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JAMAICA



United Nations Common Country Analysis: Jamaica

Data and analysis as of December 2020





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ACRONYMS

AIDS	Acquired Immune Deficiency Syndrome
AOSIS	Alliance of Small Island States
BOJ	Bank of Jamaica
BTI	Bertelsmann Transformation Index
CBD	Convention on Biological Diversity
CCA	Common Country Analysis
CEDAW	Convention on the Elimination of all Forms of Discrimination Against Women
CLA	Cannabis Licensing Authority
CMS	Court Management Services
COVID-19	Coronavirus Disease 2019
CRC	Convention on the Rights of the Child
CRPD	Convention on the Rights of Persons with Disabilities
CSP	Citizen Security Plan
ECLAC	Economic Commission for Latin America and the Caribbean
ERP	Economic Reform Programme
ESSJ	Economic and Social Survey of Jamaica
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
GBV	Gender Based Violence
GDP	Gross Domestic Product
GFCF	Gross Fixed Capital Formation
GGHE	General Government Health Expenditure
HDI	Human Development Index
HIV	Human Immuno-deficiency Virus
HRTD	Human Rights Reporting and Tracking Database
IDB	Inter-American Development Bank
ICCPR	International Covenant on Civil and Political Rights
ICESCR	International Covenant on Economic, Social and Cultural Rights
IFI	International Financial Institution
ILO	International Labour Organization
IMF	International Monetary Fund
INFF	Integrated National Financing Framework
IOM	International Organization for Migration
JADEP	Jamaica Drugs for the Elderly Programme
JJSR	Jamaican Justice System Reform Project
JLP	Jamaica Labour Party
JSLC	Jamaica Survey of Living Conditions
KBA	Key Biodiversity Area
KMA	Kingston Metropolitan Area
LAPOP	Latin American Public Opinion Project
LGBTQI+	Lesbian, Gay, Bisexual, Transgender, Queer and Intersex
LNOB	Leave No One Behind
MOHW	Ministry of Health and Wellness
MSDF	Multi-Country Sustainable Development Framework
MTC	Multilateral Technical Cooperation
MTF	Mid-Term Socioeconomic Policy Framework

MVI	Multidimensional Vulnerability Index
NCDs	Non-Communicable Diseases
NDP	National Development Plan
NGO	Non-Governmental Organization
NHF	National Health Fund
NHI	National Health Insurance
NHRI	National Human Rights Institution
NIDS	National Identification System
NIS	National Insurance Scheme
NSS	National Statistical System
ODA	Official Development Aid
OECD	Organization for Economic Cooperation and Development
OHCHR	Office of the United Nations High Commissioner for Human Rights
PAHO	Pan-American Health Organization
PATH	Programme of Advancement through Health and Education
PIOJ	Planning Institute of Jamaica
PLWHIV	Persons Living with HIV
PSMP	Public Sector Modernization Programme
PSOJ	Private Sector Organisation of Jamaica
PWD	Persons with Disabilities
RCO	Resident Coordinator's Office
SBA	Stand-By Arrangement
SDG	Sustainable Development Goal
SDR	Sustainable Development Report
SIDS	Small Island Developing States
SOE	State of Emergency
SME	Small and Medium Enterprise
STATIN	Statistical Institute of Jamaica
STI	Sexually Transmitted Infections
THE	Total Health Expenditure
UHC	Universal Health Coverage
UNAIDS	Joint United Nations Programme on HIV/AIDS
UNCT	UN Country Team
UNDP	United Nations Development Programme
UNEP	United Nations Environment Programme
UNFPA	United Nations Population Fund
UNESCO	United Nations Educational, Scientific and Cultural Organization
UNICEF	The United Nations Children's Fund
UNODC	United Nations Office on Drugs and Crime
UPR	Universal Periodic Review
UN Women	The United Nations Entity for Gender Equality and the Empowerment of Women
UNWTO	United Nations World Tourism Organization
V-Dem	Varieties of Democracy
VNR	Voluntary National Review
WB	World Bank
WFP	World Food Programme
WGI	Worldwide Governance Indicators
WHO	World Health Organization
ZOSO	Zones of Special Operations

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EXECUTIVE SUMMARY



The Common Country Analysis (CCA) is designed to reflect the United Nations **integrated, forward-looking and evidence-based joint analysis** of the context for sustainable development in Jamaica, in view of achieving the 2030 Agenda and its Sustainable Development Goals (SDGs) and as a basis for the UN programmatic support through the Multi-Country Sustainable Development Framework (MSDF) for the Caribbean subregion. It is meant as the first building block of the analysis and is part of a continuous process of revisions and adaptation as the context evolves and new evidence is made available.

Jamaica is a Small Island Developing State (SIDS) and an upper middle-income country in the High Human Development category. The country is part of the Caribbean Community (CARICOM) and of the Commonwealth and is the largest English-speaking country in the Caribbean region. The population of Jamaica is approximately 2.7 million, at the advanced stage of demographic transition (large working age population and zero growth rate).

The national development plan (NDP) of Jamaica is very closely aligned to the **2030 Agenda** under the vision “*Jamaica, the place of choice to live, work, raise families and do business*”. Linkages between the NDP outcomes and the SDGs are clearly defined and commitment towards their achievement is reflected in sectoral plans and targets. However, progress on the SDGs has been mixed, until now, with challenges remaining across all 17 goals. Several SDGs are also expected to suffer significant set-backs due to the impact of the COVID-19 related global crisis (including SDG 1, SDG 4, SDG 5 and SDG 8).

Accelerating progress towards the SDGs in Jamaica will require:

Building on established and relatively strong political, social and democratic institutions to quickly address systemic challenges that have negative domino effects across many dimensions of the sustainable development agenda. Of particular relevance are corruption, the rule of law and access to justice as well as improving implementation capacity. Modernization and digitalization should be at the centre of public sector reform to improve service delivery and overall socioeconomic outcomes.

Accelerating economic transformation by (i) leveraging diversification in the green, blue and orange economies to accelerate economic growth and create job opportunities for the youth; (ii) creating added value in the services sector while exploring environmentally sustainable production and consumption patterns; and

(iii) addressing inequalities that put certain groups at risk of being left behind in socioeconomic progress. Despite having gone through a very successful progress of fiscal restructuring under the Economic Reform Programme (ERP) with the International Monetary Fund (IMF), projected economic growth is insufficient for achieving the 2030 Agenda. Several areas need to be addressed in order to increase productivity, such as the limitations of the education and training system, the access to capital and the ease of doing business.

Protecting the diverse natural environment of Jamaica, which is threatened by climate change, natural hazards as well as overexploitation in a myriad of sectors, including fishing and mining. Environmental and disaster risk management should be improved, especially in terms of bridging the gap between policies and their implementation, enhancing waste management (and production), reducing fossil fuel dependency for energy, investing in spatial planning and infrastructure resilience and enhancing disaster risk management and financing.

Addressing patterns of social exclusion and marginalization that occur despite a substantial increase in people’s well-being, and which are exacerbated by the COVID-19 pandemic. Sub-standard educational outcomes, the prevalence of Non-Communicable Diseases (NCDs), pervasive crime and violence, insufficient inclusion of persons with disabilities (PWD), discrimination based on gender, and disparities across regions (especially between urban and rural) are all issues of concern. Discrimination against LGBTQI+ people is particularly apparent, while women’s potential is not fully unleashed (only 28.5 of the Lower House members are women). While the country enjoys a robust social protection system, with a particularly good reach of children, not all those eligible actually use it, with significant gaps in the poorest quintiles and for PWD.

Tackling violence and crime, which are closely linked and trap entire communities into vicious cycles of violence, starting from childhood. Jamaica had the 4th highest homicide rate in the world (49.1 per 100,000 people) in 2019, the second highest femicide rate in 2017¹ and homicide is the number one cause of death for adolescents². The underlying culture of violence and ‘toxic masculinity’ lead to high levels of gender-based violence (GBV) from an early age (21 per cent of 15-19 years old girls report having experience sexual violence³). Violence can be reduced if approached holistically, focusing on its social, environmental and economic determinants, including addressing the identified governance challenges.

Protecting the human rights of all inhabitants of the

1 UNODC, 2020b.

2 UNICEF, 2019.

3 UNICEF, 2019.

country. In terms of accessions to the main international human rights instruments, Jamaica has made significant strides. Nevertheless, some challenges remain, such as the absence of a National Human Rights Institution (NHRI), the *de jure* presence of the death penalty and the lack of comprehensive anti-discrimination legislation, to prohibit discrimination on grounds such as sexual orientation, gender identity, marital status, disability and health status. Finally, in the combat against crime and violence, special law enforcement provisions raise human rights concerns.

Acknowledging that in the nexus between development, peace and potential humanitarian situations, primary threats consist of the risk that natural hazards pose to the development trajectory of the country, as well as the high level of violence. A multidimensional analysis based on the perspectives of the United Nations entities working in Jamaica also contributes to this risk analysis. The estimated potential impact of violence and disasters is as much as 18.4 per cent of GDP annually. Hazards related to climate change and the environment are the most likely risks going forward and with the highest potential impact, even increasing towards the future. The current COVID-19 pandemic has highlighted threats to public health and economic stability, though they are expected to ameliorate over the next decade. Jamaican disaster risk management presents gaps, in terms of risk financing, spatial planning and shock-responsive social protection measures.

Exploring the financial landscape that can facilitate opportunities to achieve the 2030 Agenda in Jamaica. It is noted that debt and debt servicing costs have declined significantly, and remittances continue to represent a significant source of financial influx in the country. With a decline in Official Development Aid (ODA), the country needs to explore foundations' and charities' funding, leverage remittances for sustainable development, and explore other innovative financing mechanisms. Undertaking an Integrated National Financing Framework would be an important contribution in this direction.

In light of these analyses, the CCA adopts a system thinking approach to highlight key issues and a web of interconnected challenges and related opportunities. Four key challenges have ramifications across all dimensions of sustainable development, namely: corruption and the quality of public service delivery; sluggish economic growth; high incidence of violence and crime; climate change and natural hazards. These contribute to persistent poverty and inequalities, brain drain, and the overall vulnerability of the country. Opportunities like digitalization and data innovation, or exploring green energy and the circular economy have multiple positive connections across these challenges.

In reflecting on the principle of **Leaving No One Behind**, the report identifies seven main groups: women and girls, children and adolescents, people living in rural areas and 'other towns', people with disabilities, LGBTQI+ people, people living with HIV, and involuntary returned migrants.





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INTRODUCTION

The Common Country Analysis (CCA) is designed to reflect the United Nations integrated, forward-looking and evidence-based joint analysis of the context for sustainable development in Jamaica, in view of achieving the 2030 Agenda and its Sustainable Development Goals (SDGs). The analysis will contribute to the multi-country analysis and will be the foundation for the UN programmatic response through the Multi-Country Sustainable Development Framework (MSDF) for the Caribbean subregion. The analysis is premised on the overall commitment to Leaving No One Behind (LNOB), the UN Charter and international norms and standards.

This report represents the first building block of the analysis, which will involve a continuous process of revision and adaptation as the context evolves and new evidence is made available. Five main data collection methodologies were utilized in the preparation of this document:

1. Analytical inputs from UN entities, resident and non-resident, with reference to their specific areas of expertise and mandate. These were collected through two main tools: mandate-specific data collection on topics of relevance to the agencies and a questionnaire on cross-cutting issues to capture entities' perspectives on areas considered to be outside their core mandate, identifying synergies and trade-offs.

FIGURE 1 - UN ENTITIES AND IFIS INVOLVED IN THE CCA

Resident UNCT entities			
FAO	PAHO/WHO	UNDP	UNFPA
IOM	UN Women	UNEP	UNICEF
OHCHR	UNAIDS	UNESCO	
Non-resident UNCT entities			
ECLAC	ILO	UNODC	WFP
Non-UNCT entities			
CBD	UNIDO	UNWTO	
IFIs			
IDB	IMF	World Bank	

Source: Prepared by authors.

2. Semi-structured interviews with key informants (a total of 15 interviews were conducted, involving 18 men and 18 women). Interviewees included resident and non-resident UN entities, including those outside of the current UN Country Team (UNCT), International Financial Institutions (IFIs), government officials and other stakeholders (see annex A1 for list of interviewees and figure 1 for all UN entities involved in data collection).
3. An online stakeholder survey designed to reach out to

the broader civil society, but also including government, private sector, and other development actors. Annex A2 provides further information about the survey and its results. In the same vein, during the National Youth Dialogue, a (small) number of questions was posed to participants with a view to obtaining views relevant to the preparation of the CCA, the results of which are also in annex A2. Finally, the results from the UN75 Survey for Jamaica were also considered⁴.

4. A risk matrix through which UNCT member entities were surveyed to provide a quantitative assessment of the major risks and their potential impact on the future sustainable development of the country.
5. Desk review of existing country and sectoral studies and retrieval of statistical data from national and international sources, including government plans and reports.

Some of the guiding principles used in this document include the concept of Leaving No One Behind (LNOB) and the Human Rights-Based Approach (HRBA). Other principles that are reflected throughout the document are a focus on gender analysis and women's empowerment, as well as the pursuit of (environmental) sustainability, associated with building up resilience.

TABLE 1 - PRESENTATION & VALIDATION SCHEDULE OF CCA

Date	Audience	Participants
9 Dec.	Programme Coordination Group (PCG)	8 men, 13 women
9 Dec.	Private sector	5 men, 11 women
15 Dec.	UNCT	6 men, 7 women
17 Dec.	Civil Society ⁵	0 men, 9 women
21 Dec.	PIOJ and other Government stakeholders	4 men, 11 women

Source: Prepared by authors.

The report is meant to be a concise, yet comprehensive, overview of the country's challenges and opportunities to achieve the 2030 Agenda. Particular focus was placed on identifying intersectoral and transformative opportunities that could be seized for future joint planning and to unlock the country's potential to achieve the SDGs. With only a decade remaining until 2030, the time for action is now and all sectors in society need to be engaged.

As part of the validation of this document, successive rounds of review and feedback sessions were held for validation by the UNCT and other stakeholders. Table 1 shows the presentation and validation sessions held with different audiences and their participation. International development partners (IDPs) were also invited to comment on the draft, as was the Peer Support Group (PSG). All comments received were incorporated in the final document.

⁴ United Nations, 2020c.

⁵ In order to facilitate accessibility, sign language interpretation and close captioning were made available during this meeting.



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PROGRESS TOWARDS THE 2030 AGENDA AND SDGS



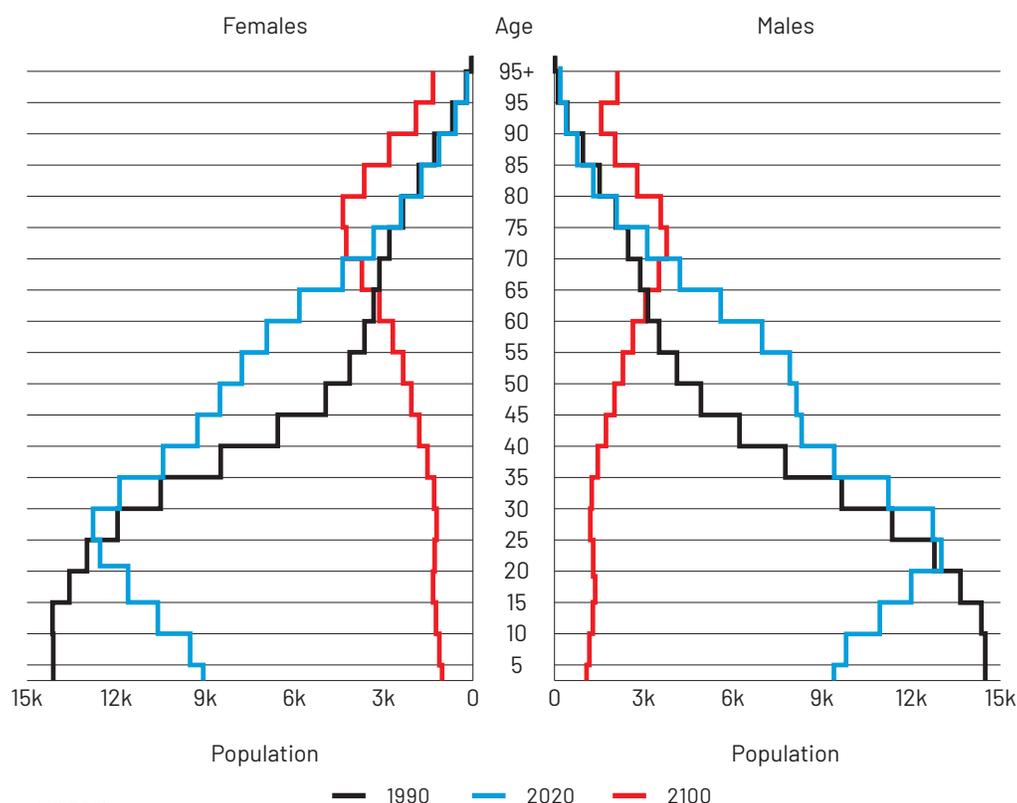
Jamaica is categorized as a Caribbean SIDS with a population of 2,726,000⁶, almost a quarter of which lives in the capital of Kingston (see map 1). It is a member of CARICOM and part of the Commonwealth, having gained its independence from the United Kingdom in 1962. Since 2008, it has been classified by the World Bank as an Upper Middle-Income country, reaching a GNI per capita (Atlas method) of USD 5,250 in 2019⁷. The country's human development index (HDI) has increased from 0.645 in 1990 to 0.734 in 2019 and it is part of the High Human Development category⁸. Inequalities and some governance challenges hinder further progress and the equal distribution of development gains.

Poverty levels continue to be a challenge with 13.3 percent of households living below the poverty line as of 2017⁹, though the current global crisis resulting from COVID-19 will likely have increased that rate. The Jamaican population structure is at an advanced stage of the demographic transition (see figure 2): a large working

age population (15–64 years), decreasing child population (0–14 years), and increasing dependent elderly population (65 plus years), as the total fertility rate (2.4 children per woman, 2019) and population growth rate (0 per cent; 2019)¹⁰ decrease and life expectancy at birth increases.

Further contributing to the expected major decrease in population for the rest of the century¹¹ is the increasing rate of emigration (around 17,000 people in 2019)¹². The Jamaican diaspora is estimated to range between 3 to 5 million, indicating that there are more individuals of Jamaican descent living outside the country than within it¹³. Limited adequate job opportunities, a high incidence of violence and organized crime and other socioeconomic challenges push talented young Jamaicans to leave the country in search of increased opportunities elsewhere. These are coupled with the pull factors of job and family reunification opportunities.

FIGURE 2 - POPULATION STRUCTURE BY GENDER AND AGE, 1990, 2020 AND 2100 (FORECAST) (IN THOUSANDS OF PEOPLE)



Source: Vollset et al. (2020).

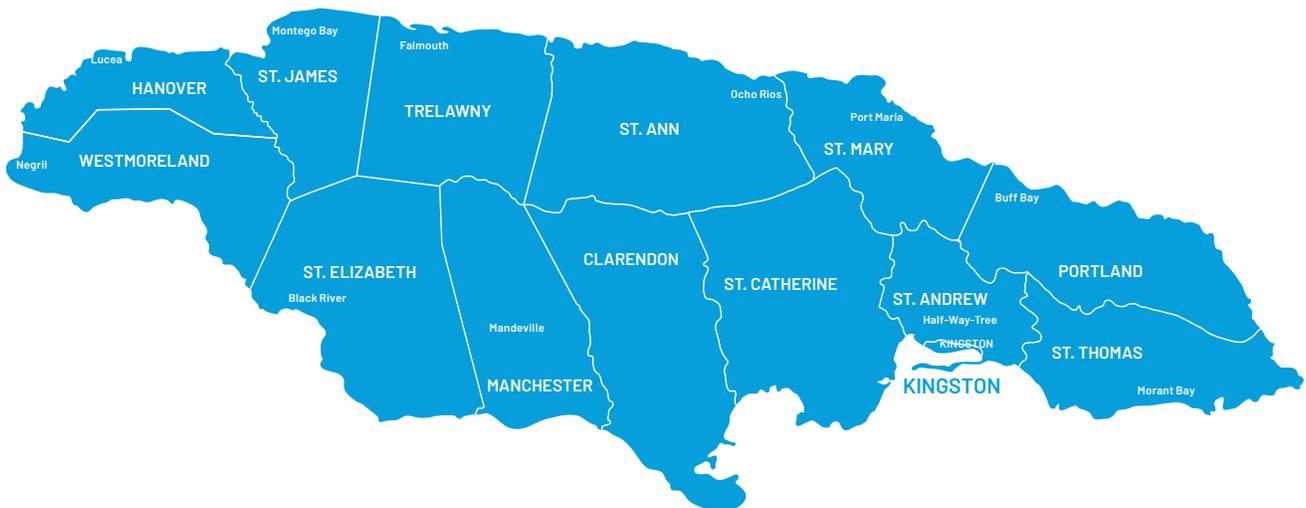
- 6 PI0J, 2020a.
 7 World Bank, 2020a.
 8 UNDP, 2020b.
 9 PI0J, 2020a.
 10 Ibid. The 2019 zero growth rate was later revised as a 0.1 per cent growth.
 11 Vollset et al., 2020.
 12 PI0J, 2020a.
 13 UNDP, 2020a.



Due to the country's geographic location and the adverse impacts of climate change, it is prone to hurricanes, floods, landslides, droughts and earthquakes. At the time of writing, the country is heavily impacted by the global COVID-19 pandemic, with a projected economic

contraction of about 10 percent in 2020¹⁴, while measures to contain the virus are disproportionately affecting vulnerable communities, especially those working in the informal sector, women, young people, children, adolescents, elderly, and PWD.

MAP 1 - GEOGRAPHIC MAP OF JAMAICA



14 Bank of Jamaica, 2020a.

A | NATIONAL VISION VIS-À-VIS THE 2030 AGENDA

The National Development Plan (NDP) **Vision 2030 Jamaica** is fully aligned with the 2030 Agenda and so are the successive Medium-Term Socioeconomic Policy Frameworks (MTF) developed to implement it. Links between the NDP outcomes and the SDGs are clearly defined. Progress on the SDGs is mixed, with challenges, or major challenges, remaining in all areas. The country is on track to achieve only one of the SDGs at its current course (SDG 8), but with increased effort, it should be able to achieve others, especially specific targets.

The vision statement of the NDP for Jamaica, **Vision 2030** is “Jamaica, the place of choice to live, work, raise families and do business”. It is the country’s first long term plan which integrates the social, economic, good governance and environmental aspects of national development, created in 2009¹⁵. The plan has four national goals and fifteen national outcomes.

THE FOUR GOALS ARE:

1. Jamaicans are empowered to achieve their fullest potential.
2. The Jamaican society is secure, cohesive and just.
3. Jamaica’s economy is prosperous.
4. Jamaica has a healthy natural environment.

The goals are all interrelated and cannot be achieved in isolation. They speak to the well-being of the country’s population from health to security and their impact on economic development and overall prosperity. The goals also acknowledge the natural resource wealth of the country and the management of these resources, taking into consideration the most equitable and impactful outcomes for Jamaica and its people, including economic growth, health and sustainable development.

In order to translate the goals and outcomes into concrete actions and monitor performance and progress, the country has, to date, developed four three-year MTFs. These priority strategies inform the work of the government’s ministries, departments and agencies over a three-year period and their contributions to the 4 goals and 15 National Outcomes. This indicates the inclusiveness of the plan and that everyone has a role and responsibility under this plan. The goals and their corresponding outcomes are neatly aligned with the SDGs developed by the United Nations, as detailed in table 2.



TABLE 2 - ALIGNMENT BETWEEN VISION 2030 AND THE SDGS

National goals (Vision 2030)	Priority outcomes	Corresponding SDG
1. Jamaicans are empowered to achieve their fullest potential.	a. A healthy and stable population.	
	b. World-class education and training.	
	c. Effective social protection.	
	d. Authentic and transformational culture.	With Agenda 2030, culture is viewed as a cross cutting theme related to education, sustainable cities, food security, the environment, economic growth, sustainable, consumption and production patterns, peaceful and inclusive societies.
2. The Jamaican society is secure, cohesive and just.	a. Security and safety.	
	b. Effective governance.	
3. Jamaica's economy is prosperous.	a. A stable macroeconomy.	
	b. An enabling business environment.	
	c. Strong economic infrastructure.	
	d. Energy security and efficiency.	
	e. A technology-enabled society.	
	f. Internationally competitive industry structures.	
4. Jamaica has a healthy natural environment.	a. Sustainable management and use of environmental and natural resources.	
	b. Hazard risk reduction and adaptation to climate change.	
	c. Sustainable urban and rural development.	

Source: PIOJ (2009).

Progress on individual indicators towards the 2030 Agenda is tracked by the United Nations¹⁶, but it can be difficult to identify overall progress. For example, only 51 per cent of indicators have any data available between 2014 and 2020 and often not enough to derive information concerning trends. Information availability is also highly divergent between SDGs: while no single indicator is available for SDG 13, 22 out of 28 indicators are available for SDG 4.

To address this challenge, overall SDG progress is reported using the Sustainable Development Report (SDR)¹⁷. This report uses a limited number of indicators (85, plus an additional 30 only used in OECD countries). The indicators do not overlap exactly with the SDG indicators themselves but do give a good overview of the progress made in each broad area. Each SDG with sufficient information is then awarded a score that reflects how close it currently is to the achievement of the relevant SDG, as displayed in figure 3¹⁸. Progress on the individual indicators used to construct this information is included in annex A3.

FIGURE 3 - PROGRESS SCORES TOWARDS THE ACHIEVEMENT OF EACH OF THE SDGS, 2020



Legend: ● SDG achieved ● Challenges remain ● Significant challenges remain ● Major challenges remain ● Information unavailable

Source: Sachs et al. (2020).

Note: The data provided regarding the Net Primary Enrolment (SDG 4) is incorrectly reported and has been adjusted to reflect national data.

The overall score assigned to each country indicates how close they are to achieving 100 per cent of SDGs. Jamaica ranks 84th amongst 166 countries with a score of 68.7¹⁹. The country ranks as the highest amongst the English-speaking Caribbean and 3rd in the Caribbean behind Cuba (55th, 72.6) and the Dominican Republic (73rd, 70.2)²⁰.

Figure 3 shows that for 3 out of 17 SDGs Jamaica has major challenges, namely SDGs 2, 10 and 14. SDG 2 addresses not only hunger, but also the quality of nutrition, obesity and areas of food production, which is where Jamaica falls short. SDG 10 is primarily measured through the Gini coefficient, where Jamaica (based on the most recent data) has a very low score as well. Concerning SDG 14, the country's main challenge can be found in the share of fish caught from overexploited stocks. For most other SDGs, significant challenges remain, while only six of all SDGs are considered to have mere challenges.

The SDR also reports on the trends of indicators towards achieving the SDGs. Figure 4 shows the relevant trends of the different SDGs, evaluating whether the country is

FIGURE 4 - DIRECTION OF PROGRESS TOWARDS THE ACHIEVEMENT OF THE SDGS, 2020



Legend: ↑ On track or maintaining SDG achievement ↗ Moderately improving → Stagnating ↓ Decreasing

Source: Sachs et al. (2020).

Note: The data provided regarding the Net Primary Enrolment (SDG 4) is incorrectly reported and has been adjusted to reflect national data.

16 United Nations, 2020d.

17 Sachs et al., 2020.

18 The data for SDG 4 is highly problematic, with Net Primary Enrolment reported as 81 per cent in 2018, down from 85 per cent in 2015. This data, originating with the UNESCO Institute of Statistics, does not hold up to scrutiny and seems to be based on an error in the population size used for this calculation. The Ministry of Education, Youth and Information (2020) reports a rate of 90.6 per cent for 2015. The data in figures 3 and 4 are adjusted to reflect the more realistic national data.

19 Sachs et al., 2020.

20 It should be noted that the ranking only includes countries with sufficient data available.

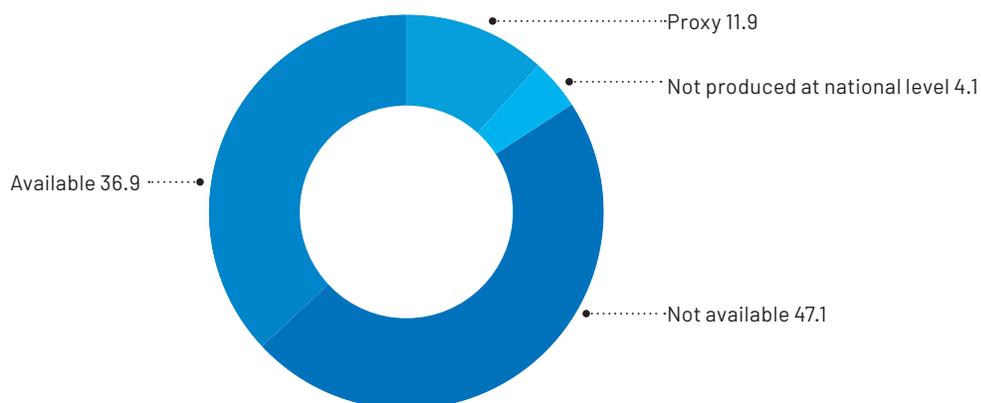
on track to achieve an SDG or not (as opposed to figure 3, which measures whether the country has already achieved an SDG). Currently, the country is on track to achieve only SDG 8 by 2030. It also shows that for 2 of the 17 SDGs, Jamaica is on the decline, namely in SDGs 14 and 15. These two indicators concern environmental issues that suffer from several challenges. Some indicators, such as the share of Key Biodiversity Areas (KBAs) that is protected has remained stagnant for a long time. Second, some key indicators indicate a reversal of positive trends. Third and very importantly, between the ten indicators used for these two SDGs, trend information is unavailable for half.

The results reported in figures 3 and 4 generally do not yet include statistics from 2020 and are thus not inclusive of the impact of the COVID-19 pandemic. Whereas not all SDGs are equally impacted, it should be acknowledged that 2020 is likely to represent a substantial setback in the fight against poverty (SDG 1), quality education (SDG 4), gender equality (SDG 5), decent work and economic growth (SDG 8) and partnerships (SDG 17). A recent study also demonstrated that 44 per cent of households (with children) had experienced food shortages, so if the pandemic worsens, SDG 2 may also be at risk²¹. Another COVID-19 impact study showed that in June 2020, around 45 per cent of respondents were consuming less food, up from 11 per cent in April 2020. When further data become available, it will be possible to quantify the loss of progress towards the SDGs. This does not diminish the urgency of the efforts to achieve the SDGs, and while the Secretary General's call for a Decade of Action²² between 2020 and 2030 may have got off on a false start, it is even more important under the current circumstances.

Jamaica released a Voluntary National Review (VNR) in 2018²³ which sought to track the SDG indicators based on the country's actions. The report included more than one third of the global SDG indicators, while 11.9 per cent of the indicators contained in the report were proxies for the global indicator. Finally, 47.1 per cent of the indicators were not available at the time (see figure 5). Notably, most of these indicators are considered tier 3 indicators for which at the time of publication there were no agreed global standards²⁴. It was noted that the country had a dearth of indicators as it relates to the environment and the country was part of an international pilot to establish standards for this area. In the SDR, almost half of the indicators with insufficient information is related to the environment and energy as well.

The SDR notes that the investment in tracking data regarding the SDGs and the 2030 Agenda is important and requires substantial resources. In 2017, the Statistical Institute of Jamaica (STATIN) started the process of assessing the National Statistics System (NSS) of Jamaica, with support from PARIS21. A first national statistical strategy based on the assessment is being finalized, improving the coordination of the NSS and data quality for Jamaica²⁵. Such actions show that the country is committed to not only monitoring its national development goals but also progress towards the 2030 Agenda. In the Caribbean, STATIN has the potential to play an important role in South-South Cooperation as one of the most well-developed national statistical institutes. Increasing international cooperation also receives a great level of popular support, with 73 per cent of UN75 Survey respondents identifying increased international cooperation as essential²⁶.

FIGURE 5 - AVAILABILITY OF SDG INDICATORS, 2018



Source: PIOJ (2018c).

21 UNICEF, 2020a.

22 Guterres, 2019.

23 PIOJ, 2018c.

24 Ibid.

25 Ibid.

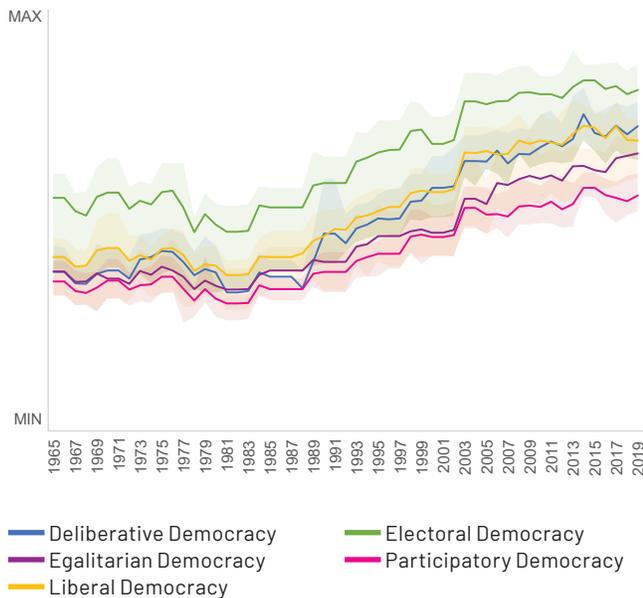
26 United Nations, 2020c.

B | POLITICAL AND INSTITUTIONAL ANALYSIS

The political and institutional setting of Jamaica is well established, with relatively strong democratic institutions in place. However, corruption, the judicial system, and implementation capacities require further investment. Service delivery to all will improve as long as modernization and digitalization continue to be the focus of reform.

Jamaica is a constitutional monarchy with Queen Elizabeth II as head of state, represented in the country by a governor-general. Rule of law and the separation of powers are enshrined in the country's Constitution, as are the Charter of Fundamental Rights and Freedoms (Chapter III), the redress clause, the independence of the Judiciary (Chapter VII) and the right to due process (Chapter III, S. 16). The country's most recent parliamentary elections took place on 3 September 2020.

FIGURE 6 - TRENDS IN DEMOCRACY, 1965-2019 (INDEX)



Source: V-Dem Institute (2020).

The bipartisan political system in Jamaica is stable and presents relatively strong democratic institutions, especially with regards to electoral democracy, as assessed by the Varieties of Democracy (V-Dem) approach (figure 6)²⁷. Following the 2016 elections, a smooth transfer of power between the two major political parties took place and the ruling centre-right Jamaica Labour Party (JLP) secured a second term in the 2020 election. In recent election cycles, however, voter turnout has steadily declined (37.4 per cent in 2020 was the lowest²⁸ in the country's democratic history, also due to the pandemic, down from 47.7 in 2016). Reforms of the electoral system in the 1990s and the establishment of the independent Electoral Advisory Commission in 2006 have ensured free and peaceful elections²⁹. There is room for improvement, however, when it comes to the equal opportunities to participate (referred to as egalitarian democracy) as well as the rate of participation in electoral and non-electoral processes (participatory democracy according to the V-Dem indices (figure 6).

The country's overall governance system is functioning and is embedded in the country's Vision 2030 under Goal 2: towards a 'secure, cohesive and just' society. According to the Worldwide Governance Indicators (WGI)³⁰, Jamaica has shown slight improvements over the years and an overall decent performance when compared with the rest of the region or countries in its same income bracket (see figure 7). Effective governance mechanisms, however, are an important springboard for Jamaica to take the leap forward necessary to achieve the SDGs and realize the 2030 Agenda. While current governance structures form a solid base, further modernization efforts are required to be able to align its governance structure with the Jamaica that can be achieved in the future.

Some specific positive issues as well as challenges can be highlighted. Relatively good performance under the index on 'voice and accountability' is confirmed by the sterling scoring in the World Press Freedom Index (ranked 6th out of 180 countries in 2020)³¹, and



27 It should be noted that, while international indices can be a useful way to aggregate information and to provide countries with an international benchmark, the information contained in them may not reflect the intricacies of policy at a national level. They can also be arbitrary by being driven by the most common denominator of data availability. The CCA thus uses such indices as a way of identifying overall ideas and trends, while seeking national evidence to corroborate the outcomes.

28 With the exception of the 1983 snap elections.

29 Bertelsmann Stiftung, 2020.

30 World Bank, 2020b.

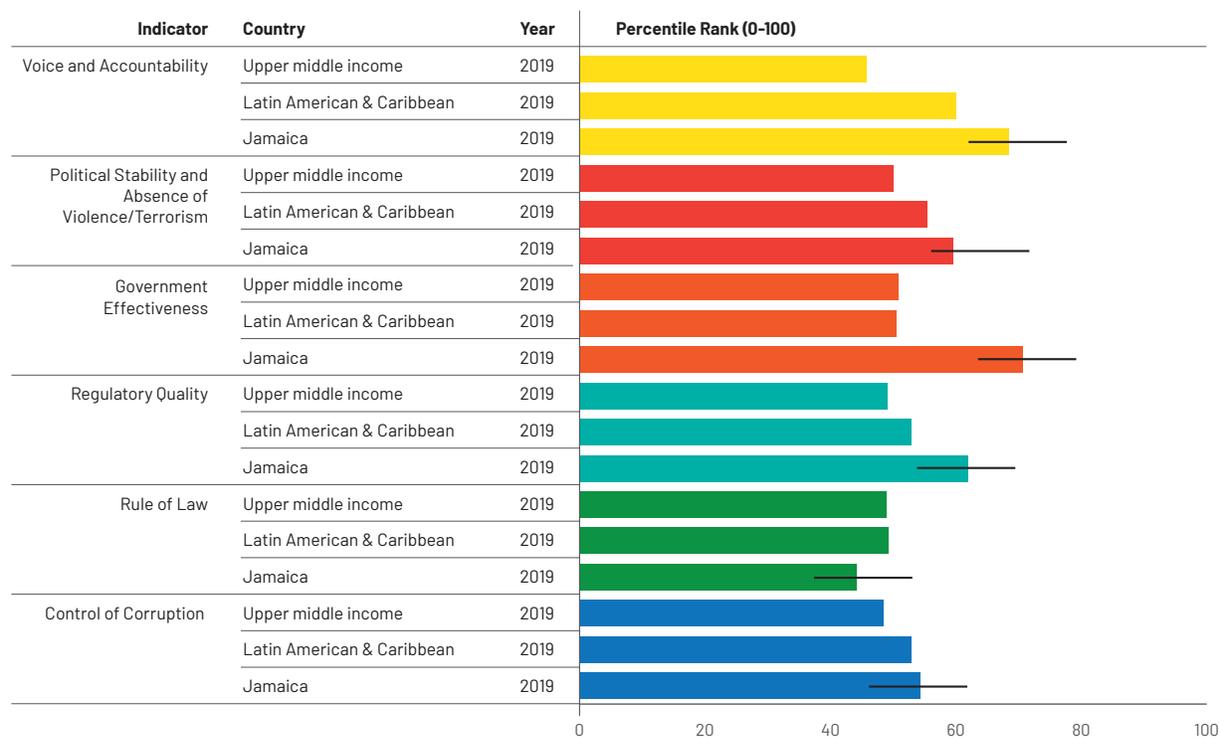
31 RSF, 2020.

deep-rooted civil society participation. This has also been lauded in the recent Universal Periodic Review session at the UN Human Rights Council³². The country is also labelled as 'free' by Freedom House, scoring 78 out of 100³³. Furthermore, the global World Justice Project's indicator on 'Constraint of Government Powers' ranks Jamaica as third among the Upper Middle-Income countries, after Costa Rica and Namibia³⁴.

The most challenging area shown in figure 7, concerns the 'rule of law'. This relates to some aspects of 'ease of doing business' (explored in section III.C), but also access to and effectiveness of the **justice system and law enforcement** apparatus, which is challenged by the high levels of violence and organized crime affecting the island. Since its independence, four States of Emergencies (SOEs) have been declared due to spikes in violence, the latest in 2018, which ended in August 2020 prior to the September general elections.

While SOEs are regarded as having a positive immediate effect to curb crime levels, they do little to address the root causes of crime and violence. Their enforcement has also sparked public debate concerning human rights abuses and their constitutionality (see also section III.F)³⁵. A large backlog of cases and a shortage of court staff at all levels continue to undermine the justice system. Trials are often delayed and at times cases are dismissed, undermining³⁶ access to justice for survivors of violence (especially related to GBV). The judiciary strategic plan acknowledges, inter alia, challenges related to staff performance management, poor customer service culture, inadequate record management practices, and poor infrastructure and equipment³⁷. In certain parishes the clearance rate is as low as 37.7 per cent (Clarendon Parish, 2019), meaning that for each 100 new cases filed, fewer than 38 cases are disposed. The average parish court clearance rate was 71 in 2019³⁸. Questions about the justice system are confirmed by the stakeholder

FIGURE 7 - WORLDWIDE GOVERNANCE INDICATORS, COMPARISON JAMAICA, UPPER-MIDDLE INCOME COUNTRIES AND LATIN AMERICA & CARIBBEAN, 2019 (PERCENTILE RANK)



Source: World Bank, 2020b.

³² United Nations, 2020e.

³³ Freedom House, 2020.

³⁴ Within the sub-factors analysed for this indicator, only 'Government Officials are Sanctioned for Misconduct' stands out, where Jamaica slips to the 16th place in its income group. This relates to the review below on corruption.

³⁵ In September 2020, the Supreme Court ruled that the detention of five men under the States of Public Emergency was unconstitutional. The case brought to the fore, issues related to separation of powers, the rule of law, and the protection of fundamental rights. According to the ruling handed down, the detention orders, signed by the Minister of National Security, were unlawful, as they breached the doctrine of separation of powers, since the executive cannot interpret law and determine punishment.

³⁶ Freedom House, 2020.

³⁷ CMS, 2020.

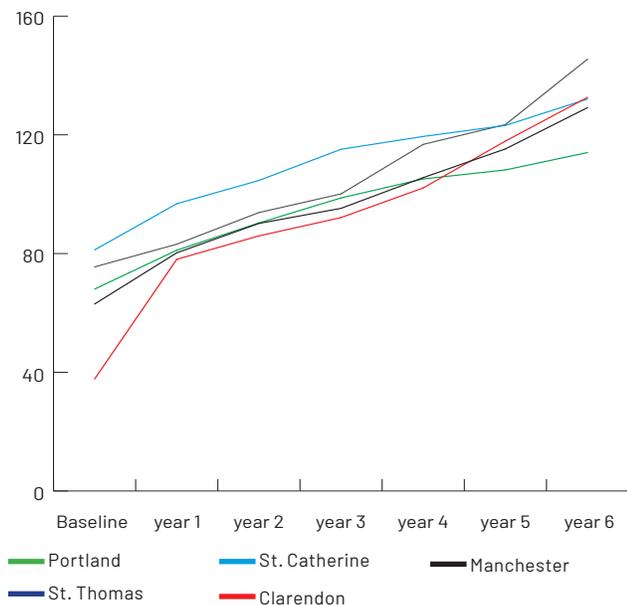
³⁸ Ibid.

survey carried out in preparation of this report: when asked to what extent a list of issues had an impact on the level of violence and crime, 'an ineffective justice system' received the highest score (an average of 4.56 out of 5 – see annex A2). A related worrisome trend is the increase in unsentenced detainees, which increased from 13.2 per cent of the prison population in 2009 to 29.3 per cent in 2018³⁹.



Acknowledging the weaknesses⁴⁰ of the justice system, the Jamaican Government has been working on several policy initiatives and the implementation of several projects, including the Jamaican Justice System Reform Project (JJSR) led by the Ministry of Justice. In February 2020, its first strategic plan was launched⁴¹, working among other things, towards reducing case backlog and the waiting time for court records. Figure 8 shows some of the projected clearance rates that would be required to clear backlogs at selected parish courts. While it is too early to assess the effectiveness of these measures, it will be important to ensure that monitoring progress towards set targets is consistently carried out and underpinning factors are analysed and addressed.

FIGURE 8 - PROJECTED CRIMINAL CASE CLEARANCE RATE AT SELECTED PARISH COURTS REQUIRED TO CLEAR BACKLOG, SIX YEARS FROM BASELINE (IN PERCENTAGES)



Source: CMS (2020).

39 UNODC, 2020b.

40 CMS, 2020.

41 Ibid.

42 See for example: Virtue, 2020.

43 Transparency International, 2020.

44 United States Department of State, 2020.

45 Transparency International, 2019.

46 Freedom House, 2020.

The effectiveness and trust in the public sector in Jamaica are undermined by relatively high levels of systemic **corruption**⁴². In 2020, Jamaica slipped four places on Transparency International's Corruption Perception Index, placing it at a rank of 74 out of 180, falling behind several Caribbean countries. Almost one in every two Jamaicans think that corruption has worsened in the last 12 months and 2 of every 10 public service users have paid a bribe⁴³. Several scandals involving senior government officials and politicians have also raised public attention. Corruption and insider threat at air and seaports pose challenges to the fight against the various manifestations of transnational organized crime⁴⁴. It is of concern that over 80 per cent of people in Jamaica feel that they will suffer retaliation if they report corruption⁴⁵. Furthermore, women are disproportionately affected by corruption and by the phenomenon of sextortion (in Jamaica, 18 per cent of women were or know someone who was coerced to provide sexual favours in order to receive public services).

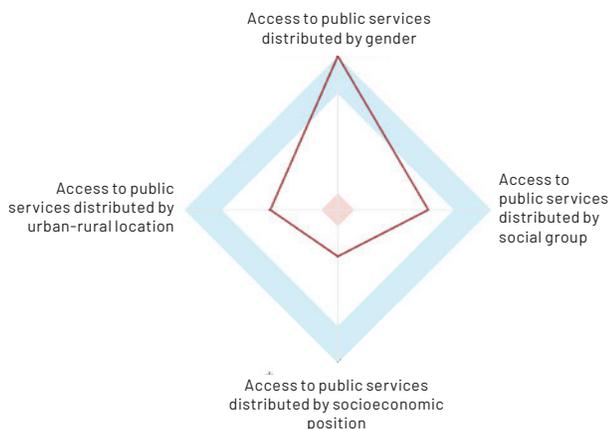
Jamaica is party to the United Nations Convention against Corruption and the Inter American Convention against Corruption. In 2017, the Integrity Commission Act was passed, establishing a single anti-corruption body to investigate, detect, prevent and prosecute acts of corruption by senior public officials and politicians in Jamaica. While this is a good step forward and the Integrity Commission has played a key role stimulating the efficient utilization of public resources, it needs even further strengthening, allowing it to take more decisive action against corrupt behaviour in the public sector. Criminalization of bribery and protection of whistle-blowers are considered as the two top determinants of good governance by the surveyed stakeholders in Jamaica. Further digitalization of the public administration and increased openness (an access to information law has been in effect since 2004, but it contains several relevant exemptions⁴⁶) would also increase public administration transparency and reduce opportunities for nepotism and corruption.

The efficiency and effectiveness of the public sector to deliver services across the island shows room for improvement calling for increased institutional capacities and overall modernization. While the quality of the policy framework is high, technological and financial restrictions demonstrate a clear implementation gap.

Access to services across the country is skewed with remote areas, which also house the largest shares of

undocumented migrants, and vulnerable people being most affected (figure 9). The level of satisfaction of local public services according to the Latin American Public Opinion Project (LAPOP) is lukewarm, with an overall index of 49.7 (where 100 indicates maximum satisfaction), which is lower when it comes to road quality and somewhat higher in relation to schools and health services⁴⁷. There is a low level of trust in local government (with a score of 33.7) which calls for a reflection on its efficiency and further reform efforts⁴⁸. The Bertelsmann Transformation Index (BTI) report notes that beyond corruption and gaps in competencies, “slow adaptation to and use of new information technologies all contribute to implementation deficits” (p. 32). Institutional strengthening is desirable, to ensure consistency in processes and procedures and to enhance coordination among different public actors at the local level. To increase access to services, it is important to also strengthen people’s awareness and knowledge for them to be able to claim their rights, which is currently deficient, especially in rural areas.

FIGURE 9 - ACCESS TO PUBLIC SERVICES DISTRIBUTION, 2019



Source: V-Dem Institute 2020

47 Harriott et al., 2015.

48 Hamilton, 2017. At this point in time, the main elements of the reform process are the promulgation of three strategic laws, the entrenchment of the Local Government system in the Constitution and the promulgation of the new National Building Bill; and the Local Economic Development (LED) programme.

49 United Nations, 2020b.

50 The e-government index stands at 0.54, close to the subregional average. This is a composite index including the provision of online services, telecommunication connectivity and human capacity. Human capacity is the element that scores highest.

51 Office of the Prime Minister, 2009.

52 Linton, 2020.

53 Jamaica Gleaner, 2019.

In the realm of e-government, there is substantial space for improvement, both in terms of accessibility to online government services and people’s participation. According to the UN e-Government knowledgebase⁴⁹, Jamaica performs worse than the subregional average, especially in terms of online services (0.39 vs. 0.46) and e-participation (0.37 and 0.46 respectively), substantially behind the subregion’s leader (Dominican Republic)⁵⁰. Moving towards a more digital society is recognized as an important step forward to make the public sector more agile and efficient, but this will require targeted upskilling to bridge the digital divide both for the public sector and for citizens. During the COVID-19 pandemic, substantial strides have been made towards functional e-government, which should be retained and expanded in a post-pandemic world. Online access to government services will also facilitate the access to those services by the diaspora.

Linked to the institutional capacities to effectively implement policies and be held accountable for their public service delivery, is the application of **data and results-based management capabilities**. While progress has been made in this area, further availability of disaggregated data, regular surveys, and timely availability of data especially at the local level would enable the public sector to monitor progress and take swift action to counter emerging challenges. This includes exploring innovative data sourcing approaches and an integrated digitalization of public administration.

The government recognizes the need for public sector reform and started a series of programmes since 1984. The most successful of these efforts has been the Public Sector Modernization Programme (PSMP), contributing to improved efficiencies in the public sector and integrated and customer-centred public services⁵¹. Human and technical digital capacities still need development and the government continues to invest in this reform⁵². As part of its efforts to modernize the public sector, the government has been developing a digital National Identification System (NIDS), which should facilitate administrative procedures across government departments. However, in 2019, the Supreme Court ruled the NIDS Act as unconstitutional⁵³, due to potential breaches in people’s right to privacy, and it is currently



being reviewed to ensure proper rights protection.



While the perception of having basic rights protected might not be very high (77 per cent of Jamaicans surveyed felt that the level of protection of **human rights** was ‘very little’, second only to Haiti in the region⁵⁴), the country’s stated framework clearly defines civil rights, freedom of expression and assembly, non-discrimination and protection from violations⁵⁵. However, challenges remain, both at the policy/institutional level and in practice. The country, despite stated political will, is yet to establish a National Human Rights Institution in accordance with the Paris Principles⁵⁶, hence depriving its citizens of access to administrative mechanisms to effectively address their claims of rights violations. Some laws still allow for discrimination on sexual orientation, and anti-discrimination legislation should be promulgated to prohibit all forms of discrimination, including on the basis of sexual orientation and gender identity (see also section III.F). Although the country has been addressing the broader issue of bullying by targeting a range of duty bearers, there are no state laws or policies which explicitly address homophobic and transphobic bullying and harassment in schools and the workplace. Furthermore, people from marginalized communities (e.g. poor young men, people of different sexual orientation, sex workers) are reportedly subjected to abuse of authority and/or do not report acts of violence for lack of trust in the authorities⁵⁷.

Jamaican governance and the overall political environment is threatened by the widespread prevalence of violence. The impact of **violence and crime** cuts across all sections of this report and will be further analysed in terms of the nexus between peace, development and humanitarian dimensions. The high level of violence directly impacts people’s safety and hence ability to exercise their civil and economic rights and affects the country’s social fabric. The homicide rate stood at 49 per 100,000 people in 2019; although declining from the record high of 63 in 2009, the rate is far above the average 12.1 of the Caribbean subregion⁵⁸. It affects mainly (young) men, with 1 out of 756 men aged 15–34 murdered in 2019⁵⁹.

One of the 15 outcomes under Vision 2030 is to ensure

‘security and safety’ and an initiative for a national consensus on crime was launched, promoting a whole-of-government approach and bringing together government, private sector and civil society, spearheaded by the Private Sector Organization of Jamaica (PSOJ), supported by the Partnership Council. Primary focus will be on preventive measures, considering that crime is both the result of social and governance failures as well as a business, with its own risks and rewards⁶⁰. This initiative is part of a broad response programme currently being pursued, including the development of the Citizen Security Plan (CSP), the establishment of a Social Intervention Committee to coordinate interventions in the Zones of Special Operations, and the set-up of the National Commission on Violence Prevention (see also section III.G). Violence is deep-rooted in society, which is reflected also in the high incidence of violent discipline applied to children, sexual crimes, especially sexual abuse against children, GBV and domestic violence and violence in schools (among peers and teachers – see section III.E). Expectations about the future are not particularly positive. Only 22 per cent of stakeholders surveyed think that violence and crime will decrease over the next ten years in Jamaica, while the rest foresee that it will either stay the same (24 per cent) or increase to various degrees. Together with an ineffective justice system, stakeholders see the pervasive ‘culture of violence’ as a key determinant, followed by poor housing and social services in crime-affected communities.

The institutional landscape in Jamaica also benefits from being part of the subregional community under CARICOM and its 28 regional institutions, including CARPHA (on health-related issues), CDEMA (on disaster management and response), the Caribbean Development Bank and many others covering cooperation around economic and social challenges. Given the small size of the countries in the Caribbean region, Jamaica included, there is a significant potential in leveraging these regional institutions to explore region-wide solutions to common challenges such as climate change, sustainable tourism, disaster risk reduction, illegal trafficking, as well as trade potential.



54 Harriott et al., 2018.

55 Bertelsmann Stiftung, 2020.

56 United Nations, 2020e.

57 “A 2015 study commissioned by J-FLAG on “The Developmental Cost of Homophobia” indicates that many LGBTQI+ people did not report the last incident of physical or sexual assault that was perpetrated against them to the police. Thirty per cent of the persons did not report because they felt the incident was too minor to be reported, while 40.5 per cent did not report because they felt the police would not do anything to address the matter” (JFJ et al., 2016).

58 PIOJ, 2020a.

59 Ibid.

60 PSOJ, 2020.

ECONOMIC TRANSFORMATION ANALYSIS

Economic growth in Jamaica continues to be anaemic, despite having gone through a very successful process of fiscal restructuring with the IMF. Projected economic growth is insufficient for achieving the 2030 Agenda, with job creation, poverty and inequalities continuing to be important issues. Several areas, including weaknesses in the education system, need to be addressed to increase productivity. Economic diversification strategies should include the exploration of new sectors, such as in the green, blue and orange economies.



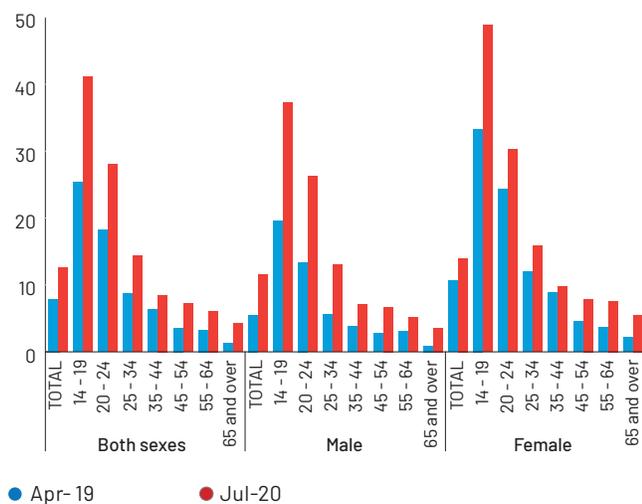
Since entering an IMF-supported ERP and Stand-By Arrangement (SBA) in 2013, Jamaica has seen **improvements in its macroeconomic targets**, resulting in successful programme completion in 2019. During the life of the programme, GDP grew by an average of 0.8 per cent annually⁶¹ and the debt ratio fell from a high of 145.8 per cent of GDP in 2012/13 to 94.4 per cent in 2018/19. This is on track with National Outcome 7 under Vision

2030 which outlines the country's commitment to macroeconomic stability through fiscal and debt sustainability⁶², as well as the development of an efficient and equitable tax system and the maintenance of both financial and price sustainability. Before the COVID-19 pandemic, IMF already expected some slowdown in economic growth, but now the 2020 expectation is a fall in GDP of around 10-12 per cent⁶³. IMF forecasts until 2025⁶⁴ show only a small recovery after the economic downturn resulting from COVID-19, seeing GDP per capita growth returning to 2.5 per cent annually. This is insufficient to meet SDG target 8.1.

Between 2015 and 2019 **unemployment** decreased from 13.5 per cent to 7.7 per cent of the population, though affecting young people and women differently⁶⁵. As of July 2020, reflecting the impact of the global crisis linked to the pandemic, unemployment rose again to 12.6 per cent, (14.0 for women and 11.5 for men). By June 2020, 74 per cent of households had experienced job loss or a decline in incomes⁶⁶. Figure 10 shows that unemployment for women is consistently higher than it is for men, across all age groups. The result is that young women (20-24) face the highest level of unemployment, at 30.3 per cent⁶⁷. At 58.5 per cent, the female participation rate is also lower than that of men, at 71 per cent in 2019⁶⁸. An additional challenge for women is that they are often responsible for the majority of household tasks and that employers lack work-life policies that are cognizant of that fact⁶⁹. The country should be enjoying the peak of its demographic dividend, with 69.3 per cent of its population being of working age (15-64). This is expected to decrease to 65.5 per cent by 2050 and 43.3 per cent by 2100⁷⁰.



FIGURE 10 - UNEMPLOYMENT BY AGE GROUP AND GENDER, 2019-2020 (IN PERCENTAGES)



● Apr-19 ● Jul-20

Source Statin (2020d).

It should be noted that employment is not in itself a guarantee of a dignified life. In 2019, 14 per cent of people with jobs in Jamaica were considered "near poor", with another 3 per cent considered to be moderately poor⁷¹.



62 See also, JLP, 2020.

63 Bank of Jamaica, 2020a.

64 IMF, 2020.

65 PIOJ, 2020a.

66 WFP, 2020.

67 The group with the highest unemployment rate is women between 14-19, but this age group represents a very limited share of the labour force (7.5 per cent).

68 PIOJ, 2020a.

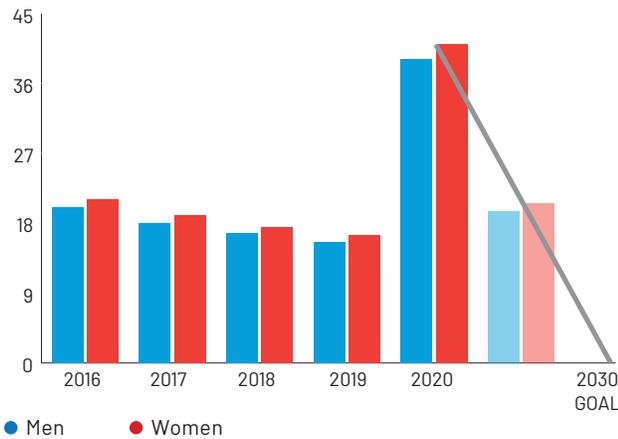
69 OECD, 2019.

70 Vollset et al., 2020.

71 ILO, 2020.

61 IMF, 2019.

FIGURE 11 - EXTREME POVERTY BY GENDER, 2016-2020 AND 2030 OBJECTIVE (IN THOUSANDS OF PEOPLE)



Source: Cuaresma et al. (2020).

A special category at particularly high risk of working poverty is domestic workers, many of whom are in a vulnerable situation of informality⁷². The number of domestic workers in Jamaica is estimated to be between 56,800 and 100,000, 99.8 per cent of whom are women and many of them are internal migrants.

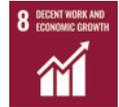


Overall **poverty rates** are mostly stagnant, with 19.3 per cent of the population reported as living below the national poverty line in 2017, slightly more than in 2010 (17.6 per cent). In the meantime, rural poverty peaked at 31.3 per cent in 2013 to fall to 20.1 per cent in 2017⁷³. Gender-disaggregated data is only available until 2015⁷⁴, when 14 per cent of men and 16.6 per cent of women lived below the national poverty line. For children, information up to 2017 is available⁷⁵, when 24.1 per cent lived below the national poverty line. Figure 11 looks at the issue of extreme poverty, which SDG indicator 1.1 aims to eradicate entirely by 2030. Whereas Jamaica was on track to achieve this objective with a stable decrease up to 2019, the COVID-19 pandemic strongly affected this objective, due to rising unemployment and high levels of informal employment. Fortunately, it can be expected that this



number will rapidly decrease from 2021, making it feasible to achieve this objective during the Decade of Action. While progress can be identified in reducing extreme poverty, no such improvement is seen for inequality, with the Gini indicator of consumption varying only slightly around 0.37 to 0.39 between 2000 and 2017^{76,77}.

The largest economic sectors are retail, contributing 17.2 per cent to GDP, followed by public administration (12.4 per cent) and financial services (11.3 per cent). In terms of employment, however, retail and “other services” are equally important (just under one-fifth of employment each), followed by agriculture and fisheries (15.2 per cent).



The sector most affected by the COVID-19 pandemic is the tourism sector⁷⁸, with tourist arrivals collapsing. As shown in figure 12, the closure of all airports meant no arrivals were recorded in April or May 2020. Since 2016, an increasing growth rate was recorded for most visitor groups, especially from non-resident Jamaicans (which made up 4.1 per cent of all visitors since 2016), closely followed by short-stay visitors (1.8 per cent) and long-stay visitors (52.1 per cent). The only group undergoing a decline over time, even before the COVID-19 pandemic, was cruise visitors (42 per cent). The strong decline in tourism arrivals has had a significant impact on workers in that sector, especially since these jobs are often located in areas that have few alternatives. The tourism sector is also linked extensively with other sectors, leading to an estimated 37 per cent of all workers being directly or indirectly connected to that sector⁷⁹.

While the COVID-19 pandemic may not be the cause of many of the challenges faced by the Jamaican economy, it has highlighted some of the structural challenges that need to be addressed. One such structural issue was mentioned already, which is the low rate of economic growth (and potential for growth), related to the country’s low levels of productivity, which fell by 0.7 per cent annually during 2014–2018⁸⁰.

Underlying **weak productivity** growth are shortcomings in the education system that risk leaving certain groups of individuals behind. As shown in figure 13⁸¹, the net

72 ILO, 2018a.

73 PIOJ, 2020b.

74 Statin, 2020b.

75 PIOJ, 2020b.

76 Ibid.

77 Accounting for underreported high incomes tends to lead to a substantial increase in the reported Gini coefficient. The data used by the SDR differs from nationally reported data because of this.

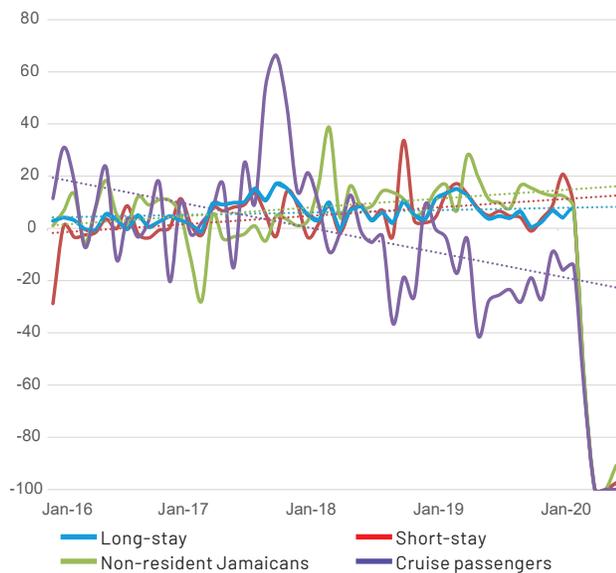
78 The direct share of tourism in the economy is 6.2 per cent, and in employment it is 8.8 per cent. However, the indirect impact through other sectors is much greater.

79 ECLAC, 2020.

80 PIOJ, 2020a.

81 According to unpublished Government of Jamaica data, the primary net enrolment decreased between 2015 and 2019, while the secondary net enrolment has skyrocketed to as high as 94 per cent in upper secondary, up from 66 per cent in 2015.

FIGURE 12 - YEAR-ON-YEAR GROWTH IN TOURIST ARRIVALS PER TYPE, JAN-2016-JUN 2020 (IN PERCENTAGES)



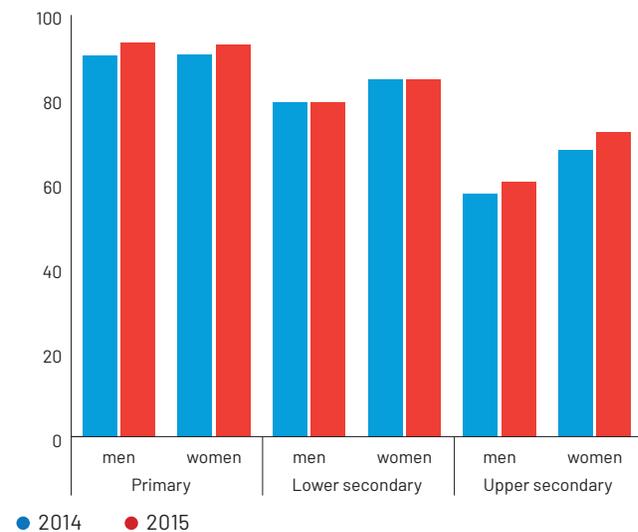
Source: Bank of Jamaica (2020b).

Note: Trend lines calculated for Jan 16-Jan 20.

enrolment rate drops precipitously after primary school, especially for men. In 2015, only 60.4 per cent of boys in the upper secondary education age group were actually enrolled. At the tertiary level, the gender imbalance is even more skewed, with an estimated 64.7 per cent of tertiary students being women⁸². The gender imbalance in education is not reflected in post-education achievement. Women are underrepresented in top senior management (although they are well represented in senior management) and earned only 62 cents for each dollar that men earned in 2019⁸³. Women are overrepresented in the informal sector with limited access to credit, thereby constraining their ability to scale up. These two trends (low education enrolment by men and underutilization of women's capacities) is exacerbated by a high migration rate of highly educated and skilled persons, especially women⁸⁴. This brain drain affects the country's ability to address the productivity deficit, although it does come with the positive side effect of bringing in extremely high inflows of remittances, worth over 15 per cent of GDP⁸⁵, further addressed in section III.I.



FIGURE 13 - NET ENROLMENT IN EDUCATION BY LEVEL AND GENDER, 2014-2015 (IN PERCENTAGES)



Source: Statin (2020d).

The next structural challenge is an issue that affects economic outcomes as much as it does social outcomes: the **high rates of violence and crime** affect the way that businesses can operate. The economic cost of violence is estimated at 14 per cent of GDP⁸⁶, translated into high costs of protection services for small businesses and a higher cost of operation for international ones⁸⁷. IMF estimates show that reducing violence to the world average would increase economic growth in Jamaica by 0.5 percentage points annually⁸⁸. The high levels of violence and crime are linked to the failure of providing quality education for all, to high unemployment rates in given communities, a lack of credit for young entrepreneurs, as well as to structural societal attitudes and the presence of gangs^{89,90}. With respect to organized crime, drug trafficking stands out, especially of cocaine. While counter-drug efforts are longstanding and ongoing, the drug trade is constantly evolving and a geographic position between producer markets of the south and consumer markets of the north, make Jamaica particularly vulnerable. As cocaine production increases in South America, greater seizures have also been recorded in Jamaica, with 1.63 MT of cocaine seized within the first 9 months of 2019, up from just 63 kg reported in 2018 during the same period⁹¹.



82 PI0J, 2020a.

83 World Economic Forum, 2020.

84 PI0J, 2020a.

85 World Bank, 2020a.

86 IEP, 2020.

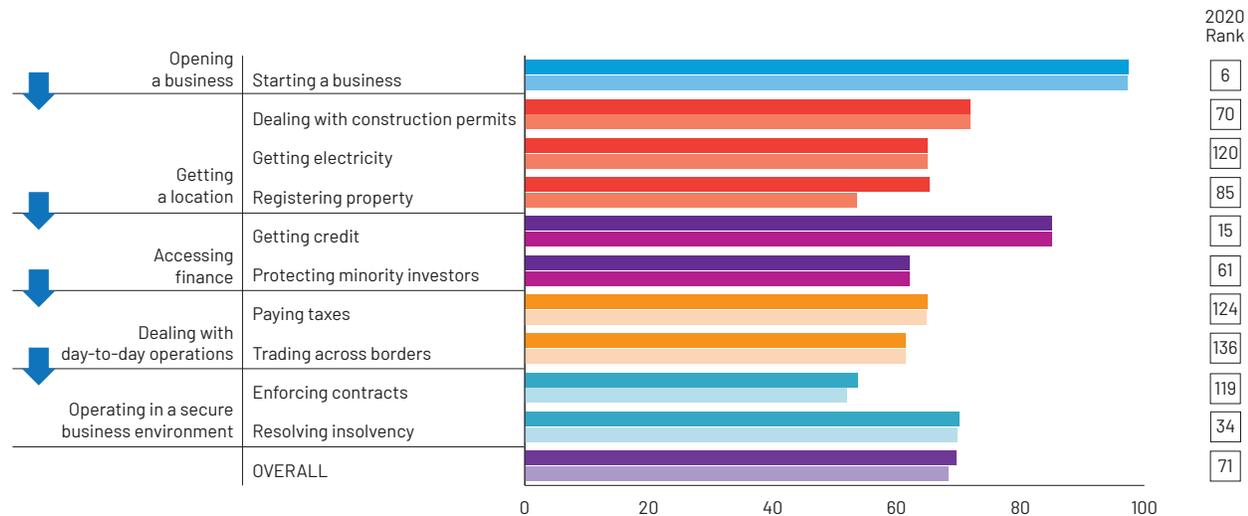
87 The EIU considers assault of staff as one of the highest risk factors to Jamaican business development.

88 IMF, 2019.

89 IMF, 2018.

90 Brac Consultants, 2020.

91 United States Department of State, 2020.

FIGURE 14 - EASE OF DOING BUSINESS, 2019-2020 (INDEX AND RANK)


Source: World Bank (2020d).

Note: Score is scaled on 1-100, with 100 as the best global performer. For each category, the darker colour represents the 2020 score. The 2020 rank is out of 190 countries.



A third challenge that is an important causal factor explaining the low levels of productivity is the low level of **formalization of the economy**, in which 43 per cent of economic output is estimated to be informal⁹², as well as 58.2 per cent of employment^{93,94}. The lack of formalization impedes access to finance that can enable SMEs to grow and thus become more productive. Closing the SME financing gap is estimated to increase economic growth by 0.5 percentage points⁹⁵. Furthermore, it impedes entrepreneurs from accessing the kind of assistance for which they would otherwise be eligible. SMEs that were eligible for COVID-19 relief funds, for example, may have forgone that relief out of worry about being informal⁹⁶. From a macroeconomic perspective, informal enterprises are a problem because they do not form part of the tax base. The Government of Jamaica has reduced the corporate tax burden by removing the Minimum Business Tax and increasing the General Corporation Tax threshold from JMD 3 million to JMD 10 million, but this did not do enough to substantially increase formalization. To solve this challenge, it must be recognized that entrepreneurs may not see value in formalization, which must thus be made more explicit. On top of that, the potential of financial penalties impedes a drive towards formalization.

Solving this may require an amnesty for existing SMEs that choose to formalize.

A final issue that should be addressed by the Government of Jamaica is improving the Ease of Doing Business⁹⁷. Out of 190 countries, Jamaica is ranked as the 71st as shown in figure 14. While it is very easy to start a business in Jamaica, an area where it is a global leader, this is not the case for some of the other areas included in the DB Index. The day-to-day operation area, which focuses on the ease of paying taxes and trading across borders, is the area that requires the most attention. Many of the themes that require careful attention concern judicial procedures (such as contract enforcement and property registration), mirroring some of the worries encountered in criminal justice prosecution. While the DB Index is not a panacea in itself, it has substantial signalling value in that it can affect investment decisions by international enterprises. As previously discussed in section III.B, a transparent effort to modernize government institutions across the board will positively impact not only the index but will help facilitate further growth for both domestic and international enterprises.

In order to increase growth in Jamaica, **the economy**

92 ILO, 2018a.

93 Ministry of Labour and Social Services, 2020b.

94 With support from ILO, the Government of Jamaica is embarking on a plan to encourage formalization of household workers, as well as those in agriculture and fisheries: Ministry of Industry, Commerce, Agriculture and Fisheries, 2020.

95 IMF, 2019.

96 Informal SMEs also tend to depend on income from remittances, which were expected to decrease as a result of COVID-19 but have increased during the first nine months of the year, although it is unclear whether those remittances have gone to SMEs in need. See: Bank of Jamaica, 2020c.

97 World Bank, 2020d.



requires modernization and diversification,

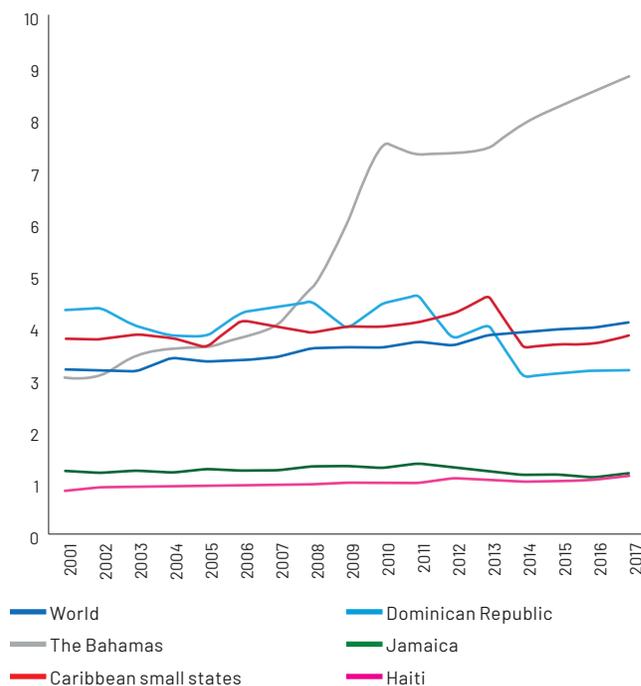
with the potential exploration of new and different sectors. In some crucial sectors, specifically tourism and agriculture, a change of direction may be required. For **tourism**, diversification of markets can help to reduce the dependence on a single source market (US residents are responsible for 61 per cent of all visits since 2016⁹⁸) but changing the type of tourism can also help increase the economic impact of the sector. As shown in figure 12, cruise tourism was declining before the outbreak of COVID-19, while stopover tourism was increasing. Since the average foreign exchange earnings of a stopover tourist is 12.4 times larger than that of a cruise tourist⁹⁹ and cruise tourism has a large environmental impact, this may not be a bad overall trend. The all-inclusive model employed in Jamaica is one that has limited spillovers to the wider economy, even if it is an important job creation tool, so a push for a tourism model that is more boutique, eco-friendly and community-based can have a positive impact on how tourism engages with the local economy. Value chain integration with other sectors is an important tool for that, for it will help value added creation in secondary sectors, be it construction, craft-making¹⁰⁰ and especially agriculture¹⁰¹.



The **agricultural sector** (including forestry and fishing) added over USD 1 billion of value to the Jamaican economy in 2019, representing 7.1 per cent of national GDP - almost double the Caribbean average¹⁰², while employing over 15 per cent of the labour force. However, the sector is remarkably unproductive. Figure 15 shows that output per hectare decreased between 2001 and 2017, while it increased by 28 per cent worldwide and by 4 per cent for small Caribbean states. Productivity in Jamaica currently stands at 13 per cent of that of the Bahamas and 36 per cent of that of the Dominican Republic. Amongst the challenges faced by farmers is the small size of landholdings and difficulties with property registration, which make access to finance more difficult, leading to a low level of capital investment¹⁰³, but also affect the capability to build up climate resilience. Hydrometeorological hazards, such as prolonged periods of drought and periods of excess rainfall, do not only affect the growing season but also create more favourable conditions for emerging pests and diseases and affect farmers' capacity to bring to market. During 2020, movement restrictions associated with COVID-19

exacerbated existing market access challenges.. Female farmers also face prejudice and need special attention¹⁰⁴. Value chain upgrading focused on increasing the value added in agriculture (and agro-processing), and integration with the tourism and other sectors may facilitate an increase in agricultural productivity for the country, while also reinforcing climate resilience. One sector to potentially explore is the production and export of cannabis. Jamaica is the only country in the Caribbean recognized in the UNODC World Drug Report 2020 as having sizeable cannabis production¹⁰⁵. Possession of up to 2oz (57 grams) for personal use was decriminalized in 2015 under the Dangerous Drugs Act and the

FIGURE 15 - CEREAL YIELD, 2000-2017 (KG/HA)



Source: World Bank (2020a).

Cannabis Licensing Authority (CLA) was established to oversee regulation and use of the drug in the country. A trend of decriminalization in the United States may open export markets for this highly valuable crop.

SDG 9 looks at industry, innovation and infrastructure, issues that are relatively urgent in Jamaica, where R&D spending is so small that it is not regularly measured. In accordance with SDG target 9.5, which calls upon all



98 Bank of Jamaica, 2020b.

99 PIOJ, 2020a.

100 Phillips et al., 2017.

101 FAO, 2019.

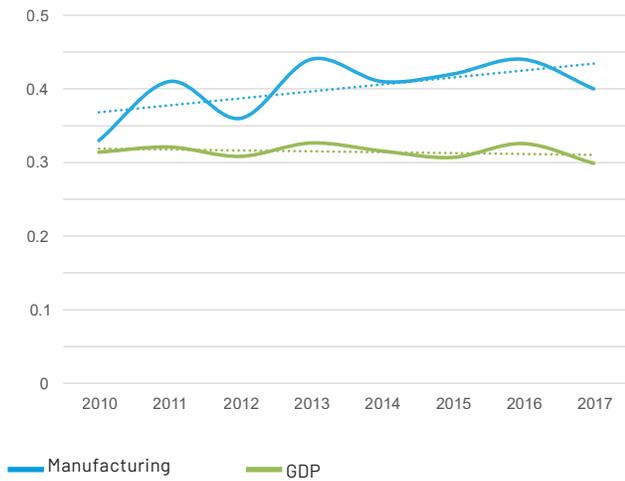
102 World Bank, 2020a.

103 IMF, 2019.

104 <https://www.youtube.com/watch?v=2FBTMCGCOhY>.

105 UNODC, 2020b.

FIGURE 16 - CO₂ EMISSIONS IN MANUFACTURING VALUE ADDED AND GDP, 2010-2017 (IN KG OF CO₂ PER CONSTANT 2010 USD)



Source: United Nations 2020a.

countries to enhance scientific research and upgrade the technological capabilities of their industrial sectors, Jamaica should encourage innovation and substantially increase public and private spending on research and experimental development. Likewise, the application of Artificial Intelligence has the potential to address some of the most pressing development challenges in SIDS in the implementation of the Samoa Pathway, including the tourism sector, in the provision of health services, to enhance agricultural productivity, and to understand climate change. Its adoption will also need to take into consideration potential job losses and take appropriate measures to mitigate such a threat.

Another specific target within SDG 9 is to “by 2030, upgrade infrastructure and retrofit industries to make them sustainable, with increased resource-use efficiency and greater adoption of clean and environmentally sound technologies and industrial processes”. This is measured through the CO₂ intensity of output. Figure 16 shows that for GDP as a whole, CO₂ intensity is decreasing, though not rapidly enough. Manufacturing is a relatively small sector of the Jamaican economy, and it displays an increasing level of CO₂ intensity. Further efforts are thus required over the coming Decade of Action.



SDG 12, which is focused on ensuring responsible consumption and production patterns, straddles the economic and environmental sphere (see section III.D).

Many of the indicators are not directly available for Jamaica (see section III.A), though some have occasional observations in different datasets. Target 12.2 aims to “achieve the sustainable management and efficient use of natural resources”. As an indicator, the domestic use

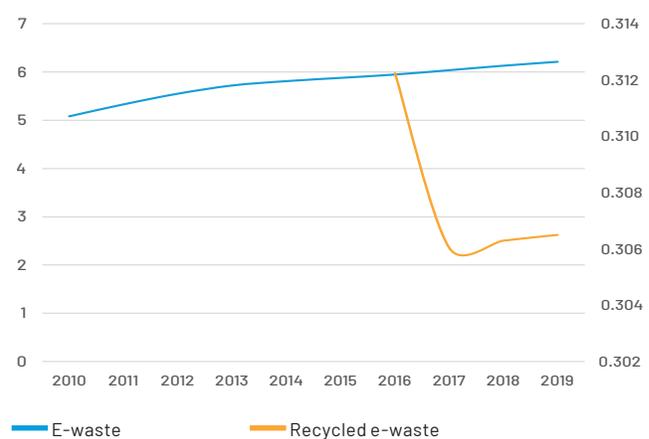


of raw materials per unit of GDP is measured. For most raw materials being tracked, the most recent data (from 2017) show a decrease in use. In fact, only four out of sixteen being tracked show an increase between 2000 and 2017, and two declined by more than half. The other 12 declined by an average of 25 per cent. Another element to look at (see figure 17) is the generation and recycling of waste. In this case, only e-waste is considered due to its high environmental impact and its high potential for recycling. E-waste generation per capita continues to increase, while e-waste recycling is extremely limited, at merely 0.3 per cent.

Beyond improvements in important existing sectors, Jamaica must also explore **new opportunities** that enable it to create new high-quality jobs, reducing the push factors of migration for highly educated individuals. On the basis of interviews with a broad range of actors, some of the specific sectors that stood out include the following:

- Green economy.** Investment in the development of green opportunities, including in renewable energy and waste management, is especially appealing due to their high potential for socially beneficial spillovers. Further exploration of circular economy possibilities will reduce the pressure on waste management as well, while renewable energy investment can benefit the current account balance (a form of import substitution) and possibly lower the cost of energy. Investments in the green economy also go hand-in-hand with sustainable productivity investments in the agricultural sector, reinforcing the climate resilience of its producers.
 
- Blue economy.** As an island, Jamaica should be primed to be able to use its marine resources in a sustainable

FIGURE 17 - E-WASTE GENERATED AND SHARE OF E-WASTE RECYCLED, 2010-2019 (IN KG PER CAPITA AND PERCENTAGES)



Source: United Nations (2020a).



way to create durable jobs. In addition to sustainable tourism, another important area is bioprospecting, which can help to sustainably exploit the biodiversity resources that exist in Jamaican territorial waters and decrease the share of catch caught in those waters that are comprised of overexploited or collapsed stocks.

- 
Creative (or orange) economy. One of the country's recognized strengths is its strong creative brand, which can be exploited even more to increase the export of creative services. The COVID-19 pandemic has facilitated the internationalization of digital services (as opposed to that of goods), meaning it will be easier for countries such as Jamaica to insert itself in existing and future value chains.
- Health and wellness tourism.** Another potential area for Jamaica, as it is in most of the Caribbean, is that of health and wellness tourism. The investment in this sector could come from private sources, but its main spillover benefit would be to potentially provide

better access to quality healthcare for local people as well. It is important, however, that the development of such a sector increases local access to healthcare services and does not exacerbate existing inequalities in access.



One element these different sectors have in common is that they depend on a high degree of **digitalization**. The Fourth Industrial Revolution that underpins many of these sectors is one that requires strong digital infrastructure (broadband access) and other technological advances. This links back to many of the issues addressed in other areas, whether it is quality education (see earlier in this section), modern institutions (see section III.B) or bridging the urban-rural divide (see section III.E).

Finally, cooperation with regional partners through CARICOM can back up policies to improve competitiveness, whether through an intensification of the Customs Union or through other policy alignment to stop issues such as tax competition in FDI attraction¹⁰⁶.

ENVIRONMENT AND CLIMATE CHANGE ANALYSIS

The rich and diverse environment of Jamaica is threatened by climate change, natural hazards as well as overexploitation. Environmental and disaster risk management can be improved especially in terms of bridging the gap between policy and implementation, enhancing waste management, reducing fossil fuel dependency, investing in spatial planning and infrastructure resilience, as well as environment-inclusive financing.

Jamaica is a country rich in biodiversity and natural resources, but at the same time, it is highly vulnerable to the impacts of climate change-induced hazards, floods, droughts, hurricanes, rising sea levels as well as earthquakes.

Climate change is already affecting the country. Rainfall is increasing over the centre of the island and decreasing

over the eastern and western parishes. Increases in temperatures are most likely to happen in the interior region and could reach 0.82°C to 3.09°C by 2100¹⁰⁷. Droughts are predicted to become more extensive and intense by the 2030s, while tropical cyclones are expected to become less frequent but more intense¹⁰⁸, exacerbating the vulnerability of SIDS like Jamaica, as pointed out in the SAMOA Pathway. The updated nationally determined contributions to the Paris agreement, published in June 2020, are an important sign that the Government of Jamaica takes the issue of climate very seriously and is showing regional leadership on the issue¹⁰⁹.

Unplanned settlements in environmentally sensitive lands (flood plains and unstable slopes) add to the risk of natural hazards becoming disasters. Major



¹⁰⁶ De Groot and Pérez Ludeña.

¹⁰⁷ Government of Jamaica, 2020.

¹⁰⁸ Ibid.

¹⁰⁹ Ibid.



infrastructure along these coastlines equally increase vulnerability to hazards' impacts, particularly as most were not built to withstand them. Furthermore, the bulk of the country's economic output is generated along the coastline. While the disaster risk management setting of the country is advanced, further efforts are needed to ensure this is streamlined in all sectors, that effective shock-responsive social protection systems are put in place, and adequate disaster risk financing strategies are adopted (see section III.G). According to the Internal Displacement Monitoring Centre, 14,903 new displacements can be expected per year due to sudden onset disasters, notably including cyclonic wind (annual risk of 8,431 new displacements), storm surges (4,787), earthquakes (1,136) and floods (545)¹¹⁰. Disaster risk reduction strategies should also consider the impact on the cultural sector, including the total or partial destruction of heritage sites and other tangible and intangible assets, which can also be a source of livelihoods.

Marine and terrestrial biodiversity not only sustain tourism but could be the source of currently unexplored bioprospecting opportunities. These are affected by climate change, pollution and exploitation. In fishing, by 2014 (most recent data available), 74 per cent of fish

caught are from overexploited or collapsed stocks, and this share has been increasing¹¹¹. The rich biodiversity is affected by changes in rainfall patterns, increased hurricane activity and rising sea levels, as well as higher sea and surface temperatures¹¹². On a positive note, forest area as a share of total area has increased from 48.1 per cent in 2000 to 55.1 per cent in 2020¹¹³, but the shares of KBAs protected has remained stagnant, as mentioned in section III.B. Protection of freshwater, terrestrial and mountain KBAs is limited to 27.8 per cent, 29.5 per cent and 28.9 per cent respectively. The 2016–2021 National Biodiversity Strategy and Action Plan¹¹⁴ identifies many of the existing pressures and is closely aligned with Vision 2030, but during the subsequent period, more active and forceful policy will be needed.

Climate change and natural hazards are not the only threats to the Jamaican environment. A recent IDB study¹¹⁵ surveyed a number of practitioners and experts in selected Latin American and Caribbean countries and revealed that overexploitation and illegal fishing and mining are considered as the most 'dangerous' activities for the Jamaican environment (figure 18). Jamaica



FIGURE 18 - ENVIRONMENTAL IMPACT OF INDUSTRIES AND ACTIVITIES, 2020 (ON A SCALE OF 1-10)

	Argentina	Bolivia (Bol. Rep. of)	Brazil	Colombia	Costa Rica	Dominican Republic	El Salvador	Jamaica	Peru	Uruguay
Agricultural practices	8	7.6	8.5	8.6	8.9	8.4	9.2	7.9	7.9	8.6
Extraction and mining	7.9	9.2	7	9.4	5.9	8.9	6.5	8.5	7.9	5
Industrial activities	7.4	7.4	7.4	8	6.5	8.5	8.6	7.5	7.4	6.1
Overfishing or illegal fishing	7.5	6.3	7.2	7.9	7.9	7.9	7.8	8.7	8.1	5.6
Livestock farming	7.3	7.2	8.4	8.9	7.3	7.6	8	6	6.8	6.4
Urbanization	6.6	6.7	7.8	7.8	7.3	7.9	9	7.5	7	5.8
Transportation	5.3	6.2	6.2	6.8	7	7.3	7.7	6.7	6.5	4.8
Electricity production	6.2	6.6	6.9	7.7	4.8	8	7.1	6.5	5.6	3.8
Tourism	4.8	4.5	4.6	6.2	5	7.8	6.5	7.3	4.8	4.5

Very low
Low
Medium
High
Extreme

Source: IDB (2020a).

110 IDMC, 2020.

111 Sachs et al., 2020

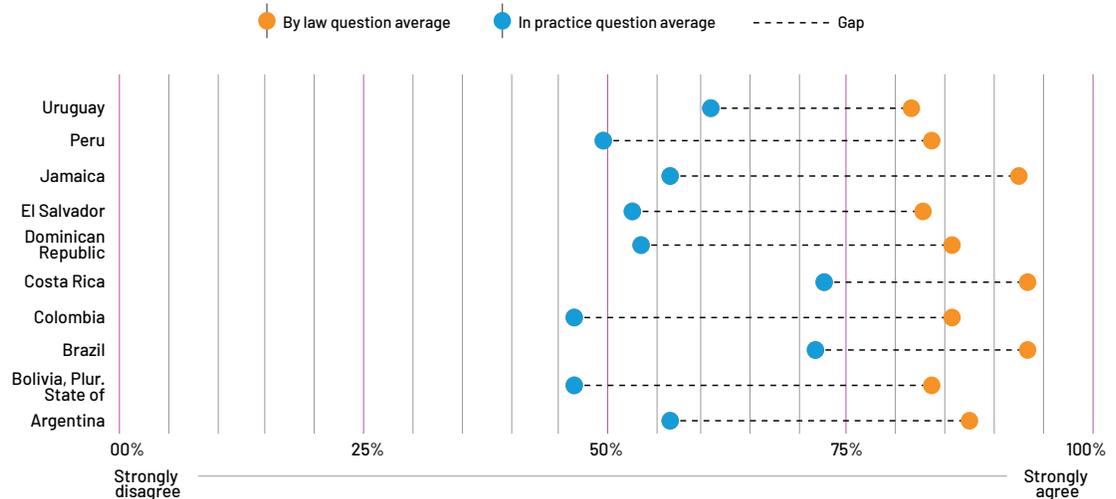
112 Ministry of Economic Growth and Job Creation, 2016.

113 United Nations, 2020d.

114 NEPA, 2016.

115 IDB, 2020a.

FIGURE 19 – GAP IN PRACTITIONER RESPONSES TO “BY LAW” AND “IN PRACTICE” QUESTIONS BY COUNTRY, 2020 (IN PERCENTAGES)



has a strong institutional and policy set-up to address climate change, manage natural resources and ensure adequate disaster risk reduction management¹¹⁶. It lives up to its international commitments (Paris Agreement, Convention on Biological Diversity, the Montreal Protocol, Stockholm Convention on Persistent Organic Pollutants, and Cartagena Convention¹¹⁷, among others, though it has not signed the Nagoya Protocol - see annex A4) which are reflected in the ambitious goals enshrined in Vision 2030, and translated in sectoral action plans and programmes. Environmental preservation and climate change adaptation and mitigation is high on the Government's agenda and 70 per cent of Jamaicans that responded to the UN75 survey indicated 'Climate Change' as one of the global trends that will affect the world's future¹¹⁸. However, gaps exist in the country's environmental governance. These include a weak participatory framework for decision-making, lack of R&D and access to data, lack of financial resources, corruption and deficiencies in legal authority and institutional capacity (see also section III.B)¹¹⁹. The latter often results from the absent or outdated regulatory legislative frameworks, as well as legislative uncertainties¹²⁰. Existing policies on climate change and the environment also do not address issues such as the human mobility impacts of disasters, environmental degradation and climate change, which can lead to potentially uncoordinated policy responses and limited support provided to environmental migrants.

Figure 19 shows that in Jamaica, as in Peru, Colombia

and the Plurinational State of Bolivia, the gap between environmental legislation and its implementation is particularly large. Practitioners were asked a series of questions about the laws and practices relating to access to environmental information and judicial remedies, and across the board their views were more positive about the existence and substance of the law, as compared to its implementation in practice. This trend was consistent across the lawyers, academics, consultants, and NGOs surveyed for the study¹²¹.

Furthermore, Jamaica lacks not only a comprehensive legislative, regulatory and institutional framework, but also the technical and financial resources to adequately manage **waste**¹²². The estimated per capita waste generation is 1.2 kg/day, which is expected to increase to 1.5 kg/day per person by 2030¹²³. Inadequate waste management leads to pollution and health hazards: 10- 30 per cent of surface water quality and groundwater are polluted by improper disposal of waste, saline intrusion, untreated sewage, and industrial effluents. Figure 20 shows that, since 2000, Jamaica has lowered its number of deaths attributable to unsafe water, sanitation and hygiene (WaSH)¹²⁴. The decrease is unfortunately not enough to achieve the objective of 1 death per 100,000 of population, and a substantial further effort is required to achieve the target of SDG 3.9.2 by 2030.



¹¹⁶ The Office for Disaster Preparedness and Emergency Management (ODPEM) is an established institution. The intra-Caribbean cooperation through CDEMA also plays an important role in disaster preparedness.

¹¹⁷ The Convention for the Protection and Development of the Marine Environment in the Wider Caribbean Region (WCR).

¹¹⁸ United Nations, 2020c.

¹¹⁹ For a detailed discussion on the access to environmental justice, see ECLAC, 2018.

¹²⁰ UNEP, 2016.

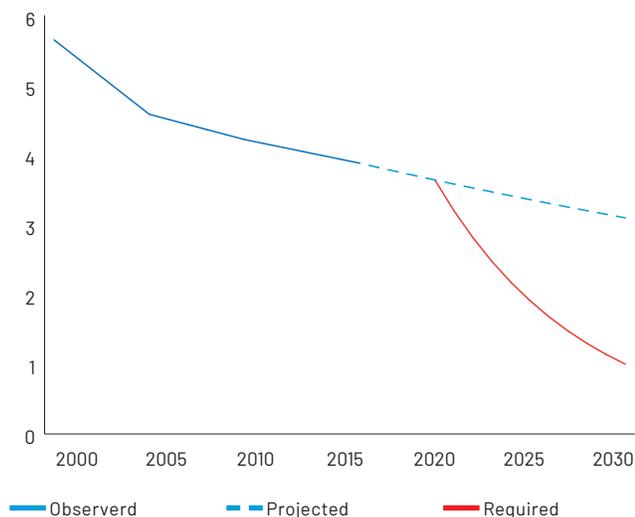
¹²¹ IDB, 2020a.

¹²² PIOJ, 2018a.

¹²³ Ibid. The ban of single-use plastic (since 1 January 2019) is good government policy that can help reduce the increase in waste.

¹²⁴ IHME, 2020.

FIGURE 20 - OBSERVED, PROJECTED AND REQUIRED AGE-STANDARDIZED DEATH RATE ATTRIBUTABLE TO UNSAFE WASH, 2000-2030 (DEATHS PER 100,000)



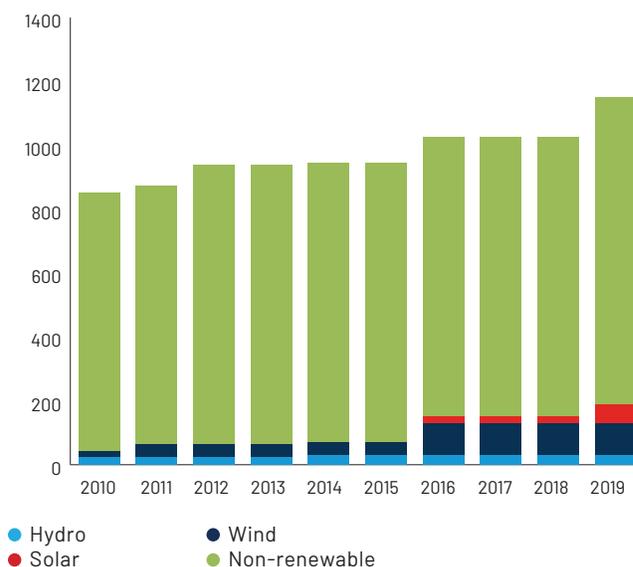
Source: Prepared by authors basis of IHME (2020).

Similarly, in 2016 air pollution was estimated to have killed 25.4 people per 100,000 per year¹²⁵, due to emissions from the transportation sector and illegal waste burning. In this area, progress is even more rapid than in addressing unsafe WaSH. Only a relatively small additional exertion can help to achieve this objective before the end of this Decade of Action. In 2014, 80 per cent of **energy** was based on imported fossil fuel¹²⁶, which is slowly decreasing (from 86 per cent in 2008) as investments are being made in renewable energy solutions. By 2019, 16 per cent of installed capacity consisted of renewable energy, with wind power making up the largest share (figure 21). Notably, while the share of renewables in installed capacity in Jamaica is equal to that of the Caribbean as a whole, the increase from 5 per cent in 2010 to 16 per cent in 2019 compares favourably to the Caribbean growth as a whole, from 10 per cent in 2010 to 16 per cent in 2019. Not only is the expansion of renewable energy important environmentally, but it may also help to reduce the country's import bill of fossil fuels, which burdens the current account and it may help to create high-quality green jobs.



Many of these issues disproportionately impact those at greatest risk of being left behind, including people living in rural areas (more dependent on natural resources), in unplanned urban settlements (close to the coast, housing less resilient to natural hazards, exposure to water and

FIGURE 21 - INSTALLED ELECTRICITY GENERATION CAPACITY BY TECHNOLOGY, 2010-2019 (IN MW)



Source: OLADE (2020).

air pollutions, hazardous waste), children (especially from poor households, exposed to non-resilient infrastructure, such as schools), PWDs (due to transport and communication hurdles during emergencies) and informal workers in the tourism and agricultural sector that may fall off the social protection nets in case of environment-related shocks.

In line with the preceding analysis, there are some opportunities that stand out, considering also the impact on economic transformation and social exclusion:

- Continue to strengthen the policy, regulatory and institutional framework to enhance environmental management, especially with regards to the application of the legal framework.
- Address corruption and ensure full stakeholder participation and consultation in decision making with relation to environmental management, including consistently considering the impact on children.
- Increase data production and work towards free and open access to data and information. As discussed in section III.A, data concerning the environment sector is often scattered and highly aggregated¹²⁷. Therefore, it is also crucial to improve data quality and to pursue harmonization to be useful for consensus building and decision making.
- Raise public awareness about climate change and

125 World Bank, 2020a.

126 Ibid.

127 UNEP, 2016

environmental preservation to more effectively engage citizens in responsible consumption and behaviour patterns. Youth sensitization and involvement is a crucial step to ensure that actions to reduce risks are effective and sustainable. This will require providing channels for youth to share their ideas in a meaningful way so that they can be put into action and for the education system to become more receptive to such issues.

- Continue investing in renewable energy, establishing PPPs and thus reducing fossil fuel imports and related emissions, which also positively impacts the country's current account.
- Improved waste management solutions need to go hand in hand with recycling strategies and reuse options, supporting initiatives based on the principles of circular economy (these need financial and fiscal incentives, partnerships with universities, start-up incubators, crowdfunding platforms, private investors, et cetera).
- Enhance spatial planning both to ensure housing and infrastructure resilience (coupled with disaster-proof building codes) but also to undertake sustainable natural resource management (e.g. marine zones for the management of blue economy).
- Explore and consider emerging economic opportunities in bioprospecting (marine and terrestrial), as well as the flood protection benefits of reefs for the most vulnerable people¹²⁸.
- Address the impacts of disasters, environmental degradation and climate change on different forms of human mobility. This includes the situation of internal migrants who leave degraded rural areas, persons displaced by disasters and communities at risk of or experiencing planned relocation as part of risk mitigation measures.
- Reduce overfishing, regulating large-scale fishing and offering different alternative livelihoods to small-scale fisherfolk.

E | SOCIAL EXCLUSION ANALYSIS

Despite a significant increase in people's well-being, patterns of social exclusion are apparent, further exacerbated by the COVID-19 crisis. Substandard educational attainments, prevalence of NCDs, pervasive violence in society, limited inclusion of PWDs, discrimination based on gender and disparities across regions are all issues of concern. Despite a robust social protection system, those in the lowest quintiles and in rural areas tend to lag behind.

Jamaica has made substantial progress in advancing the socioeconomic status of its population. However, rising inequalities and entrenched patterns of social exclusion are evident, highlighted by the ongoing crisis resulting from the COVID-19 pandemic. These patterns are linked to age (with children and the elderly being most vulnerable to poverty), place of residence (people living in rural areas or in underserved urban areas), gender (women, young boys, and the LGBTQI+ community), health

status (PWD, PLWHIV), and occupation (sex work). These vulnerabilities are exacerbated by pervasive violence, affecting children's potential and creating dysfunctional families and communities. Furthermore, COVID-19 has revealed how the digital divide is impacting access to a wide range of services (education, social protection benefits, information, etc.) and thus its potential of leaving groups of people behind.

Social exclusion based on sexual orientation and **gender** is significant. Specific reference to its interconnection with violence is analysed below, but cultural and social norms create a 'glass ceiling' for women in society (see also section III.C), while discrimination and stigma prevents LGBTQI+ people's full participation. Diverse gender identity is not recognized under the law, and the Offences Against the Persons' Act criminalizes sex between men. Women's participation in the labour



¹²⁸ InsuResilience Global Partnership (2020) estimates that almost 39 thousand vulnerable people (i.e. people living on less than USD 15/day PPP) are protected by reefs. Furthermore, the reef's ecosystem services in Jamaica are valued at USD 522 million per year, considering tourism, pharmaceutical, biodiversity and fisheries services.

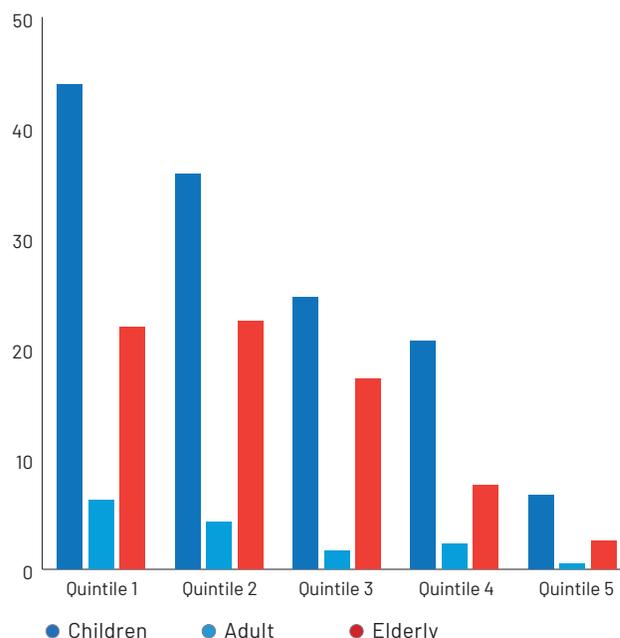
force has constantly been significantly lower than men, while featuring a higher chance of being unemployed (although the gap was narrowing before COVID-19, see also section III.C). While in 2017 women made up 57 per cent of managerial positions¹²⁹, that rate decreases as the level of seniority increases¹³⁰. Political representation, although improving, is still low, with 28.5 per cent female representatives in the Lower House following September 2020 General Elections. However, the country had a female Prime Minister and senior positions, such as the Chief Justice, have been held by a woman.

In the case of discrimination based on people's sexual orientation or gender identity, as noted under sections III.B and III.F, there are legal as well as cultural challenges impeding their full participation in the economy and society. According to a 2016 study, the majority of LGBTQI+ people in Jamaica are afraid of revealing their sexual orientation, they are subjected to discrimination and abuses and, if they have the skills and opportunities, they would rather leave the country to pursue professional opportunities abroad¹³¹. This is closely related to an anti-LGBTQI+ culture expressed through music that is particularly homophobic and religiosity that forms another driver of homophobia¹³².



The country's **social protection system** is one of the most developed in the Caribbean in terms of coverage, the benefits provided, and the administrative capacity, well-positioning Jamaica for achieving SDG 1.3. A key programme is the Programme for Advancement through Health and Education (PATH), which is one of the region's largest cash transfer programmes reaching over 328,482 beneficiaries (over 11 per cent of the total population) as of October 2020, and 6 per cent of them are PWDs¹³³. The PATH budget registered a 23 per cent increase in 2019/20 over the previous fiscal year¹³⁴. However, around 30 per cent of the families in the lowest quintile and 40 per cent in the second lowest quintile had not applied for PATH benefits due to a lack of information or perceptions of ineligibility (see also figure 22)¹³⁵ or lacking civil registration documentation (although birth registration is nearly universal in Jamaica, with only 2 per cent of births unregistered¹³⁶). Furthermore, the most recent population census identified some 400,000

FIGURE 22 - PERCENTAGE OF POPULATION RECEIVING A PATH BENEFIT, BY AGE GROUP AND QUINTILE (IN PERCENTAGES)



Source: UNDP (2020).

PWDs, of which only 12 per cent have been targeted for PATH benefits through state and non-state actors¹³⁷. Moving forward, it will be important to ensure increased and focused outreach to vulnerable households to facilitate access to benefits and services they may be eligible for. These include improved social marketing, intake and referral systems. The Ministry of Labour and Social Security (MLSS) managing PATH has committed to undertaking an aggressive strategy to reach into deep rural areas to educate households about their eligibility to apply for PATH benefits and assist these households with the application process¹³⁸.



Health services and outcomes have received renewed attention worldwide in view of COVID-19. Health-associated risks are perceived as more likely to happen and with a potentially stronger impact than was viewed in the past (see section III.H). Overall, Jamaica has made good progress in its



¹²⁹ United Nations, 2020d.

¹³⁰ A study commissioned by the Women's Resource and Outreach Centre (WROC) in 2013 on Women on Boards and Committees confirmed that women were only on 33 per cent of public sector boards in Jamaica and 16 per cent of private sector boards. See UNDP/WROC, 2013.

¹³¹ McFee and Galbraith, 2016.

¹³² Chunnu, 2020.

¹³³ Data received from the M&E Unit of the Ministry of Labour and Social Security on December 9, 2020.

¹³⁴ Ibid.

¹³⁵ PIOJ, 2018b.

¹³⁶ UNICEF, 2020b.

¹³⁷ 9 out of 10 families with people with disability are not PATH beneficiaries. PWDs continue to experience barriers in accessing information, support services, essential services and employment and workforce integration. See also section IV.B.

¹³⁸ Ministry of Labour and Social Security, 2020a.

health indicators, though some challenges remain:

- 
 Growing incidence of NCDs and unhealthy behaviours (SDG 3.4). Between 2010 and 2016, the number of deaths due to NCDs grew by 9 per cent (from 11,705 in 2010 to 12,755 in 2016)¹³⁹ accounting for 68.4 per cent of all deaths over 5 years of age¹⁴⁰. This is linked to nutrition, with an increase in adult obesity prevalence from 15.9 per cent in 2000 to 24.7 per cent in 2016¹⁴¹. Women are particularly affected, and Jamaica is currently among the top 14 countries in female obesity. This is linked to eating habits, affordability and accessibility of food, as well as lack of proper physical exercise. Access to healthy food has also been impacted by the pandemic, with declining household income and schools closed, the quality and quantity of food intake is negatively affected.
- 
 Progress has been made in sexual and reproductive health (SDG 3.7), yet there are some worrisome trends especially among adolescents. In 2011, 70 out of every 1000 15–19 years old girls gave birth¹⁴² and adolescent pregnancy is 12 times more likely among girls from the poorest households compared to the richest quintile¹⁴³, making it the main cause of dropping out of secondary school among girls, and thus creating vicious cycles of poverty and social exclusion. A gradual decline in the age of sexual initiation is registered and as many as 42 per cent of boys and 12 per cent of girls aged 15–24 reported that they initiated sex before they were 15¹⁴⁴. This is coupled with conservative ideas around adolescent sexuality, high rates of sexual abuse, limited knowledge of HIV/STI prevention and reports of an increase in risk behaviours. Access to information, life skills education and friendly services should be undertaken with a focus on engaging adolescents through culturally relevant platforms¹⁴⁵.
- New HIV infections in Jamaica have only decreased by 13 per cent in twenty years, since 1990, with evident stagnation since 2003. During the same period, AIDS-related deaths have increased by 8

per cent¹⁴⁶. Harmful laws, policies and practices, the lack of legal protection against discrimination and violence, and the non-recognition of diverse gender identities contribute to stigma and discrimination against people living with and affected by HIV and pose substantial challenges to people's access to HIV services. Subsequently, higher levels of HIV infection and AIDS deaths are experienced by those who are most marginalized, including gay men and other men who have sex with men, transgender people and sex workers. All HIV infections and AIDS-related deaths can be prevented. This makes the end of AIDS in Jamaica a moral imperative.

- Mental health represents an outstanding challenge further exacerbated by the current COVID-19 pandemic, affecting in particular youth and adolescents. Before COVID-19, one in every four students had considered suicide and 60 per cent of those treated for attempted suicides were adolescents and young people¹⁴⁷. This is aggravated by the stress and anxiety caused by COVID-19, making an 'outbreak' of mental health problems a potential threat.
- Total health expenditure (THE) in relation to GDP has not really changed in the past 10 years, but out-of-pocket expenditure almost halved (see figure 23). While this should be a positive trend, a decline is reported from 2008 to 2017 in the proportion of people seeking health care in the public sector compared to the private sector (from 52 to 42 per cent)¹⁴⁸. So far, the investment in healthcare has not led to universal health coverage (UHC), despite its SDG 3.8.1 mandate and great popular support¹⁴⁹. Figure 24 shows that the increase in UHC is slowing down and that the required path to achieve UHC by 2030 during the Decade of Action is quite steep. Undocumented immigrants are amongst the groups potentially excluded from healthcare access. Increasing health investment in NCDs is estimated to lead to JMD 77.1 billion in productivity gains and averted medical costs (a return on investment 110 per cent), while investing in mental health has a JMD 60 billion

139 WHO, 2020.

140 NCDs related issues also represent the main cause of maternal mortality rate which is estimated around 80/100,000 birth in 2017, little progress from the value of 79 registered in 2010. See WHO, 2020.

141 WHO, 2020b.

142 STATIN and UNICEF, 2013.

143 Ibid.

144 Ministry of Health, 2017.

145 There is a legal issue that the age of consent is strictly enforced as 16, making it harder to access SRH assistance.

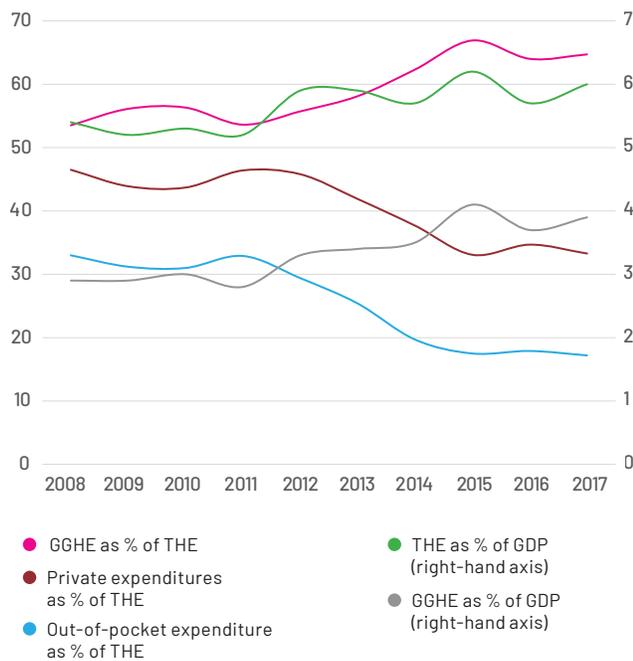
146 UNAIDS, 2020.

147 Whitehorne-Smith, 2014.

148 PIOJ, 2018b.

149 UHC was identified as the key COVID-19 recovery priority and the most desired change in the next 25 years in the UN75 Survey, see United Nations, 2020c.

FIGURE 23 - TRENDS IN TOTAL HEALTH EXPENDITURE (THE) AND GENERAL GOVERNMENT HEALTH EXPENDITURE (GGHE), 2008-2017 (IN PERCENTAGES)



Source: PIOJ (2020a).

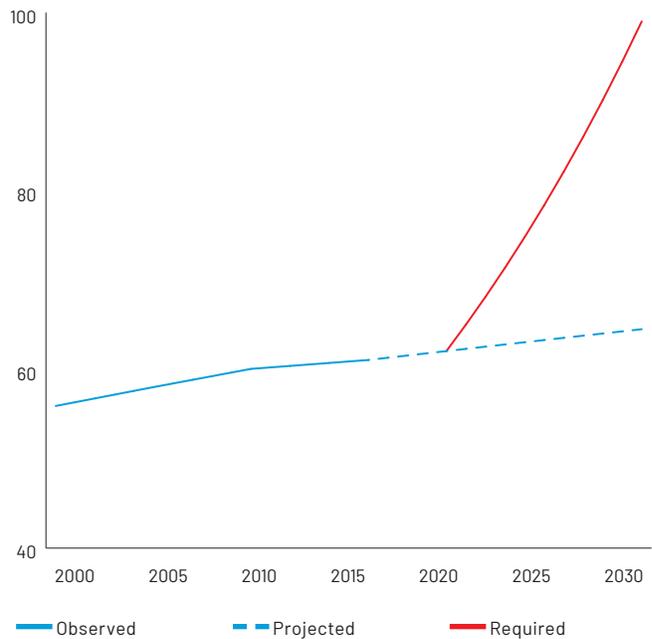
value (a return on investment of 320 per cent)^{150,151}. Investments also need to take into consideration the progressive ageing of the population and the impact this will have on the healthcare and social protection systems.



Although substantial progress has been made in the proportion of Jamaican children accessing schooling at each level of the **education system** in the last few decades, concern about the quality of education and stark inequalities remain:

- According to the Human Capital Index developed by the World Bank, a child born today in Jamaica, given prevailing investments in education and health, will only be 54 per cent as productive as she could be if she had access to services on the global frontier of quality.¹⁵² A significant portion of this gap is attributable to low learning relative to years of schooling. Although Jamaicans on average complete 11.7 years of schooling, those years are equivalent to only 7.2 years of learning when benchmarked against top-performing systems. This reveals a notable

FIGURE 24 - OBSERVED, PROJECTED AND REQUIRED COVERAGE OF ESSENTIAL HEALTH SERVICES, 2000-2030 (INDEX)



Source: IHME (2020).

learning gap of 4.5 years, felt largely by poorer quintiles, as access to the best schools continues to be highly correlated with socioeconomics¹⁵³. Modernization of curricula, teacher trainings and closing the digital divide to ensure access to distance learning are key to improving learning outcomes and equal educational opportunities¹⁵⁴.

- It is well recognized that inequity in education begins in early childhood and in Jamaica, access to educational services for children 0-2 years remains limited. While there is almost universal access for general Early Childhood Development (ECD) services for children aged 3-5, there are vast differences in quality due to a fee-for-service structure. Jamaica has low per-student expenditure at pre-primary education compared to other Caribbean and OECD countries while per-student tertiary and secondary expenditure is higher¹⁵⁵.
- Only 15.9 per cent of Jamaican children go on to tertiary studies (age 19-24) overall and among that percentage, the richest quintile access at a rate over six times higher than that of the poorest quintile (40 per cent to 6.3 per cent) with those

150 Hutchinson et al., 2019.

151 PAHO, 2019.

152 World Bank, 2020c.

153 Jamaica Information Service, 2020.

154 World Bank, 2020e.

155 World Bank and UNICEF, 2020.

in Kingston Metropolitan Area (KMA) accessing at a rate almost three times higher than those in rural locations (27 per cent to 10 per cent)¹⁵⁶. Approximately 50,000 adolescents of secondary school age are out of school, and 3 out of 5 of those out-of-school adolescents are boys¹⁵⁷. It is important to note that data gaps remain as to the characteristics and number of out-of-school youth as well as opportunities for successful school-to-work transitions, especially for young people with disabilities. Essentially, higher education institutions should facilitate learning for adults by offering more interactive possibilities, practical study guides and offer more diverse options for financial support.¹⁵⁸

- Jamaican school children are exposed to various forms of violence including peer-to-peer violence, 1



out of 3 having been in a physical fight¹⁵⁹ and 1 out of 4 having experienced bullying, corporal punishment by teachers, sexual harassment, assault and witnessing of violent acts. Safe school operations remain a priority for the education system¹⁶⁰. Furthermore, the education system reinforces stereotypes of hyper masculinity that invalidate the



lived experiences of many girls and boys, including adolescents and young people who identify as LGBTQI+. This is also strengthened through music and religious teachings¹⁶¹. Global citizenship education should therefore also be included in school curricula. While Health and Family Life Education (HFLE) is part of the school curricula, it is important to have a stronger focus on Comprehensive Sexuality Education for in and out-of-school adolescents and youth.

- Significant barriers to the full access to education of children with disabilities include: gaps in



teacher training, accessible buildings and infrastructure, availability of communication and assistive technologies, and a lack of focus on inclusive education. This becomes even more critical given the fact that the Jamaica School Readiness Assessment (JSRA) administered to four-year-old children nationally identified that 33 per cent of those assessed had at least one

developmental problem, with higher levels registered among boys and economically vulnerable children¹⁶².

- To close the socioeconomic gaps, a reframing and reprioritization of TVET is recommended, by focusing on industry related competencies, technical and practical skills, and improving distance learning design, methodologies and online flexible assessments¹⁶³.
- Distance learning, prompted by the containment measures of the COVID-19 pandemic, exposed a significant number of vulnerable children to the risk of lagging behind. Despite adopting a multi-faceted approach to distance learning (not only online classes, but also through radio, TV, newspapers, et cetera), access to internet and computers as well as digital knowledge (of teachers, students and parents) makes a large difference. About 230,000 school-age children had no working computer in the household¹⁶⁴, and children from the poorest households are four times as likely not to have a computer compared to the richest quintile (this is also linked to SDG 17.8). 17 per cent of high school children do not participate in online activity (18 per cent of them because they do not have internet access and 62 per cent citing unsuitable devices)¹⁶⁵.
- As the level of public spending in education appears by and large adequate (education expenditure has remained stable above 5 per cent of GDP and close to 20 per cent of government expenditure¹⁶⁶ over the last few years and is within international ranges, higher than that of many peers in the region), strengthening public finance management capacity of government officials to ensure efficient, effective and equitable resource allocation is one of the priorities to reform the education sector. A more robust real-time data management system is needed to measure and track progress on learning, to develop evidence-based policies and programmes, and to strengthen coordination and collaboration to improve learning outcomes across different levels.



To respond to these concerns with respect to education results, the Prime Minister launched the Education

¹⁵⁶ UIS, 2020.

¹⁵⁷ Ibid.

¹⁵⁸ ILO, UNESCO and WBG, 2020.

¹⁵⁹ WHO, 2020.

¹⁶⁰ WHO, 2017.

¹⁶¹ Chunnu, 2020.

¹⁶² Data originates from the Ministry of Education, Youth and Information and reflects the preliminary results of the Jamaica School Readiness Assessment. It has not yet been published.

¹⁶³ UIL, 2016.

¹⁶⁴ PIOJ, 2018b.

¹⁶⁵ UNICEF, 2020a.

¹⁶⁶ World Bank, 2020a.

Transformation Commission in 2020, tasked with reviewing and assessing the country's public education system and making recommendations¹⁶⁷.

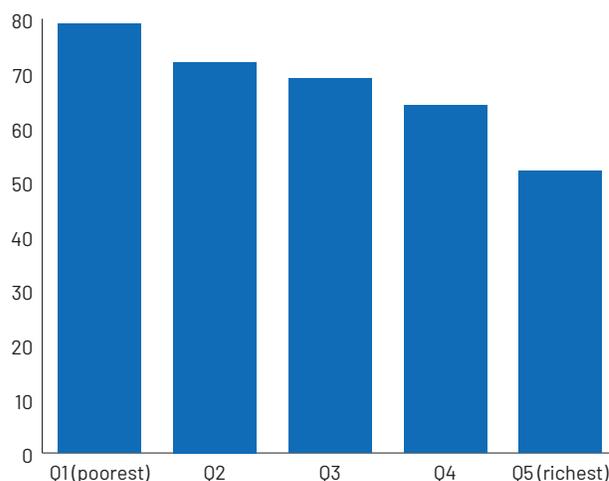


The high level of violence in Jamaican society notably affects its fabric, undermining people's potential and resulting in vicious cycles of exclusion. With a homicide rate at 49 per 100,000 people (2019), Jamaica ranks fourth in the world, and second in terms of its femicide rate (in 2019, 9.2 out of every 100,000 women were murdered)¹⁶⁸. Murder is the number one cause of death for adolescents¹⁶⁹, making it very challenging to achieve SDG 16.1. Violence is inextricably linked to organized crime, gang activities, drugs and access to guns. Despite efforts to stop illegal arms trade, availability of firearms has not significantly declined in the country. In 2019, 37 per cent of murders were linked to gang activities and males, particularly young men, continued to be the main perpetrators of violence as well as victims¹⁷⁰.

Children are affected by violence from an early age, with 85 per cent of children under 15 experiencing violent discipline at home (psychological or corporal)¹⁷¹. Figure 25 shows that this is most prevalent amongst the poorest households. Violence is experienced at home, in schools (see above), in the communities, childcare institutions and over the Internet. The COVID-19 crisis has also increased children's exposure to violence at home and online¹⁷². Notably, the stakeholder survey showed that people in Jamaica do not recognize the link between exposure to violence (corporal punishment) at schools and the overall levels of violence in society. A study of vulnerable communities in Jamaica clearly shows the vicious cycle of violence in which children are caught. Children who lost their fathers due to violence, run the risk of becoming violent themselves in order to seek revenge for their loss. Many of the young men involved in crime lacked a male figure in their family and resorted to gangs in search of protection and economic opportunities that the community could not offer¹⁷³.

The situation is aggravated by children's lack of access to supportive relationships and social services they would typically rely on when in need of help, including at school and in the community. For girls especially, it is coupled with sexual harassment and abuse, with 21 per cent of adolescent girls ages 15-19 report having

FIGURE 25 - PERCENTAGE OF CHILDREN WHO ARE SUBJECTED TO CORPORAL PUNISHMENT BY WEALTH, 2011 (IN PERCENTAGES)



Source: Statin and UNICEF (2013).

experienced sexual violence¹⁷⁴. GBV and domestic violence is pervasive¹⁷⁵ and represent the most important hurdle to reaching gender equality in Jamaica (SDG 5.2 seems out of reach). Driven by a cultural norm of 'toxic masculinity', violence against women is largely accepted in society. According to a reliable study, the "largest proportion of women agreed that violence between husbands and wives is a private matter". 15.8 per cent felt that female rape victims had contributed in some way to being raped. Attitudes towards intimate partner violence are correlated to place of residence (rural/urban), age, level of education, union status and age at first union¹⁷⁶. This also underpins the psychological pressure on young men and their likelihood of being bullied and abused in school and the community, becoming dropouts. While protective legislation needs strengthening (including enactment and implementation of the Sexual Harassment law), as well as integrated and coordinated social services to prevent and respond to violence at the community level, there is a need to modify deeply ingrained social and gender norms – in particular, the idea that some forms of violence, such as violent discipline and GBV are not only normal, but even justifiable. For many Jamaican children, violence has become a normal, everyday part of



167 Jamaica Information Service, 2020.

168 PIOJ 2020a, UNODC, 2020b.

169 UNICEF, 2019.

170 PIOJ, 2020a.

171 STATIN and UNICEF, 2013.

172 UNICEF, 2020a.

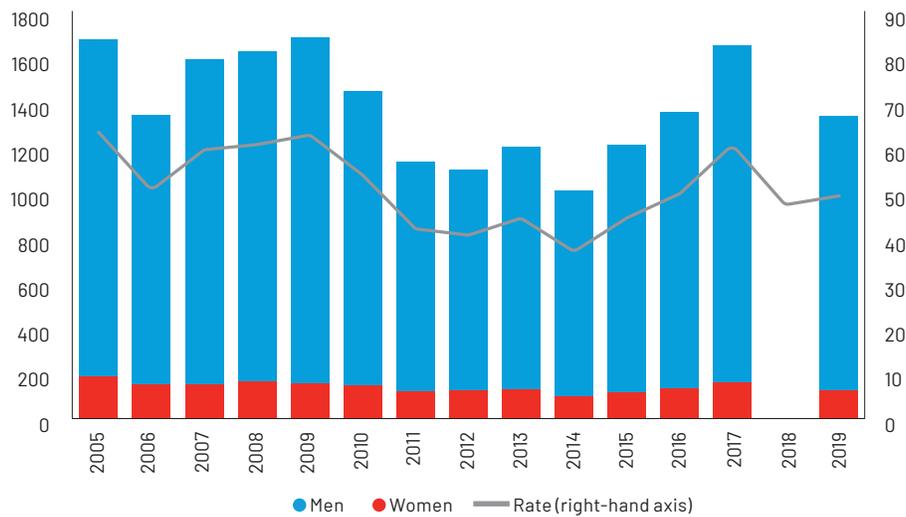
173 Brac Consultants, 2020.

174 UNICEF, 2019.

175 More than one in every four Jamaican women between the ages of 15 and 64 years will, over their lifetime, experience intimate partner physical and/or sexual violence. See Watson, 2016.

176 Watson, 2016.

**FIGURE 26 – HOMICIDES BY GENDER AND OVERALL HOMICIDE RATE, 2005-19
(TOTAL NUMBER AND RATE PER 100,000)**



Source: UNODC (2020b) and Jamaica Constabulary Force (2020).

life and corporal punishment (which is a form of violence) by caregivers is still regarded as socially acceptable.

Vision 2030 acknowledges the importance of reducing crime and violence and seeks to strengthen governance to overcome the various challenges that cut across the Jamaican development path. Under the 'Security and Safety' outcome (#5), the 2018-21 MTF sets a target of 30/100,000 murder rate by 2021, which appears out of reach at the current pace. As evidenced in figure 26, the rate has been fluctuating and, although there was a downward trend starting after 2010, this has not been consistent. The Ministry of National Security is apportioned the third highest share of the Jamaican budget after the Ministry of Finance and the Ministry of Education, accounting for 11.4 per cent of the total 2019/20 budget. It also represents an 11 per cent increase from the preceding fiscal year. While the data is older¹⁷⁷, the Caribbean Human Development Report published in 2013 shows that expenditure on security in Jamaica was amongst the lowest in the region with 6.2 per cent of government spending. The budget for prevention was especially low, representing merely 0.22 per cent of spending, compared to 0.81 per cent in Saint Lucia and 2.1 per cent in Trinidad and Tobago.

Crime is concentrated in known areas that are vulnerable to criminogenic risk factors such as drugs, guns, gangs,

and high rates of youth unemployment¹⁷⁸. It is noted that in communities where employment opportunities were offered through infrastructure repairs, violence and war between factions has dissipated. It was also noted that working men did not have the time to engage in crime and violence¹⁷⁹. Crime suppression efforts have been supported by the use of the State of Public Emergency, which has yielded some immediate results, although more investment is needed in crime prevention and in enhancing data collection capacities and evidence-based plans, including conducting thorough evaluations of existing programmes¹⁸⁰. Interestingly, a study conducted in the most vulnerable and volatile communities in Jamaica reported that, at times, police represents a barrier to social cohesion, due to its perceived or actual brutality¹⁸¹. IMF, in its 2019 report, also recommended shifting the composition of the security budget (which is focused on corrections and enforcement) towards prevention and youth programmes. This is deemed to have significant returns in the long run. Public campaigns to change attitudes towards violent behaviour are also needed¹⁸².

177 UNDP, 2013.

178 Harriott and Jones, 2016.

179 Brac Consultants, 2020.

180 Ibid.

181 Ibid.

182 IMF, 2019.

F ANALYSIS OF COMPLIANCE WITH INTERNATIONAL HUMAN RIGHTS, NORMS AND STANDARDS

In terms of accessions to the main international human rights instruments, Jamaica has made significant strides. Nevertheless, some challenges remain, such as the absence of a National Human Rights Institution (NHRI) and the lack of comprehensive anti-discrimination legislation. Finally, in the combat against violence and crime, special law enforcement provisions raise human rights concerns.



Jamaica is a state party to most of the core international human rights instruments as shown in annex A4. The ratification of the Convention against Torture, and Other Cruel, Inhuman or Degrading Treatment, the International Convention for the Protection of All Persons from Enforced Disappearance, and the Optional Protocols to ICCPR, ICESCR, CEDAW, CRC (communication procedure) and CRPD is still pending. Some Treaty Body reports also remain outstanding. The Inter-ministerial committee for Human Rights is currently considering establishing a Human Rights Reporting and Tracking Database (HRTD) to facilitate and expedite the timely reporting to treaty bodies and UPR. Human rights treaties are not fully incorporated in national law and some legislation is clearly in conflict with human rights obligations.

While Jamaica does not have a NHRI, it has announced its intention to create one. The state does not have an effective human rights protection system with complaints and accountability mechanisms in place. The Minister of Justice submitted a proposal in 2017 to draft legislation concerning a possible NHRI, but the process ended in a stalemate due to reported inadequate understanding of what it would entail, thus requiring further efforts to clarify how to go forward.

The existing Charter of Fundamental Rights and Freedoms does not protect all persons against all forms of discrimination and fails to prohibit discrimination on grounds such as sexual orientation, gender identity, marital status, disability and health status. The country should pursue amendments to its laws and enact comprehensive anti-discrimination legislation, especially to decriminalize same-sex sexual acts and enact protective legislation for LGBTQI+ persons. Under existing laws, despite some positive developments, reports of incidents of discrimination,

harassment and violent attacks against LGBTQI+ persons continue to be reported with lack of proper investigations and accountability mechanisms¹⁸³.

In order to protect the rights of women, Jamaica is encouraged to approve the amendments to the Sexual Offences Act, 2009, with a view to criminalizing all marital rape, with no restrictive conditions, within a clear time frame, encourage the reporting of domestic and sexual violence against women and girls and ensure that all such acts are effectively investigated, victims and witnesses are protected, and perpetrators are prosecuted and sentenced within a reasonable time frame. To further protect women, the Sexual Harassment Bill also ought to be adopted, after taking into consideration recommendations by human rights organizations to ensure its alignment with international standards¹⁸⁴.



A number of specific rights that require further attention are discussed below.

RIGHT TO LIFE, LIBERTY AND SECURITY OF PERSON

As noted previously, Jamaica has one of the highest homicide rates in the world, rooted in existing social and economic inequalities. As discussed in section III.B, the declaration of a public emergency in ZOSOs raises human rights concerns about arbitrary arrests and the conduct of its security forces. The country should ensure that human rights are fully protected and due process is respected during the security operations by the police and security forces, and provide more training and human rights education to law enforcement authorities. Interventions in ZOSOs need to be accompanied by social interventions as it was originally planned.

While noting the de facto moratorium on executions since 1988, Jamaica does not intend to abolish the death penalty and the conditions on death row remain inhumane. Jamaica is recommended to consider abolishing the death penalty and acceding to the Second Optional Protocol to the International Covenant on Civil and Political Rights. Furthermore, Jamaica is recommended to amend the criminal law to ensure that all acts of torture are prohibited and sanctioned with penalties commensurate with the gravity of the crimes. Finally, Jamaica should reduce overcrowding in places

¹⁸³ United Nations, 2016, and JFJ et al., 2016.

¹⁸⁴ As of 10 December 2020, the sexual harassment bill is before parliament.

of detention¹⁸⁵, including by resorting to alternatives to imprisonment, and improve conditions of detention.

As a Pathfinder Country under the Global Partnership to End Violence Against Children, the Jamaican Government has committed to addressing violence against children as a national priority – a commitment which is embodied in the 2019 launch of the National Plan of Action for an Integrated Response to Children and Violence (NPACV).

ADMINISTRATION OF JUSTICE, INCLUDING IMPUNITY, AND THE RULE OF LAW



Despite recent positive developments, the judicial system still faces several challenges. Significant case backlogs hinder judicial due process¹⁸⁶, while legal aid services for people in need of assistance still require further development and greater human and financial resource allocation. The Jamaican legislation on states of emergency does not meet the standards of article 4 of the Covenant on Civil and Political Rights. In order to ensure effective and independent investigation of law enforcement personnel and to strengthening accountability for the use of force, the recommendations from the Report of the West Kingston Commission of Inquiry concerning the 2010 incidents in West Kingston/Tivoli Gardens¹⁸⁷ should be implemented and the role of the Independent Commission of Investigations (INDECOM) must be clarified.

FUNDAMENTAL FREEDOMS



There are concerns and reports¹⁸⁸ of obstacles in the implementation of the Access to Information Act (2004), such as knowledge gaps amongst information officers and an inaccessible complaint procedure. There are also reports¹⁸⁹ from some human rights NGOs (mainly working on LGBTQI+ rights) facing obstacles in registration under the Charity Act, and reports¹⁹⁰ of incitement to threat, harassment and attacks against human rights defenders. Measures should be taken regarding the full implementation of the law on access to information, including training of officers, conducting public information campaigns and establishing an accessible complaint mechanism, ensuring that consideration and granting of charitable status to NGOs is done on a non-discriminatory basis and not to obstruct or delimit the work of human rights defenders.

The implementation code and regulations of the 2014 Disability Act remain a work in progress. Much work is to be done in order to make real progress on attaining the SDG 10 and the Convention on the Rights of Persons with Disabilities. PWDs continue to face challenges, including access to public buildings and basic social services¹⁹¹. Greater advocacy is needed for combating discrimination in policies and programmes, adjustment of government buildings to ensure physical accessibility, an employment policy in both the public and private sector and improved quality of education.

PROHIBITION OF ALL FORMS OF EXPLOITATION

The establishment of the National Task Force for Anti-Trafficking in Persons in the Jamaica Constabulary Force, the development of a Trafficking in Persons Database and the drafting of a policy to combat trafficking in persons have resulted in increased visibility and improved efforts by the Government to address human trafficking in Jamaica. However, further work is required to meet the minimum standards for the elimination of trafficking in persons, especially regarding the provision of sufficient human and financial resources to the Office of the National Rapporteur on Trafficking in Persons. As in other areas, Jamaica is suffering from a lack of data and associated analysis to assess the extent of people trafficking. Furthermore, rehabilitation services should be provided to victims of trafficking and mechanisms for investigating cases of sexual exploitation, particularly sex tourism, must be strengthened. Special attention should be given to strengthening efforts to combat child trafficking for the purposes of sexual exploitation and forced labour and to ensure that acts of trafficking in persons are investigated effectively and perpetrators are brought to justice.

RIGHT TO PRIVACY

There are gaps and shortcomings in the current draft National Registration and Identification Bill, in particular with regard to the right to privacy, data security and over-criminalization of uncompliant citizens¹⁹². The Bill was passed in November 2017 in the Senate with 168 amendments and passed by the Lower House shortly after, but in a later stage the Government declared that it will further refine draft regulations for the National Identification and Registration Act, which seeks to establish a reliable identification system for Jamaicans. This will be done through ongoing consultations involving

185 United Nations, 2020e.

186 Ibid.

187 United Nations, 2016.

188 United Nations, 2020e.

189 United Nations, 2016.

190 Ibid.

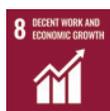
191 United Nations, 2019.

192 Ibid.

State entities, civil society groups, and the private sector.

RIGHT TO WORK AND TO JUST AND FAVOURABLE CONDITIONS OF WORK

The employment (Equal Pay for Equal Work) Act of 1975 should be reviewed and updated to incorporate the principle of equal remuneration for men and women for work of equal value, and to provide for its implementation measures.¹⁹³



Section 6(4) of the Trade Union Act¹⁹⁴ should be amended in order to ensure that penalties are not imposed on workers for their membership and participation in activities of an unregistered trade union. The Government of Jamaica is urged to amend its legislation in order to ensure that if no union reaches the required threshold to be recognized as a bargaining agent, unions are given the possibility to negotiate, jointly or separately, at least on behalf of their own members.

Section 5(5) of the Labour Relations and Industrial Disputes Act (LRIDA) of 1975 and section 3(1)(d) of its regulation should be amended, as these provisions may restrict collective bargaining. The legislation allows for the recognition of a trade union as having bargaining rights only when a 50 per cent majority of the workers or a particular category of workers agree for it to have bargaining rights in relation to them. The LRIDA and its regulation should be amended in order to: (i) ensure that if no union reaches the required threshold to be recognized as a bargaining agent, unions are given the possibility to negotiate, jointly or separately, at least on behalf of their own members; (ii) recognize the right of any organization which in a previous ballot failed to secure a sufficiently large number of votes to request a new election after a stipulated period; and (iii) recognize the right of any new organization other than the previously certified organization to demand a new ballot after a reasonable period has elapsed.¹⁹⁵



To protect those under 18, action should be taken to ensure that the Child Care and Protection Act (CCPA) or the Occupational Safety and Health Bill adopt the list of types of hazardous work prohibited for persons under 18 years of age and the list of light work permitted for children between 13 and 15 years of age.¹⁹⁶ The CCPA should also be amended so that it would prohibit the use of a child

under 18 years of age for the purpose of prostitution.¹⁹⁷ SDG target 8.7 aims to eliminate all forms of child labour by 2025 and Jamaica is still some way off, with 38,000 children aged 5-17 still engaged in child labour and 72 per cent of those in hazardous conditions¹⁹⁸, even if it is recognized that much has already been achieved.

RIGHT TO AN ADEQUATE STANDARD OF LIVING

Poverty reduction, sustainable livelihoods, income and social security had been identified as strategic areas of focus within Vision 2030. However, children, adolescents and youth, as well as population in rural areas continue to experience poverty levels that are above the national average. In its 2018 report¹⁹⁹, UNICEF noted that a quarter of Jamaican children lived in poverty. The 2017 National Poverty Reduction Programme²⁰⁰ seeks to eradicate extreme poverty in Jamaica by 2022, but not enough is done to achieve this goal. Further investment is needed in social protection systems to ensure that poverty, other social factors or discrimination do not force people into situations of precarious labour migration and promote decent work opportunities for people at home. Sufficient financial, organizational and socio-emotional support should be provided to families so that children can stay with their parents and not be placed in institutions in order to get access to education, food and shelter.



RIGHT TO HEALTH

The high levels of maternal mortality resulting from unsafe abortions²⁰¹ and the lack of official data on the number of clandestine abortions are of great concern. The general criminalization of abortion in the Offences against the Person Act, including in cases of rape, incest and foetal abnormality is a major issue of concern. Jamaica is recommended to amend its abortion legislation and to take steps to repeal sections 72 and 73 of the Offences Against the Persons Act, which make abortion illegal, and to substitute a civil law, "The Termination of Pregnancy Act", as recommended by the Abortion Policy Review Group in 2007. Other recommendations of the Review Group, including pre- and post-abortion counselling and special provisions for the mentally disabled, remain germane. Jamaica is encouraged to consider the provisions of the Medical Termination of Pregnancy Acts of Barbados (1983) and Guyana (1995), that make abortion



193 ILO, 2019a.

194 Ibid.

195 ILO, 2018b.

196 ILO, 2019b.

197 ILO, 2019c.

198 PIOJ, 2018c.

199 Ibid.

200 Ibid.

201 Ibid.

legal to save a woman's life, to protect her physical and mental health, to avoid the birth of children with serious health defects and in the event of rape or incest. In all cases, it is critical to improve access to comprehensive and integrated sexual and reproductive health information and services, including family planning.

The legal environment restricting access to sexual reproductive health commodities and services to adolescents aged 16 and above is an obstacle and renders adolescents vulnerable to HIV and other sexually transmitted infections as well as unplanned pregnancies – contributing to the consistently high rates of teen pregnancy in the country. It is recommended to remove legal penalties for health workers who deliver services among adolescents. Another issue of concern is the persistence of discrimination and stigmatization of PLWHIV and the high proportion of girls aged 15 to 19 infected with the virus²⁰² (see also section III.E).

The proposal of the Joint Select Committee to include the “wilful transmission of sexually transmitted diseases

including HIV” in the Offences Against the Person Act is a major concern, for it encourages stigmatization and may impede access to treatment. Finally, Jamaican legislation does not specifically address the right of undocumented migrants to healthcare.

RIGHT TO EDUCATION

The right to education is not comprehensively enshrined in the Constitution of Jamaica, and the main education law of 1965 did not enshrine education as a human right. The National Education Strategic Plan 2011 – 2020 highlighted the need for a compulsory education policy for youth aged 3 to 18, but the policy still needs to be adopted. Sections III.C and III.E further address the issue of educational underperformance, especially for boys. Two specific areas of attention include the Policy for the Reintegration of Adolescent Mothers²⁰³ and inclusion of children with special needs in the mainstream education system.



G | DEVELOPMENT – HUMANITARIAN – PEACE LINKAGE ANALYSIS

The development trajectory of the country is threatened by natural hazards and the high level of violence. The estimated potential impact of violence and disasters is as much as 18.4 per cent of GDP. Disaster risk management presents gaps, in terms of risk financing, spatial planning and shock-responsive social protection measures. Violence can be reduced if approached holistically, working on its social, environmental and economic determinants, including addressing the governance challenges outlined above.

In Jamaica, two of the most crucial hurdles to overcome in order to achieve the SDGs are of humanitarian nature: exposure to natural hazards and high levels of violence and crime.

Between 1990 and 2017, Jamaica suffered 26 disasters, making it the hardest hit country in the English-speaking Caribbean²⁰⁴. It ranks 57th in the climate change risk index covering the period 1999–2018, but it jumps to the 23rd place when it comes to losses per unit GDP²⁰⁵, indicating how vulnerable the Jamaican economy is to natural hazards. Another external assessment is the World Risk Report 2020²⁰⁶, which ranks countries by considering their exposure to the risk of earthquakes, storms, floods, droughts and sea level rise, and its vulnerability, which itself is based on a weighting between susceptibility, coping mechanisms and adaptive capacity. While Jamaica scores very high on its exposure to risk (21st in the world), it rates as medium in its vulnerability. In combination, it is considered the 29th country most at risk.



202 Ibid.

203 Ibid.

204 ECLAC, 2019.

205 Eckstein et al., 2019.

206 Bündnis Entwicklung Hilft, 2020.

The SAMOA Pathway recognizes how SIDS, such as Jamaica, are especially prone to climate change and other hazards. Jamaica has 208 km of urban coastline²⁰⁷, which is most vulnerable to weather-related hazards, such as floods and tropical cyclones, as well as rising sea levels caused by global climate change. Approximately 82 per cent of people live within 5 km of the coast²⁰⁸, and the urban population in Jamaica is expected to rise to 70 per cent of the population by 2050.²⁰⁹ About 90 per cent of the GDP is estimated to be produced along the island's coastline.²¹⁰

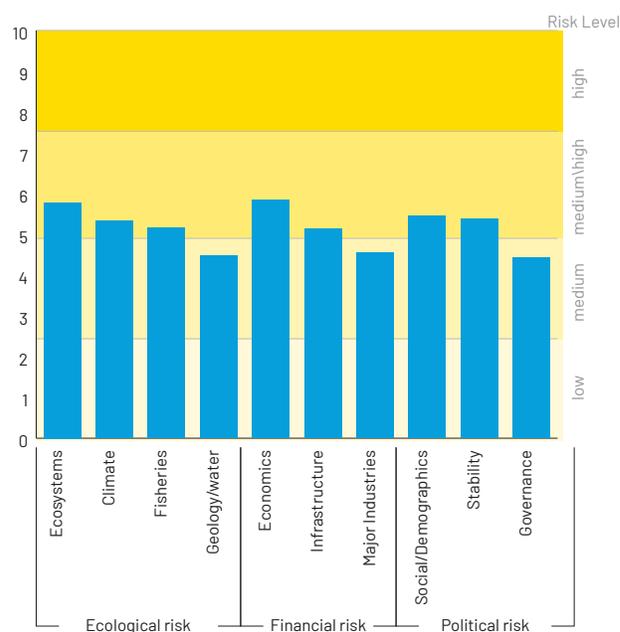
Agriculture is threatened by floods, droughts and land erosion and the agricultural sector employs 15.2 per cent of the labour force (mainly small informal farmers, vulnerable to external shocks and likely to fall off the social protection nets). Tourism services represent 53 per cent of exports (worth around USD 3.1 billion²¹¹) and is strongly affected by natural hazards and climate change (coastline erosion, coral bleaching, loss in biodiversity, damage to infrastructure, et cetera). During the 1990-2018 period, the average damage-to-GDP ratio in Caribbean SIDS was 4.4 per cent²¹².



The most frequent natural hazards in Jamaica are storms, followed by floods²¹³. It is also prone to earthquakes: major earthquakes affected Montego Bay and Kingston in 1958, and Kingston in 1993. Kingston, the most densely populated area, is also the most active seismic zone. Related to earthquakes, there is also a high risk of tsunamis, which are not frequent, but particularly disastrous. As a coastal city, Kingston is at the forefront of climate change. A Climate and Ocean Risk Vulnerability Index (CORVI) for cities, based on the factors of ecological, financial and political risk, is shown in figure 27²¹⁴. Kingston is mostly at medium or medium/high risk, though each of these hide a range of variation. Specifically, as a low-lying city that is prone to flooding, the level of unplanned or informal settlements (8.25) are considered the primary financial risk subcategory and the large urban population (8.20) causes the greatest political risk.

Disaster risk reduction has been prioritized under National Outcome 14 in Vision 2030, recognizing the need to amalgamate disaster management and climate change into socioeconomic decision-making processes.

FIGURE 27 – KINGSTON: RISK AREAS ACCORDING TO CORVI, 2019 (INDEX FROM 0-10)



Source: Stuart et al. (2020).

National strategies have been put in place to reduce both the occurrence and impact of disasters, improving resilience to all forms of hazards, boosting emergency response capability and implementing climate mitigation and adaptation measures. These strategies aim to reduce the damage cost caused by disasters to less than 1 per cent in 2030.

Jamaica has a relatively good DRM framework, headed by the National Disaster Risk Management Council (part of ODPEM), while MLSS coordinates welfare activities to support disaster-affected people. Gender focal points have been established to integrate gender considerations in DRM, but lack of data disaggregated by sex hamper their potential. In 2015, the Disaster Risk Management Act was issued, directing USD 350 million to facilitate mitigation, preparedness, early response and disaster recovery. Jamaica is also a member of CCRIF SPC (formerly the Caribbean Catastrophe Risk Insurance Facility) since its inception in 2007, with its 2019-20 policy year's parametric insurance coverage for hurricane, earthquake and excess rainfall worth USD

207 ECLAC, 2019a.

208 PIOJ, 2009.

209 ECLAC 2019, current proportion of urban population is 54 per cent (PIOJ, 2020a).

210 Beazley and Ciardi, 2020.

211 World Bank, 2020a.

212 Bello and De Meira, 2019.

213 The Emergency Events Database shows that Jamaica suffered 37 adverse weather events between 1950 and 2018 of which 24 were hurricanes and 9 floods. See CRED, 2020.

214 Stuart et al., 2020.

238.8 million²¹⁵. There are other disaster risk financing tools, whose adequacy to the country's risk profile should be further assessed and which are currently considered in the draft Disaster Risk Financing Policy. A detailed proposal identifying the key elements of such a policy was published in 2018²¹⁶. Considering the potential impact of natural hazards on the development trajectory of the country, and the likelihood of these to increase in intensity in the years to come, disaster risk financing needs to be further enhanced. Likewise, disaster risk management needs to permeate the normative and institutional frameworks governing sectoral and territorial institutions as well as the planning and budgeting processes²¹⁷. Social protection also plays an important role in the provision of support to people affected by shocks by providing grants. As noted in section III.E, Jamaica has a relatively good social protection system, though challenges remain in the flexible scale-up of programmes in response to large-scale shocks.

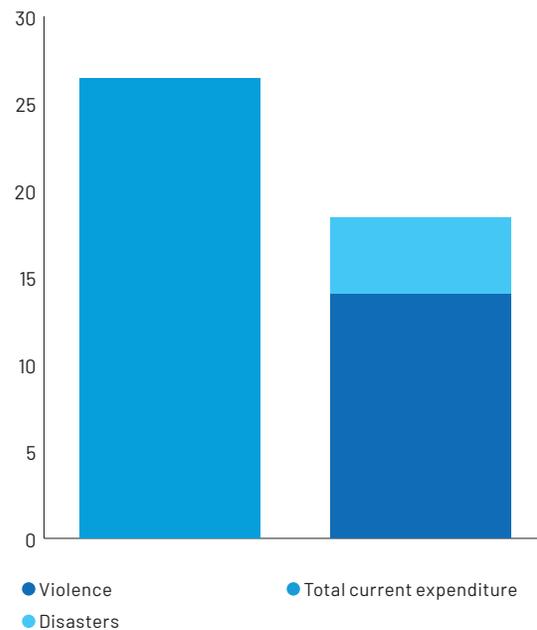


According to the Global Peace Index, the cost of violence in Jamaica is estimated at USD 3,853.7 million (PPP) or USD 1,740 per capita. This represents a potential GDP erosion of up to 14 per cent²¹⁸. Direct and indirect costs of violence relate to the victim, the perpetrator, and the government. These include direct expenditures, such as the cost of policing, military and medical expenses, as well as those indirect costs that accrue after the violent event and include economic losses, physical and psychological trauma to the victim and lost productivity. The index also considers a 'multiplier effect', such as the additional economic benefits that would come from investment in business development or education, instead of the less productive costs of containing or dealing with violence²¹⁹.

From a mere economic point of view, the combined ratio to GDP of the impact of natural disasters and violence represents almost 70 per cent of government's recurrent expenditure (figure 28). This means that lowering the impact of natural hazards and the level of violence in the country can unleash a significant amount of resources to be invested in the achievement of the SDGs.

Furthermore, there are clearly social, political and human effects determined by disasters and violence. Violence and organized crime represent a structural issue in Jamaica. As evidenced in section III.E, violence is engrained in society and manifests itself not only in gangs but also in GBV, domestic violence, violence against children at home, in schools and in the communities, as well as in widely accepted corporal

FIGURE 28 - RECURRENT EXPENDITURES AND ESTIMATED COSTS OF VIOLENCE AND DISASTERS, 2019 (RATIO WITH RESPECT TO GDP)



Source: RCO elaboration based on Bello and De Meira (2019), IEP(2020) and PIOJ (2020a).

punishment. All SDGs are either affected by violence or could contribute to curbing violence in the society.

A graphic depiction of the main interlinkages is provided under section IV.A, but it is worth noting that violence in children affects their development and hence their potential future contribution to society; environmental degradation and lack of proper services in sub-urban communities, together with lack of job opportunities are push factors for youth towards crime. Similarly, high levels of crime raise the cost of doing business and negatively impact private investment and ultimately economic growth. The government has undertaken several initiatives and projects under outcome 5 of the Vision 2030, aimed at increasing the effectiveness of the law enforcement apparatus from a multidimensional perspective. Building on these efforts, violence should also be considered as a cross-cutting issue and measures to undermine its determinants should be embedded in all development programmes. The establishment of a National Commission on Violence Prevention in 2020 is a welcome development in this regard and should provide recommendations with respect to violence prevention and intervention programmes, specifically addressing attitudinal and behavioural changes in society.

215 PIOJ, 2020a.

216 World Bank, 2018.

217 ECLAC, 2019a.

218 IEP, 2020.

219 Ibid.

H | MULTIDIMENSIONAL SDG RISK ANALYSIS

Climate change and environment-related hazards are the most likely risks going forward and with the highest potential impact, even increasing towards the future. The current COVID-19 pandemic has highlighted threats to public health and economic stability, though they are expected to ameliorate over the next decade. Finally, social cohesion, especially related to violence, crime and discrimination, is also a major risk area for Jamaica.

As pointed out throughout this document, there are multiple challenges to achieving the SDGs in Jamaica, while there are also substantial opportunities. As pointed out in section III.A, the country was making some progress towards achievement of some SDGs through Vision 2030, but the COVID-19 pandemic is throwing the country off its socioeconomic development course. This serves to highlight that it can be very challenging to estimate a country's risk profile ex ante and that risks can come from a multitude of sources. While a pandemic was always a possibility, it would not have been considered amongst the larger risks to most countries in the world, but the impact on socioeconomic development has been catastrophic.

In order to quantify current risks to the Jamaican capacity to achieve the SDGs, a survey was held of UN agencies. Twelve agencies completed the survey, representing around two-thirds of all agencies active in the country. The respondents were asked to assess risk both for 2021 and for 2030, in order to identify whether substantial risk changes were expected. The results are presented in table 3.

An important observation is that the UN agencies completing the survey foresee a substantial decrease in risk between 2021 and 2030, with large decreases observed in economic stability, public health, and infrastructure and access to social services. A large risk increase is only foreseen in risks coming from political stability, albeit from a very low base. Smaller increases are also expected in the democratic space, also from a low base, and the area of environment and climate change, which even in 2021 is the highest risk area for SDG achievement.

There is clear consensus amongst UN agencies that

environment and climate change is the key risk area for Jamaica, considered high risk in 2021 and extreme (albeit on the low end of the spectrum) by 2030 (see also section III.D).

While in recent years Jamaica has been spared much of the brunt of violent storms, an average of six tropical storms become hurricanes in the Caribbean annually²²⁰ and climate change is already affecting Jamaica through sea level rise and changes of rainfall patterns²²¹. These climate change impacts are likely to affect (internal) migration patterns leading to more mobility²²². While there is some expectation that hurricanes may become less frequent, they are expected to increase in intensity. At the global level, the UN Economist Network also identifies climate change as one of the five megatrends that require careful attention²²³.



The second-highest risk as indicated in table 3 was found in the public health area, which is primarily associated with the current COVID-19 pandemic. While a substantial risk reduction is expected between 2021 and 2030, it continues to be high risk even by 2030. This is explained by the specific health threats the country faces in the long run, whether it is the high rate of obesity or the prevalence of NCDs. On top of that, for its level of development, the access to quality healthcare services, especially in rural areas, is below par.



The area with the third-highest risk assessment according to the survey of UN agencies is in economic stability (see also section III.C). This is also strongly impacted by the COVID-19 pandemic and sees a substantial decrease in risk between 2021 and 2030, though it will still be a high-risk factor. The crisis induced by COVID-19 has led to an unprecedented fall in GDP, estimated to be 10-12 per cent for the 2020-2021 fiscal year²²⁴. While some rebound is expected after that, the country is not expected to return to its pre-crisis levels before the final quarter of 2022. Even before the COVID-19 pandemic hit, economic growth was structurally insufficient in Jamaica to be able to comply with the 2030 Agenda. It is no surprise that the issue of economic stability, including the capacity to find a new growth model is of worry to many agencies.



220 NOAA, 2019.

221 Government of Jamaica, 2020.

222 IDMC, 2020.

223 United Nations, 2020a.

224 Bank of Jamaica, 2020a.

TABLE 3 - MULTIDIMENSIONAL RISK ASSESSMENT: RESULTS FROM SURVEY OF UN AGENCIES, 2021 AND 2030

	SDG risk area	By 2021	By 2030	Trend
Political stability	16, 17	4.77	5.34	↑
Democratic space	16, 17	3.85	4.10	↗
Economic stability	8, 17	10.96	9.40	↓
Social cohesion, gender equality, and non-discrimination	1, 5, 10, 17	9.15	8.04	↓
Regional and global influences	16, 17	4.78	4.69	→
Internal security	16, 17	8.60	8.20	↘
Justice and rule of law	16, 17	7.71	6.99	↘
Infrastructure and access to social services	4, 6, 7, 9, 11, 17	9.08	7.93	↓
Displacement and migration	16, 17	3.92	4.13	↗
Public health	3, 17	11.92	10.04	↓
Food security, agriculture and land	2, 17	6.73	6.38	↘
Environment and climate	12, 13, 14, 15, 17	13.41	14.30	↗
Overall risk assessment		94.86	89.53	↘

Risk

	Very high
	High
	Moderate
	Low

Risk trend

	Large increase
	Medium increase
	Stable
	Medium decrease
	Large decrease



The final high-risk area identified by the UN agencies is in social cohesion, gender equality, and non-discrimination, as addressed in sections III.C and III.G as well. This reflects the unequal treatment of women and men, the pervasive presence of GBV and the discrimination and hate speech regarding the LGBTQI+ community. It is recognized that this issue is an important risk factor for achieving the SDGs because it causes specific groups to be at risk of being left behind. While many of the issues require great investment towards cultural change, some areas can and should be addressed by government policy change, such as the legalized discrimination against the LGBTQI+ community.

As a validation of the survey of UN agencies, the Economist Intelligence Unit (EIU) does a similar exercise, shown in table 4. The scenarios with the greatest risk include environment and climate change (scenario 2), economic stability (scenarios 1, 3 and 4) and the issue of violence (scenario 5). This a more short-term risk assessment than the survey of UN agencies, so they do not coincide entirely, but it is clear that the short- and long-term risk largely coincide.

One important additional challenge for Jamaica is the compounding nature of the risks it faces. Work is ongoing by the combined Offices of the Resident Coordinators of the SIDS to develop a Multidimensional Vulnerability Index (MVI), responding to a request made by the Alliance of Small Island States (AOSIS). The MVI fairly reflects that Jamaica is facing multiple overlapping and compound

Source: Prepared by the authors.

Note: Agencies were asked to indicate both the likelihood and the impact (each on a scale of 1-5) of 74 scenarios impacting SDG achievement. Each scenario's risk score reflects the multiplication of those two elements and the 74 scenarios are then summarized under 12 broad categories. Trends reflect large changes (>10%), medium change (5-10%) or stability when comparing the expected impacts in 2021 and 2030.

risks that belie its status as an upper middle-income economy making it especially vulnerable. SIDS and G-77 governments are hoping to be able to use this as an advocacy tool that is better able to reflect the challenges faced by countries such as Jamaica. Reflecting the issue of compound multidimensional risk is important for this assessment as well. Annex A5 shows how the main risks identified in table 3 compound each other. For completeness, the additional contributing factor of COVID-19 is also included.

TABLE 4 - ECONOMIST INTELLIGENCE UNIT ASSESSMENT OF GREATEST RISK SCENARIOS FOR JAMAICA, 2020

Scenarios Q3 2020	Probability	Impact	Intensity
1. External shocks damage the fiscal and current-account positions, prompting faster currency depreciation	High	High	16
2. Weather-related shocks cause extensive infrastructural damage	High	High	16
3. A financial or currency recession persists beyond 2020	Moderate	Very high	15
4. Corona-virus induced recession persists beyond 2020	Moderate	Very high	15
5. Employees increasingly fall victim to personal crime	High	Moderate	12

Source: EIU (2020).

FINANCIAL LANDSCAPE ANALYSIS

The financial landscape of Jamaica presents many opportunities. Debt and debt servicing costs have declined significantly and remittances continue to represent a significant source of financial inflow in the country. Although ODA is declining, the country should explore funding from foundations and charities, leverage remittances for sustainable development, and look into innovative financing mechanisms. Undertaking an Integrated National Financing Framework would be an important contribution in this direction.

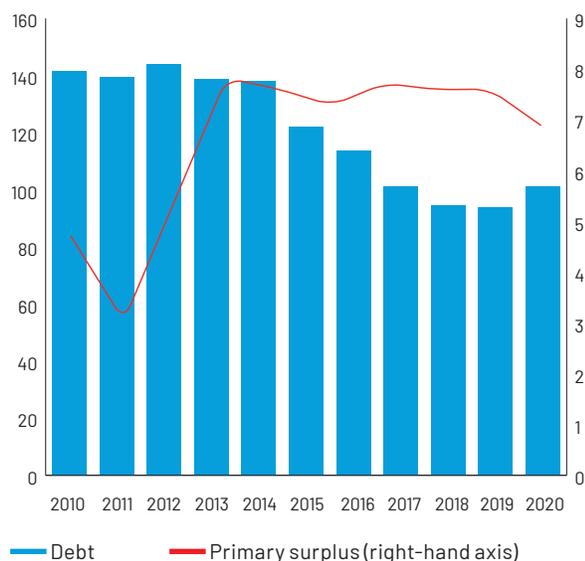


In recent years, Jamaica has undergone substantial fiscal reform (see also section III.C) under its ERP and the IMF-supported SBA, which was successfully completed in 2019. As shown in figure 29, the national debt has decreased from a peak of 144 per cent in 2012 to 94 per cent in late 2019²²⁵, just before the COVID-19 pandemic broke out. This is on track with National Outcome 7 under Vision 2030, outlining the country's commitment to macroeconomic stability through fiscal and debt sustainability, while also aiming for the development of an efficient and equitable tax system. Policy reforms

undertaken with the support of the SBA underscored such commitment. The reforms not only led to a significant reduction in public debt, but also favoured a relatively low inflation rate and an improvement in the country's credit rating. As shown in figure 29, the Government of Jamaica has had a remarkable period of running primary surpluses, reaching 7.5 per cent in the 2018-19 fiscal year²²⁶, although this may have come at the detriment of productive investment that would have been able to increase GDP growth, as well as investment in necessary social infrastructure.

Achieving the 2030 Agenda is a costly process. Some investments can provide immediate returns, making them highly productive. Investing in digitalization infrastructure or quality education, for example, can yield a significant return-on-investment in the short- or medium term. Table 5 provides a simplified overview of how such necessary investments are usually financed, through domestic or foreign sources, which can be either public or private. There can also be combinations of such sources, as in the case of Public-Private Partnerships (PPPs).

FIGURE 29 - DEBT-TO-GDP RATIO AND PRIMARY SURPLUS, 2010-2020 (IN SHARE OF GDP)



Source: IMF (2020), Bank of Jamaica (2020a and 2020b).

Note: Primary surplus is calculated at FY end, in March of subsequent year.

225 IMF, 2020.

226 IMF, 2019.

227 OECD, 2020.

228 IMF, 2016.

TABLE 5 - SIMPLIFIED MATRIX OF FINANCING SOURCES

	Domestic	Foreign
Public	Government expenditures	ODA
Private	Domestic investment, charity	FDI, remittances, charity

Source: Prepared by the authors.

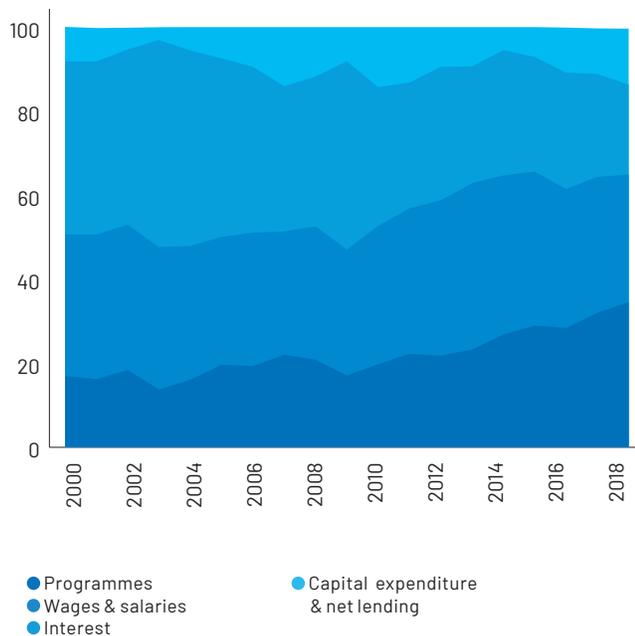
Domestic sources can be private or public. Tax revenues in Jamaica accounted for 27.8 per cent of GDP in 2018²²⁷, comparing positively with the tax revenues of other SIDS and above the LAC average of 23.1 per cent. Capacity-building in tax and customs administration has played a significant role in improving tax compliance and the implementation of new software to track imports and exports ensures that proper duties are paid. The IMF estimated that further improvements in compliance could increase the tax base²²⁸ thereby generating more income for the government. However, only a small share

of such revenues is used to finance advancements in the achievement of the SDGs. As shown in figure 30, a substantial portion of government expenditures goes to debt servicing²²⁹. Even if this decreased from a peak of 49 per cent in 2003/04, it still represented 21 per cent of all expenditures in 2018/19. The space freed up in the budget allowed the Jamaican government to spend more on specific programmes, but also to increase capital expenditures, reaching 11 per cent of all government expenses in 2018/19.

Public expenditures can be an important tool for pursuing inclusive socioeconomic development. In 2018, central government social spending equaled 10.3 per cent of GDP, slightly less than the Caribbean average of 12.2 per cent. The two most important social spending categories were education (50 per cent of the total) and health (35.2 per cent), both substantially above the Caribbean average. Spending on social protection, on the other hand, was merely 0.7 per cent of GDP, compared to 2.9 per cent for the Caribbean average²³⁰.

Private corporate investment is largely driven by profit, which may (or may not) coincide with social goals.

FIGURE 30 - DISTRIBUTION OF GOVERNMENT EXPENDITURES, 2000-2018 (IN PERCENTAGES)



Source: Bank of Jamaica (2020b).

229 Bank of Jamaica, 2020b.

230 ECLAC, 2019b.

231 The use of GDP per capita as a qualifying tool for ODA is under discussion. As a vulnerable SIDS, Jamaica is one of the countries that could benefit from the MVI tool proposed by AOSIS, see section III.H.

232 This represents an increase of 66 per cent compared with 2018, mainly attributed to the approval of a grant of USD 25.8 million with the Government of the People's Republic of China.

233 PIOJ, 2020a.

234 Bank of Jamaica, 2020c.

Business development can lift people out of poverty through job creation, for example, although a rights-based enabling environment is needed in order to protect the most vulnerable and the environment. In order to achieve the SDGs, sustainable economic growth is paramount, which requires a clear strategy for private sector engagement and development.

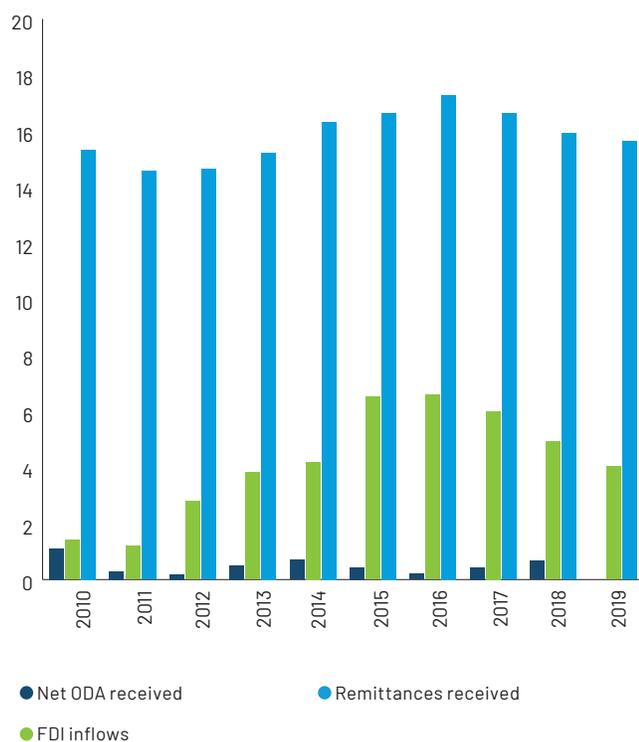
Another source of domestic private funding is charity. Jamaica benefits from a very active civil society that can help direct resources specifically to those at greatest risk of being left behind.

Foreign sources - Jamaica receives substantial financial flows from abroad, which could be channelled for SDG financing, with proper policies. The three most important streams are ODA, FDI and remittances. While many may primarily think of ODA as an important funding source, this is belied by the data shown in figure 31. As an upper-middle income country, ODA inflows have shrunk in recent years²³¹. New ODA amounted to approximately 1.8 per cent of GDP, of which loans made up the bulk (1.3 per cent). In 2019, support from the Multilateral Financing Institutions (MFIs) accounted for the majority of new ODA with funding focused largely on support to SMEs, as well as improving access to market for the agriculture and tourism sectors, adopting climate change resilient approaches. The country's bilateral partners provided grants for USD 47.3 million²³². Financial support from the Multilateral Technical Cooperation agencies, which includes the United Nations, totalled USD 5.8 million. ODA is clearly the most relevant source of SDG financing, with a much greater potential multiplier effect. The medium-term strategic priorities that will benefit from ODA include citizen security, environment and climate change resilience, disaster risk management, water resource management, governance and social protection²³³.

The second-largest flow of resources from abroad is FDI. As with private domestic investments, it requires the government to provide an enabling environment. In Jamaica, between 2010 and 2019, the majority of new FDI (excluding reinvested earnings) was directed at the tourism sector (USD 1.4 billion, or 33 per cent of all FDI inflows), while the mining sector attracted another 29 per cent. In the last two years FDI in mining has been growing significantly (in 2019 it made up 74 per cent of total FDI) and the potential negative environmental impact of mining should be considered²³⁴.



FIGURE 31 - INCOME FLOWS FROM FOREIGN SOURCES, 2010-2019 (IN PERCENTAGES OF GDP)



Source: World Bank (2020a).
Note: 2019 ODA data is missing



The largest foreign flow of resources is remittances. As shown in figure 31, these represent more than 15 per cent of GDP. Remittances are an important resource, especially for those most vulnerable, but it could be better harnessed to have a more systematic impact on sustainable development. A significant challenge is the achievement of SDG target 10.c, which aims to reduce transaction costs to less than 3 per cent of the amount sent. These costs were as high as 8.9 per cent in 2017 and show a fairly constant trend²³⁵. Early research predicted that COVID-19 would have a negative impact on remittances²³⁶, but in reality, after an initial shock in March and April 2020, overall remittances for the first nine months of 2020 increased by 18 per cent compared to the year before²³⁷. However, whether the pattern of distribution of remittances across households has changed is not known, and thus if it reaches those most in need. Engaging the diaspora to direct remittances



towards SDG achievement could represent an important way forward.

The final source of international private finance includes international NGOs, foundations and faith-based organizations. Data specific to Jamaica is not readily available, but philanthropic funding is a growing segment globally and could be a source of development finance for Jamaica. According to the Global Philanthropy Report²³⁸, the accumulated assets under management by foundations exceed USD 1.5 trillion. Greater efforts are therefore needed to engage with such organizations whose focus could closely align with the country's development objectives.

INNOVATIVE FINANCING OPPORTUNITIES

By design, innovative finance has the potential to leverage complementary development financing and make development projects more effective and efficient by linking financing to results, distributing risk and improving the availability of working capital that matches the length, or tenor, of investments to project needs. Opportunities such as debt-for-nature swaps, blue economy investments and diaspora bonds should be further explored²³⁹. The 2019 Innovative Financing report, produced by UNDP, further reinforces the call for a greater use of innovative financing options and recommends sustainable investment possibilities, such as impact investment and outcome funds. Building on creativity and resilience of the population, social innovation and social entrepreneurship can also be an important tool.



High liquidity in the domestic commercial banking sector has resulted in increasing private credit and equity financing opportunities which may be greater than the absorptive capacity of the productive sector²⁴⁰. A supportive regulatory and policy framework could provide the encouragement needed for impact investment and capacity building by the banking sector. Further support for proper structuring and assessment of development-oriented deal flows may also be required to accelerate the tipping point towards a fully developed domestic impact investment segment.

The main issue regarding the gap between the abundance of financial resources globally and the unavailability of financing for development in economies like Jamaica, seems to be the mismatch between investor perceived

235 World Bank, 2020a.

236 IDB, 2020b.

237 Bank of Jamaica, 2020c.

238 Johnson, 2018.

239 Statin, 2017.

240 UNDP, 2019.

Source: IMF (2020), BOJ online, table 46 and BOJ, March QMP

Note: Primary surplus is calculated at FY end, in March of subsequent year.

risk and reality. The Innovative Financing Report²⁴¹ proposes to create an Impact Venture Studio to generate investable deals to address this gap. There are concrete investment opportunities aligned to the SDGs, that can produce risk-adjusted returns, while creating positive social and environmental impact.

As there are no official estimates of the investment needed to meet the development goals embodied in the NDP, a comprehensive analysis is urgently required to estimate the total investment requirements for achieving Vision 2030 and the SDGs. Although the MTF 2018-2021

did not quantify financing needs, it did refer to the complexity of the coordinating efforts required to finance the over 185 priority programmes, projects and activities listed. In this regard, the Government of Jamaica may wish to consider developing an Integrated National Financing Framework: a tool which spells out how the national development strategy will be financed and operationalizes the Addis Agenda at the national level.

241 Ibid.





UNITED
NATIONS
JAMAICA



CONCLUSIONS



A | THE KEY CHALLENGES AND OPPORTUNITIES FOR ADVANCING THE 2030 AGENDA

The preceding analyses reveal a set of structural challenges that underpin most of the SDGs that are at risk of lagging behind in Jamaica. There is a web of interconnected challenges, and related opportunities, that emerge and that have been laid out in figure 32. The diagram identifies four key challenges that have ramifications across all dimensions of sustainable development, namely:

1. Governance and quality (and accessibility) of services,

which is manifested, inter alia, in low educational attainments, skewed access to services (urban vs. rural areas, as well as across different urban settings), limited trust in the (governance/country) system, rule of law enforcement, justice administration, and the administrative burden affecting the ease of doing business. Educational attainments and early childhood development are key to expand the country's opportunities as they link to low productivity, unemployment and violence. Limited health services, compounded with limited awareness and unhealthy habits, contribute to the high levels of NCDs and obesity. Corruption and weak implementation capacities also have direct effects on the country's ability to enforce environmental protection and address organized crime and violence. An overall further modernization and digitalization of the public sector will enhance implementation capacities (closing the policy implementation gap) and increase availability and use of data and information technologies. Disaggregated data and information to identify gaps and track progress are fundamental to ensure that no one is left behind.

2. High levels of violence and crime,

which is at the core of a plethora of social and economic issues, including representing a burden for the healthcare system, crippling children's development and youth empowerment, creating high cost for security (and thus impacting doing business), weakening trust in the national system, determining high levels of GBV and domestic violence, and contributing to high rates of adolescent pregnancy. Each of these social and

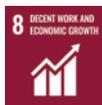
economic issues hold the country back and deserve attention by themselves, but also in relation with violence and other challenges. Violence and crime are fuelled, among others, by limited job opportunities, weak law enforcement capacities, growing inequalities and volatile poverty rates. Response programmes would benefit from better capture and use of data and information technologies, as well as greater investments in prevention.

3. Climate change and natural hazards,

together with sustainable natural resources management, are linked to several of the island's key economic sectors, including tourism and agriculture. Informal workers and people living near the poverty line are most affected by climate change-related disasters and weak infrastructure. Fossil fuel dependency, mining, limited green jobs and increasing participation in the circular economy contribute to this challenge while they also represent opportunities for investment and change. Waste management and pollution are indirectly linked to climate change challenges, since they affect health and availability of safe water and are connected with the need to increase sustainable production and consumption patterns.

4. Economic growth has been inadequate,

and further affected by the COVID-19 pandemic. This limits job opportunities especially in high value-added services, which, together with prospects in the blue, orange and green economies represent real opportunities for Jamaica. Private investments have been curtailed by the relatively high cost of doing business (linked also to the high levels of crime), limited access to capital and overall low productivity. Sluggish economic growth is a determinant of limited poverty reduction



and indirectly contributes to the 'brain drain' phenomenon. Digitalization and modernization of the public sector will have positive spillover effects in this domain.

A cross-cutting issue that is both affecting and affected by many of the previously mentioned issues is the brain drain affecting Jamaica. With large numbers of high-potential young Jamaicans deciding to emigrate each year, the country's perspectives are dimmed both demographically and in terms of opportunities to address the development challenges previously identified.

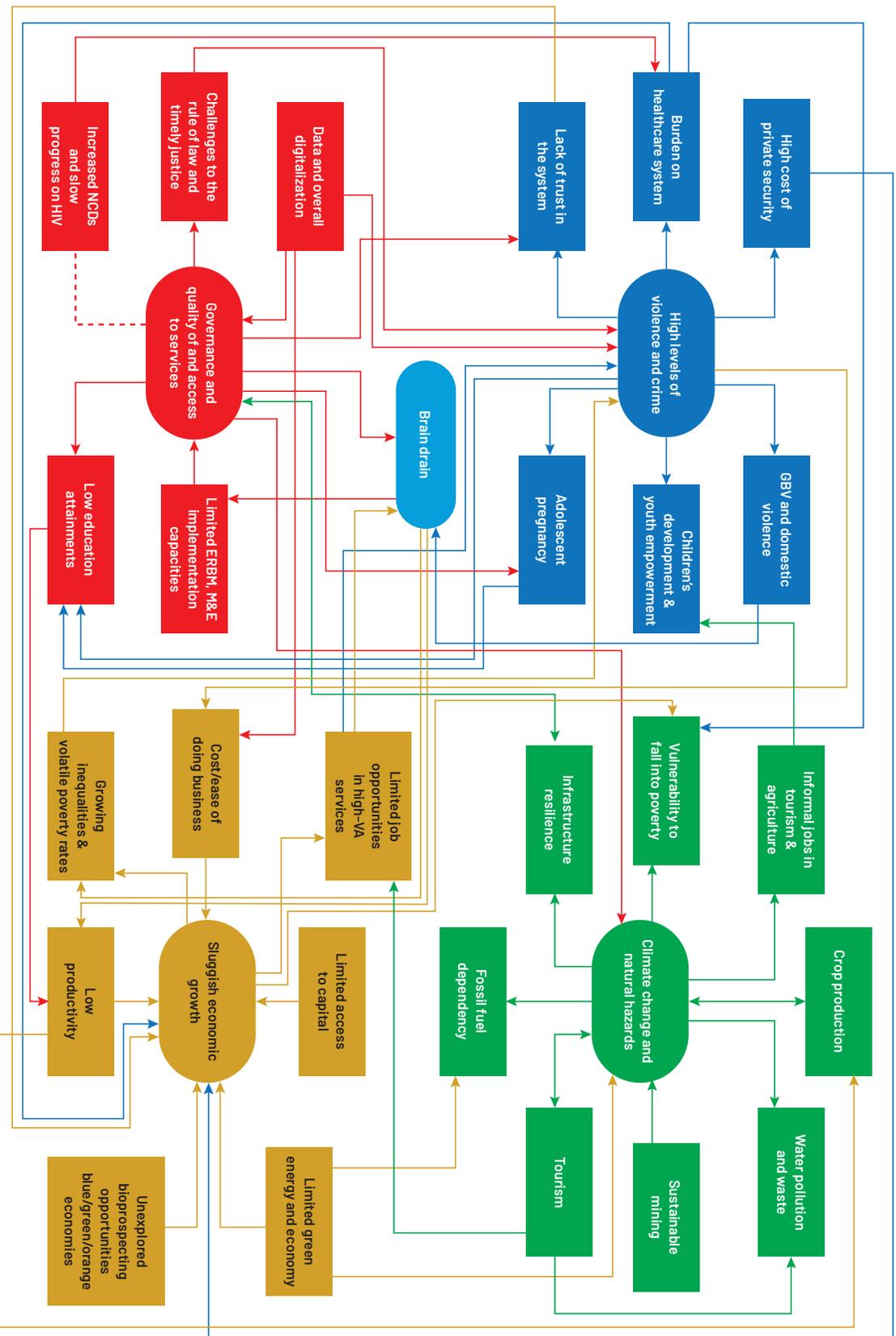
On the basis of figure 32, it is possible to link each of the challenges and opportunities to one or more SDGs. This is visualized in figure 33, which shows how strong the linkages are between the key areas identified above and their associated SDGs. This illustrates the degree to which the issues identified in the CCA are linked with the different SDGs. However, it does not yet show the interlinkages, represented by the connectors in figure 32. This is instead represented in figure 34, which shows

how the SDGs previously identified interlink with each other. From both figures, it becomes clear that SDG 8, SDG 10 and SDG 16 are central to the development path of Jamaica. Addressing the challenges of economic growth, equal opportunities for all and peace and institutions are key to unlocking the country's potential and achieving the 2030 Agenda.

While the COVID-19 pandemic has clearly caused a major setback in specific targets, especially related to economic growth, poverty and gender equality, it may be an impetus to redouble efforts to achieve the 2030 Agenda. With the first vaccines being rolled out in developed countries in late 2020, it may be hoped for that 2021 brings new economic opportunities. While the vaccine will not be available on any significant scale in Jamaica for some time, the possibility of a return of tourism would be very welcome. However, it is important to remember that this is a moment to Build Back Better, rather than to return to the status quo from before the COVID-19 pandemic.

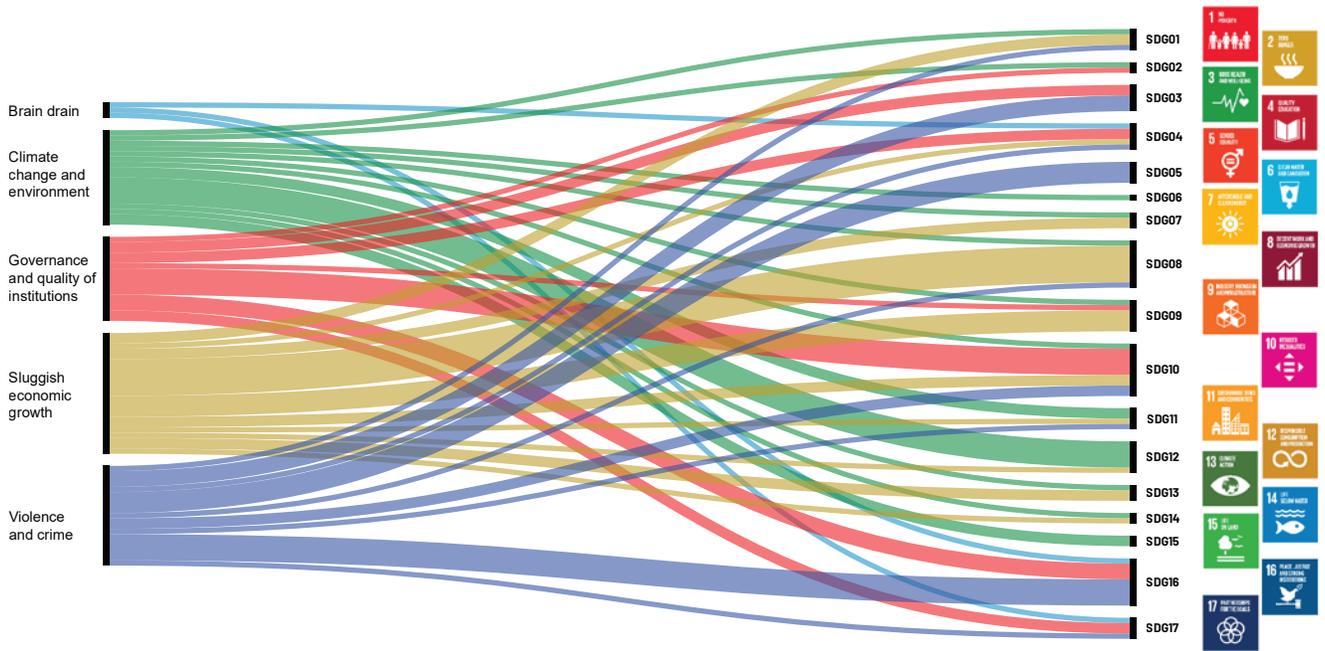


FIGURE 32 - INTERCONNECTED CHALLENGES AND OPPORTUNITIES



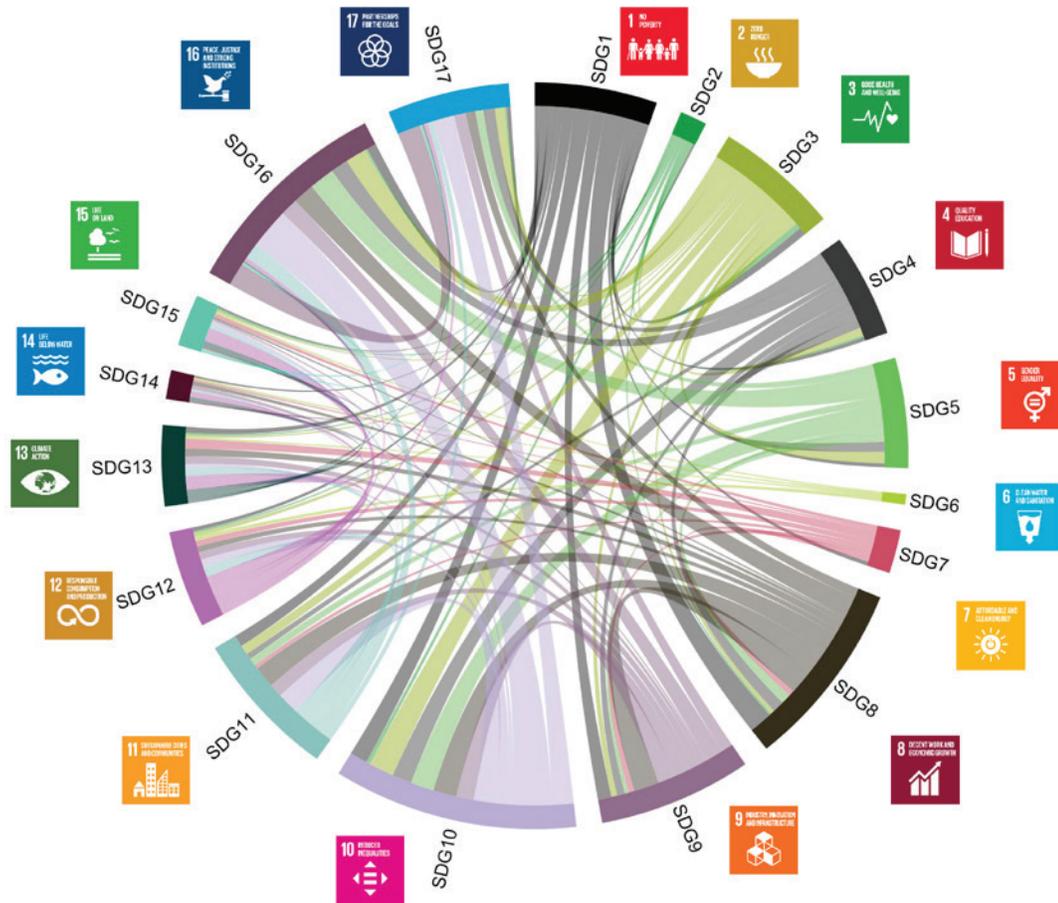
Source: Prepared by the authors.

FIGURE 33 - LINKAGES BETWEEN KEY AREAS IDENTIFIED AND THE SDGS



Source: Prepared by the authors.

FIGURE 34 - LINKAGES BETWEEN SDGS



Source: Prepared by the authors.



B | THE GROUPS OF PERSONS LEFT FURTHEST BEHIND

The identification of the groups at greatest risk of being left behind stems from the above analyses. Based on them, key dimensions were extrapolated in line with the five factors suggested for the LNOB analysis (visualized in figure 35). The five factors are discrimination, geography, demographic status, vulnerability to shocks and governance. The figure reports some of the key dimensions that are relevant in the Jamaican context and that have an impact on the vulnerabilities of each of the groups identified.

The main groups of people most at risk of being left behind in Jamaica are:

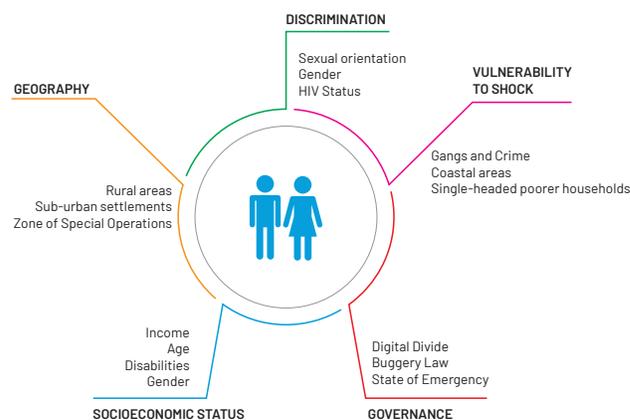
Women lag behind in Jamaica due to social and cultural norms which impact their opportunities in life. Discrimination is best evidenced by the level of violence against women and girls. Survey data from 2016 show that in Jamaica, around 2 out of 10 adolescent girls (15–19 years old) have been subjected to sexual violence and 1 out of 10 adolescent girls have been forced to have intercourse in her lifetime²⁴². More than 1 in every 4 women is exposed to GBV in their lifetime.

Women are more likely to be poor and unemployed (in 2017, the poverty ratio of individuals in female-headed households was 14.8 per cent, compared to 12 per cent for male-headed ones) and women are more likely to be unemployed²⁴³. Female-headed households are larger (3.4 vs 2.7) and are overrepresented in the poorest and second-poorest quintiles²⁴⁴. To break the vicious cycle that perpetuates gender disparities, attitudes and stereotypes need to change, starting from the education system and its curricula.

Young men in marginalized communities – boys are more likely than girls to drop out of school and be victims or perpetrators of violence. Data shows that violent crimes are disproportionately concentrated in communities that experience high levels of social exclusion, in communities often labelled as inner-city or informal settlements, and among young men between the ages of 16 and 30. Most of the gang members analysed by a baseline study on vulnerable and volatile communities were males, and 81 per cent of shooting victims in these communities

were men. The baseline study also reported that not only unemployment, but also poor education pushed young men towards gangs: many children dropped out of school (41.7 per cent of school leavers in these communities only attended primary school) and educational performance is generally lower, especially among boys (mastery levels for standardized grade 4 tests showed a difference between boys and girls of 68.2 per cent and 82.3 per cent respectively for numeracy and 48.2 per cent and 61.2 per cent respectively for literacy).²⁴⁵ Many of the deprivations reported for people living in other towns or in rural areas also apply to this group of people.

FIGURE 35 – FIVE FACTORS OF LEAVING NO ONE BEHIND



Source: Prepared by authors.

Children and adolescents in Jamaica report the highest poverty rate (24.1 per cent vs an average of 19.3²⁴⁶). Moreover, the 2017 data showed that households with children had a higher rate of poverty (18.5 per cent) than households without children (8.1 per cent)²⁴⁷. Children are more vulnerable during crises, are exposed to high levels of violence at home, in school and in their communities, also because corporal punishment is generally accepted in society. Most affected are children and adolescents that live in rural areas and/or belonging to the poorest households as evidenced in figure 36.

²⁴² Watson, 2016.

²⁴³ PIOJ, 2018b and see section III.C.

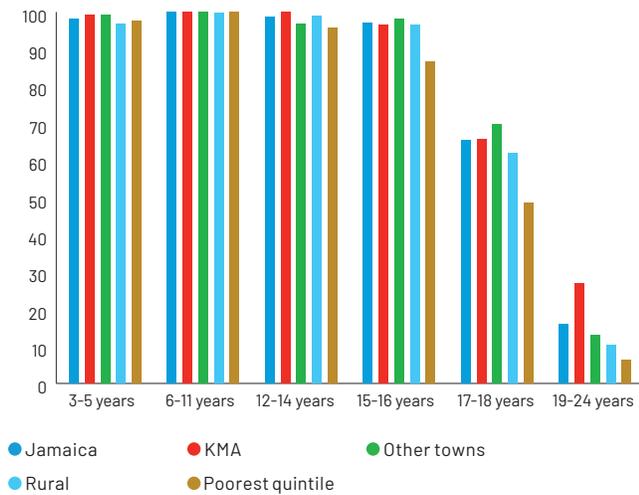
²⁴⁴ Ibid. Female-headed households make up 54.8 and 52.6 per cent of the first and second poorest quintiles respectively, but only 23.5 per cent of the highest consumption quintile.

²⁴⁵ Brac Consultants, 2020.

²⁴⁶ PIOJ, 2018b.

²⁴⁷ Ibid.

FIGURE 36 - SCHOOL ENROLMENT RATES BY REGION, AGE AND POOREST QUINTILE, 2017 (IN PERCENTAGES)

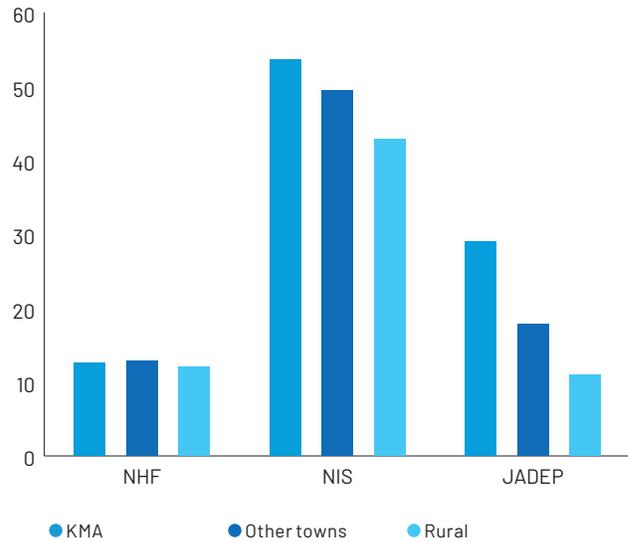


Source: PIOJ (2018b).

People living in rural areas and “other towns”– the greatest socioeconomic differences are registered between those living in KMA and those in other towns/ rural areas. Disparities cut across economic and social dimensions and of course disproportionately affect other LNOB groups that happen to reside in rural areas. 50.2 per cent of poor individuals live in rural areas and they are twice as likely not to have a land title than those living in KMA²⁴⁸. Only one child out of ten will go to tertiary education in rural areas, while their counterpart in KMA is three times as likely to attend higher education²⁴⁹. People living in rural areas are also less likely to be registered in social protection programmes, probably due to a combination of inadequate outreach (and knowledge by eligible people) and higher levels of informal employment (figure 37). Area of residence (especially urban areas others than the capital city) also seems to influence prevalence of children’s malnutrition as evidenced in figure 38.

People with disabilities, the JSLC 2014 indicated a disability prevalence rate of 3.3 per cent, which showed minimal changes since data on the population of PWDs was first captured in the JSLC in 2008²⁵⁰. However, this data deserves further analysis, as WHO estimates a prevalence of 15 per cent in developing countries and the Population Census 2001 noted that there were 162,800 persons who self-identified as having a disability²⁵¹. The majority lived in rural areas (52 per cent) and only 15.3 per cent were reported as employed, making

FIGURE 37 - REGISTRATION ON SELECTED SOCIAL PROTECTION PROGRAMMES BY REGION, 2017 (IN PERCENTAGES)



Source: PIOJ (2018b).

Note: NHI – National Health Insurance; NIS – National Insurance Scheme; JADEP – Jamaica Drugs for the Elderly Programme.

PWDs overrepresented among poor people. Education access and inclusion for children with disabilities are constrained by the low number of schools with teachers who are specially trained or sensitized to engage students with disabilities. Gaps continue to be present in teacher training, the accessibility of buildings and infrastructure, and the availability of communication and assistive technologies. As a result, the highest level of education reached by the majority of the PWDs (41.8 per cent) was primary level, according to the Census 2001²⁵². As older people tend to present a higher level of physical disabilities, the total number of PWDs in Jamaica is expected to rise in the future as population is steadily ageing.

LGBTQI+, this group is invisible in most statistics, but harmful laws and policies, discrimination, stigma and violence determine their socioeconomic opportunities. Jamaica lacks an anti-discrimination legislation, a NHRI compliant with the Paris principles, and has laws that criminalize sex between men and sex work. Approximately 93 per cent of the population approves of the criminalization of sex between men²⁵³.

These challenges jeopardize people’s health outcomes

248 30 per cent of people living in other towns/rural areas vs. 16 per cent of households living in KMA do not have a land title (PIOJ, 2018b).

249 PIOJ, 2018b.

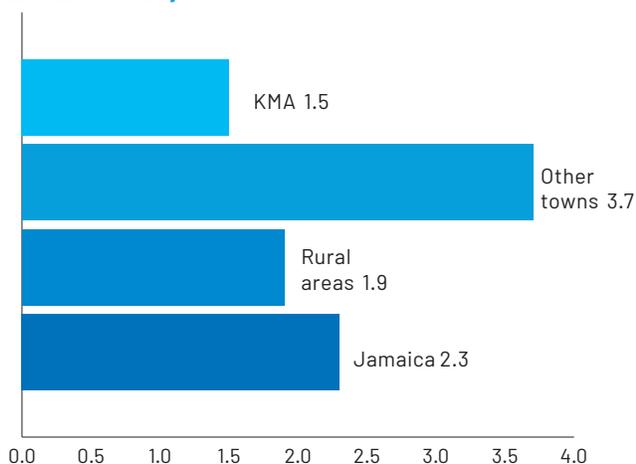
250 It should be noted that disabilities were not captured in the most recent Living Conditions Survey held in 2017.

251 UNICEF, 2018.

252 Ibid.

253 Jamaica Observer, 2020.

FIGURE 38 - PREVALENCE OF UNDERNUTRITION BY QUINTILE AND REGION 0-59MONTHS, 2014 (IN PERCENTAGES)



Source: *Statin (2020c)*.

and life prospects, including by forcing people into migration. Transgender people in Jamaica have a HIV prevalence of approximately 51 per cent, and men who have sex with men (MSM) have a HIV prevalence of approximately 29.6 per cent, compared with 1.7 per cent in the general adult population²⁵⁴. The PLWHIV Stigma Index 2.0²⁵⁵ noted that MSM and WSW were almost 3 times more likely to have experienced three types of discrimination compared to their non-key population partners (21 and 23 per cent respectively) in the previous 12 months. This data is indicative of stigma and discrimination experienced by this group and how it hinders them from accessing health services as well as employment and living life to its fullest.

People living with HIV – There are approximately 32,000 PLWHIV in Jamaica, who face levels of stigma, discrimination, exclusion, and violence that affect their health outcomes and wellbeing. Seven in every eight Jamaicans show discriminatory attitudes towards PLWHIV²⁵⁶ and 11 per cent of surveyed people for the PLWHIV Stigma Index 2.0 reported having lost a job or income because of their HIV status. 50 per cent were unemployed. Approximately 10 per cent of respondents has experienced stigma and discrimination in receiving health services. Youth and adolescents living with HIV are significantly impacted. Initial findings of a Ministry of Health and Wellness and UNICEF analysis show that almost 70 per cent of adolescents living with HIV missed school at least once a week, because they are ill (34.5 per cent) or lack financial resources (27.6 per cent)²⁵⁷. Specific safety net measures are needed for this population or they will be left furthest behind.

Involuntarily Returned Migrants (Deportees) – Jamaican deportees have been defined as “Jamaican nationals abroad who are involuntarily returned to their country of birth following charges for offences committed (most criminal and some civil) in a country overseas”. Data can be hard to come by, though their number has declined since 2008. In 2019, 1,051 individuals involuntarily returned to Jamaica, with 59 per cent originating in the United States. For 41 per cent of these, their migration status was the only crime they were charged with in the host country²⁵⁸. Other than that, relatively little hard data is available about this group, but they often left the country at an early age and may not have relations in Jamaica, making it difficult for them to reintegrate²⁵⁹. The Government of Jamaica has developed an Involuntary Returned Migrants Policy in 2019 to guide the provision of services by Government and NGOs to these individuals.

254 Ministry of Health and Wellness, 2019.

255 Jamaican Network of Seropositive and Health Policy Plus, 2020.

256 Ministry of Health, 2017.

257 UNICEF (forthcoming).

258 PIOJ, 2020a.

259 PIOJ, 2014.



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ANNEXES

A1 Information on interviewees

Semi-structured interviews with the following entities took place:

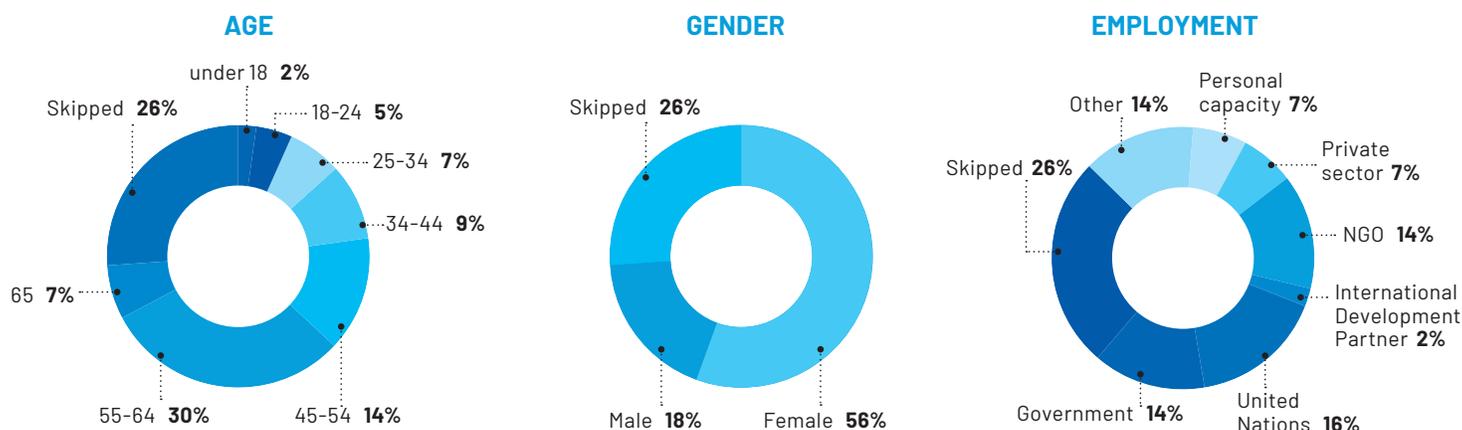
Resident UNCT entities	Non-resident UNCT entities	Non-UNCT entities	IFIs	Others
FAO	UNODC	CBD	IDB	PIOJ
OHCHR		UNIDO	IMF	Statin
UNAIDS		UNWTO	World Bank	Chamber of Commerce
UNDP				
UNICEF				

Half of the interviewees was male and half was female, though with some variation between the different groups of interviewees (most interviews included more than one attendee):

	Men	Women
UN entities	12 (60%)	8 (40%)
IFIs	3 (60%)	2 (40%)
Other	3 (27%)	8 (73%)
TOTAL	18 (50%)	18 (50%)

A2 Stakeholder survey and results

The stakeholder survey for Jamaica was held between 15 November and 25 November and conducted through the online platform SurveyMonkey. Invites for the survey were sent out on the basis of a preliminary stakeholder analysis and include people working for the Government, Civil Society Organizations, United Nations and other development partners. While it is not representative for Jamaica as a whole, the survey did yield some interesting results. It was initially sent out to 175 key contacts, but those were invited to forward the survey to other people working in similar fields. This yielded a total of 49 replies. As can be seen in the following demographics, an error appears to have occurred where some did not provide their demographic data. This problem did not affect the rest of the survey, which received answers from all respondents.



Below, the answers to all questions are recorded for statistical purposes.

1. Over the next 10 years how do you expect the following issues to evolve in Jamaica (for example, moving towards MORE 'gender equality' or LESS 'gender equality')

	Less	Same	More	Don't know
Violence and crime	10%	24%	6%	39%
Gender equality	0%	27%	27%	37%
Equal distribution of income and resources	20%	39%	16%	10%
Macroeconomic stability	4%	29%	29%	18%
Economic growth	8%	18%	27%	22%
Resilience to external shocks	6%	37%	27%	16%
Environmental preservation	14%	27%	18%	8%
Climate change impact	2%	12%	10%	51%
Health-related crises	0%	22%	27%	29%

N=49

2. Which of the following scenarios would you want to see in Jamaica? Rank them from the most to the least desired (1 being the most desired):

Rank:	1	2	3	4	5	6	7	Score
A more cohesive and peaceful society (less violent)	61%	12%	16%	4%	2%	2%	2%	6.12
A society where all women are empowered and all people are provided equal opportunities	10%	18%	24%	29%	10%	8%	0%	4.65
A society where resources and income are more equally distributed	12%	31%	20%	4%	8%	12%	12%	4.49
An environment that is managed for future generations	10%	10%	18%	22%	20%	14%	4%	4.08
A society where government's regulations do not impede individual success	6%	14%	6%	8%	24%	27%	14%	3.33
A country where everybody shares the benefits derived from its natural resources	0%	10%	8%	18%	22%	22%	18%	3.06
A respected country in the region and beyond (economically and politically)	0%	4%	6%	14%	12%	14%	49%	2.27

N=49

3. From 1 to 5 how important are the following areas in order to move towards the Jamaica you want, considering also the impact of COVID-19? (with 1 being the lowest and 5 the highest level of importance)

	1 - Not at all	2	3	4	5 - Very important	Don't know
Gender equality	0%	6%	14%	20%	57%	2%
Violence and crime	2%	0%	2%	14%	80%	2%
Poverty incidence	2%	0%	4%	18%	73%	2%
Governance and human rights protection	2%	0%	14%	31%	51%	2%
Local productivity	0%	2%	4%	27%	65%	2%
Youth empowerment and development	0%	2%	10%	39%	47%	2%
Sound macroeconomic management	0%	0%	8%	29%	59%	4%
Climate change adaptation and mitigation	0%	2%	6%	37%	53%	2%
Integrated health system	2%	0%	8%	31%	57%	2%
Quality education	2%	0%	4%	18%	71%	4%

N=49

From this question forward, respondents were given a choice to respond to those areas in which they considered themselves most informed and/or engaged. This means that the individual questions have a smaller number of respondents. Responses in the different areas were distributed as follows:

	Respondents
Gender equality	16
Violence and crime	18
Poverty incidence	7
Governance and human rights protection	13
Local productivity	13
Youth empowerment and development	14
Sound macroeconomic management	12
Climate change adaptation and mitigation	18
Integrated health system	12
Quality education	21

In total, 144 answers were given, meaning that the average respondent answered questions in 2.94 areas. Results for each of those questions are used throughout this document and detailed results are available upon request.

Outcomes of the Consultation of Young People

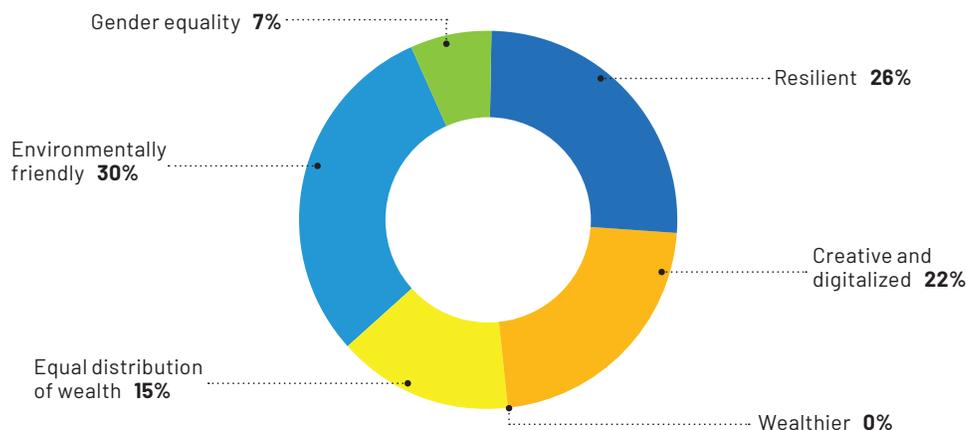
During the UN-organized online Youth Dialogue held on 18 November 2020, inputs on the future of Jamaica and the determinants of youth development were asked to the participants through the online polling platform *Mentimeter*. Below are the outcomes of this consultation.

1. Over the next ten years, how do you expect the following issues to evolve in Jamaica? (scale of 1-5 with 1 expecting a decrease and 5 expecting an increase)

Violence and crime	2.9
Equal distribution of resources and income	3.1
Macroeconomic stability	3.2
Resilience to external shocks	3.2
Gender equality	3.4
Economic growth	3.4
Climate change impact	3.4
Environmental preservation	3.5

2. Describe the future of Jamaica in one word.

THE FUTURE OF JAMAICA IN ONE WORD



A3 Report of the achievements according to the Sustainable Development Report

	Value	Year	Rating	Trend
SDG1 - No Poverty				
Poverty headcount ratio at \$1.90/day (%)	1.0	2020	●	On track
Poverty headcount ratio at \$3.20/day (%)	13.7	2020	●	Stagnant
SDG2 - Zero Hunger				
Prevalence of undernourishment (%)	8.0	2017	●	On track
Prevalence of stunting in children under 5 years of age (%)	6.2	2014	●	On track
Prevalence of wasting in children under 5 years of age (%)	3.6	2014	●	On track
Prevalence of obesity, BMI≥30 (% of adult population)	24.7	2016	●	Declining
Human Trophic Level (best 2-3 worst)	2.3	2017	●	Stagnant
Cereal yield (tonnes per hectare of harvested land)	1.2	2017	●	Stagnant
Sustainable Nitrogen Management Index (best 0-1.41 worst)	1.1	2015	●	Stagnant
SDG 3: Good health and well-being				
Maternal mortality rate (per 100,000 live births)	80	2017	●	Stagnant
Neonatal mortality rate (per 1,000 live births)	10.2	2018	●	On track
Mortality rate, under-5 (per 1,000 live births)	14.4	2018	●	On track
Incidence of tuberculosis (per 100,000 population)	2.9	2018	●	On track
New HIV infections (per 100,000 uninfected population)	NA	NA	●	Unknown
Age-standardized death rate due to cardiovascular disease, cancer, diabetes, or chronic respiratory disease in adults aged 30-70 years (%)	14.7	216	●	On track
Age-standardized death rate attributable to household air pollution and ambient air pollution (per 100,000 population)	25	2016	●	Unknown
Traffic deaths (per 100,000 population)	13.6	2016	●	Declining
Life expectancy at birth (years)	76.0	2016	●	Improving
Adolescent fertility rate (births per 1,000 adolescent females aged 15 to 19)	52.8	2017	●	Improving
Births attended by skilled health personnel (%)	99.1	2011	●	Unknown
Percentage of surviving infants who received 2 WHO-recommended vacc (%)ines	89	2018	●	Declining
Universal health coverage (UHC) index of service coverage (worst 0-100 best)	65.0	2017	●	Improving
Subjective well-being (worst 0-10 best)	5.9	2017	●	Unknown
SDG 4: Quality education				
Net primary enrollment rate (%)	81.0	2018	●	Declining
Lower secondary completion rate (%)	82.4	2018	●	Declining
Literacy rate (% of population aged 15 to 24)	96.3	214	●	Unknown
SDG 5: Gender equality				
Demand for family planning satisfied by modern methods (% of females aged 15 to 49 who are married or in unions)	79.2	2009	●	On track
Ratio of female-to-male mean years of education received (%)	105.3	2018	●	On track
Ratio of female-to-male labor force participation rate (%)	82.0	2019	●	On track
Seats held by women in national parliament (%)	17.5	2020	●	Improving
SDG 6: Clean water and sanitation				
Population using at least basic drinking water services (%)	90.6	2017	●	Stagnant
Population using at least basic sanitation services (%)	87.3	2017	●	Stagnant
Freshwater withdrawal (% of available freshwater resources)	26.9	2015	●	Unknown
Anthropogenic wastewater that receives treatment (%)	3.0	2018	●	Unknown
Scarce water consumption embodied in imports (m ³ /capita)	3.7	2013	●	On track
SDG 7: Affordable and clean energy				
Population with access to electricity (%)	99.5	2017	●	On track
Population with access to clean fuels and technology for cooking (%)	90.5	2016	●	On track
CO ₂ emissions from fuel combustion for electricity and heating per total electricity output (MTCO ₂ /TWh)	1.7	2017	●	Improving
SDG 8: Decent work and economic growth				
Adjusted GDP growth (%)	-3.5	2018	●	Unknown
Victims of modern slavery (per 1,000 population)	2.6	2018	●	Unknown
Adults with an account at a bank or other financial institution or with a mobile-money-service provider (% of population aged 15 or over)	78.5	2014	●	Unknown
Unemployment rate (% of total labor force)	8.0	2019	●	Improving
Fatal work-related accidents embodied in imports (per 100,000 population)	0.2	2010	●	Improving

	Value	Year	Rating	Trend
SDG 9: Industry, innovation and infrastructure				
Population using the internet (%)	55.1	2017	●	On track
Mobile broadband subscriptions (per 100 population)	51.2	2018	●	Declining
Logistics Performance Index: Quality of trade and transport-related infrastructure (worst 1-5 best)	2.3	2018	●	Declining
The Times Higher Education Universities Ranking: Average score of top 3 universities (worst 0-100 best)	37.0	2020	●	Unknown
Scientific and technical journal articles (per 1,000 population)	0.1	2018	●	Stagnant
Expenditure on research and development (% of GDP)	0.1	2002	●	Unknown
SDG 10: Reduced inequalities				
Gini coefficient adjusted for top income	49.6	2004	●	Unknown
SDG 11: Sustainable cities and communities				
Annual mean concentration of particulate matter of less than 2.5 microns in diameter (PM _{2.5}) (µg/m ³)	13.4	2017	●	Improving
Access to improved water source, piped (% of urban population)	93.4	2017	●	Stagnant
Satisfaction with public transport (%)	72.2	2017	●	Unknown
SDG 12: Responsible consumption and production				
Municipal solid waste (kg/capita/day)	1.8	2016	●	Unknown
Electronic waste (kg/capita)	5.9	2016	●	Unknown
Production-based SO ₂ emissions (kg/capita)	138.4	2012	●	Unknown
SO ₂ emissions embodied in imports (kg/capita)	3.4	2012	●	Unknown
Production-based nitrogen emissions (kg/capita)	16.5	2010	●	Unknown
Nitrogen emissions embodied in imports (kg/capita)	3.2	2010	●	Unknown
SDG 13: Climate action				
Energy-related CO ₂ emissions (tCO ₂ /capita)	2.5	2017	●	Stagnant
CO ₂ emissions embodied in imports (tCO ₂ /capita)	0.6	2015	●	Stagnant
CO ₂ emissions embodied in fossil fuel exports (kg/capita)	0.0	2017	●	Unknown
SDG 14: Life below water				
Mean area that is protected in marine sites important to biodiversity (%)	30.6	2018	●	Stagnant
Ocean Health Index: Clean Waters score (worst 0-100 best)	44.7	2019	●	Stagnant
Fish caught from overexploited or collapsed stocks (% of total catch)	74.1	2014	●	Declining
Fish caught by trawling (%)	NA	NA	●	Unknown
Marine biodiversity threats embodied in imports (per million population)	0.2	2018	●	Unknown
SDG 15: Life on land				
Mean area that is protected in terrestrial sites important to biodiversity (%)	20.4	2018	●	Stagnant
Mean area that is protected in freshwater sites important to biodiversity (%)	NA	NA	●	Unknown
Red List Index of species survival (worst-0-1 best)	0.7	2019	●	Declining
Permanent deforestation (% of forest area, 5-year average)	0.2	2018	●	Unknown
Terrestrial and freshwater biodiversity threats embodied in imports (per million population)	0.6	2018	●	Unknown
SDG 16: Peace, justice and strong institutions				
Homicides (per 100,000 population)	57.0	2017	●	Declining
Unsentenced detainees (% of prison detainees)	29.3	2018	●	On track
Percentage of population who feel safe walking alone at night in the city or area where they live (%)	62.1	2017	●	Unknown
Property Rights (worst 1-7 best)	4.4	2019	●	Unknown
Birth registrations with civil authority (% of children under age 5)	98.0	2018	●	Unknown
Corruption Perception Index (worst 0-100 best)	43	2019	●	Stagnant
Children involved in child labor (% of population aged 5 to 14)	3.3	2016	●	Unknown
Exports of major conventional weapons (TIV constant million USD per 100,000 population)	0.0	2019	●	Unknown
Press Freedom Index (best 0-100 worst)	11.1	2019	●	On track
SDG 17: Partnerships for the goals				
Government spending on health and education (% of GDP)	9.0	2016	●	Declining
For high-income and all OECD DAC countries: International concessional public finance, including official development assistance (% of GNI)	NA	NA	●	Unknown
Other countries: Government revenue excluding grants (% of GDP)	29.3	2017	●	On track
Corporate Tax Haven Score (best 0-100 worst)	0.0	2019	●	Unknown

A4 Select list on the status of commitments under International Treaties and Agreements

International Human Rights Law Instruments	Ratification Status
Convention for the Protection of All Persons from Enforced Disappearance (CED)	Not ratified
CED, Art.32 - Interstate communication procedure under the International Convention for the Protection of All Persons from Enforced Disappearance	Not ratified
CED, Art.31 - Individual complaints procedure under the International Convention for the Protection of All Persons from Enforced Disappearance	Not ratified
Convention on the Elimination of All Forms of Discrimination Against Women (CEDAW)	Ratified on 19 October 1984
CEDAW-OP - Optional Protocol to the Convention on the Elimination of All Forms of Discrimination against Women (on individual complaints)	Not ratified
International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families (CMW)	Ratified on 25 September 2008
CMW, Art.77 - Individual complaints procedure under the International Convention on the Protection of the Rights of All Migrant Workers and Members of Their Families	Not ratified
Convention on the Elimination of All Forms of Racial Discrimination (CERD)	Ratified on 4 June 1971
Convention against Torture and Other Cruel, Inhuman or Degrading Treatment or Punishment (CAT)	Not ratified
CAT, Art.22 - Individual complaints procedure under the Convention against Torture	Not ratified
CAT, Art.20 - Inquiry procedure under the Convention against Torture	Not ratified
CAT-OP - Optional Protocol of the Convention against Torture	Not ratified
International Covenant on Civil and Political Rights (CCPR)	Ratified on 3 October 1975
CCPR-OP1 - Optional Protocol to the International Covenant on Civil and Political Rights (on individual complaints)	Not ratified
CCPR-OP2-DP - Second Optional Protocol to the International Covenant on Civil and Political Rights aiming to the abolition of the death penalty	Not ratified
International Covenant on Economic, Social, and Cultural Rights (CESCR)	Ratified on 3 October 1975
CESCR-OP - Optional protocol to the International Covenant on Economic, Social and Cultural Rights (on Individual Complaints)	Not ratified
Convention on the Rights of the Child (CRC)	Ratified on 14 May 1991
CRC-OP-IC - Optional Protocol to the Convention on the Rights of the Child (on individual complaints)	Not ratified
CRC-OP-AC - Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict	Ratified on 9 May 2002
CRC-OP-SC - Optional Protocol to the Convention on the Rights of the Child on the sale of children child prostitution and child pornography	Ratified on 26 August 2011
Convention on the Rights of Persons with Disabilities (CRPD)	Ratified on 30 Mar 2007
CRPD-OP - Optional protocol to the Convention on the Rights of Persons with Disabilities	Not ratified

International refugee law	Ratification Status
Convention on the Reduction of Statelessness	Ratified in 2013
Convention relating to the Status of Stateless Persons	Not ratified
Protocol to Prevent, Suppress and Punish Trafficking in Persons, especially Women and Children	Ratified in 2008
Protocol against the Smuggling of Migrants by Land, Sea and Air	Ratified in 2008
The Convention Relating to the Status of Refugees	Ratified in 1993
1967 Protocol relating to the Status of Refugees	Ratified in 1993
International Convention for the Protection of All Persons from Enforced Disappearance	Not ratified

International labour law	Ratification Status
Forced Labour Convention	Ratified in 1962
Equal Remuneration Convention	Ratified in 1975
Right to Organise and Collective Bargaining Convention	Ratified in 1962
Worst Forms of Child Labour Convention	Ratified in 2003
Domestic Workers Convention (No. 189)	Ratified in 2016
ILO Migration for Employment Convention	Ratified in 1976
Supplementary Provisions of the ILO Migrant Workers Convention (No.143)	Not ratified

International Criminal Law	Ratification Status
Rome Statute of the International Criminal Court - ICC	Signed but not ratified (non-ICC member state)
Convention on the Prevention and Punishment of the Crime of Genocide	Ratified on 23 Sep 1968

Anti-Corruption Conventions	Ratification Status
United Nations Convention against Corruption	Ratified on 5 March 2008
Inter-American Convention Against Corruption	Ratified on 30 March 2001

Inter-American and regional conventions	Ratification Status
American Convention on Human Rights	Ratified on 19 July 1978
Protocol of San Salvador": Additional Protocol to the American Convention on Human Rights in the Area of Economic, Social and Cultural Rights "	Not ratified
"Convention of Belem do Pará": Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women	Ratified on 11 November 2005
Inter-American Convention on the Elimination of All Forms of Discrimination against Person with Disabilities	Not ratified
Inter-American Convention on Protecting the Human Rights of Older Persons	Not ratified
Escazú Agreement: Regional Agreement on Access to Information, Public Participation and Justice in Environmental Matters in Latin America and the Caribbean	Signed on September 26, 2019 but not ratified (not a member state)

Environmental agreements	Ratification Status
United Nations Framework Convention on Climate Change (UNFCCC)(1992)	Ratified in 1994
Protocol to the United Nations Framework Convention on Climate Change (Kyoto Protocol)	Ratified in 1999
Paris Climate Accord	Ratified in 2016
Basel Convention on the Control of Transboundary Movements of Hazardous Wastes and Their Disposal	Ratified in 2003
Convention on Biological Diversity	Ratified in 1995
Cartagena Protocol on Biosafety to the Convention on Biological Diversity	Ratified in 2012
Nagoya Protocol on Access and Benefit-Sharing	Not ratified
Tampere Convention on the Provision of Telecommunication Resources for Disaster Mitigation and Relief Operations	Not ratified

A5 Risk compounding for four most likely risk areas and COVID-19

	Environment and climate change	Public health	Social cohesion, gender equality, and non-discrimination	Economic Stability
Environment and climate change		In the short run, environmental pollution has a major impact on public health, for example through air and water pollution. Climate change and associated increases in temperature make the country more prone to vector-borne diseases (7,555 cases of Dengue in Jamaica in 2019).	Climate change has a known unequal impact, where vulnerable communities are more likely to be affected. Social cohesion is further impacted by disasters impacting more strongly on vulnerable communities.	The high costs associated with adaptation and mitigation efforts to accommodate for climate change are a threat to economic stability. However, investment in the green and circular economies can also be an economic opportunity.
Public health	Advances that address the quality and quantity of food consumed through responsible agriculture and consumption policy can have a positive impact on the climate impact of food production.		The impact of weak public health systems are unequally divided and thus affect vulnerable communities more than others. The unequal economic impact of different groups as a result of COVID-19 is a prime example thereof.	COVID-19 shows how fragile the global and national economies really are and show how threats to public health have an immediate impact on economic growth. Furthermore, investments in public health have a large economic return-on-investment ²⁶⁰
Social cohesion, gender equality, and non-discrimination	The unequal provision of public services means that there are areas (marginal urban communities, for example) that do not have equal access to already weak waste processing, leading to further environmental pollution. Furthermore, the construction of settlements in marginal locations (gorges, riverbanks) further encourage erosion, leading to environmental degradation.	The burden on the public health system is placed on those who cannot afford quality private sector care. However, the provision of social protection methods such as health insurance which contribute towards medications can mitigate against the impact on the public health system. It should be noted that some socially excluded communities such as the LGBTQI+/PLHIV are apprehensive in accessing the public health system due to the perceived stigma and discrimination. Continuous work must be done with health care workers to mitigate against these types of discrimination.		The marginalization of certain groups (young men, poor and rural people in general) has a long-term effect on economic growth. If such groups do not get adequate access to education, for example, they are unable to become productive members of society, thus affecting the long-term growth potential of the country. Similarly, the discrimination of women (glass ceiling) in powerful positions, both in the private and public sphere, are a detriment to increasing productivity.
Economic Stability	Economic challenges potentially decrease the prioritization of environmental advances by, for example, postponing necessary investments in green infrastructure, such as in the generation of renewable energies. Furthermore, the current economic crisis is likely to affect people's ability to build up coping mechanisms to deal with future hazards. This relates strongly to the economic marginalization of certain groups as well.	The economic downturn as a result of COVID-19 has a strong impact on the government budget and may impede the necessary investment in the Jamaican healthcare system. Furthermore, increasing economic instability can itself prove a risk factor for health outcomes (increased stress, less money available for adequate nutrition, possibility of children dropping out of school for financial reasons).	When the economy is unstable, it affects the most vulnerable. The trends show that when the economy is unstable and there is minimal economic growth, the ones who are most affected are the ones in the poorest quintiles. This includes persons in rural communities and female headed households as well as the children and elderly in these settings. Social protection safety nets are therefore important to mitigate against these impacts and investment in quality education to reduce inequalities.	

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	Environment and climate change	Public health	Social cohesion, gender equality, and non-discrimination	Economic Stability
COVID-19	<p>The true impact of COVID-19 on the environment and climate cannot yet be truly assessed. However, with more people working from home and unable to participate in social activities due to curfews, the carbon footprints in the country may have been reduced as well as things such as noise pollution. However, other risks may still exist in the area of energy consumption due to the increased usage of electricity because of online school and work from home trends.</p>	<p>COVID-19 has highlighted the weaknesses in the health system, such as inadequate resources in lab facilities. The re-direction of resources, including time et cetera, have also affected the monitoring and management of other health illnesses such as HIV. The country should use this time as an opportunity to properly address the 6 building blocks related to the health system especially as it relates to technology, financing and human resources.</p>	<p>Beyond the economic impact, the restrictions on movement imposed in response to the COVID-19 pandemic have had a major impact for certain groups. Exclusion from public life due to underlying risk factors have exacerbated challenges faced by the elderly, PWD and other vulnerable communities.</p>	<p>Despite a limited direct impact of the COVID-19 pandemic, the economic impact has been disastrous for Jamaica. The historic drop in tourism has led to a great decrease in GDP during 2020 and recovery completely depends on the potential recovery of the tourism sector in 2021 and the possible availability of a COVID-19 vaccine.</p>



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