



# A ROADMAP FOR SDG IMPLEMENTATION IN JAMAICA



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## Summary

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The Roadmap for SDG Implementation in Jamaica outlines critical steps towards the achievement of the 2030 Agenda, covering its alignment with national priorities, acceleration, financing, data requirements, institutional coordination and advocacy.

The Roadmap is the product of a collaboration between the national focal points — the Planning Institute of Jamaica (PIOJ), Ministry of Foreign Affairs and Foreign Trade (MFAFT) and the Statistical Institute of Jamaica (STATIN) — and the United Nations Development Programme (UNDP), based on insights and information collected from a series of consultations and bilateral meetings. It also draws from the recommendations set forth by the Economic Growth Council.

An assessment of Jamaica’s national planning documents, using the Rapid Integrated Assessment methodology developed by UNDP, shows that Vision 2030 Jamaica — National Development Plan, the Medium-Term Socio-Economic Policy Framework and sectoral policies are strongly aligned with the SDGs. Jamaica’s planning documents reflect, either fully or partially, 91 percent alignment with the 115 SDG targets deemed relevant for the country. This comes as no surprise, since Jamaica was an important actor shaping the inter-governmental negotiations that led to the adoption of the 2030 Agenda in September 2015. Vision 2030 Jamaica will thus be the axis around which SDG implementation will be organized and this Roadmap for SDG Implementation will assist in achieving Vision 2030 Jamaica.

The real challenge in Jamaica is thus not about landing the 2030 Agenda, but about implementing policies that trigger fast and sustained progress towards the goals in a context of limited fiscal space. The ambition of Vision 2030 Jamaica and the 2030 Agenda requires the prioritization of catalytic actions that can drive progress across multiple goals and targets simultaneously.

The Roadmap proposes a set of accelerators in each of the four national goals identified in Jamaica’s Vision 2030. These include interventions that could be implemented within existing programmes to improve efficiency and maximize dividends across various development priorities.

To progress towards the first national goal of empowering Jamaicans so that they can achieve their fullest potential, the Roadmap suggests focusing on strengthening the outreach efforts of social protection programmes, expanding care services for children and the elderly, pursuing multi-disciplinary NCD prevention efforts and addressing the health and psycho-social consequences of violence within communities. To accelerate progress towards the second national objective of a secure and cohesive society, the Roadmap focuses on strengthening the judiciary and police systems and stimulating education and community environments that help prevent violent behaviour within the youth. To move towards a prosperous economy for all, Jamaica’s third national goal, the Roadmap suggests supporting MSMEs by establishing inclusive procurement processes, strengthening supply chains and encouraging inclusive financing. To secure a healthy natural environment, some of the proposed ideas include

strengthening the land use management system, building on disaster and climate risk management efforts, strengthening protected areas, enhancing public awareness and improving waste management.

Another critical challenge in the implementation of the SDGs in Jamaica is the need to find innovative financing mechanisms for critical investments. The Roadmap discusses some ideas to explore new sources of domestic, international and private financing. Some of these include improving capacity for tax audits to address transfer pricing, exploring options for 'green fees', debt-for nature swaps and diaspora bonds, facilitating social impact investment and establishing a philanthropy platform.

The Roadmap also delves into some of the challenges and opportunities for Jamaica in SDG monitoring and reporting. Jamaica is very well positioned to monitor progress towards the SDGs, having completed a map of its data capacity in relation to the SDG indicators. The mapping exercise concluded that out of 223 relevant indicators, Jamaica already produces 66 (29.6 per cent) and has data to produce 69 (30.9 per cent) more. Some recommendations to overcome the identified gaps focus on prioritizing data in areas that are key to the country, harmonizing the national statistical system, strengthening the capacities of data users and partnering with private sector and civil society for the generation of new data.

The establishment of a clear institutional apparatus to lead the coordination and to facilitate the implementation and monitoring of the SDGs is central to determine success and the uptake of a globally adopted agenda domestically. Jamaica established a strong structure to manage the inter-governmental negotiations leading up to the adoption of the 2030 Agenda. This structure consists of an inter-ministerial core group, an inter-ministerial working group, Thematic Working Groups under Vision 2030 Jamaica and sector committees. Given the relevance of non-state actors in implementing Vision 2030 Jamaica and, by extension, the 2030 Agenda, the Roadmap proposes incorporating these groups into the existing structure in a way that ensures their ownership.

Finally, the Roadmap proposes a national outreach campaign to sensitize the public and to engage civil society organizations and the private sector to ensure that all voices are heard, especially from those of segments of society that have been left out of previous planning processes. A Vision 2030 Action Campaign would encourage public ownership of the development agenda through creative and innovative communications and policy advocacy and sponsor people-driven processes to strengthen accountability mechanisms and monitor progress.

## Introduction

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In September 2015, the Member States of the United Nations adopted the 2030 Agenda for Sustainable Development. This landmark agreement is an agenda for people, the planet and prosperity. It envisions a better world, free of poverty and ‘seeks to strengthen universal peace’ by achieving 17 Sustainable Development Goals (SDGs) translated into 169 targets and measured through 231 indicators.

Jamaica played an important role in shaping the 2030 Agenda. The Planning Institute of Jamaica (PIOJ), in collaboration with the Ministry of Foreign Affairs and Foreign Trade (MFAFT), led an inter-ministerial working group responsible for providing inputs to the inter-governmental processes that led to its adoption. The inter-ministerial working group hosted a series of consultations that used Vision 2030 Jamaica as the framework for priority setting and resulted in the development of a National Outcome Document. This approach facilitated a seamless integration of the agreed outcomes and targets of the 2030 Agenda with the national development planning framework. Inter-ministerial consultations were convened in March 2016 to review Jamaica’s ability to track the global SDG indicators.

In a letter dated 1 May 2016, the Planning Institute of Jamaica (PIOJ), on behalf of the Government of Jamaica, requested technical support from UNDP to advance the implementation of the 2030 Agenda. As a response, the following Roadmap for SDG implementation in Jamaica was developed as a partnership between UNDP and the Government of Jamaica. The Roadmap draws from insights gained from a series of consultations and bilateral meetings with key stakeholders over the course of the week of 24-28 October when UNDP and PIOJ elaborated the Roadmap in Kingston. Stakeholders consulted include ministries of government, civil society organizations, private sector organizations, international development partners and academia. An overarching finding of these consultations was the close alignment of Vision 2030 Jamaica and the 2030 Agenda. Vision 2030 Jamaica will thus be the axis around which SDG implementation will be organized and this Roadmap for SDG Implementation is meant to also be a tool toward achieving Vision 2030.

The Roadmap follows the elements identified by the United Nations Development Group (UNDG) as critical for effective and coherent support in the implementation of the 2030 Agenda, under the acronym MAPS (mainstreaming, acceleration and policy support). Mainstreaming refers to landing the SDGs into national, subnational and local plans for development and shaping budget allocations. Acceleration focuses on targeting resources and interventions to areas that can have maximum impacts across various goals and targets. Policy support refers to ensuring that the skills and expertise of the UN development system are rendered available in an efficient and timely way. MAPS frames the UN development system’s support in the implementation of the new agenda and seeks to make available a set of tools, guidance and expertise to governments, civil society and other partners.

This Roadmap articulates key issues for Jamaica in mainstreaming, acceleration and advocacy of the 2030 Agenda. It is expected that the implementation of this Roadmap will commence during the 2017/2018 fiscal year after it is presented to the Cabinet by the PIOJ. The Roadmap outlines critical steps for understanding the alignment of Vision 2030 Jamaica with the SDG agenda; finding accelerators to galvanize progress towards national development objectives; exploring innovative sources of

financing for sustainable development; improving data for monitoring and evaluation; establishing an institutional framework that supports implementation; and galvanizing civil society participation.

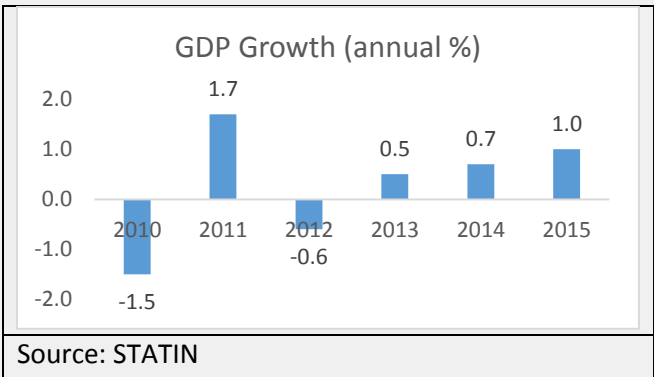
## Overview of Jamaica’s development context

Jamaica’s Vision 2030 – National Development Plan, published in 2009, provides a strategic road map to prepare the country for achieving developed country status by 2030. This plan envisages a major transformation of Jamaica from a middle-income developing country to one that affords its citizens a high quality of life and world-class standards in critical areas including education, health care, nutrition, basic amenities, access to environmental goods and services, civility and social order. The four national goals envisioned in the Plan are: (i) Jamaicans are empowered to achieve their fullest potential; (ii) Jamaican society is secure, cohesive and just; (iii) Jamaica’s economy is prosperous; and (iv) Jamaica has a healthy natural environment.

### Economic overview

Jamaica is a Caribbean middle-income, small island developing state with a population of almost 2.8 million. For decades, Jamaica’s economy has been characterized by low GDP growth and very high levels of public debt. Over the past 20 years, annual growth rates have averaged a little over half a percent.<sup>1</sup> Debt has been a constant burden for the country, with government debt reaching 145 percent of GDP in 2012. The country was hit particularly hard by the 2008 financial crisis and went into a full-scale recession, which was later exacerbated by Hurricane Sandy in 2012. In recent years, government policy has successfully focused on reducing debt and achieving macroeconomic stability while implementing structural policies to foster growth and reduce poverty.

Although remaining low, GDP growth rate has steadily risen in the past three years, reaching 1 percent in 2015. In the second quarter of 2016, GDP growth showed an increase of 1.4 percent when compared to the same quarter of 2015 and the World Bank projects that GDP growth will be 1.7 percent in 2016.<sup>2</sup> The agriculture, construction and mining sectors are growing. However, domestic consumption remains weak due to high unemployment and a fall in real wages. Tourist arrivals are also increasing, with the United States and Canada being the largest source market for tourists.



To achieve macroeconomic stability, Jamaica has run the most austere budget in the world over recent years, maintaining a primary surplus of more than 7.5 percent of GDP for three consecutive years. During this fiscal consolidation period, which included wage freezes, reduced expenditure and a bid to

<sup>1</sup> STATIN, 2016.

<sup>2</sup> STATIN, 2016.

increase tax revenues, social expenditures have been protected with a required minimum level of targeted spending, i.e., about 1.5 percent of GDP. But this amount is small relative to other expenditures and to social need in a context where unemployment and poverty are high.

FDI has climbed recently in Jamaica and the country is the second highest recipient of FDI in the region after Trinidad and Tobago. In 2015, FDI amounted to US\$794 million, reflected mainly in investments by US multinationals in hotels and call centres. Rising investor interest is positive and FDI is a key source of external finance for capital investment. It is nevertheless extremely volatile and highly competitive within the Caribbean region and is also liable to significant financial leakages through profit repatriation.

Interest payments on debt, while reduced from their peak in 2009, remain among the highest in the world – over 8 percent of GDP in 2014 – and have all but crowded out needed capital spending. Government capital expenditure reached a low of 1.6 percent of GDP in 2014, which may be further dampening economic growth.

Jamaica has evolved from being a goods-producing economy to a services-dominant economy. The latest data from 2015 shows that Jamaica's economy was predominantly driven by the service industry, which accounted for 72 percent of GDP. The service industry includes government, real estate, hotels and restaurants, merchandising and real estate. Industry, which includes manufacturing and mining, contributes about 21 percent of GDP, while agriculture accounts for about 7 percent.<sup>3</sup>

The Jamaican labour market is characterized by a large informal sector, underemployment and unemployment. The unemployment rate decreased between 2002 and 2007, falling to 9.8 percent. Since then, the labour market has suffered the consequences of the 2008-2009 global economic crisis and unemployment has started to grow again, impacting particularly women and youth. In 2010, the overall unemployment rate was 12.4 percent, youth unemployment stood at 30 percent and urban female unemployment was at 16.2 percent, almost double that of the urban male unemployment rate of 9.2 percent.<sup>4</sup> Unemployment rates reached 15 percent in 2014. However, there was an important decrease to 13.2 percent in 2015. The largest employers in the country are the agricultural sector, which employs 15.5 percent of the labour force, and wholesale and repair of motor vehicles and equipment, which employs 18.7 percent of the labour force.<sup>5</sup>

There is a continuing trend of high emigration among the young, skilled, working-age population as well as among persons under the age of 20. The emigration of nurses and teachers has been particularly high since the 1990s. There is also high female labour migration, which has been economically positive but emotionally negative (with its effects on families), especially for children and the elderly who are left behind.<sup>6</sup> Remittances are sent, in kind and money from migrants abroad, principally as personal obligations. Although the individual sums of money remitted are typically very small, the total annual amount is substantial and contributed over 15 percent of GDP in 2014. Remittances are mostly used for

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<sup>3</sup> STATIN, 2016.

<sup>4</sup> ILO, 2014.

<sup>5</sup> STATIN, 2016b.

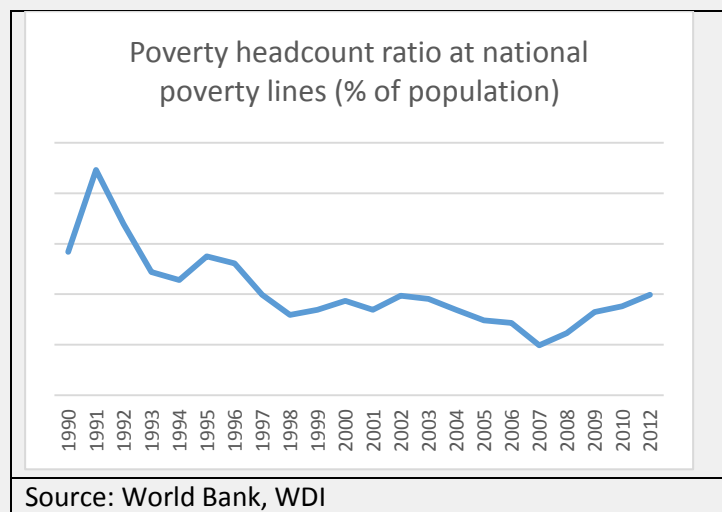
<sup>6</sup> IOM, 2012.

household and living expenses, thus alleviating poverty, while the amounts directed into saving and investment are generally low.<sup>7</sup>

Jamaica is approximately 90 percent dependent on imported fossil fuels to meet its energy needs, with the electricity and transport sectors accounting for majority use. In addition, the island's energy intensity is high. Jamaica has diverse renewable energy resources such as solar, wind and hydro. Current renewable energy penetration as part of the energy mix is about 12 percent. The high cost of energy remains an important obstacle for improving productivity in the country. As a net oil importer, lower international oil prices have the potential to help lower inflation and reduce the current account deficit; however, other external shocks have offset this, notably falling aluminium prices and recent drought conditions that have negatively impacted agricultural output.

### Social context

The global economic crisis and natural disasters have had a strong negative impact on Jamaica's efforts to reduce poverty. In 2007, the Government of Jamaica estimated poverty at just under 10 percent. After the crisis hit in 2008-2009, the official poverty rate soared to 17.6 percent in 2010 and was estimated to be close to 20 percent in 2015.<sup>8</sup> The level of inequality increased from 0.3667 in 2009 to 0.3813 in 2010, but declined to 0.31 in 2015.<sup>9</sup>



An analysis of poverty dynamics during the periods 2002-2003 and 2009-2010 carried out by UNDP in 2016 ([Caribbean Human Development Report](#)) provides interesting insights into the drivers of movements in and out of poverty in Jamaica. It found that demographics have a strong impact on poverty, with the addition of one infant dependent household member reducing the probability of exiting poverty by 10-13 percentage points between 2009 and 2010. The addition of one elderly member to the household reduced the probability of exiting poverty by 14 percent. On the other hand, ownership of small assets in the household (i.e., radio, television, car) and the coverage of health insurance act as buffers to shock and reduce the probability of falling into poverty, although there is no evidence that they are strong boosters of upward mobility. Finally, being employed in the private sector, vis-à-vis self-employment, contributes to push people out of poverty.

Jamaica has made important strides in education, with virtually universal pre-primary and primary education. However, enrolment rates fall after the 9<sup>th</sup> grade. Attendance rates are below the 85 percent

<sup>7</sup> IOM, 2012.

<sup>8</sup> UNDP, 2016.

<sup>9</sup> Caribbean Development Bank, 2014 and UNDP, 2016.



set by the Ministry of Education, particularly among boys in rural areas. Enrolment in tertiary education amounts to 33.1 percent. These national averages, however, mask inequalities between different income levels. Data from 2010 indicate that, while 89.7 percent of 17- to 18-year-olds in the richest quintile were enrolled in education, only 42 percent of 17- to 18-year-olds in the poorest quintile were in school. School attendance for the poorest group was 59.6 percent, compared to 92.8 percent for the wealthiest.<sup>10</sup>

Jamaica faces a number of health challenges. Non-communicable diseases (NCDs) account for 79 percent of all deaths in Jamaica, with significantly higher prevalence among men. The major increases in diabetes, ischemic heart disease, chronic kidney disease and cerebrovascular disease highlight the upsurge of NCD risk and need for policies that promote healthy lifestyle choices. Jamaica's primary health care system, which was a model for the Caribbean region in the 1990s, has been severely challenged by persistent and reemerging infectious diseases and by the rapid increase in NCDs and injuries. With the establishment of the Jamaica National Health Fund (NHF) in 2003 and the abolition of user fees at public facilities in 2008, the Government of Jamaica has taken steps toward achieving universal coverage.<sup>11</sup>

Since 2008, Jamaica has implemented a universal approach to health coverage that provides access to free care at public health facilities. Additionally, the NHF subsidizes drugs for people with NCDs and the elderly. However, only about 20 per cent of the population has actual insurance coverage for NHF or private insurance mechanisms, and requires a relatively high co-payment.

#### Environmental context

Jamaica has a diverse physical environment, with a wide range of microclimates, soils and physical features that support a great variety of forest types, including lower montane mist, montane mist, dry limestone, wet limestone, mangrove, woodland, herbaceous swamp and marsh forest. It is also an important refuge for long-distance migratory birds from North and Central America. It has 417 IUCN red-listed species and very high levels of endemism in several vertebrate (100 percent for amphibians) and invertebrate taxa (there are over 500 endemic species of snails). There are 31 species of endemic birds (Jamaica is ranked 18<sup>th</sup> in the world in terms of the number of endemic birds) and 60 endemic species of orchid (29 percent of the total). Jamaica has seven endemic plant genera and over 900 endemic plant species. The coastal zone has a variety of habitats including several large wetlands, extensive mangroves, offshore cays and coral reefs. Perhaps the most important wetland is the Black River Morass, an area of approximately 20,000 ha that includes one of Jamaica's four Ramsar sites and has high levels of biodiversity and strong ecotourism potential. Offshore, the rugged topography of the sea floor gives rise to a diverse pattern of marine environments, including deep-water trenches, coral reefs and extensive offshore banks. Coastal wetland ecosystems play an important role in maintaining shoreline stability and preserving biodiversity by functioning as a sediment trap and providing a habitat for wildlife, such as *Trichechus manatus* (West Indian Manatee). The country is home to 65 species of

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<sup>10</sup> PIOJ, 2014.

<sup>11</sup> Chao, 2013.

corals and 38 species of gorgonians. The Pedro Bank, one of the largest and most productive fishing grounds in the country, is the habitat for one of the largest global populations of Queen Conch (*Strombus gigas*) and a regionally important seabird nesting and roosting area (for endangered masked boobies, roseate terns and others); it contains nesting grounds for endangered hawksbill and loggerhead turtles.

Protected areas (PAs) are important storehouses of biodiversity on the island. They provide important ecosystem functions and services to Jamaica's economy. The headwaters of many of Jamaica's main rivers are located in the Blue Mountain and the Cockpit Country forest reserve, which are the main sources of water for Kingston and the major tourist area of Montego Bay, respectively. Jamaica's tourism industry relies on the scenic beauty and good coastal water quality that are provided by healthy forests and wetlands. Coral reefs are of major social, economic and biophysical importance. Jamaican reefs act as natural barriers by protecting coastlines from erosion, are a source of food and income for local communities and support tourism and recreational activities. A significant part of the Jamaican fishing industry relies on reefs as well as the stocks renewed in the mangrove swamps and on the offshore cays for commercial and artisanal fishing. Jamaican ecosystems also provide spill-over effects, such as strengthening sustainable livelihood opportunities (for example, by protecting water supplies and reproduction areas for valued fish species), building food and nutritional security and building resilience to the impacts of climate change, especially on coasts.<sup>12</sup>

As a small island developing state, Jamaica is prone to a number of natural hazards and the threats posed by these hazards are exacerbated by climate change. Jamaica faces relatively high exposure to hurricanes, floods and earthquakes.<sup>13</sup> In the last 20 years (1995 -2015), the most frequent disaster event has been hurricanes, resulting in total of 61 deaths and US\$1.5 billion in damages.<sup>14</sup> As per CRED-EMDAT data, between 1990-2014, hurricanes, floods and droughts are the principal hazards with regard to frequency, mortality and economic losses. Between 2001 and 2012, the country experienced 11 storm events (including five major hurricanes), resulting in loss and damage of approximately US\$1.2 billion. Over the last three decades, the Caribbean region has suffered direct and indirect losses estimated at between US\$700 million and US\$3.3 billion due to extreme weather events.<sup>15</sup> Jamaica has experienced a decade of annual average losses of 2.5 percent of GDP from high-frequency, low-intensity events. A disaster risk profile study for Jamaica prepared by IADB indicates that the country can lose more than US\$2 billion – 10 percent – of the public infrastructure in the country to high-intensity earthquakes and hurricanes.

Climate change is projected to have a considerable impact on Jamaica's coasts, due to sea level rise. Approximately 70 percent of Jamaica's population resides in coastal areas and over 50 percent of economic assets, including airport and seaport facilities and tourism infrastructure and industrial activity, are concentrated in coastal areas which are highly susceptible to climate change. In Jamaica,

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<sup>12</sup> GEF, 2012.

<sup>13</sup> INFORM 2016.

<sup>14</sup> EM-DAT, 2016.

<sup>15</sup> Inter-American Development Bank, 2007.

466 of its 800 (circa) communities have been identified as highly or moderately vulnerable by the Office of Disaster Preparedness and Emergency Management (ODPEM) on the basis of frequency and intensity of events and each community's recovery history and capacity.

Key sectors such as tourism and fishing are dependent on a healthy marine environment. In addition, 10 percent of ground water supply would be threatened by seawater intrusion; the displacement of 25 percent of the population located on the coast and the risk of coastal flooding would accompany climate change.<sup>16</sup>

## Economic Growth Council recommendations

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Stable economic growth remains a key priority for Jamaica. In 2016, Prime Minister the Most Honourable Andrew Holness appointed an Economic Growth Council to advise the government on initiatives and reforms to spark economic growth in Jamaica and to enable the achievement of 5 percent growth in the next four years. Through a series of consultations, the Council came up with a set of eight recommendations published in September 2016 and endorsed by the Cabinet.

The eight growth initiatives are summarized as follows:

1. **Maintain macroeconomic stability and pursue debt reduction.** Jamaica has already undergone economic reform that has resulted in measures to ensure macro-economic stability and debt reductions. Growth projections for 2016 are 1.6 percent. The Council recognizes that maintaining stability is a prerequisite for any further growth.
2. **Improve citizen security and public safety.** Studies show that insecurity is a strong deterrent to growth due to its impacts on life expectancy, health care costs, cost of doing business, theft and extortion, capital flight, emigration of skilled workers and dampening of foreign investment. One study estimates that, if crime and violence in Jamaica were lowered to international standards, economic growth could increase by 2 to 5 percentage points. The Council thus deemed improving public security and reducing crime as the 'single-most important growth-inducing reform Jamaica can take'.
3. **Improve access to finance.** Access to finance is particularly weak for small and medium-sized enterprises, which could be the largest job creators.
4. **Pursue bureaucratic reform to improve the business environment.** A burdensome process for doing business is particularly disadvantageous for small enterprises with limited number of employees to carry out tasks.
5. **Stimulate greater asset utilization.** This includes increasing the utilization of dormant assets as well as encouraging privatization and public-private partnerships in various sectors, such as transportation.
6. **Build human capital.** Despite high levels of primary and secondary school attainment, Jamaica's labour force suffers low levels of skills training and high level of migration by tertiary graduates.

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<sup>16</sup> CAF, 2014.

7. **Harness the power of the diaspora.** Jamaica has a large diaspora (estimated at about 3 million first-generation people) that contributed almost 16 percent of GDP (US\$2.2 billion) in remittances in 2015. Policies that allow the diaspora to play a larger role in economic growth of Jamaica can have important results.
8. **Catalyse the implementation of strategic projects.** Infrastructure and sector projects can make communities more productive.

## A roadmap toward SDG implementation in Jamaica

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The implementation of the 2030 Agenda will require integrated approaches to coordinate and design sustainable development policies that generate wins on social, economic and environmental fronts while minimizing negative impacts from trade-offs. The challenges faced by Jamaica in SDG implementation are complex, including a tight fiscal space and low economic growth. Yet the opportunities to overcome these obstacles are also large if Jamaica fosters multi-stakeholder engagement to create and implement stronger and more coherent policies. The vision of Jamaica, as outlined in Vision 2030 Jamaica, serves as an axis around which efforts to implement the 2030 Agenda will be organized.

The following section identifies a number of steps towards SDG implementation in Jamaica. It starts by analysing the extent to which Jamaica's national planning documents are aligned with the specific goals and targets of the SDGs. It then dives into some of the potential areas for acceleration within the identified national priorities. It follows with a discussion on potential and innovative sources of financing and on the data required for monitoring and implementation. It then examines current institutional structures within the Government of Jamaica that have been established for SDG implementation and suggests ways in which these could be broadened to include other relevant actors. It concludes with a discussion about engaging non-governmental actors and citizens and promoting broad ownership of the agenda.



### Alignment: Assessing national priorities and the SDGs

Landing the 2030 Agenda at the country level involves aligning plans with targets and choosing actions to meet the SDGs. To carry out the analysis, UNDP reviewed 41 planning documents. These included a long-term plan,<sup>17</sup> a medium-term plan<sup>18</sup> and 39 sectoral strategies.<sup>19</sup>

Table 1 summarizes the results of the analysis. There were 115 SDG targets considered relevant for the country and, considering all planning documents, Jamaica was aligned, either fully or partially, with 91.3 percent of them. When analysing only Vision 2030 Jamaica and the MTF 2015-2018, the level of alignment, considering again the fully and partially aligned targets, is 77 percent (only considering fully aligned targets, the alignment falls to 59 percent). Figure 2 illustrates the alignment level for the Vision 2030 Jamaica and the MTF, while Figure 3 illustrates the alignment level, including also the sectoral plans.

<sup>17</sup> Vision 2030 Jamaica – National Development Plan, referred to in the document as Vision 2030 Jamaica.

<sup>18</sup> Medium-Term Socio-Economic Policy Framework 2015-2018, referred to in the document as “MTF”.

<sup>19</sup> Poverty reduction, gender; health; social security; social welfare and vulnerable groups; housing; persons with disabilities; population; education; labour market and productivity; training; science technology innovation; information, communication and technology; culture creative industries and values; sport; water; agriculture; natural resources environment climate change; urban planning and regional development; construction; mining and quarrying; energy; manufacturing; transport; services; tourism; national security and correctional services; Growth-Inducement Strategy for Jamaica in the Short and Medium Terms; Jamaica Social Protection Strategy; Jamaica National Policy for Gender Equality; Food and Nutrition Security Policy; Climate Change Policy Framework for Jamaica; The Disaster and Preparedness and Emergency Management Act, 2015; National HIV/AIDS Policy Jamaica; Post-2015 Sustainable Development Goals - Government of Jamaica National Outcome Document; Concept Paper - Sustainable Governance Framework for the Implementation of the 2030 SDGs in Jamaica; National Consultations on the SDG Indicator Framework: Jamaica (Preliminary Results); National Security Policy; and Government of Jamaica Policy Register

The main gaps identified were in the Planet and Partnerships categories. These categories are noticeable because, even considering partial alignments, they fall below the 80 percent threshold and less than half of the targets have indicators to monitor their progress.

As presented in the resolution adopting the Agenda 2030,<sup>20</sup> the SDGs are grouped into five coherent areas or themes (the '5 Ps'): People, Planet, Prosperity, Peace and Partnerships. When considering the level of alignment and the level of aggregation of all the planning documents, the following percentages (Tables 1 and 2 and Figure 3) are observed:

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<sup>20</sup> UN, 2015.

**Table 1. Percentage of alignment to SDGs of all planning documents analysed**

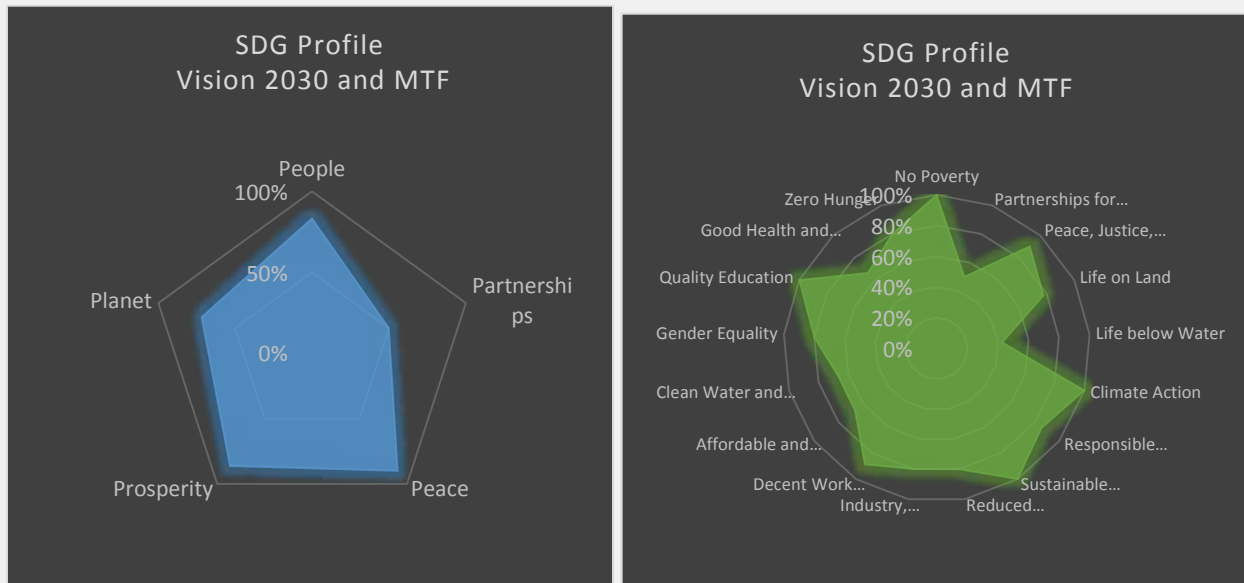
SDG	# Targets considered	# Targets aligned	# Aligned targets with indicators	% Alignment [(Targets aligned/targets considered) *100]
No Poverty	4	4	4	100%
Zero Hunger	5	5	3	100%
Good Health and Well-being	9	9	6	100%
Quality Education	7	7	4	100%
Gender Equality	5	5	4	100%
Clean Water and Sanitation	6	6	3	100%
Affordable and Clean Energy	3	3	3	100%
Decent Work and Economic Development	9	9	7	100%
Industry, Innovation and Infrastructure	5	5	5	100%
Reduced Inequalities	5	4	3	80%
Sustainable Cities and Communities	7	7	6	100%
Responsible Consumption and Production	7	7	3	100%
Climate Action	3	3	2	100%
Life below Water	7	4	1	57%
Life on Land	9	7	4	78%
Peace, Justice and Strong Institutions	10	9	8	90%
Partnerships for the Goals	14	11	2	79%
<b>TOTAL</b>	<b>115</b>	<b>105</b>	<b>62</b>	<b>91.3%</b>

**Table 2. Percentage of alignment to SDG thematic area of all planning documents analysed**

Area	# Targets considered	# Targets aligned	% Alignment
People	30	30	100%
Planet	32	27	84%
Prosperity	29	28	97%
Peace	10	9	90%
Partnership	14	11	79%

<b>TOTAL</b>	<b>115</b>	<b>105</b>	<b>91.3%</b>
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**Figure 1. Alignment of Vision 2030 Jamaica and the Medium-Term Socio-Economic Policy Framework 2015-2018 with the SDGs**



**Figure 2. Alignment of all planning documents analysed with the SDGs**

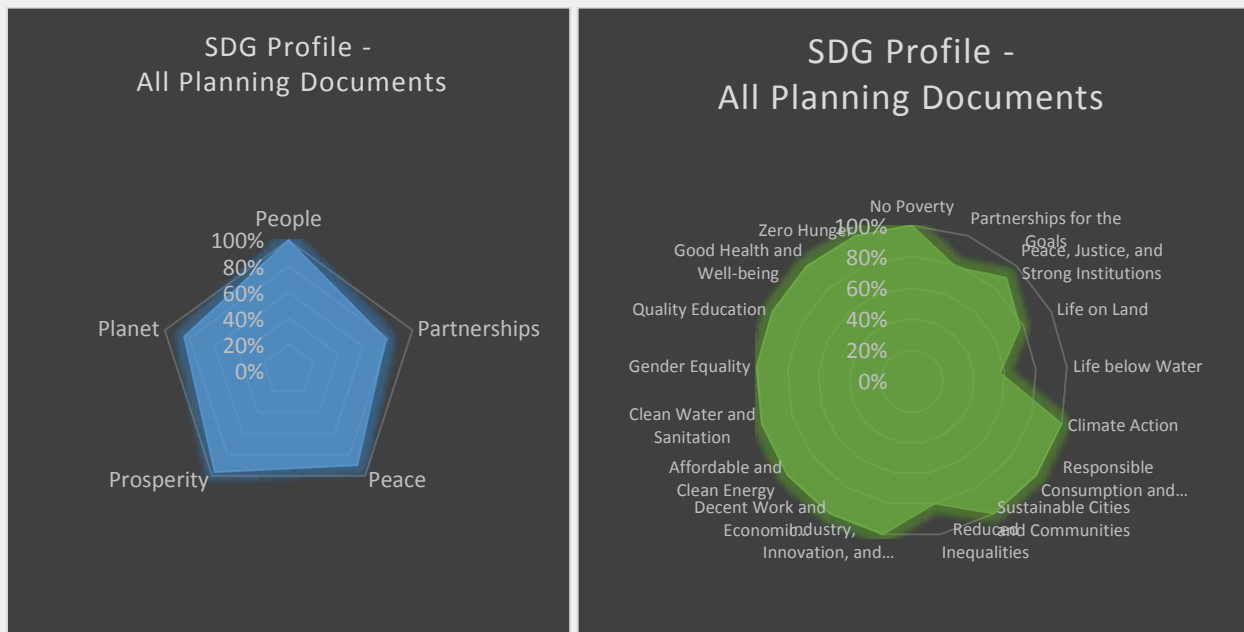
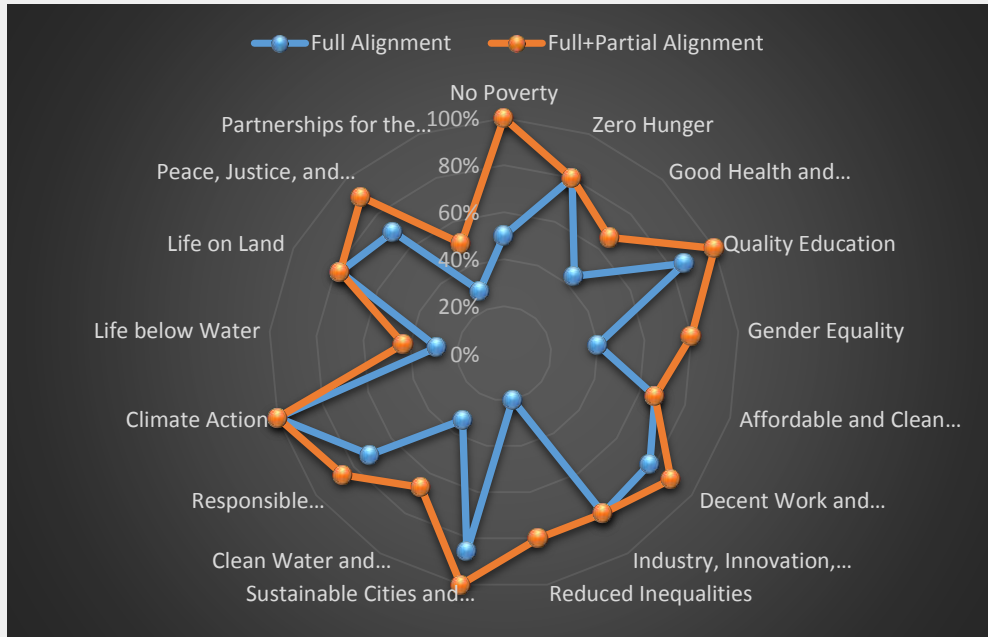




Figure 3. Fully aligned vs. full and partially aligned SDG targets



### Main gaps identified

#### SDG targets that do not have a corresponding goal or strategy within the planning documents

The main gaps in this category correspond to the goals related to the Partnership and Planet pillars. SDG Goal 17 has only 50 percent of relevant targets aligned. Goal 14 (Conserve and sustainably use the oceans, seas and marine resources for sustainable development) has three out of seven targets addressed.

Linked to the Planet goals, in Goal 3 (Ensuring a healthy lifestyle and promote wellness for everyone in all ages), one of the three missing targets is linked to the control of environmental pollution. The other two are linked to the control of harmful substances and preventing traffic deaths, which are then covered under the sectoral strategy.

Gaps under this category are grouped as follows:

- **People:**

Nutrition: Target 2.2 on ending all forms of malnutrition, including achieving, by 2025, the internationally agreed targets on stunting and wasting in children under 5 years of age and addressing the nutritional needs of adolescent girls, pregnant and lactating women and older persons; and Target 2.5 on maintaining the genetic diversity of seeds, cultivated plants and farmed and domesticated animals and their related wild species and promoting access to and fair and equitable sharing of benefits arising from the utilization of genetic resources and associated traditional knowledge.

Health: Target 3.3 on ending the epidemics of AIDS, tuberculosis, malaria and neglected tropical diseases and combat hepatitis, water-borne diseases and other communicable diseases; Target 3.5 on the prevention and treatment of substance abuse, including narcotic drug abuse and harmful use of alcohol; and Target 3.9 on substantially reducing by 2030 the number of deaths and illnesses from hazardous chemicals and air, water and soil pollution and contamination are absent.

Education: Target 4.7 on ensuring that all learners acquire the knowledge and skills needed to promote sustainable development has no equivalent.

Gender: Target 5.1 on ending all forms of discrimination against all women and girls everywhere and Target 5.4 on recognizing and valuing unpaid care and domestic work have no equivalent language.

- **Planet:**

Target 6.5 on implementing integrated water resources management at all levels, including through transboundary cooperation as appropriate and Target 6.6 on protecting and restoring water-related ecosystems are not reflected.

Sustainable Production and Consumption: Target 12.7 on promoting public procurement practices that are sustainable, in accordance with national policies and priorities and 12.8 on ensuring that people everywhere have the relevant information and awareness for sustainable development and lifestyles in harmony with nature have no equivalent targets in the Vision 2030 or MTF.

For the Life on the Oceans Goal, targets 14.1 on preventing and significantly reduce marine pollution of all kinds; 14.3 on minimizing and addressing the impacts of ocean acidification; 14.6 on dealing with harmful subsidies and 14.7 on increasing the economic benefits from the sustainable use of marine resources, including through sustainable management of fisheries, aquaculture and tourism have no equivalent language.

For the Life on Land Goal, targets 15.3 on combating desertification, and restoring degraded land and soil; 15.4 on ensuring the conservation of mountain ecosystems, including their biodiversity; 15.7 on ending poaching and trafficking of protected species of flora and fauna and 15.8 on preventing the introduction and significantly reducing the impact of invasive alien species are absent.

- **Prosperity:**

On the Affordable and Clean Energy Goal, Target 7.1 on ensuring universal access to affordable, reliable and modern energy services there is no equivalent language. Regarding the Decent Work and Economic Growth Goal, the targets not aligned are target 8.7 on eradicating forced labour, end modern slavery and human trafficking and elimination of child labour; 8.10 on

strengthening the capacity of domestic financial institutions to encourage and expand access to banking, insurance and financial services for all.

The Goal on Industry, Innovation and Infrastructure, the target 9.2 on promoting inclusive and sustainable industrialization has no equivalent language. The Goal on Reducing Inequalities has no equivalent language for target 10.1, on achieving and sustaining income growth of the bottom 40 per cent of the population at a rate higher than the national average. The Sustainable Cities Goal has the target 11.7 on providing universal access to safe, inclusive and accessible, green and public spaces, in particular for women and children, older persons and persons with disabilities without equivalent language in Vision 2030 and the MTF.

- **Partnerships:**

Under the **Technology** aspects of Goal 17 there is an absence of language on promoting cooperation on and access to science and technology and innovation (target 17.6), transfer of environmentally sound technologies (17.7) and enhance the use of enabling technology (17.8).

For **Capacity-building** there is no language on cooperation on the implementation of the SDGs (17.9). On **Systemic issues**, the language on multi-stakeholder partnership for SDG achievement (17.16), as well as the promotion of public private and civil society partnerships have no equivalent language in Vision 2030 and the MTF. Finally, there is no language on enhancing capacity to increase the availability of disaggregate data for the SDGs (target 17.18)

*SDG targets can be mapped to planning documents, but their scope and ambition as expressed in national documents is less than that presented in the SDGs*

Gaps under this category are grouped as follows:

- **People:** Targets 3.3 and 3.4 to control communicable and non-communicable diseases. Of particular concern here is the fact that the language presented applies to non-communicable diseases (NCDs) and does not take into account the specific vulnerabilities of persons living with HIV (for example, stigma and discrimination in health care settings). Targets 4.5 on gender parity in education and 5.4 on unpaid care.
- **Prosperity:** A major gap is on targets linked to combating inequalities, such as Targets 10.2, 10.3 and 10.4. Target 9.2 is not aligned and Target 11.7 on access to green areas and public spaces is focused only on sports-related activities.
- **Peace:** Target 16.2 about the end to abuse and child exploitation; Target 16.3 on ensuring equal access to justice for all; and Target 16.9 on access to legal identity.
- **Partnerships:** Target 17.6 on South-South cooperation and Target 17.14 on enhancing policy coherence for sustainable development.

A key aspect of the 2030 Agenda principle of 'leave no-one behind' is the call to mainstream gender across all national development plans instead of focusing only on particular gender-specific targets. This principle is also reflected on the 2030 Agenda as a call to analyse and disaggregate data by gender, age\* and any other relevant category to identify vulnerable groups. Jamaica and its government are firmly

committed to gender equality in all its forms, and is signatory to the corresponding Conventions. Nevertheless, the set of Jamaica’s national planning documents presents a mixed picture regarding gender. At the level of the Vision 2030 Jamaica and the MTF 2015-2018, SDG 5 is well aligned, if partial alignments are considered. Yet, when considering only the fully aligned targets, it falls to 20 percent of alignment.

The Jamaica’s Gender Sector Plan touches upon important issues related to poverty reduction, economic empowerment and violence, but does not address inequalities. The National Policy for Gender Equality touches upon all of the targets for SDG 5, except 5.6 (“Ensure universal access to sexual and reproductive health and reproductive rights as agreed in accordance with the Programme of Action of the International Conference on Population and Development and the Beijing Platform for Action and the outcome documents of their review conferences”), which is covered in the population sector plan.

The rest of Jamaica’s national planning documents do not include indicators that are disaggregated by sex, age, ethnicity and/or geographical area. They also rarely identify relevant risks or issues related to gender inequality and discrimination against women and girls. Gender-specific actions are embedded with groups with special needs. This is of particular relevance, given that over half of Jamaica's population (51 percent) is female and has disproportionately high unemployment rates.




### Prioritizing SDG accelerators
































The ambition of Vision 2030 Jamaica and the 2030 Agenda requires concerted efforts to implement policies that maximize impact across various development priorities. Not all goals can be pursued equally and in tandem. Thus, it is critical to focus on catalytic actions, or accelerators, that can have maximum impact across various goals and targets.

Accelerators are defined as interventions that increase the speed or boost the implementation of SDGs. Acceleration occurs when bottlenecks or underlying obstacles are removed. The idea is to identify obstacles whose removal can directly affect multiple development priorities and have a multiplier effect across the SDGs.

The first step in identifying accelerators is to determine the national development objectives on which to focus. Through its Vision 2030 Jamaica and Medium Term Socio-Economic Policy Framework, Jamaica’s national goals and outcomes are clearly defined. The national goals are that: (i) Jamaicans are empowered to achieve their fullest potential; (ii) the Jamaican society is secure, cohesive and just; (iii) Jamaica’s economy is prosperous; and (iv) Jamaica has a healthy natural environment. Under each of these goals, a set of national outcomes is identified. These outcomes are closely aligned to the 2030 Agenda, as evidenced by a mapping conducted by the Vision 2030 team, illustrated below.

#### Title: ALIGNMENT OF VISION 2030 JAMAICA with 2030 AGENDA SUSTAINABLE DEVELOPMENT GOALS

Vision 2030 Jamaica Goals	National Outcomes	2030 Agenda Sustainable Development Goals
	A healthy and stable population	  

<b>GOAL 1: Jamaicans are Empowered to Achieve their Fullest Potential</b>	World class education and training		
	Effective social protection	  	
	Authentic and transformative culture	With Agenda 2030, culture is viewed as a cross cutting theme.	
<b>GOAL 2: Jamaican Society is Secure, Cohesive and Just</b>	Security and safety	 	
	Effective governance	 	
<b>GOAL 3: Jamaica's Economy is Prosperous</b>	A stable macro-economy		
	Enabling business environment	 	
	Strong economic infrastructure	 	
	Energy security and efficiency	  	
	A technology-enabled society		
	Internationally competitive industry structures	    	
<b>GOAL 4: Jamaica has a Healthy Natural Environment</b>	Sustainable management and use of environmental and natural resources	   	
	Hazard risk reduction and adaptation to climate change	 	
	Sustainable urban and rural development	  	

Source: Vision 2030 Jamaica Secretariat, 2016

Under each of these national goals and drawing from discussion with relevant stakeholders, the Roadmap identifies bundles of policy interventions where acceleration efforts might be pursued. These bundles are summarized in the table below.

<p><b>Jamaicans are empowered to achieve their fullest potential</b></p>	<ul style="list-style-type: none"> <li>•Strengthen social protection outreach</li> <li>•Support provision of care services</li> <li>•Pursue multi-disciplinary efforts to tackle the drivers of NCDs</li> <li>•Address health consequences of experiencing violence in communities</li> </ul>
<p><b>Jamaican society is secure, cohesive and just</b></p>	<ul style="list-style-type: none"> <li>•Strengthen the effectiveness of the judiciary system</li> <li>•Improve policing</li> <li>•Include violence prevention programmes within education systems</li> </ul>
<p><b>Jamaica’s economy is prosperous</b></p>	<ul style="list-style-type: none"> <li>•Inclusive procurement processes targeted to MSMEs</li> <li>•Support to expand inclusive finance</li> <li>•Strengthening supply chain in agriculture, manufacturing and tourism, with a focus on MSMEs</li> </ul>
<p><b>Jamaica has a healthy natural environment</b></p>	<ul style="list-style-type: none"> <li>•Develop a land use management system</li> <li>•Manage disaster and climate risks</li> <li>•Strengthen protected areas</li> <li>•Enhance public awareness</li> <li>•Improve waste management</li> </ul>

A more in-depth analysis will be required to fully understand the drivers and obstacles as well as the acceleration solutions in these areas. Empirical evidence as well as expert testimony can develop a theory of change for these acceleration solutions.

Recognizing the fiscal constraints faced by the country and the efforts to maintain the fiscal discipline that have resulted in improved macroeconomic stability and debt reduction, the proposed accelerators reflect interventions that could be implemented within existing programmes to improve efficiency and maximize dividends across various development priorities.

The 13 acceleration initiatives are described in the section that follows.

**Jamaicans are empowered to achieve their fullest potential**

Jamaica strives to become a society that is productive, healthy, educated and protected in times of crisis. An important challenge to achieving this goal is ensuring that no one is left behind in the process. Despite important efforts to reach the poorest of the poor, it is important to recognize that some groups still face significant barriers to improved well-being. Some groups that were referred to during consultations include: rural women, youth, crime-ridden communities, workers in the informal sector, agricultural workers, the elderly and people living with disabilities.

Among the greatest challenges for these groups are: their low participation in social protection programmes, even when they are eligible, particularly among agricultural workers and informal workers; high risk and cost of non-communicable diseases; and difficulties entering the labour force, particularly among women and youth.

## Recommendations

### Strengthen social protection outreach

During consultations, social protection was often cited as a mechanism to prevent risk to poverty and other aspects of income security. In particular, the Programme of Advancement through Health and Education (PATH) was acknowledged as a key government strategy to reduce poverty. PATH is a conditional cash-transfer programme targeted to poor families with children under 17 years, adults older than 60 years, people with disabilities, pregnant and/or breastfeeding women, and/or unemployed adults between 18 and 64 years. It benefited over 120,000 people – about 4 percent of the population – in 2015. It provides cash transfers and free access to school feeding and health services. The programme is comprised of four components: (i) a health grant conditional on regular visits to health centres; (ii) an education grant for children aged 6 to 17 years, conditional on school enrolment and 85 percent attendance; (iii) a post-secondary school grant, paid out as a lump sum for children who finish secondary school and enrol in higher education; and (iv) a base benefit, established in 2010, that ensures a minimum transfer for all PATH families, including those that do not comply with any conditionality.<sup>21</sup> A study that measured the impact of PATH on children's school attendance and preventive health visits for children and the elderly found that PATH was associated with an increase in school attendance of 0.5 days per month, on average, and a 38 percent increase in preventive health visits for children aged zero to 6 years.<sup>22</sup>

In 2014, the development of Jamaica's Social Protection Strategy was spearheaded by the Planning Institute of Jamaica in broad consultation with other relevant sectors and actors. The strategy is comprehensive and embraces the notion of inclusive and systemic social protection that leaves no one behind. The strategy brings together the various policy strands, directed at promoting individual well-being into a single integrated approach that links the security, development and productive employment of human resources within a comprehensive scheme.

To maximize the already positive impact of social protection on the development objectives of the country, the following proposals were discussed during consultations:

- **Pursue outreach efforts to ensure that beneficiaries access social protection programmes.** Despite the large extent of the social protection programmes, particularly the PATH and rehabilitation programmes, there was a sense among stakeholders that not everyone qualifying for benefits is actually enrolled in these programmes. It is estimated that 40 percent of the lowest quintile had not applied for benefits. A number of reasons were cited to explain this, including stigma associated with being a PATH beneficiary, lack of information and perceptions

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<sup>21</sup> ECLAC, 2013.

<sup>22</sup> Levy and Ohls, 2010.

of ineligibility. Efforts to enrol those poor households that have not applied to the programme could have important impacts on poverty levels as well as human capital formation. One way to reach this group and address stigma could be through media campaigns that provide information on the benefits, requirements and eligibility of the programmes, though culturally appropriate media. More comprehensively, an ‘active search’ model, such as that applied in Brazil or Chile, where social workers actively search qualifying beneficiaries, could also be considered to reach that 40 percent of the poorest that is not benefiting from social protection. Jamaica already has a cadre of social workers employed by different agencies that overlap with each other in covering geographic areas. Additionally, there are also field workers from state and non-state agencies (including volunteers) that comprise an informal network of persons who are highly committed to assisting their clients. Both of these groups could be empowered to carry out the mandate of social protection systems and facilitate entry into programmes for eligible households. This proposal was set forth in the Social Protection Strategy published in 2014, but it has yet to be implemented.

- **Develop a Unified Social Registry to improve coordination, avoid duplication and provide life-cycle approach.** Using the extensive registry of the PATH programme as well as beneficiary rosters of other social protection programmes, a unified social registry could be developed as the backbone for Jamaica’s social protection system. A unified social registry would serve multiple programmes as a common beneficiary system. At an operational level, a unified social registry would allow for coordination of social protection programmes, reduce duplication of efforts (for example, of data collection), combat fraud (by keeping track of which beneficiaries are receiving which benefits), improve efficiencies (for example, common payment systems, monitoring and evaluation) and ease the transition of beneficiaries between schemes as circumstances change, thereby ensuring continuation of services as needed. They can potentially also improve social protection programmes’ responses to emergencies if they are designed to include records of households that are vulnerable.

[Support provision of childcare and care facilities to facilitate income generation of head of households.](#)

One group identified as vulnerable during consultations is young mothers, particularly those who are heads of households responsible for caring for young children and older persons and with little access to labour markets. An analysis of the drivers of poverty in the country conducted by UNDP finds that, for an average vulnerable household (defined as those living with US\$4-10/day), the probability of falling back into poverty increases by 10 percentage points (from 31.7 percent to 41.7 percent) when one additional member is added to the household – particularly one elderly individual, which increases the probability by 14 percentage points.<sup>23</sup>

Activities to strengthen early childhood centres and care facilities for the elderly and sick could potentially have a strong impact on productivity, education, health and poverty. Not only can they impact women’s decision to go back to work, but also increase older girls’ enrolment in school by releasing them from child-care responsibilities. These efforts would complement and expand existing

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<sup>23</sup> UNDP, 2016.



reintegration programmes, particularly those of the Women’s Centre Foundation of Jamaica (WCJF) which supports mothers 16 years of age and under to return to the formal school system, as well as to delay the birth of a second child. For unmarried and unemployed mothers over age 18, the Centre provides employment skills and job placement assistance. WCJF operates the program at seven centres and 13 outreach stations throughout the island.

Jamaica has already directed efforts to ensure that children have access to early childhood development initiatives, including establishing the Early Childhood Commission and implementing the comprehensive National Strategic Plan for Early Childhood Development in Jamaica, 2008–2013. These efforts need to be strengthened. However, it should also be recognized that early childhood development programmes are not the only interventions that determine women’s labour participation. They should be designed in coordination with other care services, parental leave policies and cash assistance programmes to positively shape women’s choices about employment.

#### [Pursue multi-disciplinary efforts to tackle the drivers of NCDs](#)

NCDs not only pose a serious threat to people’s lives, but they also have a devastating effect on household income, productivity and national health systems. An average individual living with NCDs uses approximately one third of household income (JM\$55,503/US\$742) on health care services and medicine purchases. National aggregate out-of-pocket health expenditure amounted to JM\$33,813 million (US\$452 million), or 3.08 percent of Jamaica’s GDP. The total annual economic burden on individuals, including indirect income loss, is estimated to have been JM\$47,882 million (US\$641 million) in Jamaica in the period 2006–2007. Managing NCDs is expensive and strains already overburdened health systems, diverting scarce resources from other important development priorities.<sup>24</sup> Jamaica is already doing a lot in the area of NCDs, as outlined in the National Strategic and Action Plan for the Prevention and Control of Non-Communicable Diseases in Jamaica 2013-2018. However, many of the interventions to tackle the major risk factors for NCDs lie outside of the traditional health sector and require a concerted effort from various sectors and a whole-of-government and whole-of-society response.

Some proposed ideas of multidisciplinary approaches to NCD prevention include:

- School-based programmes that support physical activity and improved nutrition in collaboration with the Ministry of Education, Youth and Information, the Ministry of Industry, Commerce, Agriculture and Fisheries and the Ministry of Culture, Gender, Entertainment and Sport. These could include programmes to provide food and nutrition education in schools and integrate topics such as dietary diversity and the importance of exercise for the prevention of NCDs. This could also include increased efforts to diversify school meals through local procurement of foods, such as fruits, vegetables and fish purchased from local producers. This could revitalize local production, generate income and jobs amongst local suppliers and improve the quality of products through the definition and adoption of food safety standards. School gardens could also be considered.

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<sup>24</sup> World Bank, 2008.

- Linking already existing cash-transfer programmes, specifically the PATH and the Rehabilitation Programme, to complementary programmes to improve NCD prevention, such as information and education on tobacco and alcohol use, the importance of healthy lifestyles, etc. A number of countries have successfully adopted a ‘cash plus’ model linking cash transfers to complementary inputs that will further strengthen and expand positive outcomes. The ‘plus’ component could be designed in Jamaica to advance NCD preventive behaviours or for early detection.
- Policies that promote healthy lifestyle choices and effectively reduce NCD risk and the national disease burden, such as greater taxation on unhealthy products like tobacco, alcohol and sugar. For example, in August 2015, Barbados introduced a 10-percent sugar tax on all carbonated soft drinks, sports drinks, sweetened fruit juices and juice drinks as a public health measure to reduce consumption of high-sugar beverages in an attempt to tackle rising obesity rates and related conditions including diabetes, heart disease and cancers. Interventions such as tobacco taxation can yield public health benefits and generate revenue to finance Vision 2030 Jamaica.

Develop community-based programmes with trained professionals to deal with post-traumatic stress, depression and the consequences of experiencing violence in communities.

Living in communities where violence is common can have important repercussions for the mental health of individuals, hampering cognitive development in children and hindering productivity in adults. It can also result in the ‘normalization of violence’, which can lead to more people living violent lifestyles. Programmes that help individuals cope and process the traumatic events to which they have been exposed can break the cycle of violence, prevent costly physical and mental ailments and prevent other social impacts.

In Jamaica, the numbers of individuals affected by gang violence and gender-based violence calls for systematic and comprehensive community-based responses to manage the health consequences of exposure. This would require the integration of several key response components, including immediate-response service, outreach to survivors, early identification and monitoring of those at risk, early intervention counselling services and training and supporting providers. These services should encompass trauma survivors and their family members and should target a range of potential negative outcomes, including post-traumatic stress disorder, depression and substance abuse.

Additionally, the focus on such programmes should extend to a wider society. The Jamaica National Crime Victimization Survey shows that fear of crime and issues of insecurity expand well beyond the more violence prone communities. For example, according to the survey 63 per cent of female respondents, and 50 percent of male respondents are worried or very worried about being a victim of a robbery.<sup>25</sup>

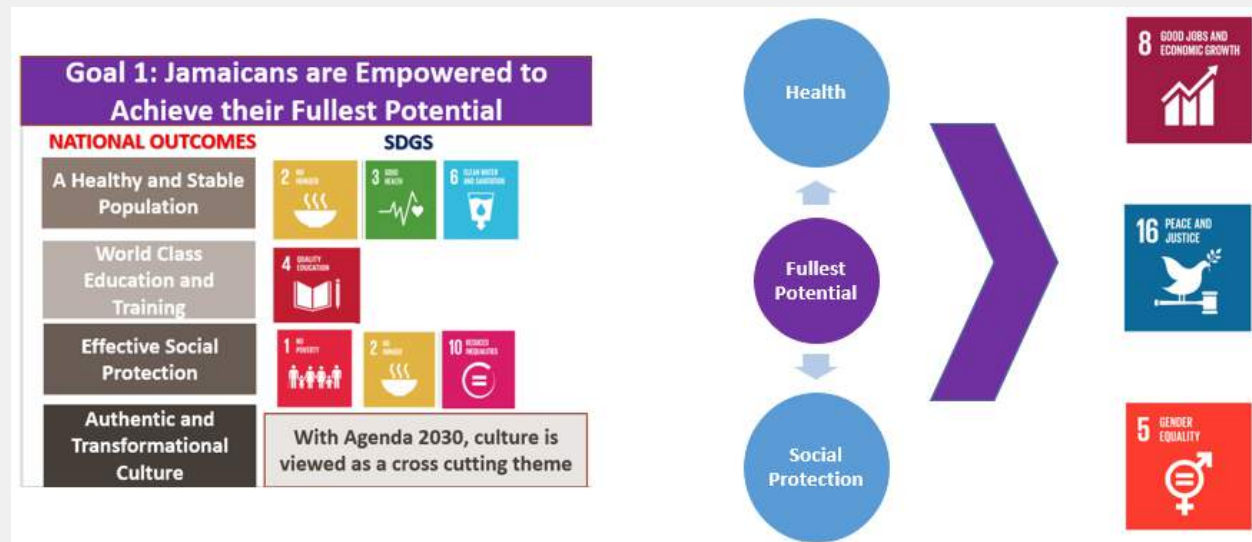
#### SDG impact

Emphasis on the above-mentioned accelerators to achieve Jamaica’s first national goal of empowering Jamaicans to achieve their full potential will not only contribute towards the SDGs 1, 2, 3, 4, 6 and 10, as

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<sup>25</sup> Ministry of National Security, 2009.

mapped by the Vision 2030 team. It will also have important implications on economic growth (Goal 8) by improving the productive capacity of Jamaicans through improved health, education and access to labour markets. Additionally, these accelerators can have strong implications on gender equality (Goal 5), particularly as they relate to recognizing and valuing unpaid care and domestic work through the provision of public services and improving young mothers' and caretakers' ability to pursue income-generating activities. Finally, they can also have a strong impact on peace and security, particularly if health interventions focus on the psycho-social impacts of violence and aim to break cycles on violence within communities. Social protection, if inclusive, can also help improve social cohesion and rule of law.



### Jamaican society is secure, cohesive and just

One particular challenge to citizen security and cohesion is that the Jamaican society is fragmented and violent. Particularly when it comes to Jamaican boys, there is a strong sense that they are being left behind by a combination of low expectations, lack of role models, a skewed sense of masculinity and strong presence of violence in communities. This, in turn, results in young men joining gangs as a means to respect, recognition and material gains, thereby perpetuating a cycle of violence.

Statistics indeed support this notion. Although primary and secondary enrolment in Jamaica is almost universal, enrolment after the 9<sup>th</sup> grade falls significantly, particular for boys. This is even more so for boys in rural areas. At the tertiary education level, more than two thirds of graduates are female. Adolescent fertility rates are also high, at 72 per 1000 women. The rate of single female-headed households was 47.1 percent in 2015. The absence of fathers has a significant impact on the family as a whole, but particularly impacts girls and boy's development, as they grow up with anger, resentment and a lack of positive male role models. One study from Jamaica links the lack of parental figure with delinquency and weaker educational attainment.<sup>26</sup> There is a large and growing number of children in state care, more than doubling from 2,118 in 2001 to 5,798 in 2011.<sup>27</sup>

<sup>26</sup> PIOJ, 2014.

<sup>27</sup> PIOJ, 2014.

There are also high levels of unattached youth, defined as those who in the 14-to-24 age group, unemployed or outside the labour force, and not in school or in training. 23.9 percent of male youths and 37.9 percent of female youths are unemployed, compared to the national average of 15 percent. Disaffected youths frustrated by limited legitimate opportunities for improving their life circumstances and social mobility often end up pursuing illegitimate gang-related activities that promise quick profits. These processes break down social cohesion by supporting a 'gang culture' that has resulted in one of the highest murder rates in the world. It is estimated that there are over 250 criminal gangs in the country.

Violence in communities affects women and men differently. The majority of homicide victims across Jamaica tend to be poor male youths. However, there is an extremely high incidence of male-on-female gender-based violence. Jamaica, and the Caribbean small island nations as a whole, have some of the highest levels of rape in the world.<sup>28</sup>

Violence and a fragmented society have negative effects not only at a personal level, but also at the community level and ultimately on economic growth. As the recommendations by the Economic Growth Council state, crime and citizen insecurity increase the cost of doing business, reduce productivity and increase health cost significantly. To strengthen social cohesion and community security, a number of priority areas are identified.

## Recommendations

### Strengthen the effectiveness of the judiciary system

The slow rate at which justice is processed is of particular concern in improving citizen security and social cohesion. Many cases remain unresolved for many years in the court system, making it more difficult to serve justice and failing to deter crime. Some specific ideas to strengthen the judiciary include:

- Strengthening the management of the chain of evidence. This is of critical importance because currently many charges are dismissed due to weak management of evidence, which results in inconsistencies and technical errors. Strengthening the chain of evidence would require establishing clear protocols and training officers on the preparation and recording of witness statements, the elaboration of police reports and how evidence is managed at crime scenes. It also requires protocols on how evidence should be stored and transported to the police storage facility, the forensic laboratory and the court.
- Establish witness protection protocols that reduce the risks to which witnesses are often exposed. According a national security policy document,<sup>29</sup> witnesses sometimes have to sit in the same waiting room as the accused and their identities are usually known, which makes them and their families easy targets for retaliation or intimidation. This results in many witnesses refusing to provide testimony, which hinders law enforcement.

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<sup>28</sup> UNDP, 2012.

<sup>29</sup> GOJ, 2014.

- Encouraging the use of the Evidence (Special Measures) Act, 2012, which allows testimonies to be given from remote locations via live streaming. This will reduce the risks of intimidation of witnesses, facilitate testimony for certain groups (such as the elderly, who are often targeted as victims of scams), facilitate testimony for those in other countries and, in case of the witness being a child, could protect her from the trauma of appearing in court. The Evidence (Special Measures) Act can also be used to reduce the need to transfer prisons in custody between the correctional centres and the courts, which will increase security and reduce cost.<sup>30</sup>

#### Improve policing

A number of challenges face the police services of Jamaica, including the challenge of improving effectiveness and responsiveness to the security demands of citizens and corruption that compromises performance and weakens public confidence. The Jamaican Constable Force (JCF) was established in 1867 and was last significantly restructured in 1935. It is largely shaped by paramilitary styles of policing, which has perpetuated a deep mistrust in the police among many community members, especially in the urban communities most affected by crime.

In this context, it is imperative that the police force be strengthened. This is indeed one of the recommendations of the Economic Growth Council, recognizing the high cost of crime to Jamaica in social and economic terms. Some specific proposals to strengthen the police service arising from consultations with stakeholders include:

- Improve crime scene management to ensure better quality investigations and to retain the confidence of jurors. This includes improving the management of evidence and forensics and will require specialized forensic training for officers, who often are the first responders at crime scenes, and increasing the number of government pathologists.
- Reallocate resources towards preventive and community policing. High visibility of police in violence-prone areas can deter future crime and reassure communities and make them feel safer.
- Continue to train police officers in the use of non-lethal options to decrease rates of use of lethal force. Additionally, provide counselling and adequate psycho-social support for police and security forces, especially first-responders and others who are exposed to serious risk and trauma.

#### Include violence prevention programmes within education systems

The socialization of males towards a life of crime and violence starts at an early age. Early and protracted exposure to violence is part of the socialization experience that results in violent behaviour. A local study conducted by the Jamaica Constabulary Force in 2014 identified links between the behaviour patterns of children and later anti-social conduct. It finds that many young men who engage in criminal activities were frequently absent from school, exhibited cognitive or social irregularities, were not assessed or treated adequately, had little or no effective family or teacher support, had dropped out of school or had graduated with inadequate or no certification.

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<sup>30</sup> GOJ, 2014.

It is necessary to alter the socialization process in order to break the cycle of violence through wide-ranging interventions that touch on the environments where children spend time during formative years, including school, church and/or family. This will be a medium- to long-term intervention, but can have significant impacts on crime levels as well as education and social cohesion. Some proposals from consultations include:

- Strengthen the presence of positive male role models in schools and communities to help change values and attitudes of young man towards violence and crime. Often, young males see violence and crime as the only means to attain success, recognition and respect and do not see school as a 'way out'. Strengthening the presence of positive role models for Jamaican youth will require recruiting male teachers and school staff, establishing mentorship programmes and training and sensitizing teachers on gender socialization and its impact on males and females.
- Sensitize students, parents, teachers and principals to gender issues and dynamics. This could be done in school through the schools' life skills curricula and other programmes and through churches or community organizations. This includes initiatives that enable students to discuss choices that are not based on traditional gender stereotypes and that improve gender relations among students. It should also include awareness programmes on equitable and fair treatment of boys and girls at home and in school.
- According to UNICEF, violence begins in the earliest years of a child's life, with Jamaican children between ages two and five commonly subjected to punishment using forms of violence.<sup>31</sup> Boys are punished more frequently and with more severity, while young girls are more likely to be victims of sexual abuse. Many Jamaican children grow up without a father figure. All of these attitudes weaken social cohesion and perpetuate a culture of violence and crime. To address this, it is important to promote the role of families in communities to reduce the vulnerability of young men and women to crime, gender-based violence, teenage pregnancies, mental health problems, etc. Churches and community-based organizations have a strong role to play in promoting healthy family relations and protecting children from abuse.

#### SDG impact

Social cohesion and security underpin the capacity of the state to implement policies to achieve the SDGs. Thus, beyond contributing to SDG 16 on peace and justice, acceleration towards achieving social cohesion and security can improve gender equality and the sustainability of cities and reduce inequalities, as identified by the mapping of national goals and outcomes of the SDGs. Additionally, the accelerators proposed for this goal will contribute to education (Goal 4), poverty reduction (Goal 1) and economic growth (Goal 8) by altering the current structure where entering a life of crime is more

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<sup>31</sup> UNICEF, 2008.

lucrative and valued than obtaining an education and entering the labour force.



### Jamaica's economy is prosperous

As Jamaica starts to see the benefits of its prudent macro-economic management as reflected in the positive GDP growth performance of 1.4 percent in the 2<sup>nd</sup> quarter of 2016, it is important to intensify efforts to achieve inclusive and sustainable economic growth. On its own, economic growth does not necessarily translate into poverty reduction, improved equality, job creation or secure livelihoods unless policies and programmes are put in place to ensure that the benefits of that growth are broad and reach populations who are not actively participating in the economy.

Pivotal will be the creation of an enabling environment that distributes the benefits of economic growth to the poorest and most vulnerable and in a manner that creates sustainable employment opportunities, enables private sector expansion and stimulates entrepreneurship and innovation.

During consultations with stakeholders in the economic sector, there was a general view that the economy is moving in the right direction. However, there were concerns about the perception of increasing levels of poverty (especially in rural areas), youth unemployment, the situation of males (particularly with respect to their reluctance to pursue higher education) and the limited support for MSMEs to transition to sustainable enterprises. Some issues requiring attention include:

- Improving the efficiency and flexibility of the labour market by focusing on five thematic areas: social protection; labour policies & legislation; technology, productivity and innovation; education & training; and industrial relations. This is being done through the Labour Market Reform Commission which will submit recommendations in this regard to Cabinet.
- Barriers preventing firms from formalizing their activities should be identified, with a focus on increasing access to finance and strengthening business support services. It was noted there that a Secured Interest in Personal Property Act (SIPPA) and an accompanying Collateral Registry were established to accommodate the use of more non-traditional forms of collateral. However, there has been low up-take by financial institutions. The initiative is therefore being reviewed

with a view to strengthen its effectiveness. A National Financial Inclusion Policy has been developed and is intended to aid in reducing the number of unbanked individuals and MSMEs.

- Value chain analysis should be conducted to improve the inter-connectedness of industries.
- Export diversification as a possible avenue to strengthen the domestic manufacturing industry

### Recommendations

Given the aforementioned challenges, three distinct strategies worth prioritizing to ensure inclusive economic growth are:

#### [Inclusive procurement processes targeted to micro, small and medium-sized enterprises \(MSMEs\)](#)

Inclusive procurement refers to an approach where private and public sectors reach out to and include all types and sizes of businesses in procurement transactions, resulting in a fairer and more robust economy. Indeed, the Jamaica Public Sector Procurement Strategy of 2010 recognizes that public procurement is a national economic driver and, as a principle, identifies MSMEs as a target group for public sector procurement activity.

In this regard, the National Procurement Policy identified three actions that are helpful to inclusive procurement:

- Set-asides for SMEs
- The application of domestic margins of preference
- Domestic content requirements

Developing inclusive procurement strategies such as a platform to connect large private and public sector firms to SMEs (with a focus on youth and women) is worth considering as a means to implement the relevant provisions of the national MSME Policy and the National Procurement Policy.

It may also be necessary to ensure policy accountability at the highest level of government for small business access to public procurement and, for that matter, small business support through cabinet-level reporting (as is done in countries such as the United States and Germany) and to encourage joint bidding through partnerships and consortiums, with SMEs being more proactive in establishing ways of fitting into supply chains. Where a SME can supply part of a service, there needs to be an opportunity to seek out a complementary SME to partner with or to supply other areas and present a joint pitch. This can take a number of different guises, from staff or individuals being seconded in for the lifetime of the contract to deliver a certain skill set to one enterprise being the lead partner and distributing work to others through subcontracting.

#### [Support to expand inclusive finance by reviewing credit systems and business development ecosystems](#)

Several recommendations have already been identified by the National Economic Growth Council. Full implementation of these recommendations to improve access to finance in Jamaica will augur well for MSMEs. It may also be useful to consider the following additions:

- Developing large-scale business incubators to help growth-oriented and innovative MSMEs to more predictably and reliably access the business development and advisory services



they need, when they need them, such as marketing, financial planning, accounting, among others

- Innovative risk insurance schemes targeted to small and medium-sized enterprises that help to incentivize risk-taking and protect businesses from environmental and economic shocks

### Strengthening supply chain in agriculture, manufacturing and tourism, with a focus on MSMEs

It was pointed out that linkages councils exist for the agriculture, tourism and manufacturing industries to strengthen the value-added in these industries and to minimize import leakages. This very positive step should be prioritized, especially in the context of MSME development. It may also be worth considering the establishment of an electronic platform (or another more appropriate mechanism, such as a desk in the Ministry of Industry, Commerce, Agriculture and Fisheries) as a clearinghouse to facilitate access to information and brokering of partnerships among large, medium-sized, small and micro firms in these key sectors, since access to information and knowledge of whom to contact in larger firms is often a significant barrier to small business insertion in supply-chains.

### SDG impact

Economic growth that is inclusive and sustainable is not only one of the SDGs (Goal 8), but also a requirement for the achievement of the agenda as a whole. Beyond the identified SDG impact of each on the national outcomes within this goal, the accelerators proposed above can drive progress in poverty reduction (Goal 1), gender equality (Goal 5), inequality reduction (Goal 10) and peace and justice (Goal 16) by strengthening and empowering the capacity of MSMEs to secure livelihoods, generate jobs and grow.



### Jamaica has a healthy natural environment

A challenge for Jamaica as it seeks to increase and sustain economic growth is to effectively manage adverse environmental trade-offs and, indeed, ultimately to decouple economic growth from environmental degradation, especially since the country's economy is highly dependent on its natural

resources. In this context, continued efforts are needed to protect the biodiversity of the nation and the ecosystem services provided. Such services include the regulation of water quantity flows and quality, stabilization of hill slopes and coastlines from landslides and erosion, preservation and protection of environmental resources (especially the coastal eco-system) for mitigating disaster risks, flood control, and pollination of food crops, amongst others. The protection of structure and function will be critical to maintain the option of future economic development, such as the diversification of tourism and agriculture, key sectors for achieving the enhanced medium-term economic growth targets. Moreover, ecological 'infrastructure' – mangrove forests, wetlands hill forests – will be critical in buffering communities from the impacts of storms, the frequency and intensity of which are expected to increase with anticipated climate change.

The environmental threats to be managed in Jamaica include construction and infrastructure development in sensitive coastal areas, deforestation for agriculture (including coffee cultivation in the uplands), terrestrial and aquatic pollution from improper waste disposal (i.e., oil spills, solid waste disposal, inadequate sewage treatment), use of pesticides and fertilizers that impact pollinators and lead to eutrophication problems in wetlands and coastal areas<sup>32</sup> and the continued depredation by invasive alien species (such as lionfish (*Pterois volitans*), red-claw crayfish (*Cherax quadricarinatus*), Indian mongoose (*Herpetes javanicus*) and Australian box weed (*Pittospor umundulatum*)). Different solutions should address these various threats. For instance, the country will need to continue to invest in controlling existing invasive alien species and prevent or reduce the introduction of new ones. Similarly, improvements in solid waste and effluent treatment infrastructure and collection will be needed; this is dealt with in the section 'Improving Waste Management' below. In summary, Jamaica's economic development and social well-being are dependent on sustainable management and protection of the country's natural resources.

## Recommendations

### Strengthen the land use management system

A key need in this context is to strengthen the land use/spatial planning and management framework to define the importance and sensitivity of different land and marine areas in terms of sustaining ecological structure. Critical will be the management of land use change, occurring from land use conversion to agriculture and from agriculture for developmental assets and infrastructure, infrastructure placement including residences, and placement of industrial parks, coastal development and other factors. Major developments are required by law to undergo environmental impact assessments and to secure licenses and permits. An environmental sensitivity index and spatial map for the country could be a key tool for the National Environment and Planning Agency (NEPA) for protecting sensitive areas while allowing development in others - defining areas that should remain inviolate, areas where development may be permitted with few restrictions (already converted and degraded land, for example) and measures where development may be permitted with appropriate mitigation measures. Additional work is needed

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<sup>32</sup> Nitrates and phosphates leach through the soil to contaminate coastal areas. These chemicals inhibit skeletal growth in corals and stimulate the growth of sea grasses and macro-algae on reefs (at the expense of coral formations).

on the economic valuation of natural capital, particularly in the case of safeguarding areas for the provision of ecosystem functions (rather than structure, where valuation is difficult). This would allow an easier determination of the cost-benefit calculus for development, *ex ante*.

Economic growth needs dictate that there should be more certainty regarding developments and this requires improvements in the process of securing environmental clearances and permits. The existence of such information could accelerate economic development by reducing the time needed to perform environmental assessments and to secure licenses to operate. It would also abet implementation of the mitigation hierarchy in approving development: avoid, reduce, mitigate and offset impact.

#### Strengthen disaster and climate risk management efforts

The close interface between socio-economic development, environment management, climate change and disaster risks in Jamaica makes it imperative to foster risk-informed development processes. Increasing the access of policy and decision makers to actionable risk information through detailed disaster and climate risk assessments will be necessary. This will provide the requisite evidence-base to help reduce the current annual average losses of 2 per cent of the GDP to disaster events and to promote development sustainability.<sup>33</sup> This will be specifically pertinent for key development sectors like tourism, infrastructure, urban development, agriculture, fisheries and others that face high economic instability due to increasing exposure and vulnerability to disaster and climate risks. Developing risk assessment capacities and systems at national and subnational levels to ensure systematic assessment of risks (hazards, exposure, vulnerabilities and capacities) and to generate and apply risk information in development planning and implementation at all levels while simultaneously building the capacity of national and sectoral agencies will be imperative. A specific focus needs to be accorded to understand the socio-economic vulnerability dimensions supported by disaggregated data/information. This will entail institutionalization of the national risk information systems and establishment of damage and loss accounting databases to help monitor and analyse progress towards the achievement of the SDGs as well as other global agreements like the Sendai Framework for DRR and the Paris Agreement. Additionally, it will also entail establishing continuity plans to ensure the continuity of services and businesses.

In order to reduce emissions and to build the resilience of vulnerable communities to the impacts of climate change, there needs to be more focus on implementing community-based climate change adaptation activities and initiatives. Efforts should be made, with technical and programmatic support from international organizations, to improve access to global climate financing instruments while also augmenting the domestic resource allocation for the same. This can also be complemented by improving the exploration of renewable and alternate energy sources by addressing the financial and regulatory barriers.

With nearly 54 percent of the population living in urban areas<sup>34</sup>, with the proximity of urban centres (within five miles) to the coast and with the concentration of development assets and infrastructure in

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<sup>33</sup> PIOJ, 2012.

<sup>34</sup> PIOJ, 2016.

cities, the highly urbanized context of Jamaica calls for a focus on strengthening governance mechanisms, urban development planning and management, basic services, access to affordable financing and disaster/climate risk information, etc. as critical determinants of urban sustainability, resilience and inclusiveness. This underscores the need to mainstream risk considerations into urban development and to implement a systems approach to enhance the effectiveness of urban and local governance institutions with greater community engagement.

#### Strengthen protected areas

Critical to protecting particularly sensitive areas – those of highest ecological importance – will be the strengthening and consolidation of the national system of protected areas. Jamaica has developed a protected areas action plan (2012). This has created a multi-sectoral committee to oversee management of protected areas, presently comprising 18 percent of the terrestrial surface area and 10 percent of the marine environment. Current legislation makes provision for nine categories of protected area, subject to different management norms and standards and under various management authorities. Measures are underway to improve management of protected areas as part of a national system; current efforts to improve the efficiency of government and mainstreaming biodiversity management in planning frameworks should improve performance. A number of capacity weaknesses need to be addressed relating to enforcement, inter-sectoral coordination of land use, financing and staff skills.

Investment in protected areas will be critical to the diversification of Jamaica’s tourism product. The country is expanding hotel capacity, with a target of 50,000 rooms according to the Jamaica hotel and Tourism Association. However, the focus has been on developing large, all-inclusive ‘sun and sand’ hotels in major centres such as Montego Bay, Ocho Rios and Negril. While tourist numbers are projected to grow significantly over the next decade, the dominant model of high volume, low-cost recreational (‘sun and sand’) tourism in Jamaica faces significant competition, in particular from other countries in the Caribbean – notably and presently from the Dominican Republic, but presumably also from Cuba in the future. This model also imposes substantial external costs on the natural environment. Given the projected growth in tourism and the adverse impacts on biodiversity, management of the sector will be an important element of any strategy to protect the environment and biodiversity. A key objective, therefore, should be to expand and diversify the tourism base to include more environmentally friendly operations such as ecotourism and community-based tourism.

While planned measures to improve law and order will be critical in terms of marketing Jamaica as a safe destination, highlighting and protection of the country’s natural assets will be as important. The nature-based tourism market remains insufficiently tapped. Jamaica retains critical biodiversity: it ranks fifth globally in terms of the endemism of plants amongst islands and has 323 species of birds, including 30 endemics, and important coral reefs and other coastal ecosystems. Kingston Harbour is the seventh largest natural harbour in the world and could contribute to sustainable social and economic development in the downtown and surrounding areas. Capitalization on this market segment will require the protection of areas of high biodiversity, but also the development of infrastructure, accommodation, interpretation, trails, waste disposal facilities and services, including trained guides. Although the development of this market will take time, provision should be made for it now, given limits to growth in the dominant tourism model.

### Enhance public awareness

A key point raised in the consultations with the environment constituency was the need to enhance awareness and ultimately the connection between the Jamaican people and the environment. Participants in the environmental consultation indicated there is very limited public awareness of the environmental assets of Jamaica, including endemic plants and birds that make Jamaica unique. This is further validated by the “Knowledge, Attitudes and Practice Study on Jamaica’s Protected Areas” undertaken by the *Strengthening the Operational and Financial Sustainability of the National Protected Area System Project* funded by GEF, the Government of Jamaica and UNDP in 2012.<sup>35</sup> The study finds that “low level of knowledge of the environment and of protected areas among participants prevented most persons from understanding the linkages between their own day-to-day activities and the impacts that these had on the environment or in protected areas.”<sup>36</sup> This is manifested in limited community prioritization of environmental protection and is perhaps most visible in people’s attitudes towards solid waste management, i.e., in the ‘throwaway’ culture. Solid waste disposal is a significant problem in Jamaica, demonstrated by the accumulation of garbage in settlements and aquatic environments. Although waste removal services and infrastructure remain inadequate, the problem cannot be solved without an improvement in civic mindedness, i.e., concern of the citizenry for the environment, without which the environmental dimensions of the SDGs cannot be achieved. Accordingly, it is proposed that a ‘Pride Campaign’ be pursued, led by a multi-stakeholder coalition to build consciousness amongst the Jamaican citizenry about the importance of the environment to Jamaican identity.<sup>37</sup> Such a campaign would need to involve multiple actors, including the private sector and churches.

### Improve waste management

The consultations revealed that inadequate management of waste posed a serious challenge to the country. Improper waste management can result in environmental, social and economic risks, as evidenced by water and air pollution, respiratory and other illnesses and the temporary shutdown of schools and businesses caused by massive fires at the Riverton disposal site. In March 2015, the fire at Riverton cost the Government of Jamaica over J\$235 million;<sup>38</sup> previous fires have also been quite costly. Improper management of waste is a threat to Jamaica’s sustainability and to its attempts to achieve the social, economic and environmental goals of Vision 2030 and the SDGs.

Based on data from the National Solid Waste Management Authority (NSWMA), approximately 992,018 tonnes<sup>39</sup> of domestic waste were generated in 2013. Over the past 20 years, there has been a 66.7 percent increase in per capita generation of solid waste: from 0.6 kg/person/day in 1996 to 1

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<sup>35</sup> GEF et al 2014.

<sup>36</sup> GEF et al, 2014. P.3

<sup>37</sup> A successful campaign has been run in the Caribbean in St. Lucia, focused on the endemic St. Lucia Parrot as a symbol of St. Lucian identity and pride. Similar campaigns have been successfully run elsewhere, notably in Rwanda for the mountain gorilla.

<sup>38</sup> Office of Disaster Preparedness and Emergency Management.

<sup>39</sup> This figure is based on NSWMA estimate of 1 kg per capita per day.

kg/person/day in 2013. Domestic solid waste represents approximately 70.0 percent<sup>40</sup> of the estimated total solid waste generated, while commercial/industrial solid waste represents about 30 percent.

The NSWMA was established in 2001 and has the sole jurisdiction for solid waste management in the country. Collection and disposal of waste is organized around four wastesheds: North Eastern Parks and Markets (NEPM), Metropolitan Parks and Markets (MPM), Southern Parks and Markets (SPM) and Western Parks and Markets (WMP). A wasteshed is all areas of a region from which waste is collected and hauled to a common disposal site.

The following major issues were cited as hampering adequate management of waste:

- The increasing generation and complexity of waste (e.g., solid, hazardous, electronic)
- The dual role of the NSWMA as regulator and operator
- Inadequate resources to address waste collection
- The need for a clear policy direction for waste prevention, minimization, diversion, reuse, recycling, energy recovery and disposal (the waste management hierarchy). Policy direction on waste to energy.
- Inadequate awareness about waste management

In order to improve the management of waste, the country will need to consider the following:

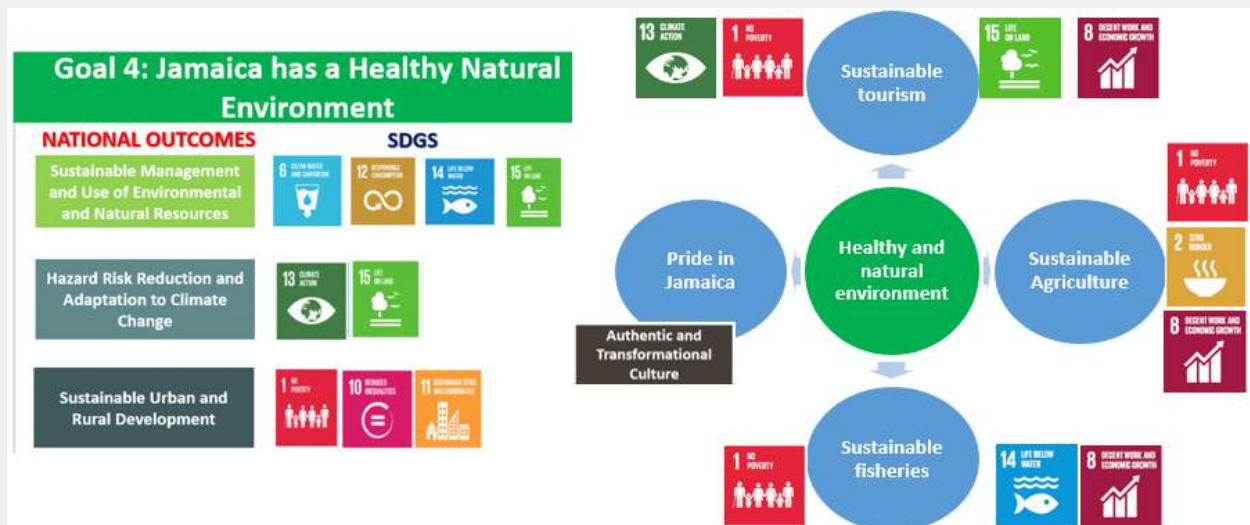
- Utilize waste as a resource. The country has identified opportunities for waste-to-energy operations, recycling and re-using waste and creating products from waste. More than half of domestic waste is organic, which provides options for composting. Waste as a resource should be maximized for economic development while improving environmental sustainability. Waste separation is integral to using waste as a resource.
- For greater effectiveness and efficiency, the separation of the dual functions of the NSWMA as regulator and operators should be considered. Public-private partnerships for waste management could be explored.
- Systems to minimize the type and volume of waste generated should be put in place. This would significantly decrease the amount of waste for disposal and lessen the cost of waste collection and disposal. The social and environmental benefits would also be considerable.
- An extensive public campaign to change attitudes and behaviours towards proper waste management could be facilitated. This could be subset of the Pride Campaign mentioned above.

#### SDG impact

The environment is closely interlinked to the social and economic dimensions of the SDGs. Progress towards a healthy natural environment in Jamaica will have strong implications on poverty reduction, nutrition, economic growth and the reduction of inequalities.

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<sup>40</sup> Estimate based on NSWMA figure.



## Financing for development

Against a challenging economic background, Jamaica needs to find new and creative ways to meet the financing challenges to achieve its development outcomes. Improved outcomes across the national priorities outlined in Vision 2030 will require more investment, but money alone will not be sufficient: the *quality* of financing is critical to identifying interventions that can be catalytic and drive positive outcomes across multiple SDGs.

## Domestic resources

Tax revenues in Jamaica accounted for over 25 percent of GDP in 2015, driven by strong arrears collections and improved tax filing. This compares well with the tax revenues of other small island developing states (SIDS). Recent tax policy reforms include: (i) transparency incentives that minimize the room for ministerial discretion; (ii) broadening of the Government Consumption Tax (GCT) base to include government purchases, electricity and some foodstuffs; and (iii) the implementation of the Employment Tax Credit. Capacity-building in tax and customs administration also played a significant role in improving compliance and doing business. The IMF estimates that further improvements in compliance could increase the tax base by as much as 5 percent of GDP, though this would be achieved chiefly through increases in the GCT.

Customs administration reforms have yielded fruit and have focused on capacity-strengthening, with the hiring of new auditors for the Post-Clearance Audit Unit and the implementation of new software to track imports and exports and ensure that proper duties are paid.

## Improve capacity for tax audits to address transfer pricing

A particular tax issue in Jamaica (as in many developing countries) is that of transfer pricing. Transfer pricing manipulations can lead to significant losses in tax revenues. In 2015, the anti-avoidance provisions in Jamaica’s Income Tax Act were amended by Parliament to introduce transfer pricing rules applicable to transactions between connected persons. The new rules are based on Organization for Economic Co-operation and Development (OECD) standards and define the ‘arm’s length’ principle for transactions between connected persons, regulate the criteria taxpayers must follow to perform a

comparability analysis and establish the transfer pricing methodology to apply when assessing the ‘arm’s length’ principle.

While this is a welcome step, the enforcement of these regulations remains a challenge. Tax administrations are on the frontline in the battle against tax avoidance and tackling complex international tax arrangements that divert profits otherwise liable for corporate tax calls for skilled tax auditors. A well-trained tax team can identify high-risk cases and uncover the arrangements that strip much-needed tax revenue from governments.<sup>41</sup>

#### Explore options for the implementation of various forms of ‘green fees’

Several SIDS have implemented or are exploring various forms of ‘green fees’ as a tool to raise additional revenues in particular for investments in environmental conservation. Palau’s green fee, which raises over US\$3 million annually, is an important success story. The applicability of these kinds of schemes to Jamaica could be explored and the potential revenue generation capacity simulated.

#### Development finance assessments

Development finance assessments (DFAs) help governments to situate and analyse overall flows of development finance. They support governments to consider strategies and policy options for effectively managing different financing flows and help them to understand what different financing flows mean for their development context in order to:

- 1) Use existing sources of development finance more catalytically
- 2) Draw on evidence and data to inform development cooperation dialogues with key development partners

DFAs have been carried out by UNDP in 15 African and Asian-Pacific countries, including in Viet Nam, the Philippines, Papua New Guinea, Lao PDR, Bangladesh and Mozambique. The DFA for the first SIDS – Fiji – is currently being completed. UNDP can share it with the Government of Jamaica to see whether this kind of comprehensive analysis would be useful to them.

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<sup>41</sup> UNDP and the OECD are assisting Jamaica under the new Tax Inspectors Without Borders initiative (TIWB), a joint initiative to help developing countries to build tax audit capacity. TIWB facilitates well-targeted, specialized tax audit assistance in developing countries. Under TIWB, tax auditors work with local officials of developing country tax administrations on tax audits and related issues. TIWB aims to transfer technical know-how and skills to developing countries’ tax auditors as well as share general audit practices. TIWB programmes can include: pre-audit risk assessment and case selection; investigatory techniques; audit cases involving transfer pricing issues; anti-avoidance rules; or sector-specific issues relating to, for example, natural resources, e-commerce, financial services or telecommunications.

It will be critical to continue the roll-out of a TIWB programme in Jamaica that can be expanded in the future. The initial mission consisted of a scoping exercise to ascertain the country’s priorities and to develop a programme of work that responded to them.



### International sources of financing

Jamaica is not a major recipient of official development assistance (ODA) from the OECD-DAC donors and is eligible only for non-concessional finance (i.e., IBRD loans) from the major multilateral lenders such as the World Bank. Jamaica is also not eligible for IDA financing under the ‘small island exception’ employed by the World Bank because it has access to capital markets. These realities have exacerbated Jamaica’s dependence on more expensive, pro-cyclical and short-term private sources of finance. Net ODA received amounted to less than 0.5 percent of Jamaica’s GNI in 2014. Multilateral financing is extended as non-concessional long-term loans, chiefly for infrastructure. Consequently, Jamaica is one of the world’s most severely indebted nations. This debt exerts a heavy fiscal toll on the island and reduces the amount of resources available for investments in key areas such as education and health, as well as capital spending.

### Debt-for-Nature Swaps

The Nature Conservancy is looking for opportunities to carry out a debt swap in Jamaica, and is seeking to identify debts that it can buy back at a discount and use the funds ‘released’ through this buy-back to establish a trust fund for investments in nature conservation projects. Discussions are in an early phase and, on average, debt swaps take around four years to conclude. A debt swap of this variety was recently concluded in the Seychelles. These efforts should continue to be pursued.

### Blue economy investments

The concept of the ‘blue economy’ is increasingly popular. While not well defined, the term ‘blue economy’ is broadly understood to be economic activity that is in balance with the long-term capacity of ocean ecosystems to support this activity and to remain healthy and resilient. New opportunities are emerging for investing in the ‘blue economy’ and in coastal and ocean health and ecosystems. This comprises activities such as offshore renewable energy, sustainable aquaculture, deep seabed mining, marine biotechnology and ocean monitoring and surveillance, which all provide opportunities for economic growth and more diversity in the ocean economy. There are also new investment and financing mechanisms around non-market assets and services (investing in marine protected areas and in the health of special ecosystems such as mangroves, for example). Impact investors and public sector finance providers are also looking at the opportunities offered in this area.

Several SIDS are now exploring options for catalysing new investments in ocean health and ecosystems. One example is the Seychelles’ ‘blue bonds’ initiative. Modelled on green bonds, blue bonds target socially and environmentally responsible investors, with the proceeds used to fund investments in sectors such as sustainable fisheries development. ‘Blue economy’ conferences, such as the one held in Grenada in May 2016, have meanwhile focused on how to expand various blue finance initiatives and concepts, such as blue bonds, debt-for-nature swaps, blue carbon and ocean venture capital.

Driven by a confluence of policy factors and market interest, this trajectory indicates the potential to ‘scale’ investments into a variety of priority sustainable development sectors and increasingly push these propositions from a niche to the mainstream.

Properly planned and managed ocean and coastal spaces can mobilize public and private sector investment and generate strong returns and ecosystem benefits. The challenge is to identify (catalytic) investment opportunities, new and innovative financing instruments for the blue economy as well as opportunities for established industries to transition to more environmentally sustainable practices.

Often, there is limited awareness of (and capacity for) the potential of blue growth for business. These constraints are apparent on the supply (i.e., investor) and demand (i.e., developing countries) sides. Commercial investors remain cautious and most investments targeted at ocean health have been financed by public-sector institutions and multilateral development banks that have assumed the upfront risk. Many public and private economic activities that could generate blue growth and restore ocean health will carry higher upfront costs and returns that will not immediately accrue to investors. The challenge remains of how to create predictable cash flows for investors behind the valuable ecosystem services offered by the ocean.

Despite these challenges, this area offers considerable promise and Jamaica should explore some of the opportunities – including financing – that may be associated with the blue economy and that may be major drivers of growth.

#### Diaspora bonds

Diaspora bonds could be another financing mechanism for development. Diaspora bonds are fixed-income debt instruments that target a community of emigrants outside the home country, assuming that this community has emotional ties to the country. The diaspora is assumed to be willing to accept less return in order to help their home country achieve progress. Even though any person or institution can purchase the bond, preferential rates or a premium are given to members of the target diaspora. Diaspora bonds are typically long-dated, fixed-interest rate securities that can be redeemed only at maturity. Marketing pricing is based on the prime rate. The proceeds are often used to fund infrastructure investments and housing, but can also be used for balance-of-payment support.

Over 1 million Jamaicans live outside the country, accounting for an estimated 27.62 percent of all Jamaican citizens. Remittances accounted for over 15 percent of GDP in 2015. In this context, the issuance of diaspora bonds could be a means for obtaining development financing. Indeed, this is one of the proposals of the Economic Growth Council, which recommends the creation of a specialized agency to issue a diaspora bond to mobilize resources that initially would be used to refinance higher-cost debt.

Although several countries have attempted diaspora bonds, only two have been successful: Israel and India. According to an Inter-American Development Bank publication, three main characteristics seem to determine success of diaspora bonds: (i) the main reason for migration is economic, as opposed to escaping from prosecution; (ii) a perception from the diaspora of good governance and managing capacity of the home country; and (iii) good publicity and outreach. This same study assesses Jamaica's chances of success of issuing diaspora bonds as fair, given that reasons for emigration are mostly economic, but the perceived levels of corruption are somewhat high (ranked 83 of 177 countries in the 2013 perception of corruption ranking of Transparency International). However, there are also significant transaction costs associated with this form of financing and it is unlikely the amount raised

would be sufficient to fund large investments, so additional co-financing would be necessary. Nevertheless, broader strategies for targeting and engaging the diaspora could be explored.

### Private sources of financing

#### Facilitate social impact investments

Social impact investments are those made into companies, organizations and funds to generate social and environmental impact while securing a financial return. There is global momentum for private sector actors looking to support business models that solve global issues or that at least do less harm. The SDGs and Vision 2030 can provide a framework for impact investors to see how their strategies and objectives fit into broader sustainable development efforts.

There are challenges associated with impact investment. Perhaps the most frequent constraint faced by potential investors in sustainable development projects is the absence of a pipeline of concrete proposals for sizeable, impactful and bankable projects to invest in. Facilitating impact investment will require the marketing of pre-packaged and structured projects with priority consideration and sponsorship at the highest political level. This might require specialized dedicated units, such as SDG investment development agencies, e.g., government-sponsored ‘brokers’ of sustainable development investment projects. Putting in place such specialist expertise (ranging from project and structured finance expertise to engineering and project design skills) can be supported by technical assistance from a consortium of international organizations and multilateral development banks. Units could also be set up at the regional level to share costs and achieve economies of scale.<sup>42</sup>

#### Build the business case for public-private partnerships in key economic sectors (infrastructure, ICT, logistics, blue economy)

Public-private partnerships (PPP) are a promising form of collaboration between government and the public sector to increase spending and improve access of the poor to basic services such as infrastructure, ICT, waste and energy. These partnerships are based on the recognition that the public and private sectors can benefit by pooling their financial resources, know-how and expertise to improve the delivery of basic services to all citizens and to achieve the SDGs. A recent UN Global Compact CEO survey indicates that 85 percent of businesses see cross-sector coalitions and partnerships as essential to accelerating transformation towards the implementation of the SDGs.<sup>43</sup> The appeal of PPPs is that they combine the social and environmental responsibility of the public sector with the financing capacity, technology, efficiency and innovation of the private sector.

In Jamaica, there is an opportunity to explore PPPs related to infrastructure, including energy, communications technology and logistics. Like many island nations, Jamaica is highly dependent on imported fossil fuels—more than 94 percent of the island’s electricity is generated from petroleum-based fuels—making its energy costs high and leaving it vulnerable to oil price and currency exchange fluctuations that directly impact the cost of electricity. PPPs could be explored to develop modern and

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<sup>42</sup> UNCTAD, 2015.

<sup>43</sup> Accenture, 2016.

clean alternatives to fossil fuels, which could lower the cost of energy to Jamaicans and improve the productivity of various economic sectors.

[Identifying entrepreneurial initiatives, particularly among innovative SMEs, for venture capital investment](#)  
Jamaica's micro, small and medium-sized enterprises (MSMEs) account for 90 percent of enterprises, employ 86 percent of the workforce and make a significant contribution to national GDP.<sup>44</sup> However, MSMEs face constraints to access to finance that limit their ability to invest, grow, create jobs and contribute to the economy. According to a 2010 World Bank Enterprise Survey, only about 27 percent have a bank loan or line of credit. Furthermore, more than 47 percent of small enterprises in Jamaica consider access to finance to be a major constraint.

Jamaica is already working to improve MSME financing. The Ministry for Economic Growth and Job Creation, in the context of the Jamaica Foundations for Competitiveness and Growth Project, has set aside \$850 million in the 2016/2017 fiscal year to disburse as grants and loans to MSMEs to help improve their productivity.

As a complement to these actions and to fill the financing gaps faced by SMEs, the government can also improve the venture capital market in the country and facilitate access to financial resources. Venture capital provides fresh capital to generally small and young companies. Additionally, since the success of a venture capital fund's investments is directly linked to the success of the underlying companies, venture capital firms (unlike traditional debt providers) usually provide important non-financial support to these companies, including consultancy services, financial advice, marketing strategy, training, etc.

The government can play an important role in bridging the gap between promising SMEs that need financing and venture capitalists looking to invest and can be a broker between these. This could be done through a specialized unit in the government (similar to the model discussed for public-private partnerships). The Economic Growth Council has recommended, for example, the creation of a public-private partnership to facilitate and encourage the Jamaican diaspora to invest in Jamaica. A platform called 'Global Connect Jamaica' would match local entrepreneurs with venture capitalists in the diaspora.

[Establishing a philanthropy platform to finance national development priorities](#)

Philanthropy has emerged as an important source of financing for the SDGs worldwide. More and more, philanthropy has adopted a systemic approach to funding and policy work, shifting from fragmented individual projects to long-term collaborative efforts in line with national priorities and SDGs.

The global SDG Philanthropy Platform was established in 2015 to bring together hundreds of foundations and philanthropists across many countries to create new partnerships to increase funding and create programmes that will have a greater and more sustainable impact on people's lives. A similar platform should be explored in the context of Jamaica as a bridge between national philanthropy efforts

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<sup>44</sup> World Bank, 2015 and STATIN, 2011.

and organizations and foundations that require funding. This would establish an enabling environment for increased philanthropic engagement with the SDGs and Vision 2030.

## Data, monitoring and reporting

### The National Statistical System

#### Legal framework

The statistical landscape in Jamaica is currently legislated by the Statistics Act that was adopted in 1949 and last amended in 2003<sup>45</sup> and that establishes the Statistical Institute of Jamaica (STATIN) and defines the scope of its mandate. The Act directs STATIN to collect data on population and housing, civil registration and vital statistics, trade, commerce and industry, labour, banking and finance, land and other matters.

At the regional level, Jamaica plays a lead role in the development and strengthening of a harmonized regional statistical system in support of the CARICOM Single Market and Economy (CSME). At the global level, Jamaica adheres to the UN Statistical Commission's Fundamental Principles of Official Statistics.

#### The Statistical Institute of Jamaica

The Statistical Institute of Jamaica (STATIN) is the statutory body established by the Statistics (Amendment) Act 1984 and mandated with the collection and publication of commercial, industrial, social and economic statistics and with the undertaking of censuses. STATIN is an agency under the Ministry of Economic Growth and Job Creation; it is led by a director general who reports to a board of directors. In 2015, STATIN employed 343 staff and had an operating budget of J\$733.7 million (US\$5.7 million).

STATIN's data generation activities are led by four technical divisions for economic accounting; administrative statistics; censuses, demographic and social statistics; and surveys.

**Table 3: Statistics produced by STATIN (non-exhaustive)**

Surveys	Frequency	Partners and/with other data producers
Population and Housing census	10 years (2011)	
Population Statistics	Annual	Ministry of Local Government and Community Development
Births, Deaths and Migrations Statistics	Annual	Registrar General's Department National Family Planning Board Passport, Immigration and Citizenship Agency

<sup>45</sup> Statistics Act of Jamaica, 2003.

<b>Marriages and Divorces</b>	Annual	Registrar General's Department Supreme Court
<b>Agricultural Census</b>	10 years (2007)	Ministry of Agriculture
<b>National Accounts</b>	Quarterly, Annual	
<b>Consumer Price Index</b>	Monthly	
<b>Producer Price index</b>	Monthly	
<b>Business Statistics</b>	Quarterly	
<b>Financial Statistics</b>	Monthly, quarterly, annual	Bank of Jamaica Ministry of Finance
<b>Labour Force Survey</b>	Quarterly	
<b>Inflation Expectation Survey</b>	Ad hoc	Bank of Jamaica
<b>Production Survey</b>	Monthly, quarterly	
<b>Survey of Employment and Earnings</b>	Annual	
<b>Annual National Income Survey</b>		
<b>International Merchandise Trade</b>	Annual	Jamaica Customs Agency
<b>Informal Sector Survey</b>	Ad hoc (2015)	IDB
<b>School-to-Work Transition Survey</b>	Ad hoc (2013, 2015)	Ministry of Labour and Social Security ILO
<b>National Crime Victimization Survey</b>	Triennial (2006, 2009, 2012/13)	Ministry of National Security
<b>Multiple Indicator Cluster Survey</b>	Ad hoc (2000, 2005, 2011)	UNICEF
<b>Information and Communication Technologies</b>	Annual	Office of Utilities Regulation (OUR)
<b>Caribbean Broadband and ICT Indicators Survey</b>	Ad hoc (2010)	
<b>Households Expenditures</b>		IDB
<b>Survey of Living Conditions</b>	Annual	Planning Institute of Jamaica

#### Other official data producers

In the absence of a legislative and policy framework for the national statistical system, government ministries, departments and agencies (MDA) undertake independent data collection activities to meet their specific needs. Some of the active data producers in Jamaica include: the Ministry of Education, Youth and Culture; the Jamaica Constabulary Force; the Ministry of Agriculture; the Ministry of Health; the Ministry of Local Government and Community Development; and the Bank of Jamaica.

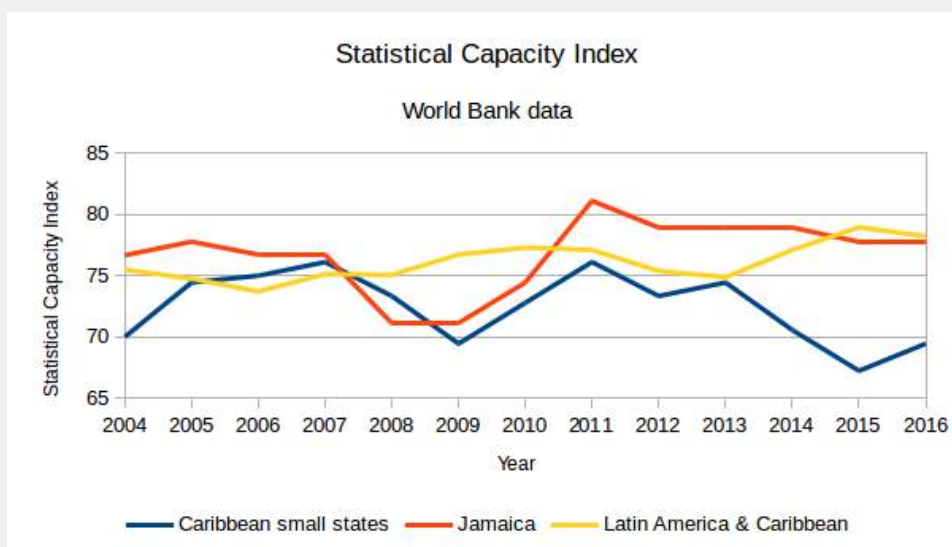
Of particular note, the **Office of Children's Registry**, established in 2007, collects statistics on reported child labour, neglect, abuse and trafficking. The **Jamaica Constabulary Force** collects crime statistics. It sits under the Ministry of National Security, which also maintains the Jamaica Crime Observatory Integrated Crime and Violence Information System, bringing together several sources of data on crime and violence. The Observatory was established in 2011 with support from the Japan Social Development

Fund. While the Office of Children's Registry publishes data on its website, crime statistics are not readily available from the Ministry of National Security or STATIN.

The **Planning Institute of Jamaica (PIOJ)** annually publishes its Economic and Social Survey based on statistics produced by various government sources. Jointly with STATIN, PIOJ also publishes its annual Survey of Living Conditions. From the first published edition in 1989, the Survey of Living Conditions included six main modules: demographic characteristics, household consumption, health, education, housing and social protection. Since 2001, the Survey has included special modules covering topics of national importance, such as youth, social safety net, environment, crime and victimization, parenting, coping strategies, remittances, and adult literacy. The 2012 edition covered early childhood development and the elderly. Statistics from the Survey of Living Conditions are not readily accessible and the Survey itself can only be obtained for a fee from the PIOJ's website.<sup>46</sup>

### Statistical capacity

According to World Bank data, Jamaica enjoys a fairly high level of statistical capacity, scoring 77.8 over 100, on par with the Latin America and Caribbean region (78.2) and well above the average for small Caribbean states (69.5).



### Data dissemination

STATIN provides access to most of its census and survey data through its website. Although there is no specific policy, STATIN's leadership has championed making data accessible online at no cost to citizens. STATIN's website will be the main platform for disseminating data on SDG indicators.

In partnership with STATIN and with support of UNICEF, the Planning Institute of Jamaica (PIOJ) maintains an online database called **JamStats**<sup>47</sup> that contains key performance indicators for Vision 2030, including statistics on the protection and well-being of children, on the performance of the

<sup>46</sup> <http://webstore.pioj.gov.jm/reportyear.aspx?SectionId=6>

<sup>47</sup> JamStats is built in the DevInfo platform developed by UNICEF. Available at <http://www.jamstats.gov.jm/>

education sector, and on select socio-economic indicators. Some of the same data is also available on the STATIN website.

The PIOJ Plan Development Unit maintains an interactive Vision 2030 **Dashboard of Indicators**,<sup>48</sup> also built on the DevInfo platform, which tracks quarterly progress against performance targets of the National Development Plan.

### Open data

The Access to Information Act 2002 requires all public sector entities to provide citizens a legal right to access official government documents. Following a World Bank-supported Open Data Readiness Assessment undertaken in 2014, the Ministry of Science, Technology, Energy and Mining launched an Open Data Initiative to develop a government-wide open data policy and to establish a legislative framework to facilitate public access to government data. As part of the initiative, the Ministry of Science, Energy and Technology maintains the **Jamaica Open Data Portal**,<sup>49</sup> which includes 27 datasets from 14 MDAs.

### Monitoring and evaluation

There is no legislative framework for monitoring and evaluation in Jamaica. In 2010, the government adopted a Performance Monitoring and Evaluation System (PMES) Framework. It provides all government ministries, departments and agencies with a formal process for developing performance indicators and targets as part of their sectoral plans and reporting on them. A Performance Management and Evaluation Unit (four staff members) in the Cabinet Office leads the implementation of the PMES Framework. The Cabinet reviews the implementation of the framework every six months.

The PMES Framework calls for the implementation of a common structure to support systematic collection of data on sector-specific indicators and on the status of government plans and programmes. The PMES Framework relies on data publicly available on the STATIN and JamStats portals. With support from the World Bank, the government has initiated the development of a Public Investment Management System (PIMS), a web-based platform under the Ministry of Finance and Public Service and hosted at PIOJ that is aimed at streamlining the planning, execution, monitoring and evaluation of government programmes.

The Cabinet Office plans to develop a proposal for a legislative framework for M&E, which would foster a culture of evaluation, clarify the roles of key stakeholders, enable the stability of M&E coordination mechanisms through political cycles and help ensure sufficient budget allocation for required capacity development, research and data collection for M&E. An assessment of M&E capacity needs is currently underway.

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<sup>48</sup> [http://devinfo.live.info/dashboard/Jamaica\\_vision2030/index.php](http://devinfo.live.info/dashboard/Jamaica_vision2030/index.php)

<sup>49</sup> <http://data.gov.jm>



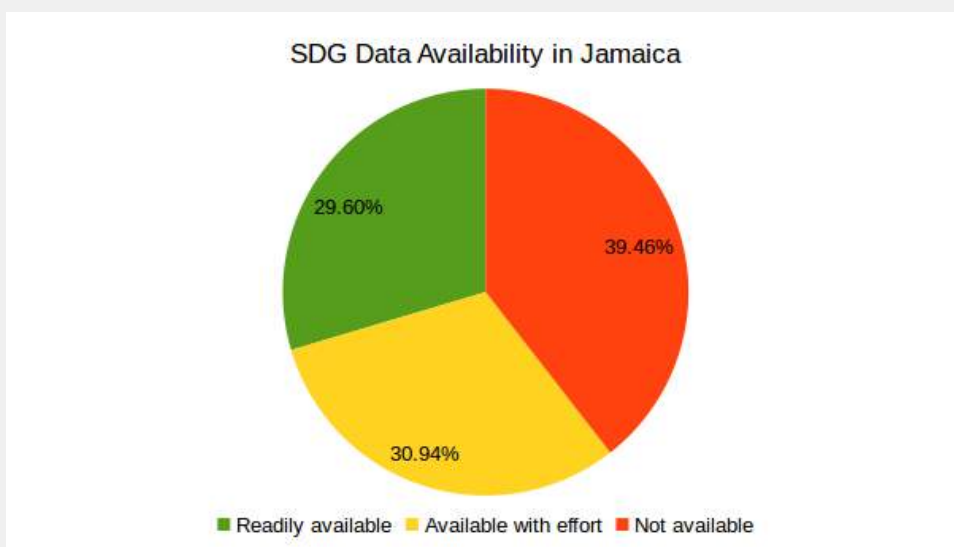
## SDG monitoring

### STATIN's role

STATIN is member of the technical core group coordinating national implementation and monitoring of the SDGs, along with PIOJ and Ministry of Foreign Affairs and Foreign Trade. It reflects the Government of Jamaica's acknowledgement of the high importance of data and statistics for the success of the new development agenda. Jamaica also plays a lead role at the global level, with STATIN representing the country and the subregion in the Inter-Agency and Expert Group on SDG Indicators (IAEG-SDGs).

### Gap analysis

In March 2016, STATIN and PIOJ convened a national consultation with data stakeholders, particularly data-producing MDAs, to assess the country's readiness to meet the reporting requirements of the 2030 Agenda. Findings from these consultations indicate that, out of 223 relevant indicators, Jamaica already produces 66 (29.6 percent) and has data to produce 69 (30.9 percent) more. Of the 88 (39.4 percent) indicators not available in Jamaica, the assessment showed the greatest gaps in SDG 12 (sustainable consumption and production), SDG 14 (oceans) and SDG 15 (land and biodiversity). The RIA analysis similarly found significant data gaps for environment-related goals.



## Challenges

### Data quality

In the absence of a national statistical system, there is no common quality standard shared among official data producers in Jamaica. However, an inter-agency Data Standards Monitoring Committee, including STATIN, the Bank of Jamaica and the Ministry of Finance and the Public Service, is tasked with guiding the country to meet the requirements of the IMF's Special Data Dissemination Standard (SDDS). The SDDS sets specific criteria for the coverage, periodicity, timeliness, accessibility, integrity and quality of disseminated data. With support from Statistics Canada, STATIN has initiated the development of a Data Quality Assurance Framework in line with norms established by the UN Statistical Commission. Jamaica is member of Statistical Commission's National Quality Assurance Framework Expert Group.

## Coordination

The Statistics Act does not define the roles and responsibilities of other data producers vis-à-vis STATIN. It also does not legislate on the definition of official statistics. As such, there is no formal clarity or definition of what constitutes the national statistical system of Jamaica.

Access to administrative data is sometimes inconsistent. There does not appear to be any mechanism for systematically sharing data across various government processes and offices and there have been accessibility issues, notably around cost recovery for data produced by other agencies.

The Statistics Act requires MDAs to provide STATIN with the information it needs for its mandated surveys and censuses, but there is no provision to enforce that requirement. STATIN instead relies on bilateral memoranda of understanding (MOU) that it exchanges with agencies involved in collecting critical data. Table 3 above summarizes some of the collaboration between STATIN and other MDAs.

A proposal to revise the Statistics Act is being developed that would create a national statistical system and empower STATIN to coordinate the production of official statistics across all units of the government. The revision has experienced some delays and is expected to be tabled in 2017. STATIN is in discussions with PARIS21 to initiate in 2017 a new National Strategy for the Development of Statistics.

An illustration of the lack of coordination is the number of data-related processes (open data, M&E, NSS) led by different agencies (PIOJ, STATIN, MSTEM) and resulting in different portals presenting the same or similar information (STATIN, JamStats, Vision 2030 Dashboard, Open Data Portal).

## ICT infrastructure

On the infrastructure side, a government-wide communications network, Govnet, is under development. Its objectives are to reduce telecommunications costs, improve the security of government communications and provide a common infrastructure base so that MDAs do not have to build their individual networks. Once completed, GovNet should ease data flows between MDAs.

## Funding

Because of a very limited fiscal space, STATIN has seen its financial resources reduced in recent years, even as demand for more detailed and timely statistics has been on the rise. Consequently, some surveys are not undertaken for lack of resources. Many necessary initiatives are planned, but are not implemented or completed. For example, an effort initiated in 2009 with UNDP's support to develop a National Statistical System stalled for lack of budgetary allocation. More recently, a request for budgetary allocation to fund the Household Expenditure Survey and the Reproductive Health Survey was not approved in the fiscal year 2014-2015. Jamaica depends on international development assistance and financial support to meet the budget shortfall for official statistics activities. However, the country's graduation to upper middle-income status makes such support harder to come by. Similar grievances are heard about M&E activities.

## Recommendations

### Prioritize

The SDG indicators gap assessment undertaken by STATIN shows that nearly 60 percent of SDG indicators can already be tracked. For the remaining indicators, STATIN is about to initiate consultations regarding prioritization. Key criteria to consider for prioritization include areas identified as critical for the country and where data availability is very limited (such as environment-related indicators). As Jamaica already faces a significantly high and growing exposure to threats from climate change, improving the country's ability to collect, analyze and use climate and environment-related data becomes mission critical, in order to mitigate the economic and human impact of hazards. Other possible criteria for prioritization could be areas identified as accelerators following the Rapid Integrated Assessment by UNDP.

### Harmonize

At least three major policy frameworks that are highly relevant to data and statistics for the SDGs are being developed concurrently and in parallel: 1) national statistical system, 2) open data and 3) monitoring and evaluation. PIOJ is ideally positioned to assess these three proposed frameworks to ensure that they are coherent and non-contradictory.

### Train

Most capacity-building efforts currently focus on the 'supply side' of data. A potential form of technical support could strengthen capacities on the 'demand side' for M&E staff, policymakers and data users in MDAs. It is also suggested to strengthen capacities of non-official data stakeholders such as the media, churches and community leaders and to advocate for better data literacy within the citizenry.

### Innovate

There is an untapped opportunity to explore the potential of data innovation and new technologies. Innovative data approaches can facilitate more direct feedback by citizens (scorecards), real-time analysis, and can be used as cost efficient alternatives to surveys in times of fiscal constraints. During the consultations, it was suggested to invest in research and development and to encourage partnerships between STATIN and academic institutions such as University of West Indies, which has considerable research and analytical capacities.

### Partner

The private sector, civil society and even citizen themselves generate information that can be useful in plugging existing data gaps. The review of the legislative framework for data and statistics is an opportune moment to consider and include the potential contributions of such third-party data sources as an integral part of a broader national statistical system. STATIN's envisaged role as coordinator of the national statistical system can be further strengthened to cover non-official data stakeholders and to spearhead the data revolution in Jamaica.

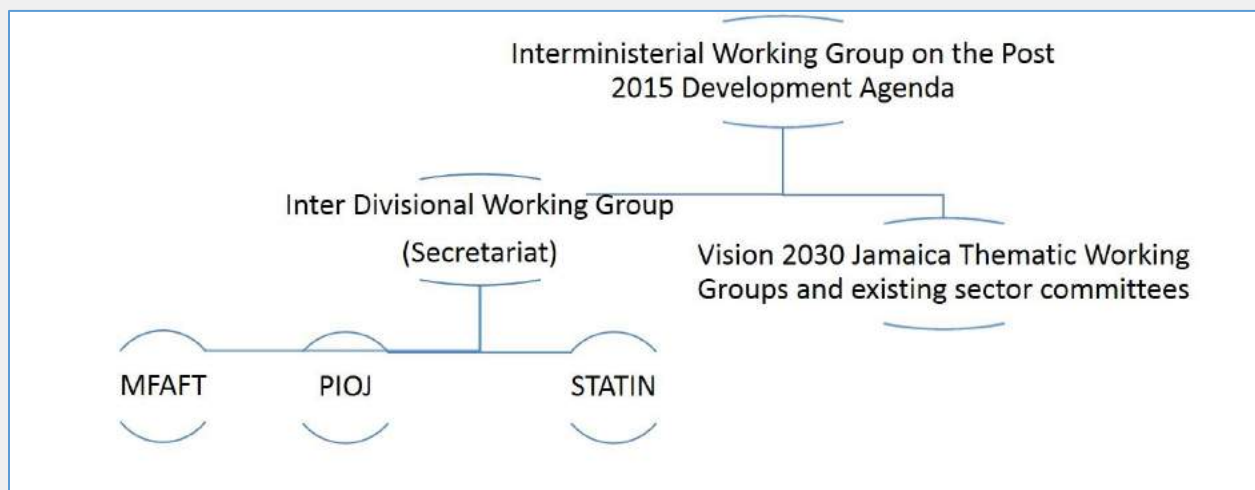
## Coordination: Institutional mechanisms

The institutional framework presented is that of a modernizing state moving towards increasing levels of coordination and transparency. To manage the 2030 Agenda, Jamaica has the following structure that

was established to provide inputs to the intergovernmental process of negotiations of the 2030 Agenda, including the goals and targets, and the technical negotiations of indicators (Figure 4). This structure is as follows:

- An Inter-Ministerial Core Group that operated as the Secretariat. Established to provide coordination and technical support for all the aspects of the process. Comprised of technical officers from the PIOJ divisions as well as representatives from the Ministry of Foreign Affairs and Foreign Trade (MFAFT) and the Statistical Institute of Jamaica (STATIN)
- A national Inter-Ministerial Working Group (IMWG) on the Agenda 2030, co-chaired by the PIOJ and the MFAFT, established under specific mandate to formulate a National Outcome Document and ensuring incorporation of the country’s priority areas in the post-2015 development agenda. The Inter-Ministerial Working Group comprised representatives from selected ministries, departments and agencies. As part of the consultation process on the goals and targets, the IMWG was expanded to include representatives from civil society, academia, private sector and international development partners.
- The Thematic Working Groups of Vision 2030 Jamaica and existing sector committees were also utilized as key pillars in the governance structure to identify sector priorities for inclusion in the global agenda and to facilitate integration and alignment with the National Development Plan.

**Figure 4. Existing inter-institutional coordination mechanism**



As the country faces the challenge of implementing the Agenda, there is a proposal that the structure from the previous stage remain, with some adjustments. The PIOJ would continue to perform the role of Secretariat for the Working Groups. The proposal is as follows:

- The Inter-Divisional Working Group would be the National SDG Core Group, which would comprise PIOJ, STATIN and MFAFT.
- The Inter-Ministerial Working Group would be the National 2030 Agenda SDGs Working Group. An appropriate TOR would also be developed.

- The political directorate, inclusive of those at the local level, would play a critical role in the implementation of this new global development framework at the national level. These mechanisms would foster inclusiveness, particularly of the most vulnerable, who are included in the 2030 Agenda's call to 'leave no one behind'.

Given the relevance of non-state actors in implementing Vision 2030 and, by extension, the 2030 Agenda, it is key that they be incorporated into the new structure in a way that ensures their ownership. We suggest that the IMWG be expanded to become a national platform for the SDGs, with appropriate level representatives from the private sector, civil society, faith-based organizations, international development partners, local governments and other relevant non-state actors.

The Thematic Working Groups could be organized around issues relevant for the implementation of the agenda, reflecting the inter-sectoral nature of sustainable development. Working groups on local-level delivery, prosperity, healthy society, cohesive society, data and indicators, and financing are suggested.

### Advocacy, resources and partnerships

Vision 2030 and the SDGs are transformative and ambitious agendas whose realization will require the input, ownership, participation and collaboration of the whole of Jamaican society. Outreach efforts to sensitize the public and to engage civil society organizations and the public sector, ensure that all voices are heard, especially from those segments of society that have been left out of previous planning processes. The church, academia, sports, libraries and other organizations at the community and national levels need to be sensitized, engaged and made partners in development efforts.

A national-level campaign that engages stakeholders and individuals to support Vision 2030 and the SDGs would encourage public ownership of these development agendas through creative and innovative communications and policy advocacy and sponsor people-driven processes to strengthen accountability mechanism and monitor progress.

The Roadmap suggests the following two main tracks to achieve broad awareness and participation in Vision 2030 and Agenda 2030.

#### 1. Raise awareness

Building public awareness of Vision 2030 and the SDGs and their benefits to national development among community members and concerned government stakeholders is a critical initial and ongoing step towards implementation. Broad awareness can also improve and sustain interactions between government and the people, thereby setting a platform to achieve the SDGs by 2030 through greater demand for better services.

Some actions to achieve this include:

- Working with the media, identifying potential *pro bono* opportunities to air and feature TV shows, radio interviews and articles about Vision 2030 and the SDGs
- Providing relevant training to journalists to ensure objective reporting

- Hosting music and sport events and photo exhibitions with the participation of diverse stakeholders, diplomats, celebrities, the private sector, the general public and media
- Appointing eminent individuals and celebrities from each relevant stakeholder group as Vision 2030 or SDG ambassadors
- Using social media such as Twitter to hold regular question-and-answer sessions involving the government and the public
- Establishing a 'Goals Day' or 'Vision 2030 Day' to mobilize, engage, vote and advocate for the SDGs. This 'Goals Day' would enable public engagement in iconic settings, social media campaigns, lessons in schools, radio campaigns and citizen feedback on progress around the SDGs through the MY World survey.
- Use the existing MY World 2030 platform, a multi-stakeholder platform that enables users to engage, visualize and analyse people's voices on sustainable development. MY World 2030 allows people from around the world to tell what they are passionate about in the SDG agenda and give a gauge of perceived progress over the next 15 years. My World can be adapted to create a My Jamaica, allowing flexibility to adjust the survey to those SDGs that are more relevant to the national context. The survey can be further localized to create local version for cities like My Kingston.

#### Create a feedback loop

Beyond awareness it is also critical to create a feedback loop between citizens and policymakers. The MY World (or My Jamaica) platform could create a space for citizens to connect and engage with decisions makers and generate an open dialogue. These open dialogue spaces can also serve to celebrate achievements and draw attention to remaining challenges related to the SDGs while inviting local media to generate further awareness.

Some of the initiatives that can be implemented in the context of Jamaica include:

- Data Playground--Interactive display of citizen-generated data and storytelling initiatives installed at key high-level moments/spaces to influence decisions makers and to communicate results. These, for example, can be used during outreach campaigns that are already being done in the context of Vision 2030 Jamaica. Visitors to the playgrounds would be able to interact with data visualizations using large screens, experience virtual reality films and enjoy pictures with testimonials from the project Humans of MY World on SDGs and much more. More than 20 Data Playgrounds have been exhibited worldwide since early 2015, including the We the Peoples Interactive Hub at the heart of the 70th UNGA session and the European Development Day in Brussels in July 2016. A local version of Data Playgrounds could be adapted to take advantage of the local opportunities in Jamaica and to foster civil society engagement to promote substantive dialogue and engagement of stakeholders with the government.
- Peoples' Voices Challenge and Awards – An annual competition that seeks to reward the best mobilization, advocacy and communications initiatives to popularize and contribute to the SDGs. Three annual editions of the Awards have been held in New York during the UN General Assembly. National customized ceremonies can be implemented in Jamaica for which the selected national actors would be automatically considered for the global Awards.

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