferential terms, as mutually agreed</li> <li>• Fully operationalize the Technology Bank and STI (Science, Technology and Innovation) capacity building mechanism for LDCs by 2017, and enhance the use of enabling technologies in particular ICT</li> </ul> <p><b>Capacity Building</b></p> <ul style="list-style-type: none"> <li>• Enhance international support for implementing effective and targeted capacity building in developing countries to support national plans to implement all sustainable development goals, including through North-South, South-South, and triangular cooperation</li> </ul> <p><b>Trade</b></p> <ul style="list-style-type: none"> <li>• Promote a universal, rules-based, open, non-discriminatory and equitable multilateral trading system under the WTO including through the conclusion of negotiations within the Doha Development Agenda</li> <li>• Increase significantly the exports of developing countries, in particular with a view to doubling the LDC share of global exports by 2020</li> <li>• Realize timely implementation of duty-free, quota-free market access on a lasting basis for all least developed countries consistent with WTO decisions, including through ensuring that preferential rules of origin applicable to imports from LDCs are transparent and simple, and contribute to facilitating market access</li> </ul> <p><b>Systemic Issues</b></p> <p><b>Policy and institutional coherence</b></p> <ul style="list-style-type: none"> <li>• Enhance global macroeconomic stability including through policy coordination and policy coherence</li> </ul>

Table A.2 (concluded)

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<ul style="list-style-type: none"><li>• Enhance policy coherence for sustainable development</li><li>• Respect each country's policy space and leadership to establish and implement policies for poverty eradication and sustainable development</li></ul> <p><b>Multi-stakeholder partnerships</b></p> <ul style="list-style-type: none"><li>• Enhance the global partnership for sustainable development complemented by multi-stakeholder partnerships that mobilize and share knowledge, expertise, technologies and financial resources to support the achievement of sustainable development goals in all countries, particularly developing countries</li><li>• Encourage and promote effective public, public-private, and civil society partnerships, building on the experience and resourcing strategies of partnerships</li></ul> <p><b>Data, monitoring and accountability</b></p> <ul style="list-style-type: none"><li>• By 2030, enhance capacity building support to developing countries, including for LDCs and SIDS, to increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts</li><li>• By 2030, build on existing initiatives to develop measurements of progress on sustainable development that complement GDP, and support statistical capacity building in developing countries</li></ul>
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Source: Outcome document of the United Nations Assembly of the open working group on sustainable development, July 2014.

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