Strategies to overcome barriers to the implementation of the Barbados Programme of Action and the Mauritius Strategy in the Caribbean

Charmaine Gomes Wendy Hosein







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Abstract

Small island developing States (SIDS) are a special case in terms of environmental conservation and development. Many international meetings and conferences assisted SIDS in achieving the much needed recognition of their special circumstances and the severe challenges they face. In 1994, the United Nations Global Conference on Sustainable Development of SIDS resulted in the formulation of the Barbados Programme of Action (BPoA) which encompassed specific policies, actions and measures required at the national, regional and international levels over the short, medium and long term to address these special challenges. In 2005, the 10 year review of the BPoA took place, in Mauritius, where constraints associated with implementation of the BPoA were identified. The outcome of this review was the formulation of the Mauritius Strategy for Further Implementation of the Programme of Action for Small Island Developing States (MSI). A previous study by ECLAC, in 2006, identified challenges that SIDS may be encountering in the implementation of the BPoA and the MSI. The present study was conducted to further identify the barriers to their implementation and to propose strategies for their removal.

Fourteen (14) Caribbean Development Co-operation Committee (CDCC) member countries, eleven (11) regional organizations and two (2) nongovernmental organizations were surveyed. The response rate of the target group was 44 per cent. The most significant barrier identified was lack of co-ordination of activities among various entities on national, regional and international levels. Inadequate technical expertise for the preparation of reports under existing Multilateral Environmental Agreements (MEAs) and the absence of technology transfer were also highlighted as distinct barriers. The need for increased access to financial resources remains a constraint to implementation of the BPoA and the MSI at the national, regional and international levels. Both at the national and regional levels it was highlighted that improved communication among various entities through technology transfer would assist in promoting collaboration among organizations and facilitating transfer of best practices and lessons learnt thus enhancing implementation of the BPoA and the MSI. This will also promote and strengthen relationships among Caribbean SIDS, the United Nations System and industrialized countries. There was 100 per cent consensus that the provision of dedicated financial resources and technological support for the development of a Caribbean SIDS platform on sustainable consumption and production is essential to ensure progress in the implementation of the BPoA and the MSI.

It is clear that Caribbean SIDS continue to experience challenges in the implementation of the BPoA and the MSI. However, in order to remove these challenges several recommendations are made. Firstly, there is need to strengthen governance frameworks as supported in establishment of the National Development Councils. Secondly, more predictable financial support for project implementation is necessary and this may be achieved through capitalization of the Caribbean Sustainability fund and the Green Climate fund. Thirdly, investment in science, technology and innovation through the establishment of a dedicated technology transfer facilitation mechanism and financing strategy. Fourthly, it is necessary to strengthen research and data collection capacity in relevant agencies and promotion of data processing practices. Fifthly, a monitoring mechanism that would track progress in achievement of the BPoA and MSI as exemplified in full operationalisation of the Regional Coordinating Mechanism (RCM). Finally, the enhancement of social safety nets and improvement in conditions that will provide greater incentives for highly skilled workers to sustain livelihoods in their countries of origin are needed.

I. Introduction

The theoretical framework for sustainable development evolved between 1972 and 1992 through a series of international conferences and initiatives (Drexhage and Murphy, 2010). After the 1972 Stockholm Conference on Human Environment and the development of the 1980 World Conservation Strategy for the Conservation of Nature there was a need to address globalized economic growth and ecological degradation. This led to the development of the Brundtlund report which redefined the concepts of economic growth as the new idea of sustainable development. The Brundtland report provided the momentum for the landmark 1992 United Nations Conference on Environment and Development and held in Rio de Janiero, Brazil for adoption of the Programme of Action for small island developing States (SIDS) and Agenda 21. It was here that the special case of small islands and coastal areas was brought to international attention. Chapter 17 of Agenda 21 identified SIDS as a special case in terms of environmental conservation and development given their ecological fragility and vulnerability. These factors together with their small size, limited resources, geographic dispersion and distance from international markets place them at a disadvantage economically and prevent economies of scale. Other concerns include extreme vulnerability to climate change, sea level rise and natural and environmental disasters.

In 1994, the United Nations Global Conference on Sustainable Development of SIDS adopt the Barbados Programme of Action (BPoA) which identified specific policies, actions and measures required at the national, regional and international levels over the short, medium and long term to address the special challenges of SIDS. The BPoA covered 14 priority areas.¹

Five years later, in 1999, a comprehensive review and appraisal of the implementation of the BPoA was undertaken, identifying six areas requiring urgent attention. These were, adapting to climate change and rising sea levels; improving preparedness for and recovery from natural and environmental disasters; preventing worsening shortages of freshwater as demand grows; protecting coastal ecosystems and coral reefs from pollution and over–fishing; developing solar and renewable energy to lessen dependence on expensive imported oil; and managing tourism growth to protect the environment and cultural integrity. In 2005 the 10 year review of the BPoA was held in Mauritius. At this meeting constraints associated with implementation of

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Climate change and sea level rise, natural and environmental disasters, management of wastes, coastal and marine resources, freshwater resources, land resources, energy resources tourism resource, biodiversity resources, national institutions and administrative capacity, regional institutions.

the BPoA were identified and the need for further support in implementation of the BPoA was acknowledged. The outcome of this review was the formulation of the Mauritius Strategy for Further Implementation of the Programme of Action for Small Island Developing States (MSI) which identified strategies and actions in five new priority areas² building on the original 14 thematic areas.

In 2010, a high level review of the MSI noted that SIDS remained highly vulnerable to external shocks and that the progress made in implementation of the MSI appeared to be threatened by the adverse impacts of climate change and natural disasters and the recent global food, fuel and financial crises (United Nations 2013). In 2012, the 20 year review of the United Nations Conference on Sustainable Development was convened in Rio de Janeiro (Rio+20). Here, it was reaffirmed that SIDS were indeed a special case and there was a call to convene a third international conference on SIDS in 2014, building on the BPoA and the MSI (Earth Negotiations Bulletin, 2013). These meetings, over the past two decades essentially monitored progress made by SIDS in achieving the priority areas of the BPoA and the MSI. These meetings revealed the continuing challenges faced by SIDS as classification of Caribbean SIDS as middle, upper middle or high-income status, a fall in overseas investment, increasing levels of unemployment in key sectors, poverty, increasing crime, increasing prevalence of non-communicable diseases (NCDs), policy gaps fragmented across sectors (ministries and agencies) and communities, inadequate data gathering and benchmarking indicators to assess performance, and a shortage of financial, technical and institutional capacity which limits the ability of countries to respond to new issues (ECLAC, 2011).

In this regard, the United Nations General Assembly decided to convene the Third International Conference on Small Island Developing States in Apia, Independent State of Samoa in 2014 (GA Resolution 57/262). In preparation for this Conference Caribbean SIDS convened the Caribbean Regional Preparatory Meeting that was held in Jamaica (July 2013) Crucial information required for these meetings was collected from member States in the form of national assessment report (NARs) which detailed progress in implementation of the BPoA and MSI, gaps, national priorities, challenges and new and emerging issues (ECLAC, 2011).

This Regional Preparatory Meeting reassessed, discussed and addressed the state of the implementation of the BPoA and MSI and sought to determine specific and appropriate mechanisms and strategies to strengthen the implementation framework for the SIDS agenda. The Kingston outcome document captured the key mechanisms and strategies proposed, which included continued financing such as capitalization of the Caribbean Sustainability Fund and the Green Climate Fund, encouragement of technology cooperation and transfer, investment in science, technology and innovation, expansion of concessionary financing to small indebted middle income countries, strengthened national statistical and information systems, financing for early warning systems, development of a Caribbean SIDS platform on sustainable consumption and production, assessment and identification of renewal energy technologies, fostering of energy efficiency and conservation and strengthened health systems to deal with non-communicable and communicable diseases. The Kingston Outcome Document was used to inform the outcome of the interregional preparatory meeting that was held in Barbados in 2013.

One of the key observations made at these meetings was that Caribbean countries have made significant progress in mainstreaming sustainable development principles into national development plans, policies and strategies, and in promoting awareness of the importance of sustainable development issues. However, concern was expressed at the evidence of regression in economic performance as well as in debt sustainability and poverty eradication in Caribbean economies.³

In preparation for the comprehensive review of the BPoA and MSI this year (2014), ECLAC offers this study as a critical analysis of the specific challenges that prevent the effective implementation of the sustainable development agenda in Caribbean SIDS. The paper also recommends strategies and mechanisms to address the removal of barriers to implementation of the BPoA and MSI.

New thematic areas included graduation from least developed country status, trade, sustainable production and consumption, health, knowledge management, and culture.

³ Kingston Outcome of the Caribbean Regional Preparatory Meeting for the Third International Conference on Small Island Developing States 2013

II. Methodology

In order to obtain views on the existing challenges experienced by Caribbean SIDS in implementing the BPoA and MSI and on options for their mitigation, a questionnaire was designed to solicit feedback from stakeholders comprising representatives of government ministries, regional organizations and regional non-governmental organizations (NGOs).

The survey instrument comprised two sections. Section 1 sought to obtain views on the barriers encountered at the national, regional and international levels by Caribbean SIDS in implementing the BPoA and MSI while section 2 addressed possible solutions to the removal of these barriers at the national, regional and international levels (annex 1). The survey design was informed by the Caribbean Regional Synthesis report and the Kingston outcome document.

It was up loaded into an online survey software program Vovici 6 and pretested on five experts taken from international organizations, regional organizations and Caribbean Ministries. Further to the pre-test, the questionnaire was adjusted to limit questions on "deportees" and "brain drain" in Sections 1 and 2. The updated version was sent out to representatives from 14 member States, 11 representatives from regional organizations and 2 regional NGOs (annex 2). Responses were collated and analyzed in the survey software program Vovici 6.

In addition to the survey, a literature review was carried out to determine the degree of similarity of experience of other SIDS regions with that of the Caribbean and the solutions they identified with a view to identifying best practices for use in the Caribbean subregion.

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Vovici 6 is an online survey program designed by the Vovici Corporation. It provides the capability to design, test and distribute and analyse surveys with ease. As part of its analysis capability, it can collate data, produce graphs and carry out several statistical analyses. It also provides the user the ability to work in many different formats, for example, word, adobe and excel. It is a very user friendly programme.

III. Results

Following is a presentation of the findings of the survey which identifies barriers to BPoA and MSI implementation at the national, regional and international levels respectively.

A. National level

Caribbean SIDS are signatory to numerous multilateral environmental agreements (MEAs) that support implementation of the MSI at the national level. Although these MEAs appear to focus on the environment, in reality they do address social and economic matters. As such, responsibility for implementation is spread across various ministries and therefore requires co-ordination in preparation of assessment reports. However, Caribbean SIDS regard the limited co-ordination of activities among various national entities with responsibility for implementing the MSI as the overarching barrier (83 per cent). Furthermore, the availability of the appropriate technical expertise required for meeting reporting requirements under these MEAs is not always available (75 per cent indicated that this is a barrier) and this makes preparation of reports an onerous task. Additionally, the necessary financial resources and the limited support in this regard from regional and international institutions in meeting their responsibilities sometimes (50 per cent) limit reporting in a timely manner (figure 1).

In terms of access to financial resources for programme and project implementation within the context of the MSI, Caribbean SIDS have indicated that at the institutional level, infrastructural barriers related to appropriate buildings and availability of modern equipment did exist (58 per cent); regulatory barriers in the application of rules and regulations that govern successful implement were a deterrent (50 per cent); and the ineffectiveness of a proper legislative framework owing to lack of adherence (42 per cent) limited relevant activities (figure 1). In addition to this, the necessary technical expertise to implementing programmes is not always available (58 per cent as is monitoring and evaluation capacity (58 per cent). To a lesser degree the lack of technological support and limited research into best practices (33 per cent) were identified as barriers as well as technical support in the preparation of project proposals for accessing financing for developing as a barrier (25 per cent). In terms of the involvement of civil society the survey showed that Caribbean SIDS did not regard the limited involvement of this group as a barrier in implementing the MSI (figure 1).

(Percentages) Limited involvement of CS Unrealistic commitments by national authorities Limited research into best practices 33 Technological 33 Lack of co-ordination of activities among national entities Limited financial support from regional and international organizations Lack of technical support from regional and international organisations 25 Technical constraints to M & F 58 Technical constraints to meeting reporting requirements under MEAs 75 Technical Constraints to implementing relevant programmes 58 Technical constraints to preparation of project proposals Financial constraints to meeting commitments under MEAs 50 Human Resource capacity to implement projects 75 Institutional -regulatory Instituitonal -legal 42

Institutional -structural

FIGURE 1 NATIONAL BARRIERS TO THE IMPLEMENTATION OF THE BPOA AND MSI

Source: Author's compilation.

In terms of removal of these barriers, although Caribbean SIDS did not regard the lack of technological support as a major barrier to implementation of the MSI, they all agreed that support for investment to develop science, technology and innovation for sustainable development, with specific emphasis on research and development, in accordance with national interests and priorities as very important. They also articulated that communication among respective entities was necessary to support implementation. In this regard, improved communication among national entities in enhancing coordination of activities towards implementation of the MSI (81.1 per cent) and also with other regional and international organisation in clearly detailing national needs that require their technical and financial support are important (81.1 per cent; table 1).

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Addressing technical constraints to establishment of project implementation units within government ministries with training of staff in meeting reporting requirements under MEAs as part of their mandate was deemed very important by Caribbean SIDS (72.7 per cent). Associated with this is institutional strengthening. In this regard they articulated that the building of technical capacity to access grants and loans to repair maintain and equip infrastructure as equally important. Development of appropriate regulations to support legislation (63.6 per cent) while strengthening increased access to legal expertise were regarded as less important (18.2 per cent).

With respect to representation in international fora Caribbean SIDS thought that it was necessary to increase representation at the highest political level in important decision-making fora and to provide these national representatives with the appropriate information that will enhance their decision-making capacities keeping them in line with realistic expectations (54.4 per cent). Equally important to them is increasing and strengthening existing technical capacity in monitoring and evaluation of programmes as well as in the establishment of clearing houses in national institutions so as to share best practices (table 1).

TABLE 1
NATIONAL STRATEGIES FOR THE REMOVAL OF THE NATIONAL BARRIERS TO THE
IMPLEMENTATION OF THE BPOA AND THE MSI

(Percentages)

National Strategies	Percentage of responses
Support investments in Caribbean SIDS to develop science, technology and innovation for sustainable development	100
Improve communication among national entities	81.8
Improve communication with regional and international organizations	81.8
Address technical constraints to establishment of project implementation units within government ministries	72.7
Institutional strengthening in terms of technical capacity to access to grants and loans to repair, maintain and equip infrastructure	63.6
Institutional strengthening in terms of development of appropriate regulations to support legislation	63.6
Increased representation at the highest political level in important decision-making meetings	54.5
Provide national representatives with the appropriate information that will enhance their decision-making capacities keeping them in line with realistic expectations	54.5
Increasing and strengthening existing technical capacity in monitoring and evaluation of programmes	54.5
Establish clearing houses in national institutions so as to share best practices	54.5
Increased access to financing in meeting commitments under MEAs	45.5
Technical constraints to providing on the job training opportunities in programme and project implementation	45.5
Provide training to civil society to enhance their capacity to facilitate implementation of the BPoA	45.5
Widen national curricula to increase training in technological areas to meet national needs	36.4
Address technical constraints of training sessions for graduates of tertiary institutions and technical staff in ministries in preparation of project proposals	27.3

Source: Author's compilation.

Access to financial resources remains a constraint to implementation of the MSI and Caribbean SIDS have articulated that increased access to financing in meeting commitments under MEAs was required (45.5 per cent). Technical constraints to programme and project implementation as well as increased training opportunities for civil society and on the job experience were also important in capacity building and for raising awareness of the MSI at the community level for enhancing implementation of the MSI (45.5 per cent). Widening of existing curricula to increase training in technological areas to meet national needs was also seen as a strategy to remove barriers (36.4 per cent). However, only a small percentage (27.3 per cent) of Caribbean SIDS viewed the training of university graduates and technical staff in ministries in preparation of project proposals as important.

B. Regional level

At the regional level, Caribbean SIDS deemed the lack of cohesion among regional organisations in supporting implementation of the MSI as the main barrier (91 per cent). Associated with this are the implications for regional trade and the limited capacity to enhance intra-regional trade (46 per cent), which could encourage regimes that may well promote an increase in the availability of cost-effective products (55 per cent). Other barriers identified included the limited infrastructure for technology transfer (27 per cent) and the cross fertilisation of information especially best practices and lessons learnt (27 per cent) that could indeed result in the implementation of cost-effective measures to implement the MSI (table 2).

TABLE 2 REGIONAL BARRIERS TO THE IMPLEMENTATION OF THE BPOA AND THE MSI

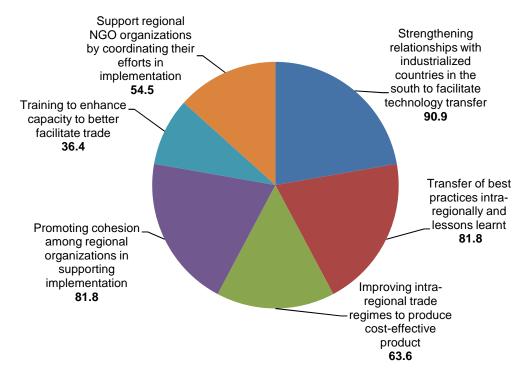
(Percentages)

Regional barriers	Percentage of responses
Lack of cohesion among regional organizations in supporting implementation	91
Limited capacity to enhance intra-regional trade	46
Limited intra-regional trade regimes to produce a cost-effective product	55
Limited infrastructure for transfer of best practices and lessons learnt	36
Limited infrastructure for technology transfer through south-south co-operation	27

Source: Author's compilation.

FIGURE 2
REGIONAL STRATEGIES FOR REMOVAL OF BARRIERS TO IMPLEMENTATION
OF THE BPOA AND MSI

(Percentages)



Source: Author's Compilation.

C. International

In identifying barriers to implementation of the MSI at the international level, Caribbean SIDS viewed the limited inter-regional co-operation as a distinct barrier (72.7 per cent; table 3). Linked to this is the matter of graduation to middle income status that is concomitant with reduced access to Official Development Assistance (ODA) (64 per cent). This is seen as particularly important within the context of the brain drain that is perceived to result in a loss of intellectual capacity to develop and utilise appropriate technology to support project development and implementation (55 per cent) and to encourage research and innovation (36 per cent) and to a lesser extent to enhance competitiveness in international negotiating

fora (9 per cent). However, in contrast, Caribbean SIDS were of the opinion that the re-migration of deportees to countries of origin contributed minimally to loss of productive capacity (9 per cent).

TABLE 3
INTERNATIONAL BARRIERS TO THE IMPLEMENTATION OF THE BPOA AND MSI

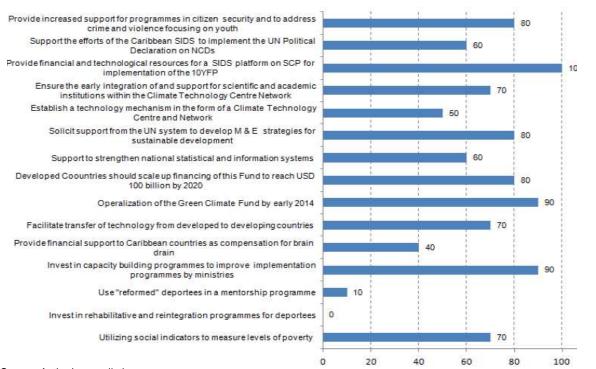
(Percentages)

International barriers	Percentage of Responses
Limited inter-regional co-operation	72.7
Graduation to middle income status and lack of access to Official Development Assistance	64
Brain drain resulting in loss of intellectual capacity resulting in limited technical projects	55
Lack of appropriate technology to implement programmes	55
Brain drain resulting in loss of intellectual capacity to encourage research and innovation	36
Brain drain resulting in loss of intellectual capacity to enhance competitiveness in international negotiating fora	9
Impact of remigration of deportees to loss of productive capacity	9

Source: Author's Compilation.

FIGURE 3
INTERNATIONAL STRATEGIES FOR REMOVAL OF BARRIERS
TO THE IMPLEMENTATION OF THE BPOA AND MSI

(Percentages)



Source: Author's compilation.

Several strategies to remove these barriers were identified and there was 100 per cent consensus that the provision of dedicated financial resources and technological support for the development of a Caribbean SIDS platform on sustainable consumption and production to be served by Caribbean SIDS, upon request was important (figure 3). They mentioned that such a platform should take into account national and regional priorities, strategies, legislation and plans to enable the implementation of the 10 Year Framework of Programmes on Sustainable Production and Consumption.⁵

Capacity building and access to financial resources for climate change continued to be of concern to Caribbean SIDS and as such they were of the opinion that investment in capacity building programmes that improve the ability of line ministries to implement programmes relating to the BPoA and MSI as well as operationalisation of the Green Climate Fund by 2014 would be good strategies to remove barriers (90 per cent). With respect to the latter, they were of the view that developed countries should scale up financing of this Fund to reach US\$ 100 billion by 2020, including its capitalization in the first half of 2014 (80 per cent). Furthermore, they identified the establishment of a technology mechanism in the form of a Climate Technology Centre and Network to enhance technology cooperation and transfer to developing countries (50 per cent).

Monitoring and evaluation of programmes and projects that contribute to implementation of the MSI continued to be challenging to Caribbean SIDS and in this regard they recognised that support from the United Nations system to develop a system of indicators to support such a strategy was important (80 per cent). An equally important strategy to removing barriers is the provision, upon request, for increased support for programmes geared towards security for our citizens and addressing crime and violence especially involving youth.

A majority of Caribbean SIDS indicated that a possible mechanism that may be employed to remove barriers is to utilise social indicators to measure levels of poverty. Presently, GDP per capita is being used as a measure for graduation to middle-income status and therefore accessing ODA (70 per cent). However this measure does not reflect income distribution in populations and therefore is not an accurate measure of poverty levels. They also indicated that mechanisms should be developed to facilitate transfer of appropriate technology from developed to developing countries to implement programmes through the offer of incentives and to ensure the early integration and support for scientific and academic institutions in Caribbean SIDS within the Climate Technology Centre Network (70 per cent).

Approximately 60 per cent of Caribbean SIDS thought that obtaining support from the international community to strengthen national statistical and information systems, including data collection and management, as well as analytical capabilities for decision –making would be an effective strategy to remove the barrier to availability of robust data. They viewed that such data would be important in assessing the extent of non communicable diseases (NCDs) and therefore thought that international support should be available for implementation of the United Nations Political Declaration for the Prevention and Control of NCDs at the regional and national levels (60 per cent).

With respect to the brain drain, 40 per cent of Caribbean SIDS were of the opinion that the international community should provide financial support to Caribbean countries as compensation for loss of intellectual capacity through the brain drain. With respect to deportees, only 10 per cent thought that the country of export should utilise the services of "reformed" deportees in a mentorship programme in the receiving country (10 per cent). However compensation by the country of export through investment in social rehabilitative and re-integration programmes via bilateral agreements was not a viable strategy.

http://www.unep.org/resourceefficiency/Policy/SCPPoliciesandthe10YFP/The10YearFrame work ProgrammesonSCP.aspx.

IV. Discussion

This study attempted to identify barriers to the implementation of the BPoA and MSI and to propose strategies for their removal. In 1998 (ECLAC, 1998) and 2006 (ECLAC, 2006) the main challenges that were experienced by Caribbean SIDS in implementation of the MSI was inadequate funding and financial resources. Although there seems to be no significant improvement in accessing financial resources over the last six years when financial constraints limited implementation of the BPOA (ECLAC, 1998, 2001, 2006) it is apparent that in 2014, the most important barrier is the lack of coordination across sectors at the national level. In 2006, ECLAC reported that the main areas in which a multisectoral approach to achieving the MSI were in transboundary movement of hazardous waste, naming of a lead agency for management of waste, operationalisation of national sustainable development councils, disaster management and climate change (ECLAC 2006). It is clear that in 2014 the need for a dedicated coordinating mechanism at the national level as well as integrated policy and legislation may well improve the communication barrier and will be useful in promoting a national approach to implementation of the MSI.

This is evident in Trinidad and Tobago where the responsibility for sustainable development resides with the Ministry of Planning and Sustainable Development and this Ministry is responsible for coordination of activities towards progress in implementing the MSI. This is also the case in Saint Lucia as the Ministry of Sustainable Devel opment, Energy, Science and Technology also coordinates activities under the MSI. Additionally and in 2011, the Belize National Climate Change Committee (BNCCC) was established as a broad-based multi-stakeholder committee comprising non-state public and private sector members, to coordinate implementation of policies and measures designed to mitigate the adverse effects of climate change on the environment and to adapt to such changes. It is expected that the BNCCC will facilitate the mainstreaming of climate change policies into the development agenda.

This limited coordination of activities also exists at the regional level and requires a concerted approach in building partnerships to support implementation of the MSI. An example of this is the MOU that was signed in August 2011 between the Caribbean Community Climate Change Centre (CCCCC) and the Caribbean Catastrophe Risk Insurance Facility (CCRIF) that is expected to improve assistance to

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https://www.facebook.com/pages/Minister-for-Sustainable-Development-Energy-Science-and-Technology/281592665287960.

http://www.sids2014.org/content/documents/19Belize-National%20Report.pdf.

Caribbean SIDS in the development of their climate change adaptation strategies. Also, in 2012 members of the Melanesian Spearhead Group⁸ in the Pacific have committed to working together to promote green growth as a tool and as a development approach to integrate the three pillars of sustainable development. Additionally, the Republic of Seychelles, for example, embarked on a comprehensive Water Supply Development Plan (2011-2030), launched in 2011 with support from the African Water Faculty, in order to resolve protracted water shortages during the dry season including increasing the capacity of the reservoir, tackling non-revenue water and enhancing institutional capacity among others.⁹ Indeed these measures contribute to more coordinated implementation of the MSI and provide best practices in integrating economic, social and environmental dimensions into the sustainable development agenda.

These measures may also facilitate intra- and inter-regional trade that may result in the production of cost-effective products that will contribute to the Caribbean sub-region becoming more competitive and could well enhance regional capacity to better facilitate trade. As such full operationalisation of the CARICOM Single Market and the Economy is necessary to pursue the sustainable development agenda and the forging of new relationships with new development partners. This approach will enhance the need for developing mechanisms for boosting international trade in light of the narrow range of products that are available to be traded.

Strengthened coordination at the national and regional levels could augur well for representation for Caribbean SIDS in international fora at the highest political level. This will allow for participation in important decision-making that impacts on national planning and development. For example, the negotiations for an agreement post-Kyoto Protocol continue at each Conference of Parties to the United Nations Framework Convention on Climate Change (UNFCCC) and signatories to the Convention play a critical role in the decisions taken as to the commitments of SIDS. Therefore representation is of the utmost importance. Also these negotiators need to be provided with the appropriate technical information that will enhance their decision-making capacities keeping them in line with realistic expectations. Equally important to them is increasing and strengthening existing technical capacity in monitoring and evaluation of programmes as well as in the establishment of clearing houses in national institutions so as to share best practices.

However, the implication of the "brain drain" creating a shortage of skilled persons who can contribute to Caribbean development both at the national and international levels in the source country remains a concern to Caribbean SIDS. The developed (receiving) country gains extra skills and resources from this migration as it continues to become wealthier. On the other hand, the developing (source) country loses highly skilled manpower and human capital and inevitably becomes poorer.

The dilemma is that as the country invests in education and higher education becomes more available to a higher percentage of the population this also becomes an incentive for persons to migrate (Johnson, 2008). The United States of America has always been the primary beneficiary of highly skilled migrants from the Caribbean (Sanders 2007). In a recent survey Suriname had the highest percentage of secondary and tertiary educated persons entering the United States of America at 89.9 per cent, Guyana was second at 85.9 per cent, Jamaica third at 82.5 per cent, Haiti at 81.6 per cent, Saint Kitts-Nevis at 71.6 per cent and Antigua and Barbuda at 70 per cent (Sanders, 2007). According to Bellemare (2011) an increase in education spending reduces the proportion of skilled migrants outside the country of origin. This should be supported by appropriate public policy education geared towards improving access to educational opportunity which may result in reducing the brain drain.

It may be argued that when highly skilled citizens leave their home countries, they are sending a message to their governments to do better. However, if those with the education and intellect to create change in the government leave, then what is expected to happen to the source country? How can we

http://www.iucn.org/news_homepage/news_by_date/?10089/Pacific-Leadership-fono-form-green-growth-coalition.

National Reports available on www.sids2014.org.

expect that the country will suddenly find alternate resources and human capital to do the work that needs to get done? But is emigration really so bad for Caribbean SIDS?

There is however a positive side to the migration issue. One of these is that migrants have become a source of remittances. Jamaica gains the most from remittances sent from emigrants working in developed countries. In 2003, remittances in Jamaica represented nearly 18 per cent of its GNP. Remittances in Guyana accounted for 8.1 per cent of GNP, 5.3 per cent in Grenada and 4.5 per cent in Barbados (Sanders, 2007). A study by the Inter-American Development Bank (IDB) found that in 2002, remittances to the Latin America and the Caribbean amounted to \$32 billion. Additionally, in the Caribbean, remittances increase significantly in the aftermath of macroeconomic or natural disasters (Kapur and McHale, 2005). This is significant for the millions of persons living in the disaster prone Caribbean without sufficient home owners insurance. These people depend on the remittances from their relatives and friends abroad to repair damage following floods, hurricanes, volcanoes and earthquakes. Migrants also invest in the local economy when they visit, provide medical equipment and services and sponsor their children to join them so as to improve educational opportunity. They also make their intellectual services available to the countries of origin thereby contributing to their development.

At the regional level, strategies to overcome challenges and constraints were proposed some eight years ago where optimization of the roles of existing regional coordinating mechanisms and identification of other existing organizations that could play a coordinating role in their respective fields were seen to be important in achieving progress in implementing the MSI (ECLAC 1998). This need for coordination at the regional level was also expressed by CARICOM in January 2004 (CARICOM, 2004), and reiterated by CDCC countries and agencies in 2006 (ECLAC 2006). This resulted in the establishment of a Regional Coordinating Mechanism (RCM) that would have oversight in coordination of activities towards implementation of the MSI. This RCM comprises an Inter-governmental Council (IGC), a Technical Advisory Committee (TAC) as well as an RCM Secretariat. However, the structure of the RCM Secretariat as originally envisaged still needs to be operationalised as it was never resourced and ECLAC continues to take responsibility as the Secretariat in convening meetings of the TAC. ECLAC also utilizes resources for implementation of its core work programme to fulfill its mandate as the RCM Secretariat in providing support to supporting the mandate of the RCM.

The need for institutional strengthening at the structural, regulatory and legal levels for implementation of the MSI, was again articulated by the majority of Caribbean SIDS as was apparent in 2006 (ECLAC, 2006). This need was also expressed in the 2002 review of progress made since UNCED and the United Nations Global Conference on Small Island Developing States (UNGCSIDS) that revealed that the capacity of national institutions and administrative capacity were real challenges in BPoA implementation. Of particular note, this void was reflected in achieving progress with respect to management of coastal and marine resources, natural and environmental disasters and tourism management (ECLAC, 2002). Again in 2003, institutional challenges emerged in terms of (i) integrating the BPoA into national planning and decision-making (ii) the absence of integrated planning for sustainable human development; lack of education and public awareness (iii) the need for capacity-building in meeting implementing and reporting requirements under MEAs to which they are signatory (iv) training (v) adjustments in organizational behaviour and (vi) establishment of sustainable development councils and the establishment of an RCM (ECLAC, 2003). In 2014, twelve years later, this remains a challenge for the Caribbean subregion.

Research and development in accordance with national interests and priorities require investment to develop science, technology and innovation for sustainable development. In the area of science Caribbean SIDS need to invest in research through capitalising of research programmes at tertiary institutions. For example, the University of the West Indies in Barbados developed a variety of yam that is resistant to anthracnose that was devastating the crop and this has increased productivity making the product more available on the national market. In 2012, In Guyana, the first crop of aromatic rice was developed at the rice research centre and is being introduced on the national market with a view to pursuing exports of this aromatic brand as a niche product in the Caribbean and European markets. At present also a salt-resistant variety is being developed and an upland rice variety is being produced

locally and this should cause rice prices to drop in that area since rice will no longer have to be transported from the coastland. In addition, this rice will also be exported to Brazil. ¹⁰ More research in varieties of crops that are salt tolerant, resistant to drought and water-logging and adaptable to higher temperatures is necessary. In this regard, the University is well poised to facilitate this research.

In the area of technological development the existing model of education in schools has not kept abreast of the evolving needs of societies as it still focuses on traditional curricula and has, only to a limited extent, included the technology-oriented needs of young people. The result is that young secondary school graduates are unprepared for the labour force and in many cases are unemployed and as a result turn to crime as a means of sustaining livelihoods. It is imperative that national authorities diversify the curricula and increase the availability of opportunities to pursue courses in technology subjects with a view to meeting the needs of a wider section of the young community. However, there is a social stigma attached to youth who pursue programmes in technology applications as these are traditionally perceived to be less remunerated than the traditional curricula. So how can governments rationalise this situation? At the tertiary level, the University of the West Indies has supported this model of education and has therefore failed to provide training in technology-oriented programmes. This gap has been addressed in Jamaica (University of Technology), in Trinidad and Tobago (University of Trinidad and Tobago), in Belize and Barbados (Community Colleges) and through several private educational institutions throughout the Caribbean. Firstly, it is necessary to educate parents as well as young people as to the opportunities for employment in technology-oriented courses and secondly, to make salaries in the technical sectors competitive with those in the traditional sectors so as to encourage young people to pursue education in technology programmes as they will be assured of adequate remuneration.

In order to increase progress in overall implementation of the MSI, Caribbean SIDS continue to require financial resources. However, access to such resources is becoming an increasing challenge in the present climate of classification as middle income countries. Such classification has rendered them ineligible for concessionary and financing that could support implementation of sustainable development. As a result, Caribbean SIDS, a predominantly middle-income region, has seen a decline in its share of ODA inflows, both as a percentage of gross national income (GNI) and in comparison with other developing regions. This decline began to increase in the 2000s (ECLAC, 2012). Furthermore, the Caribbean has continued to lament the use of GDP as an effective measure of overall development since it fails to reflect comprehensively the development challenges faced by SIDS particularly those resulting from their economic, social and environmental vulnerabilities. Rather, the use of social indicators may provide a more accurate picture of development.

Financial resources for the establishment of information and communications technology platforms that will serve as centres of coordination for the sharing of literature and best practices as well as providing the opportunity to enhance regional communication may well contribute to increased implementation of the MSI. In this regard, and in mid-2014 ECLAC will be embarking on the establishment of such a platform for Caribbean SIDS. Such a platform could also take into account national and regional priorities, strategies, legislation and plans to enable implementation of the 10 Year Framework of Programmes on Sustainable Production and Consumption.

Financial resources from the United Nations system to develop indicators to support the expansion of a system for monitoring and evaluation (M & E) of programmes and projects that contribute to implementation of the MSI SIDS could well enhance progress. To date, the inclusion of M & E systems in project design remains limited and hence renders reporting on the successful impact of such initiatives challenging. Associated with this is the need to develop a cadre of professionals who are trained in M & E and who, in turn could assist in project evaluation thereby enhancing the quality and timeliness of project delivery.

The area of statistics is critical to sustainable development but remains a challenge. Urgent attention to the strengthening of national statistical and information systems, including data collection and

http://gina.gov.gy/wp/?p=14789.

management, as well as analytical capabilities for decision —making would be an effective strategy to remove the barrier to availability of robust data. Such data would be important in informing development planning in new and emerging areas such as assessing the extent of non communicable diseases (NCDs), population ageing and improving means of implementation within the context of the MSI.

Capacity building and access to financial resources specifically for climate change continue to be of concern to Caribbean SIDS. This may be addressed by investment in capacity building programmes that improve the ability of line ministries to implement programmes relating to the BPoA and MSI as well as operationalisation of the Green Climate Fund by 2014. With respect to the latter, developed countries should scale up capitalisation of this Fund to reach US\$ 100 billion by 2020, starting in the first half of 2014. Furthermore, the establishment of a technology mechanism in the form of a Climate Technology Centre and Network to enhance technology cooperation and transfer to developing countries may well enhance implementation of the MSI.

In terms of addressing the impacts of climate change Guyana has developed a Low Carbon Development Strategy (LCDS, 2009; updated 2010) that provides overarching national framework for the transformation of its current economy to that of a "low carbon economy". In the Pacific, the Tonga Energy Roadmap 2010-2020¹¹ was developed which provides a detailed pathway towards a low carbon, cost-effective, technically sound, equitable transformation of the entire energy sector in the Kingdom. In Papua New Guinea, the Government established a Sovereign Wealth Fund in 2011¹² to support "macroeconomic stabilisation, support development objectives of the Government, including long term economic and social development, and support asset management in relation to assets accrued from natural resource revenue".

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Pacific Regional Synthesis Report.

http://www.swfinstitute.org/swfs/papua-new-guinea-swf/.

V. Conclusions and recommendations

The United Nations Conference on Sustainable Development (Rio+20) noted in its outcome document "The Future We Want" that small island developing States have made less progress than most other groupings, or even regressed, in economic terms, especially in terms of poverty reduction and debt sustainability. It was also noted that for SIDS overall progress towards achieving the Millennium Development Goals (MDGs) has been uneven. Caribbean SIDS in particular have had some success in meeting the targets of the MDG especially in the areas of reduction in maternal and infant mortality and in implementation of the MSI. The challenges that Caribbean SIDS faced which caused their achievement of the MDGs and the MSI to be uneven extended across the economic, social, and environmental sectors. The National Reports issued in the preparation for the Third International Conference on SIDS, detailed multiple barriers as impacting implementation of the MSI.

In order to remove these barriers the following are recommended:

- 1. The establishment of National Sustainable Development Mechanisms would help to coordinate activities towards implementation of the MSI at the national level in pursuit of the SIDS agenda. Efforts have been made in many countries in this regard, and even though they have been established in many Caribbean countries, they remain dormant institutions. It is recommended that these councils be established and/or operationalised and their work programmes filter into formulation of the work programme of the RCM. It would be necessary to coordinate the activities of such national councils so that they may be mainstreamed into the operations of the RCM;
- 2. Full operationalisation of the RCM. The RCM remains the responsibility of ECLAC and by and large only the Secretariat functions. It is recommended that financial resources be mobilized so that meetings of the IGC and the representatives of the focal point mechanism may be convened with a view to strengthening strategies to support increased implementation of the MSI. In this regard, it would be useful to think of incorporating the work of the TAC

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Resolution A/RES/66/288, annex.

and the IGC into the central coordinating and decision making processes and/or machinery for sustainable development at the national and regional levels;

- 3. The need to capitalise on gains in building resilience through restructuring will require financial support. This may be partially achieved through capitalization of the Caribbean Sustainability Fund¹⁴ and the Green Climate Fund¹⁵. Aid for Trade¹⁶ is another facility that Caribbean SIDS should be able to access easily once the proper mechanisms are available to them;
- 4. Importantly, the establishment of the Climate Technology Centre and Network to enhance technology cooperation and transfer to developing countries is necessary. Of immediate importance is the enhancing of SIDS-SIDS and south-south co-operation, the latter already evident in the Brazil-CARICOM agreement. Also, collaboration with the Caribbean diaspora could well facilitate the introduction of new technologies that are applicable to Caribbean SIDS;
- 5. The establishment of a dedicated technology transfer facilitation mechanism and financing strategy with the support of United Nations Agencies, Funds and Programmes to ensure that environmentally sound and appropriate technologies are developed in SIDS is an immediate requirement. This proposal is in keeping with ongoing Rio+20 follow-up processes in support of sustainable development project implementation;
- 6. In the area of research and development, Caribbean SIDS would benefit from investment in science, technology and innovation to promote effective and efficient sustainable development in the subregion, in accordance with national interests and priorities. Research into climate-resilient crop varieties is needed to sustain the agriculture sector and to improve productivity. Also, increased incentives to young entrepreneurs to enter the agriculture field should be provided;
- 7. Strengthen the capabilities of research agencies in the collection and processing of data, as well as the generation and analysis of statistical indicators. Continued dialogue with development partners and utilisation of appropriate indicators to accurately assess national needs and priorities with a view to enhancing development assistance will reap benefits to the subregion. Such analyses are important in responding to crises;
- 8. Evaluate and redesign existing social safety net programmes. This may enhance skills while avoiding the development of dependency syndromes through monitoring and evaluation of such programmes;
- 9. To address the "brain drain" source countries need to work on improving conditions that will provide greater incentives for highly skilled workers labourers to remain at home. These may include better human rights, wages, more modern health and education facilities as well as creating a more suitable environment for businesses. Furthermore, diasporas of source countries, especially those in the Caribbean, are expanding rapidly in the receiving countries and include many highly skilled migrants. Governments in source countries should capitalize on this by encouraging linkages and partner relationships between the diasporas and institutions in the source countries. Such programmes would help members of the diaspora become more socially and economically connected to their countries of origin and could possibly serve as an incentive for them to return home;
- 10. International support should be available for implementation of the United Nations Political Declaration for the Prevention and Control of NCDs at the regional and national levels. Also support for the Strategic Plan of Action for the Prevention and Control of Non-Communicable diseases for countries of the Caribbean Community 2011- 2015 is necessary. This plan covers risk factor reduction, screening and treatment, health information systems, health promotion,

http://www.pnuma.org/sids_ing/documents/National%20Reports/Regional%20 Sustainability%20Fund%20_last%20 version_.pdf.

http://unfccc.int/cooperation_and_support/financial_mechanism/green_climate_fund/items /5869.php.

http://ec.europa.eu/trade/policy/countries-and-regions/development/aid-for-trade/.

- advocacy and communications. The introduction of evidence-based guidelines supported by training of primary health care personnel, and shared tertiary treatment services will be welcomed as is the plans to introduce annual reporting on NCDs by the end of 2014;
- 11. Support from the international community in the establishment of a SIDS Partnerships Support Framework is necessary. It is also recommended that the existing partnership-related database, knowledge-sharing systems such as the United Nations Sustainable Development Knowledge Platform and SIDSnet can be further strengthened and optimized in support of SIDS. The establishment of an information and communication technology platform may well support this endeavour.

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Strategies to overcome barriers to the implementation of...

Annexes

Annex 1

Survey on barriers to implementation of the Mauritius Strategy for the Further Implementation of the Programme of Action for the Sustainable Development of Small Island Developing States.

Introduction

The Economic Commission for Latin America and the Caribbean (ECLAC) subregional headquarters for the Caribbean is the Secretariat of the Regional Coordinating Mechanism for Implementation of the Barbados Programme of Action (BPoA) and the Mauritius Strategy for Further Implementation of the Programme of Action for Small Island Developing States (MSI). In this role, ECLAC coordinates implementation of the BPoA and MSI.

In 2013, 20 years after agreement on the BPoA and 10 years after agreement of the MSI, member states of the Caribbean completed national assessment reports (NARs) that detailed progress in implementation of the BPoA and MSI, gaps, national priorities, challenges and new and emerging issues. These NARs were synthesized into a Caribbean Regional Synthesis Report that was presented at the Caribbean Regional Preparatory Meeting that was held from 2 – 4 July 2013 in Jamaica and which was synthesized into a single interregional synthesis report that was presented at the Interregional Preparatory Meeting to the Third International Conference on Small Island Developing State (SIDS) that will be convened in Samoa in 2014.

Arising from the Caribbean Regional Synthesis Report, many barriers to implementation of the BPoA and MSI were articulated and others emerged within the text. This questionnaire seeks to solicit your views as to the existing barriers at the national, regional and international levels in implementing the BPoA and MSI and further explores options for removal of these barriers. It is expected that the results of the questionnaire will form the basis of a report that will make concrete and practical recommendations for enhanced implementation of the BPoA and MSI through removal of most of the barriers.

The questionnaire comprised 2 Sections. Section 1 seeks to obtain your views on the barriers at the national, regional and international levels that Caribbean SIDS encounter in implementation of the BPoA and MSI. Section 2 addresses possible solutions to removal of these barriers.

Although suggested responses are presented, please do express additional views in the space provided. Thank you for your co-operation.

Please address the survey to Charmaine Gomes at Charmaine.GOMES@eclac.org Sustainable Development Officer, Economic Commission for Latin America and the Caribbean, subregional headquarters for the Caribbean. Tel: 1-868-224-8028.

Identification of barriers

National Barriers

What do you consider as some of the main barriers to implementing the BPoA and MSI?
☐ Institutional - structural
☐ Institutional - legal
☐ Institutional - regulatory
☐ Human resource capacity to implement projects
☐ Financial constraints to meeting commitments under MEAs
☐ Technical constraints to preparation of project proposals for accessing financial resources
☐ Technical constraints to implementing relevant programmes
☐ Technical constraints to meeting reporting requirements under MEAs
☐ Technical constraints to monitoring and evaluating progress
☐ Lack of technical support from regional and international organizations
☐ Limited financial support from regional and international organizations
☐ Lack of co-ordination of activities among national entities
☐ Technological
☐ Limited research into best practices
☐ Unrealistic commitments by national authorities
☐ Limited involvement of civil society in implementation
☐ Lack of collaboration of activities among national entities
Regional barriers
Which of the following do you consider constraints in implementing the BPoA and MSI?
☐ Technology transfer through south-south co-operation
☐ Transfer of best practices intra-regionally and lessons learnt
☐ Limited intra-regional trade regimes to produce a cost-effective product
☐ Lack of cohesion among regional organizations in supporting implementation
☐ Limited capacity to enhance trade
International barriers
What are the barriers to implementing the BPoA and MSI?
☐ Graduation to middle-income status and lack of access to Official Development Assistance

part of their mandate

monitoring and evaluating

☐ Impact of loss of productive capacity as a result of re-migration of deportees
☐ Impact of the brain drain in loss of intellectual capacity in limited research capacity to support innovation
☐ Impact of the brain drain in loss of intellectual capacity resulting in limited technical skills to implement projects
☐ Impact of the brain drain in loss of intellectual capacity resulting in reduced competitiveness in international negotiating fora
☐ Lack of appropriate technology to implement programmes
☐ Regional co-operation
Other challenges
Removal of barriers
National strategies
What do you see as strategies to removal of these barriers?
☐ Increased representation at the highest political level in important decision-making meetings
☐ Institutional strengthening in terms of technical capacity to access grants and loans to repair maintain and equip infrastructure
☐ Institutional strengthening in terms of increased access to legal expertise
☐ Institutional strengthening in terms of development of the appropriate regulations to support legislation
☐ Increased access to financing in meeting commitments under MEAs
☐ Address technical constraints to organization of training sessions for graduates of tertiary institutions as well as technical staff in ministries in the preparation of project proposals
☐ Address technical constraints to providing on the job training opportunities in programme and project implementation
1 3 1

detailing national needs that require their technical and financial support

☐ Address technical constraints to developing within the national education systems, training in

☐ Improve communication with regional and international organisations in terms of clearly

☐ Improve communication among national entities so as to enhance co-ordination of activities
☐ Widen national curricula so as to increase training in technological areas to meet national needs
☐ Establish clearing houses in national institutions so as to share best practices
☐ Provide national representatives to meetings with the appropriate information that will enhance their decision-making capacities keeping them in line with realistic expectations
☐ Provide training to civil society to enhance their capacity to facilitate implementation of the BPoA and MSI at the community level
☐ Support investments in Caribbean SIDS to develop science, technology and innovation for sustainable development, with specific emphasis on research and development, in accordance with national interests and priorities
Other strategies in support of removal of barriers
Regional strategies
What do you see as strategies to removal of these barriers?
☐ Strengthening relationships with industrialized countries in the south to facilitate technology transfer
☐ Transfer of best practices intra-regionally and lessons learnt
☐ Improving intra-regional trade regimes to produce a cost-effective product
☐ Promoting cohesion among regional organizations in supporting implementation
☐ Training to enhance capacity to better facilitate trade
☐ Support regional non-governmental organizations by coordinating their efforts in implementation
International Strategies
What are some of the measures that may be taken to remove the following barriers to implementing the BPoA and MSI?
☐ Utilizing social indicators to measure levels of poverty instead of GDP per capita as a measure for graduation to middle-income status and therefore accessing ODA
☐ With respect to deportees, the country of export should compensate the country of import in terms of investment in social rehabilitative and reintegration programmes through bilateral agreements
☐ With respect to deportees, the country of export should utilize the services of "reformed" deportees in a mentorship programme

Other

$\hfill \square$ Investment in capacity building programmes in improving the ability of line ministries to implement programmes relating to the BPoA and MSI
\Box The international community should provide financial support to Caribbean countries as compensation for the brain drain and loss of intellectual capacity
\Box Facilitation of transfer of appropriate technology from developed to developing countries to implement programmes through the offer of incentives
☐ Operationalisation of the Green Climate Fund by early 2014
\square Developed countries should scale up financing of this Fund to reach USD 100 billion by 2020, including its initial capitalization in the first half of 2014
\Box Obtain support from the international community to strengthen national statistical and information systems, including data collection and management, as well as analytical capabilities for decision-making
\square Solicit support from the UN system to develop a system for monitoring and evaluation strategies for sustainable development
☐ Establish a technology mechanism in the form of a Climate Technology Centre and Network to enhance technology cooperation and transfer to developing countries
\square Ensure the early integration and support for scientific and academic institutions in Caribbean SIDS within the Climate Technology Centre Network
☐ Provide dedicated financial resources and technological support for the development of a Caribbean SIDS platform on sustainable consumption and production to be served by Caribbean SIDS, upon request, and taking into account national and regional priorities, strategies, legislation and plans to enable the implementation of the 10YFP
\square Support the efforts of the Caribbean SIDS to implement the UN Political Declaration for the Prevention and Control of NCDs at the regional and national levels
☐ Provide, upon request, increased support for programmes geared towards security for our citizens and to address crime and violence especially involving our youths
recommendations

Annex 2 List of participants

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Country	Focal Point
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