



**Executive Board of the
United Nations Development
Programme, the United Nations
Population Fund and the United
Nations Office for Project Services**

Distr.: General
28 March 2011

Original: English

Annual session 2011

6 – 17 June 2011, New York

Item 6 of the provisional agenda

Country programmes and related matters

Draft country programme document for Jamaica (2012-2016)

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I. Situation analysis

1. In 2010 Jamaica was reclassified as an upper-middle-income country. According to the 2009 Jamaica Millennium Development Goals Report, the country has achieved Goal 2 (universal primary education) and is on track to ensure environmental sustainability and eradicate extreme hunger. The population living in poverty decreased from 28.4 per cent in 1990 to 9.9 per cent in 2007; however it subsequently increased to 16 per cent in 2009. Jamaica is currently one of the highly-indebted countries, and has been receiving International Monetary Fund support since February 2010. It is now critically important to stimulate economic growth and open up new job opportunities. As is clear from the common country assessment, continuing high rates of crime, a public confidence crisis and civil unrest, which in May 2010 triggered a two-month state of emergency, have brought out the need for governance reforms and an improved framework for addressing key developmental challenges. The Jamaica Vision 2030 clearly sets out four national development goals, including the achievement of a safe, cohesive and just society.

2. *Poverty reduction and achievement of Millennium Development Goals:* There is a significant gap in national and local capacity for data management and standardization. This affects the monitoring of progress towards the Millennium Development Goals (MDGs) and constrains effective and informed policy-making. In 2007, 19.8 per cent of the population lived in poverty in rural areas. Limited national capacity for fiscal management and debt management continues to be a critical challenge. Jamaica has the fourth largest debt/gross domestic product ratio in the world (debt servicing counted for over 56 per cent of the 2009-2010 budget). Government successfully implemented a debt exchange programme in 2010, but the limited fiscal space affects all public services, to the detriment in particular of the poor and vulnerable.

3. *Deepening democracy and enhancing citizen security:* Faced by a spiraling murder rate, which peaked at 1,680 in 2009, the Government has focused its efforts on law enforcement reform. Continuing high numbers of reported extrajudicial killings of civilians and the low prosecution rate demonstrate the need to prioritize the protection of citizens' rights. There is no oversight institution for human rights, as the United Nations Human Rights Council noted in its recent universal periodic review of Jamaica, in 2010. While justice reform initiatives are under way, there are still significant delays due to a backlog at all levels of the justice system. Corruption continues to be a significant problem for the public sector, with low levels of public trust and a crisis of confidence in State institutions. There is a recognized need for governance reform that would de-link crime and politics at the national, local and community level and increase civil society participation in policy-making. A major public sector transformation and local governance reform are under way to improve the efficiency and effectiveness of public services.

4. *Environmental sustainability and energy efficiency, including disaster management:* Land degradation and the associated reduction of ecosystem functions and services continue to affect Jamaica's environmental sustainability. This should be addressed through an integrated and cross-sectoral approach to sustainable land management, management of parks and protected areas, and watershed and coastal area management, including policy reform. The introduction of measures to adapt to climate change is proceeding

at a slow pace owing to gaps in policy-making. There is a strong demand and need for policy coherence across institutions and ministries in order to achieve the targets outlined in the national energy policy. These include a reduction in the use of petroleum to 67 per cent and an increase in renewable energy from 5 per cent in 2008 to 12.5 per cent by 2015. Local disaster management capacity continues to require improvement. In 2010, the cost of damage from a single event was estimated at \$287.3 million (about 1.9 per cent of gross domestic product).

II. Past cooperation and lessons learned

5. Activities under the previous country programme document (2007-2011) centred on three themes: (a) HIV/AIDS; (b) environment and poverty; and (c) justice, peace and security. In the assessment of development results, it was noted that UNDP was 'flexible, facilitating, cooperative, supportive, efficient and in tune with Government needs. The country office's funding flexibility at critical junctures was highly valued by both State and non-State partners'. Such flexibility made it possible to support the Jamaica debt exchange programme, regarded as a successful model in a middle-income country (resulting in \$527.5 million being released as interest savings in 2010 and 2011, the equivalent of 3.5 per cent of gross domestic product). Building on this success and the identified ability of the country office to be responsive to urgent initiatives, the assessment recommended that flexible funding be further developed. Significant achievements were made in policy-level interventions and in leveraging limited resources to great effect, as such smaller but highly strategic UNDP interventions unlocked large amounts of funding and technical support.

6. The open UNDP approach to partnership also improved collaboration with a broad range of civil society entities and allowed better use of the rich pool of national talent. The country office facilitated knowledge-sharing among State entities, civil society and donor agencies through an on-line community of practice. The assessment recommended that the office build on this success by supporting information-sharing on best practices for good governance and the further development of internal communication to promote and improve coordination and collaboration.

7. UNDP made important contributions to strengthening the capacity of security and justice institutions at national level and, to a limited extent, governance institutions at the local level. Programmes supported institutional and policy reform, as well as public awareness with regard to restorative justice and crime prevention. A significant step was the establishment of a protocol with the Legal Medical Unit of the Ministry of National Security for post-mortems of civilians killed by security forces. The support was particularly effective because of the recognized impartiality and transparency of UNDP in matters of human rights protection. Following on from this success and the assessment recommendations, the governance programme will focus on the promotion of human rights and justice reform.

8. UNDP helped to identify critical issues to facilitate climate change adaptation and encourage dialogue amongst national stakeholders. The second national communication for submission to the Conference of the Parties to the United Nation Framework Convention on Climate Change was completed. This was particularly significant as it forms part of the international obligations of Jamaica. Another achievement was the major regional programme 'Integrated

Watershed and Coastal Area Management', which provided an opportunity for Jamaica to build on best practices in integrated watershed and coastal area management by involving community members in planning and implementation. UNDP played a critical role in the formulation of the national energy action plan and facilitated extensive cross-sectoral stakeholder participation in the development of five energy sub-policies. Challenges remain within national partners, and capacity constraints have in some cases affected the efficiency of the country's programming. In line with recommendations made in the assessment of development results, UNDP will aim to further mainstream its work on disaster preparedness and work with partner agencies on developing a disaster preparedness portfolio.

III. Proposed programme

9. The 2012-2016 country programme document, which is consistent with the new United Nations Development Assistance Framework (UNDAF) outcomes, aims to help Jamaica implement Vision 2030, the medium-term framework, and the Millennium Development Goals. Taking full account of the MDG Breakthrough Strategy, UNDP will seek to achieve a multiplier effect in a few critical areas such as enhanced governance. The country programme document will promote the coordination, efficiency and effectiveness of development assistance and will focus on the following areas: (a) poverty reduction and achieving the Millennium Development Goals; (b) democratic governance; and (c) environmental sustainability and energy security. Particular attention has been paid to crosscutting concerns, including gender issues, capacity-building and a human rights-based approach.

10. *Poverty reduction and achieving the Millennium Development Goals:* The country programme document will give special attention to further developing policy advice for equitable growth and achievement of the Millennium Development Goals and assisting the Government in data management and use of data for effective policy-making. UNDP will support rural local capacity development in generating employment with a particular focus on male youths in line with recommendations made in the assessment.

- Policy, legislative and institutional frameworks will be strengthened to promote financial sustainability and equitable growth. The country programme document will support: the strengthening of State capacity for fiscal management policy-making; the creation of a national statistical system to inform policy; and monitoring and communication on progress towards the MDGs and Vision 2030.

- Institutional capacity at the local level will be improved to generate growth and employment in rural areas, UNDP will strengthen local government capacity to address youth unemployment and sustainable economic growth in rural areas.

11. *Democratic governance:* The country programme document will seek to deepen democracy by strengthening national and local capacity for increasing community safety and access to justice with due regard for the human rights of vulnerable groups.

- National capacity will be strengthened to ensure citizens' security and protect their human rights. The country programme document will support capacity development of key national human rights institutions, such as the Office of

Public Defender, and support the establishment of a national oversight institution.

- National and local government capacity will be developed in the interests of equitable services and citizen security, with an emphasis on community safety. Technical assistance will be provided to encourage citizen participation in the local development and safety planning processes and strengthen synergies with national initiatives such as public sector and local governance reform.
- Effective, responsive, accessible and fair justice systems will promote the rule of law, including formal and informal processes, with due regard for the rights of the poor, women and vulnerable groups. This will be achieved through capacity-building in the Ministry of Justice for improved justice systems and technical assistance for the promotion of alternative dispute resolution mechanisms.

12. *Environmental sustainability and energy security*: The country programme document will be geared to creating an enabling environment for better management of natural resources, disaster risk preparedness and climate change adaptation, as well as improving energy security to reduce the human development impact on vulnerable groups.

- The policy and institutional framework will be strengthened with the aim of better managing natural resources, including parks and protected areas, and building resilience for the reduction of vulnerability to natural disasters and impacts from climate change. UNDP will work to this end with key State and non-State partners to promote integrated solutions and disaster preparedness.
- Energy conservation and efficiency will be enhanced and synergies will be sought between energy policies and other human development concerns, such as fiscal and climate change policies. UNDP will also seek to create opportunities for the continued development of Jamaica's renewable energy options.

IV. Programme management, monitoring and evaluation

13. The Planning Institute of Jamaica coordinates all external aid and is the UNDP designated counterpart. National implementation will remain the main project execution modality, while NGO implementation will be considered once project efficiency and effectiveness have been confirmed through capacity assessment of NGO implementing partners. UNDP will continue to make efforts to promote harmonization and standardization among United Nations organizations through modalities like the harmonized approach to cash transfers. In terms of partnership strategy, UNDP will continue to build on its partnership with the Government at all levels, with international development partners, civil society, the United Nations system, civil society, the private sector and academic groups., and will work closely with international financial institutions. Partnership modalities will include joint programming based on the 'One UN' principle and the achievement of synergies, using limited UNDP core resources as seed money.

14. For the purposes of monitoring and evaluation, UNDP will strengthen the country office and build national capacity by closely working with the Planning Institute, as well as with the Statistical Institute of Jamaica. Two outcome evaluations and mid-term and end-term country programme evaluations are

planned. These evaluations will review, in part or in whole: improvements in evidenced-based policy-making and rural economic growth and employment; advances in human rights and improved participation of communities in local planning and a diversified, accessible and fair justice system; evidence of integrated policies on climate change, adaptation and disaster risk preparedness and progress in renewable energy. Where possible the data will be gender-disaggregated. UNDP will closely monitor critical risks that may affect country programme results, including natural disasters, political uncertainty and high crime rates. Risk mitigation strategies will focus on strengthening communication with national counterparts.

Annex. Results and resources framework

NATIONAL PRIORITY OR GOAL: Vision 2030 Goals 1 and 3: Jamaicans empowered to achieve their fullest potential; Jamaica benefiting from a prosperous economy.					
UNDAF OUTCOME 2: Socially excluded and at-risk populations in rural/urban communities have increased access to improved quality health and education services. Country programme outcomes: (a) Policy, legislative and institutional frameworks strengthened to promote financial sustainability and equitable growth; and (b) Institutional capacity at the local level improved to generate growth and employment in rural areas. Outcome indicator: The incidence of poverty and unemployment reduced among the vulnerable groups of selected communities, particularly in rural Jamaica. Related strategic plan focus areas: Poverty and MDGs.					
National partners' contribution	UNDP contribution	Other partner contributions	Indicator(s), baselines and target(s) for UNDP contributions	Indicative country programme outputs	Indicative resources by outcome
By 2015 the Government will put in place an effective social protection programme and facilitate a stable macro-economy that will reduce the national poverty rate and unemployment by 5%.	UNDP will contribute to increased national capacity for evidenced-based policy-making and inclusive growth and employment, particularly in rural areas.	International financial institutions' support in macro-economic area. The United States Agency for International Development, FAO, the European Union and others support socio-economic development, youth development and empowerment and social protection.	Indicator: No. of rural parishes with increased institutional capacity to build linkages between local economies and national/global markets. Baseline: (a) Limited capacity of rural parishes to create sustainable income-generating opportunities and youth employment; (b) limited socio-economic and fiscal policy framework for equitable growth. Target: (a) Improved capacity in 4 parishes; (b) 2 new policies.	Fiscal management studies and policy papers assisted; national dialogues fed into budget planning. 8 parishes supported with market links to improve income-generation. Pilot-proven methodology established for sustainable rural employment creation documented and disseminated.	Regular: \$500,000 (target for resource assignment from the core -TRAC) for Statistics; \$500,000 (TRAC) for MDGs and monitoring and evaluation; \$100,000 (TRAC) for other Other: \$1,300,000
NATIONAL PRIORITY OR GOAL: Vision 2030 Goal 2: Jamaican society safe, cohesive and just.					
UNDAF OUTCOME 3: Government and civil society organizations improve access to comprehensive protection, prevention, and justice systems and services for individuals and groups vulnerable to multiple safety and violence risks. Country programme outcomes: (a) National capacity strengthened to ensure citizens' security and human rights; (b) National and local government capacity developed towards ensuring equitable services and citizen security with emphasis on community safety; and (c) Effective, responsive, accessible and fair justice systems to promote the rule of law, including both formal and informal processes, with due regard for the rights of the poor, women and vulnerable groups. Related strategic plan focus areas: Governance.					
By 2016 the Government will work towards reforming and	UNDP will support: strengthening	Civil society organizations will continue	Indicator: Existence of State institution to protect human rights Baseline: No existing oversight institution on human rights, resulting in low technical capacity and	Improved policy, technical frameworks and	Regular: \$600,000 (TRAC)

<p>modernizing the law enforcement and justice system, enhance the capacity of communities to participate in creating a safe and secure society and strengthen the process of citizen participation in governance.</p>	<p>national capacity to protect human rights; increasing national and local institutions' capacity for citizen security, community safety and equitable services; establishing an effective and accessible justice system focusing on rights of the vulnerable.</p>	<p>advocacy for national compliance with international human rights treaties and support local and national mechanisms for strengthened community safety. Strong partnership with United Nations organizations, international financial institutions and bilateral agencies.</p>	<p>weak policy framework of State institutions to protect civilians' human rights. Target: establishment of at least one State institution to protect human rights. Indicator: No. of local authorities able to formulate and implement local development plans. Baseline: Low technical, funding and management capacity of local authorities to formulate and implement local development plans. Target: Improved technical, funding and management capacity in 5 local authorities to implement local safety plans. Indicator: Percentage decrease in backlog of court cases; Baseline: Over-reliance on court system leading to average 50% backlog of cases. Target: at least 15% decrease in backlog of court cases.</p>	<p>technical capacity of State human rights institutions, including investigating alleged extrajudicial killings; improved capacity in local authorities and civil society to develop and implement participatory parish safety and development plans; improved policies and monitoring of court case resolution; improved accessibility to alternative dispute-resolution mechanisms.</p>	<p>Other: \$5,000,000</p>
<p>NATIONAL PRIORITY OR GOAL: Vision 2030 Goal 4: A healthy natural environment for Jamaica.</p>					
<p>UNDAF OUTCOME 1: National, local authorities and most vulnerable communities island-wide improve natural resource management and resilience to disasters. Country programme outcome: (a) Policy and institutional framework strengthened to manage natural resources, including parks and protected areas, and resilience built for the reduction of vulnerability to natural disasters and impacts from climate change; (b) Energy conservation and efficiency increased and synergies between energy policies and human development concerns. Indicator: Policy and institutional framework to manage natural resources strengthened. Related strategic plan focus areas: Environment and energy.</p>					
<p>The Government (National Environment and Planning Agency, Met Service, Forestry Dept, Office of the Prime Minister, Planning Institute, Office of Disaster</p>	<p>UNDP will contribute to: preparation of integrated policies on climate change adaptation and disaster risk reduction; improved/increased</p>	<p>Environmental NGOs, civil society organizations and academia will advocate for and participate in policy-making on natural resources management, disaster</p>	<p>Indicator: No. of integrated policies approved and operational for natural resources management, sustainable land management and disaster risk reduction. Baseline: Zero (0) integrated policy. Target: 4 policies (a) National Protected Areas (master plan implemented) (b) Sustainable land management (c) Disaster risk reduction</p>	<p>National Parks Trust Fund capitalized and operational; lessons learnt and best practices on five pilot sustainable land management initiatives documented and disseminated; Risk</p>	<p>Regular: \$200,000 (TRAC) (National System of Protected Areas); \$200,000 (TRAC climate change);</p>

<p>Preparedness Emergency Management, Ministry of Energy and Mining) will work towards appropriate policy and governance framework for improved and integrated environmental management, hazard resilience and energy security.</p>	<p>coordination of national entities on natural resources management and land management; and implementation support for energy policies and public- private partnership.</p>	<p>management and energy security. United Nations Environment Programme will provide technical support for Jamaica to accede to international conventions. Private sector will support energy efficiency and alternative energy supplies.</p>	<p>mitigation plan and (d) Climate change adaptation plan approved and operational. Indicator: No. of energy policies implemented Baseline: National energy policy, Action Plan and 5 sub-policies prepared. Target: Energy policy implemented (renewable energy policy)</p>	<p>Reduction Management Centre piloted; National Climate Change Committee established; Action Plan for renewable energy implemented.</p>	<p>261,000 (TRAC) Other: \$6,700,000</p>
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