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Evaluation Office  
United Nations Development Programme

# INDEPENDENT COUNTRY PROGRAMME EVALUATION **JAMAICA**





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# FOREWORD

It is my pleasure to present the Independent Country Programme Evaluation for the United Nations Development Programme (UNDP) multi-country office (MCO) in Jamaica. This evaluation covers the programme period from 2017 to mid-2020. As the MCO serves Bermuda, The Bahamas, Cayman Islands and Turks and Caicos Islands, the evaluation also covers some interventions in these countries.

Jamaica is an upper middle-income small island developing state. Notwithstanding the high human development categorization, the country needs stronger resilient economic growth to eliminate poverty and boost shared prosperity. The outbreak of the Coronavirus (COVID-19) disease greatly affected Jamaica, economically and socially, further complicating the government's attempts to reduce its high debt burden. Jamaica is highly vulnerable to the impacts of climate change and natural hazards. The other countries covered by the MCO are also all vulnerable to the effects of climate change.

The evaluation found that stakeholders consider UNDP a reliable and trusted partner. Despite financial and human resource constraints, the MCO achieved some notable results from its work related to the Sustainable Development Goals, migration and anti-trafficking, although it is yet to achieve transformative changes due to limited scope and outreach. UNDP was able to contribute strategically to enhanced resilience to climate change and natural disasters while improving access to and knowledge of clean and sustainable energy, and increasing the capacity for sustainable management of natural resources and protection of biodiversity. The MCO provided early response and recovery support to Turks and Caicos

Islands and The Bahamas, following hurricanes in 2017 and 2019, respectively.

Moving forward, UNDP should strategically position itself, considering its own comparative advantages and those of other partners, and should identify possible partnership opportunities. Given the strong technical capacities and national ownership of the Jamaican Government and the MCO's financial and human resource limitations, the MCO should add value by developing efficient and innovative models in localized settings, aiming to inform broader policies and plans. It should clearly define its multi-country approach and consider designing multi-country interventions to address the common challenges faced by the countries it covers, such as vulnerability to climate change and natural disasters.

I would like to thank the Government of Jamaica, the Government of The Bahamas, the Government of Turks and Caicos Islands, various national stakeholders, and colleagues at the UNDP MCO in Jamaica and the Regional Bureau for Latin America and the Caribbean for their support throughout the evaluation. I hope that the findings, conclusions and recommendations will strengthen the formulation of the next country programme strategy with the aim to achieve a more inclusive and sustainable development pathway for the people of the countries served by the MCO.



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# ACRONYMS AND ABBREVIATIONS

|               |   |                |  |
|---------------|---|----------------|--|
| <b>BLIC</b>   | Being Lesbian, Gay, Bisexual, Transgender or Transsexual, Intersex in the Caribbean | <b>MSDF</b>    | Multi-Country Sustainable Development Framework            |
| <b>CPD</b>    | Country Programme Document  | <b>MSME</b>    | Micro, Small and Medium Enterprises                        |
| <b>CSO</b>    | Civil Society Organization  | <b>M&amp;E</b> | Monitoring and Evaluation                                  |
| <b>CVC</b>    | Caribbean Vulnerable Communities Coalition  | <b>NCTFJ</b>   | National Conservation Trust Fund of Jamaica                |
| <b>DIM</b>    | Direct Implementation Modality  | <b>NGO</b>     | Non-Governmental Organization                              |
| <b>GDP</b>    | Gross Domestic Product  | <b>ODA</b>     | Official Development Assistance                            |
| <b>GEF</b>    | Global Environment Facility   | <b>ROAR</b>    | Results-Oriented Annual Report                             |
| <b>HCFC</b>   | Hydrochlorofluorocarbons  | <b>SALISES</b> | Sir Arthur Lewis Institute for Social and Economic Studies |
| <b>HFC</b>    | Hydrofluorocarbon   | <b>SDG</b>     | Sustainable Development Goal                               |
| <b>HIV</b>    | Human Immunodeficiency Virus  | <b>UN</b>      | United Nations   |
| <b>ICPE</b>   | Independent Country Programme Evaluation  | <b>UNDP</b>    | United Nations Development Programme                       |
| <b>IEO</b>    | Independent Evaluation Office   | <b>UNFCCC</b>  | United Nations Framework Convention on Climate Change      |
| <b>IRM</b>    | Involuntary Returned Migrants   | <b>UNICEF</b>  | United Nations Children's Fund                             |
| <b>JUST</b>   | Justice Undertakings for Social Transformation                                      | <b>USAID</b>   | United States Agency for International Development         |
| <b>LGBTQI</b> | Lesbian, Gay, Bisexual, Transgender or Transsexual, Queer, Intersex                 | <b>VNR</b>     | Voluntary National Review                                  |
| <b>MCO</b>    | Multi-Country Office  |                |  |



# Evaluation Brief: Jamaica

Jamaica is a highly indebted, upper middle-income small island developing state. Despite high human development categorization, the country faces challenges in terms of gender-based discrimination, involuntary returned migrants, high levels of crime and violence, and high vulnerability to the impacts of climate change and natural hazards. Bermuda, The Bahamas, Cayman Islands and Turks and Caicos Islands, which are the other countries covered by the UNDP multi-country office (MCO) in Jamaica, are all high-income, small island developing states and very vulnerable to the effects of climate change.

The current UNDP engagement in Jamaica is rooted in the United Nations Multi-country Sustainable Development Framework for the Caribbean. The current country programme document identified four priority areas with four corresponding outcomes: 1) access to equitable social protection systems and basic services; 2) democratic governance, citizen security and safety; 3) resilience to climate change and natural disasters, and universal access to clean energy; and 4) natural resource management. UNDP does not have specific country programme documents for the other countries covered by the MCO.

## Findings and Conclusions

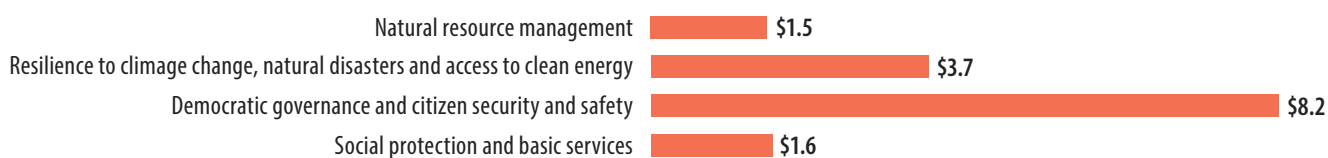
Overall, the UNDP country programme in Jamaica aligns with the national development agenda. Factors such as UNDP's broad development agenda, ability to consolidate different sectoral expertise into a comprehensive development vision, and access to a global pool of expertise for policy analysis, development statistics, information systems and knowledge management,

differentiate UNDP from other agencies. Its long history of support, transparency and accountability has gained UNDP a strong reputation in Jamaica, and stakeholders consider it a reliable and trusted partner. However, UNDP Jamaica represents a typical example of challenges faced by country offices in middle-income countries without a strong resource base. Facing challenges brought by financial unsustainability and office restructuring in 2014, which reduced human resources and technical specialization, the MCO was sometimes forced to take up interventions that often follow government demand and/or donor priorities, but that fit loosely in its own overall programme logic. These interventions may have improved its financial standing but have not always been sufficient to bolster its strategic positioning.

Under the governance and social protection thematic areas, the MCO has made potentially transformative contributions to development results through a battery of strategic policy and analytical documents related to the Sustainable Development Goals, migration, trafficking in persons, deportation, and manuals and tools for improved quality of justice services. UNDP's contributions to increased access to justice, stronger social cohesion, human security and resilience have been strategic in the sense that they can serve as pilots or models for future replication and up-scaling. Without this they will remain too localized and thus limited in scope for truly transformational results.

UNDP has been able to contribute strategically to enhanced resilience to climate change and natural disasters. UNDP assisted Jamaica in meeting its reporting requirements under several United Nations conventions,

### Programme expenditure by outcome, 2017–2020 (US\$ million)



including the United Nations Framework Convention on Climate Change, Convention on Biodiversity and Montreal Protocol, as well as in community-based climate change adaptation that addressed water, energy and food security. UNDP also assisted The Bahamas and Turks and Caicos Islands in early response and recovery efforts following hurricanes. Despite major challenges and delays, UNDP was able to demonstrate renewable energy and energy efficient technologies at six hospitals to show the effectiveness of the use of sustainable energy. The MCO was also able to invest in the diversification of the mining and quarrying industry through development minerals, potentially opening the gateway to increased economic activity while protecting communities from social and environmental negative impacts.

The MCO has no instrument in place and very limited human resource capacity to carry out proper monitoring and reporting of outcome level results. Despite the

accumulated wealth of knowledge and presence of a comprehensive communication strategy, the MCO does not have a specific knowledge management strategy or tools that would capture and manage the wealth of information produced both for its own improvement and for further increasing its visibility. This hampers capacity for strategic thinking and innovation, as well as opportunities for partnership and scaling up.

The MCO has shown increased commitment to gender equality and women's empowerment, and has made modest but important advances, as manifested by its gender equality strategy and action plan for 2017-2021. However, the MCO resource constraints, as well as the overall context, limit work in this area. As a result, despite the presence of some potentially gender responsive projects in the portfolio, the limited scope and duration and scattered activities are insufficient for making transformative changes.

## Recommendations

**Recommendation 1.** UNDP should clearly define its multi-country approach and consider designing multi-country interventions to address common challenges faced by the countries covered by the MCO, such as vulnerability to climate change and natural disasters. This should be done with strong support from the Regional Bureau for Latin America and the Caribbean and tapping into similar experiences and lessons from other country offices and regions.

**Recommendation 2.** UNDP should re-think its aggregated comparative advantage, strategic role and engagement in Jamaica and other countries it serves in light of the MCO's actual resource capacity, expertise and value added, particularly in the areas of human rights, gender equality

and women's empowerment, children and youth, and migration, taking into consideration the work of other United Nations agencies with specific mandates in these areas.

**Recommendation 3.** In the areas of environment, climate change and disaster risk management, where UNDP has managed to establish its positioning, the MCO should continue policy dialogue with government partners to consolidate its achievements. It should enhance collaboration with other UNDP offices in the region to develop regional or joint interventions. The MCO should look into existing resources for its work, and identify possible partnership opportunities.

**Recommendation 4.** Given the strong technical capacities and national ownership of the Jamaican Government, and the MCO's financial and human resource limitations, the MCO should add value by developing efficient and innovative models in localized settings, aiming to inform broader policies and plans. Downstream interventions should be designed with upstream policy work in mind to maximize the possibility of replication at the national level for greater impact.

**Recommendation 5.** The MCO needs to significantly improve the quality of strategic monitoring and evaluation and knowledge management. It should also consider carrying out an in-depth analysis of its business model, including structure and capacities, strategic value, feasibility and sustainability.

# CHAPTER 1

# BACKGROUND AND INTRODUCTION



This chapter presents the purpose, objectives and scope of the evaluation as well as the methodology applied. It lays out the development context and the UNDP programme in Jamaica.

## 1.1 Purpose, objectives and scope of the evaluation

The Independent Evaluation Office (IEO) of the United Nations Development Programme (UNDP) conducts Independent Country Programme Evaluations (ICPEs) to capture and demonstrate evaluative evidence of UNDP's contributions to development results at the country level, as well as the effectiveness of UNDP's strategy in facilitating and leveraging national efforts for achieving development results.

ICPEs are independent evaluations carried out within the overall provisions contained in the UNDP Evaluation Policy.<sup>1</sup> The objectives of the ICPEs are to:

- Support the development of the next UNDP country programme
- Strengthen the accountability of UNDP to national stakeholders
- Strengthen the accountability of UNDP to the Executive Board

This ICPE was carried out in 2020 and covered the period from 2017 to mid-2020, i.e. the first three-and-a-half years of the current country programme cycle (2017-2021). This is the third country programme evaluation conducted by IEO in Jamaica.<sup>2</sup> The evaluation covered all UNDP activities in the country and interventions funded by all funding sources, including UNDP's own resources, donor and government funds. The ICPE also covered non-project activities, such as coordination and advocacy, which are important in supporting the political and social agenda of the country. In addition, as the UNDP country office in Jamaica is a multi-country office (MCO) and also serves Bermuda, The Bahamas, Cayman Islands and Turks and Caicos Islands, the evaluation also covers the few interventions of UNDP in these

countries. It is important to note that UNDP does not have specific country programme documents (CPDs) nor core funding for these countries, and there are only very few interventions. These are all reported under the Jamaica country programme in the corporate reporting system (please refer to section 1.4 for more information).

## 1.2 Evaluation methodology

### > EVALUATION QUESTIONS

1. What did the UNDP country programme intend to achieve during the period under review?
2. To what extent has the programme achieved (or is likely to achieve) its intended objectives?
3. What factors contributed to or hindered UNDP performance and the sustainability of results?

The evaluation based its analysis on the outcomes presented by the country programme for the period 2017-2021. It looks at each of the planned outcomes and the link to the strategic objectives of the programme.

The effectiveness of the UNDP country programme was analysed through an assessment of progress made towards the achievement of expected outputs, and the extent to which these outputs contributed to the intended CPD outcomes. To better understand UNDP's performance and the sustainability of results in the country, the ICPE examined the specific factors that have influenced – positively or negatively – the country programme. UNDP's capacity to adapt to the changing context and respond to national development needs and priorities was also considered. The evaluation sought to answer three evaluation questions.

<sup>1</sup> See <http://web.undp.org/evaluation/policy.shtml>

<sup>2</sup> Previous evaluations were named 'Assessment of Development Results' and were undertaken in 2005 and 2011.



The evaluation methodology adhered to the United Nations Evaluation Group norms and standards.<sup>3</sup> In line with UNDP's gender mainstreaming strategy, the evaluation examined the level of gender mainstreaming across the country programme and operations. Gender-disaggregated data were collected, where available, and assessed against programme outcomes. The Gender Results Effectiveness Scale<sup>4</sup> was used to assess the results achieved in terms of gender equality and women's empowerment.

Given the situation caused by the COVID-19 pandemic, the evaluation was carried out using two qualitative data collection approaches, namely an in-depth literature review and virtual interviews. Data collection was carried out from September to November 2020. To answer the evaluation questions, the evaluation team collected and triangulated data from the following components:

- **An analysis of the portfolio of projects and programmes, as well as a review of the country programme and projects, related documents and reports, and other relevant documents.** The evaluation team consulted the documents of the UNDP monitoring and evaluation (M&E) system, including project reports, decentralized evaluation reports,<sup>5</sup> UNDP institutional documents (strategic plan, results-oriented annual reports (ROARs), etc.), theories of change by programme area, data related to programme performance indicators (data disaggregated by sex if applicable), action research and other publications available on the country. The main documents consulted are listed in Annex 4. Based on this portfolio analysis, the evaluation team matched the projects implemented against the objectives set in the country programme.

- **The response by the country office to a preliminary questionnaire.** Following the development of the terms of reference (Annex 1), a preliminary questionnaire was sent to the MCO in July 2020 to collect reflections on the performance and results of the programme.
- **Around 85 virtual interviews** were carried out with staff of the UNDP MCO, representatives and officials of various government institutions at the national and local level, officials and staff from other United Nations (UN) agencies, and development partners, civil society and beneficiaries of the country programme.<sup>6</sup> The institutions to be met were identified on the basis of the document review (documents on the UNDP programme and the country context in general), and supplemented by suggestions from the MCO. They included not only the main partners of the UNDP country programme, but also some key development actors in the country. These interviews were used to collect data and obtain a comprehensive view of the perceptions of development partners and actors on the scope, contributions, performance and impacts of UNDP interventions, constraints in programme implementation, and the strengths and weaknesses of the UNDP MCO in Jamaica. A complete list of interviewees is available in Annex 3.

Following data collection, analysis and report drafting, the ICPE underwent rigorous quality assurance, first with internal peer review at the IEO and two external reviews. The report was then submitted to the MCO and the UNDP Regional Bureau for Latin America and the Caribbean, and finally to the government and other partners in the country for review. This process concluded with a workshop carried out via video conference, which brought together the

<sup>3</sup> See website of the United Nations Evaluation Group: <http://www.unevaluation.org/document/detail/1914>

<sup>4</sup> The Gender Results Effectiveness Scale has five results categories: Gender negative (Result had a negative outcome that aggravated or reinforced existing gender inequalities and norms); Gender blind (Result gave no attention to gender, failed to acknowledge the different needs of men, women, girls and boys, or marginalized populations); Gender targeted (Result focused on the number of women, men or marginalized populations that were targeted); Gender responsive (Result addressed differential needs of men or women and focused on the equitable distribution of benefits, resources, status, rights, but did not address root causes of inequalities in their lives); and Gender transformative (Result contributed to changes in norms, cultural values, power structures and the roots of gender inequalities and discrimination).

<sup>5</sup> Two decentralized evaluations have been carried out since 2017. Both were project evaluations and both were quality assessed by IEO: one report was rated as satisfactory (rating of 5), and the other was rated as moderately satisfactory (rating of 4).

<sup>6</sup> A total of 105 people were interviewed, 58 percent women, 42 percent men.

main stakeholders of the programme and offered an additional opportunity to discuss the results and recommendations contained in this report.

**Evaluation limitations.** Due to the COVID-19 pandemic travel restrictions and public health protocols, the ICPE team was unable to travel to the country, which prevented observation of project sites and direct interaction with certain beneficiary groups. The team was forced to carry out the evaluation in its entirety in a virtual manner, with interviews done via the Zoom platform. As it was not possible to visit any project sites and organize focus group meetings with beneficiaries, the evaluation depended on project reports and other documents, videos and stakeholder interviews to triangulate the reported results.

The 2020 general election in Jamaica, held in September, resulted in transition arrangements at key ministries and government agencies, which was the priority for stakeholders. For the evaluation, this resulted in a protracted period of interviewing to ensure that the most appropriate people were interviewed. Although the evaluation was able to interview most of the key stakeholders, a number of meetings could not be secured, including meetings with important stakeholders from the government and private sector on issues related to anti-trafficking, migration and gender equality, among others.

Another limitation related to the quality of the country programme results and resources framework indicators, baseline and targets, and monitoring. To mitigate these limitations, the evaluation team followed up with MCO colleagues and partners by email to obtain more information and access a number of studies and reports, allowing it to draw on additional secondary data and to link results to outputs and outcomes.

## 1.3 Country context

**Jamaica is a highly indebted, upper middle-income small island developing state.** Located in the Caribbean with a multi-ethnic population of almost 2.9 million, Jamaica's Gross Domestic Product (GDP) annual growth rate has been rising slowly, averaging 1.9 percent, with GDP per capita reaching US\$5,354.2 in 2018.<sup>7</sup> After significant fiscal consolidation, the public debt fell from 115 percent of GDP in 2017/18 (145 percent in 2012) to 96 percent of GDP in 2018/19,<sup>8</sup> but Jamaica remains one of the world's most indebted countries. Jamaica depends heavily on tourism and remittances, which are equal to about 20 percent and 15 percent of GDP, respectively.<sup>9</sup> The Official Development Assistance (ODA) of Jamaica, which recorded \$58 million in 2017, represents less than 1 percent of the state budget, and less than 0.2 percent of Jamaica's GDP.<sup>10</sup>

**Notwithstanding the high human development categorization, Jamaica needs stronger and more resilient economic growth to eliminate poverty and boost shared prosperity.** Jamaica's Human Development Index value evolved from 0.726 in 2018 to 0.734 in 2020,<sup>11</sup> positioning the country at 101 out of 189 countries and territories, and in the high human development category. Inequality in Jamaica is lower than in most countries in the Latin America and Caribbean region, but poverty at 19 percent in 2017 is still significant.<sup>12</sup> Jamaica was within the medium-high classification of economic and social vulnerability to external shocks in 2017.<sup>13</sup> The integrated National Policy on Poverty and the National Poverty Reduction Programme 2017, which are linked to the Vision 2030 Jamaica and Jamaica Social Protection Strategy 2014, aim to eradicate extreme poverty by 2022 and reduce the

<sup>7</sup> World Bank Open Data.

<sup>8</sup> ROAR (2019); A Roadmap for SDG Implementation in Jamaica, Government of Jamaica (2017).

<sup>9</sup> Mooney, Henry and Schmid, Juan Pedro, Country Department Caribbean Group, Interamerican Development Bank (2018) Development Challenges in Jamaica, Policy Brief No.IDB-PB-278.

<sup>10</sup> UNDP (2018) Towards Jamaica's Sustainable Development Goals by 2030; OECD Development Aid at a Glance (Aid at a glance charts – OECD).

<sup>11</sup> <http://hdr.undp.org/en/countries/profiles/JAM>

<sup>12</sup> World Bank, Jamaica Country Overview <https://www.worldbank.org/en/country/jamaica/overview>

<sup>13</sup> Measuring Vulnerability – A Multidimensional Vulnerability Index for the Caribbean. Caribbean Development Bank Working Paper No. 2019/01. <https://www.caribank.org/sites/default/files/publication-resources/Measuring%20Vulnerability-A%20Multidimensional%20Vulnerability%20Index%20for%20the%20Caribbean.pdf>.

national prevalence of poverty to less than 10 percent by 2030.<sup>14</sup>

**Jamaica continues to make progress in gender equality, however, the structural causes of gender-based discrimination are acute, and there are still high levels of gender-based violence.** Jamaica has a Gender Inequality Index value of 0.405, ranking it 93 out of 162 countries in the 2018 index.<sup>15</sup> With the election of 18 women to the Parliament of Jamaica in 2020, 28.5 percent of parliamentary seats are now held by women;<sup>16</sup> 70 percent of adult women have reached at least a secondary level of education, compared to 62 percent of their male counterparts; and female participation in the labour market is 60.4 percent compared to 74 percent for men.<sup>17</sup> Overall, there is a mixed picture concerning health, education and other social indicators. On one hand, high levels of life expectancy and education appear likely to offer advantages for women. On the other hand, levels of chronic disease, adolescent pregnancy and birth rates, and single household headship may impede capacities to work. Low political representation may affect the institutional and legislative environment.<sup>18</sup> Domestic violence remained a serious concern. In 2017, nearly 15 percent of all women aged 15 to 49 in Jamaica had experienced physical or sexual violence from a male partner.<sup>19</sup> There is also a high level of gender-based violence from an early age (21 percent of 15- to 19-year-old girls report having experienced sexual violence).<sup>20</sup> Jamaica had the second highest femicide rate in 2017.<sup>21</sup> The 10-year National Strategic Action Plan to Eliminate Gender-Based Violence in Jamaica (2017-2027) was launched in 2018 to prevent violence, protect and deliver adequate services to victims, and deal appropriately with perpetrators.<sup>22</sup>

**Jamaica is also facing a challenge related to involuntary returned migrants (IRMs) who leave Jamaica primarily to seek employment and to send remittances home.** According to the baseline study on IRMs, the majority (58 percent) were deported from the UK, 37.5 percent from the US, and approximately 5 percent from Canada. The majority of IRMs are men and almost 88 percent have close family members in the country from which they were deported; 35 percent of IRMs were living in a temporary location and 20 percent were living in shelters. IRMs in general face a wide range of socioeconomic challenges related to a lack of job opportunities (54 percent), finances (43 percent), discrimination (30 percent), emotion (27 percent), accommodation (20 percent), family (19.5 percent), health (18 percent) and obtaining documentation (8 percent). Some 11 percent of IRMs reported that they were victims of crime. Only 8.9 percent of IRMs included in the baseline study had been offered financial assistance or reintegration payments from their country of deportation. A large majority (65.8 percent) was receiving some form of support from family members, including financial support (26.4 percent) and emotional support (24.8 percent). However, one fifth of IRMs received no assistance at all at the time of their deportation.<sup>23</sup>

**Since 2015, the country has seen some improvement in government effectiveness, but crime and violence levels remain high, indicating issues related to youth unemployment, social cohesion and justice.** While justice reform is under way, significant case backlogs and inefficiencies still constitute major challenges to the justice system. Inadequacies in the capacity and administration of the justice system also impact the country's efforts in combatting

<sup>14</sup> Government of Jamaica (2017) National Policy on Poverty – National Poverty Reduction Programme.

<sup>15</sup> Inequalities in Human Development in the 21st Century. Briefing note for countries on the 2019 Human Development Report, UNDP; and Jamaica Human Development Indicators, Human Development Reports, UNDP, <http://hdr.undp.org/en/countries/profiles/JAM>

<sup>16</sup> [https://www.jamaicaobserver.com/all-woman/women-in-the-house\\_202457&template=JamaicaDecidesArticle](https://www.jamaicaobserver.com/all-woman/women-in-the-house_202457&template=JamaicaDecidesArticle)

<sup>17</sup> Briefing note for countries on the 2019 Human Development Report: Jamaica, [http://www.hdr.undp.org/sites/all/themes/hdr\\_theme/country-notes/JAM.pdf](http://www.hdr.undp.org/sites/all/themes/hdr_theme/country-notes/JAM.pdf)

<sup>18</sup> ILO (2018) Gender at Work in the Caribbean – Country Report: Jamaica, [https://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-port\\_of\\_spain/documents/publication/wcms\\_651948.pdf](https://www.ilo.org/wcmsp5/groups/public/---americas/---ro-lima/---sro-port_of_spain/documents/publication/wcms_651948.pdf)

<sup>19</sup> <https://jis.gov.jm/nearly-15-per-cent-of-jamaican-women-experience-violence-from-a-male-partner/>

<sup>20</sup> UNICEF (2019) Childhood in Jamaica: Stained by violence, November 2019.

<sup>21</sup> UNODC (2020) <https://dataunodc.un.org/>

<sup>22</sup> <https://jis.gov.jm/features/action-taken-to-eliminate-gender-based-violence/>

<sup>23</sup> Brown, Anne-Murray, commissioned by UNDP (2018) Study on Involuntarily Returned Migrants in Jamaica.

trafficking in persons.<sup>24</sup> Jamaica ranks 74/100, scoring 43 in the Corruption Perceptions Index in 2019.<sup>25</sup> Anticorruption, the rule of law and access to justice are issues of particular relevance for the country's sustainable development agenda. Despite sustained efforts to reduce crime, the homicide rate stood at 47 per 100,000 inhabitants in 2018—the third highest in Latin America and the Caribbean.<sup>26</sup> Structural factors that contribute to crime include Jamaica's location as a trans-shipment point for internationally trafficked drugs, associated problems with gang violence and limited resources. High levels of crime and violence threaten the tourism industry and place a heavy burden on the health sector. The Government of Jamaica has implemented several strategies and interventions to improve the situation, including the Citizen Security and Justice Programme which ended in September 2019, and the newly launched Citizen Security Plan of the Ministry of National Security.<sup>27</sup>

**Environmental sustainability plays an important role in Jamaica's economic growth prospects, but the Environmental Performance Index has been showing a decline.** Jamaica has a wide range of microclimates, soils and physical environment features that support a great variety of forest types, and are an important refuge for long-distance migratory birds. Jamaica has 417 International Union for Conservation of Nature red-listed species and very high levels of endemism. Protected areas are important storehouses of biodiversity on the island, providing important ecosystem functions and services to Jamaica's economy, including the tourism industry. Jamaica has declared a number of protected areas under the Policy for the National System of Protected Areas (1997) and the National Protected Areas Systems Plan (2012), but the financial sustainability of protected areas continues to be an issue of

concern. Threats to Jamaica's environment have not changed substantially over the years, including those brought by deforestation, degradation of coastal ecosystems, poorly managed parks and protected areas, and poor development planning and control.<sup>28</sup> The National Policy on Environmental Management Systems (2019) promotes certification, implementation and monitoring of environmental management systems to reduce or mitigate environmental impacts. Jamaica's Environmental Performance Index Score in 2020 was 48.2, a decline from 58.58 in 2018 and 77.02 in 2016.<sup>29</sup>

**As a small island developing state, Jamaica is highly vulnerable to the impacts of climate change and natural hazards, particularly hurricanes, floods, droughts and earthquakes.** Sectors such as tourism, agriculture, fisheries, forestry and water are very climate sensitive, and therefore climate change has a big impact on social wellbeing and economic development. Over the years, environmental degradation and degraded ecosystems such as forests, wetlands, watersheds and coral reefs have contributed to an increase in the impacts of natural disasters in Jamaica, as these natural systems are unable to perform their protection functions. According to the World Bank, natural disasters cost Jamaica an estimated \$1.2 billion between 2001 and 2010, and one major hurricane can wipe away all the gains made over the past decade.<sup>30</sup> The damages and losses can be severe and it is often the poorest people who suffer most from these external shocks. The effects of climate change projected for Jamaica include a rise in air and sea surface temperatures of between 1.4°C and 3.2°C on average, sea level rises of up to 1m, reduced precipitation, especially in the summer months leading to longer periods of drought, increased intensity of rainfall events leading to floods, ocean acidification and shoreline erosion,

<sup>24</sup> Country Programme Document for Jamaica (2017–2021).

<sup>25</sup> Transparency International (2019) Corruption Perceptions Index <https://www.transparency.org/country/JAM>

<sup>26</sup> Country Development Cooperation Strategy, USAID Jamaica, May 2020–May 2025, [https://www.usaid.gov/sites/default/files/documents/Jamaica\\_CDCS\\_2020\\_2025\\_external.pdf](https://www.usaid.gov/sites/default/files/documents/Jamaica_CDCS_2020_2025_external.pdf)

<sup>27</sup> Country Development Cooperation Strategy, USAID Jamaica, May 2020–May 2025, [https://www.usaid.gov/sites/default/files/documents/Jamaica\\_CDCS\\_2020\\_2025\\_external.pdf](https://www.usaid.gov/sites/default/files/documents/Jamaica_CDCS_2020_2025_external.pdf)

<sup>28</sup> CAPRI (2018) Beyond Pet Bottles and Plastic Bags: Fixing Jamaica's environmental regulatory framework.

<sup>29</sup> 0 is the worst and 100 is the best, [https://epi.yale.edu/sites/default/files/files/JAM\\_EPI2020\\_CP.pdf](https://epi.yale.edu/sites/default/files/files/JAM_EPI2020_CP.pdf); <https://epi.yale.edu/sites/default/files/2018-jam.pdf>; 2016 Environmental Performance Index, Technical report.

<sup>30</sup> <https://www.worldbank.org/en/news/press-release/2018/11/08/jamaica-champions-climate-and-financial-resilience-in-the-face-of-natural-disaster-risks>



and a greater intensity of hurricanes and storms.<sup>31</sup> A Climate Change Policy Framework for Jamaica was developed in 2015.

**The Jamaican economy is characterized by high energy intensity, and the energy sector is characterized by high energy costs and high dependence on imported petroleum products.** Oil price volatility and the global emphasis on environmental issues have made access to energy at affordable prices the focus of the energy security agendas of oil import-dependent economies. The Government of Jamaica adopted the Jamaica National Energy Policy 2009-2030, which advocated for the creation of a modern, efficient, diversified and environmentally sustainable energy sector providing affordable and accessible energy supplies with long-term energy security. The National Energy Policy established a goal of 20 percent of renewable energy in the energy mix by 2030.<sup>32</sup>

**Jamaica's first long-term National Development Plan, Vision 2030 Jamaica, was launched in 2009 and aims to position the country to achieve developed country status by 2030.** A rapid integration assessment and mainstreaming, acceleration and policy support mission, carried out with the support of UNDP, showed 91.3 percent of alignment of Vision 2030 and related planning documents with Sustainable Development Goal (SDG) targets.<sup>33</sup> The Medium-Term Socio-Economic Policy Framework, with the latest being for 2018-2021, is a three-year mechanism for planning, reviewing and monitoring the implementation of Vision 2030 Jamaica and related socioeconomic policies.

**The COVID-19 pandemic is not only a health crisis but has significant economic and social impacts, further complicating the government's attempts to reduce its high debt burden.** Jamaica's economy has been affected by global and national containment

measures to combat the Coronavirus, leading to an expected GDP contraction by 9.2 percent in 2020, and forecast average GDP growth of 2.6 percent for 2021-2024.<sup>34</sup> The decrease in economic activity, reduction in consumption and investment, the fall in the value of exports from the Caribbean in 2020<sup>35</sup> and considerably lower inflows from tourism will also have multi-dimensional impacts, especially in the existing context of poverty, social exclusion, crime and violence, with limited enforcement of the rule of law. This will also affect the prospects of long-term economic and social recovery. To address some of the economic impacts of the pandemic, the government is implementing two main policies: the Fiscal Stimulus Response programme and the COVID Allocation of Resources for Employees (CARE) programme. The first is a strategy to maintain consumption and protect enterprises from economic crises, while the second is a programme to sustain employment and protect unemployed and informal workers. In total, both programmes aim to allocate J\$25 billion (\$183 million), representing around 1.2 percent of 2019 GDP, making it the largest fiscal stimulus in Jamaica's history.<sup>36</sup>

**Bermuda, The Bahamas, Cayman Islands, and Turks and Caicos Islands, which are the other countries covered by the MCO based in Jamaica are all high-income, small island developing states and very vulnerable to the effects of climate change.** Bermuda is located in an area that is susceptible to tropical cyclone impacts and is occasionally affected by the passage of hurricanes. The Cayman Islands and The Bahamas are both in the hurricane belt of the Caribbean. The Turks and Caicos Islands are a biodiversity hotspot. Tourism is the main economic driver of these countries and is also one of the largest threats to the environment. Fresh water resources are limited. The effects of climate change include sea level rises, flooding, prolonged drought and more

<sup>31</sup> UWI (2017) The State of the Jamaican Climate, 2015. Climate Studies Group, UWI, Mona; Get the Facts – Climate Change and its Effect on Jamaica – Jamaica Information Service ([jis.gov.jm](https://jis.gov.jm)).

<sup>32</sup> Ministry of Energy and Mining (2009) Jamaica's National Energy Policy 2009-2030, [https://www.mset.gov.jm/wp-content/uploads/2019/07/National-Energy-Policy\\_0.pdf](https://www.mset.gov.jm/wp-content/uploads/2019/07/National-Energy-Policy_0.pdf)

<sup>33</sup> PIOJ (2018) Jamaica, Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development.

<sup>34</sup> Economist Intelligence Unit (2020) Country Report: Jamaica.

<sup>35</sup> Manuel Mera, Research Associate, Center for Economic Distribution, Labor and Social Studies (CEDLAS), UNDP LAC C19 PDS No.9 (2020) Social and Economic Impacts of COVID-19 and Policy Options for Jamaica.

<sup>36</sup> <https://mof.gov.jm/mof-media/media-centre/press/2633-fiscal-stimulus-response-to-the-covid-19.html>

severe storms. Hurricanes over the past years have caused these countries severe damage, most notably Hurricane Irma and Hurricane Maria which hit Turks and Caicos Islands in 2017, and Hurricane Dorian which hit The Bahamas in 2019.

## 1.4 UNDP programme under review

The current UNDP engagements in Jamaica are defined in the CPD 2017-2021. The programme is rooted in the UN Multi-Country Sustainable Development Framework (MSDF) for the Caribbean. The current CPD identified four priority areas with four corresponding outcomes: (a) access to equitable social protection systems and basic services; (b) democratic governance, citizen security and safety; (c) resilience to climate change and natural disasters and universal access to clean energy; and (d) natural resource management. The programme approaches are centred on institutional strengthening to effect positive changes in the above priority areas, through South-South Cooperation, policy research and advocacy, and facilitation of citizen participation as an enabler for change.

The programme has 31 projects (some were initiated during the previous cycle and some were closed during the current cycle). Of these, 12 projects correspond to the area of climate change, natural disasters and energy (Outcome 3), seven projects are in the area of natural resource management (Outcome 4), six projects are in the area of social protection and basic services (Outcome 1) and six projects are in the area of democratic governance, citizen security and safety (Outcome 2). UNDP executes 83 percent of the projects through the direct implementation modality (DIM), while national partners execute 17 percent of the projects through the national implementation modality. DIM is the default modality for regional projects and joint programmes. According to stakeholders interviewed, the choice of DIM for national projects is often the

result of government recommendations, based on the capacity that the government may or may not have to support implementation fully. The MCO reported that to ensure collaboration, UNDP projects have focal points within the government, even in the cases of DIM, and all administrative processes, especially procurement, must comply with UNDP processes and regulations.

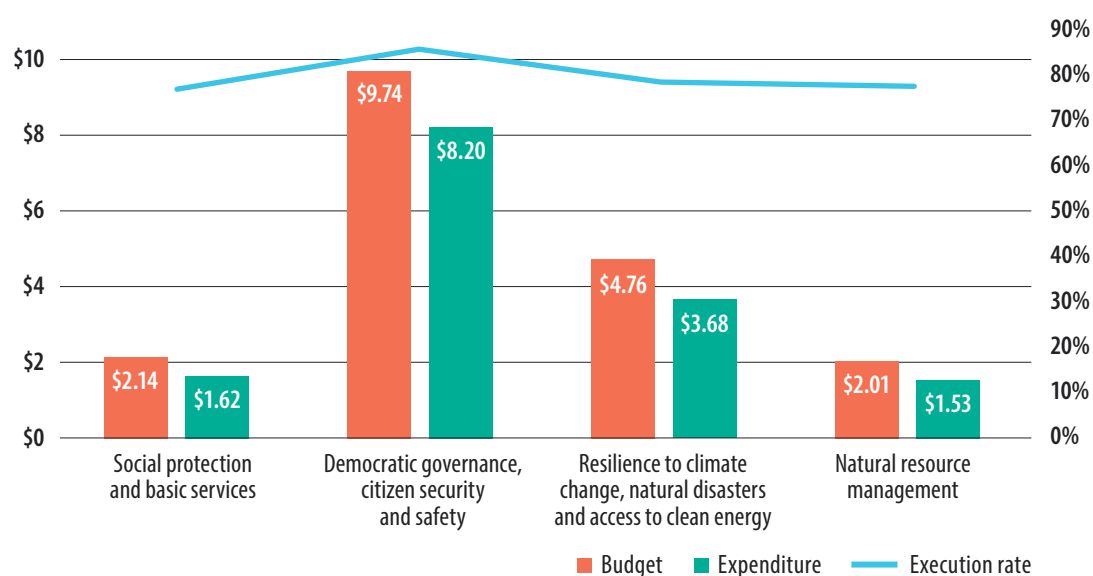
Democratic governance and citizen security and safety is the area with the highest expenditure, at \$8.2 million, representing 55 percent of total expenditure over the period 2017-2020. This is mainly due to the Global Funds project, which accounts for more than half of expenditure in this portfolio. Resilience to climate change and natural disasters and energy is the second largest portfolio, with 24 percent of expenditure (\$3.7 million), followed by social protection (\$1.6 million representing 11 percent) and natural resource management (\$1.5 million, representing 10 percent of total programme expenditure). The budget and expenditure for each of the outcome areas are presented Figure 1.

There are no specific CPDs for Bermuda, The Bahamas, Cayman Islands and Turks and Caicos Islands, which are covered by the MCO. During the evaluation period, UNDP had no activities in Bermuda or Cayman Islands. In The Bahamas, UNDP supported the Resilient Recovery Programme following Hurricane Dorian, and in Turks and Caicos Islands UNDP implemented the Support to Early Recovery Project. For corporate reporting purposes, the MCO reported the results of both projects under Outcome 3, related to resilience to climate change and natural disasters of the Jamaica country programme. UNDP also provided support for the preparation of an SDG report for The Bahamas which informed the first voluntary national review (VNR) for the country. This was reported under Outcome 1. Recently, UNDP started to provide support to The Bahamas on debt management<sup>37</sup> and climate promise.<sup>38</sup> Support was

<sup>37</sup> Strengthening Public Debt Management Framework and Developing Government Bond Market in The Bahamas project, July 2020-June 2023.

<sup>38</sup> This is part of UNDP's Climate Promise Initiative, which aims to support countries to revise their Nationally Determined Contributions. The Letter of Agreement between UNDP and the Department of Environmental Planning and Protection of The Bahamas on the Implementation of the Climate Promise Project was signed in August 2020.

**FIGURE 1. Budget and expenditure by outcome area (US\$ million)**



Source: Atlas Project Data, Power BI, January 2021

also provided for the preparation of the draft Sixth National Report to the Convention on Biological Diversity in The Bahamas.<sup>39</sup>

Following a reconfiguration in 2014, the MCO programme was no longer organized around thematic areas, but around three units: (i) Policy unit, focusing on resource mobilization, policy advice and the development of projects/programmes; (ii) Capacity development unit, which supports the projects and

programmes, as well as capacity development related issues; and (iii) Monitoring and evaluation unit (M&E focal point). There are currently 14 staff members, eight services contractors and four UN volunteers in the MCO. The evaluation team was informed that the resident representative is also covering UNDP Belize, and the programme specialist who was responsible for the overall programme is on a detailed assignment in the Regional Bureau for Latin America and the Caribbean at headquarters.

<sup>39</sup> Draft Sixth National Report to the Convention on Biological Diversity in The Bahamas, 2020.





# CHAPTER 2

# FINDINGS



This chapter presents the results of the outcome analysis, and an assessment of cross-cutting issues. The main factors that influenced UNDP performance and contributions to results are also described in this section. The assessment was based on an analysis of the correlation between project results, their contribution to the expected outputs under each outcome, and consequently to the overall outcome objectives.

## 2.1 Access to equitable social protection systems and basic services

**CPD Outcome 1:** Access to equitable social protection systems, quality services improved and sustainable economic opportunities improved.

### Related outputs

**Output 1.1:** Options enabled and facilitated for inclusive and sustainable social protection

**Output 1.2:** National development plans and strategies address poverty and inequality for sustainability and risk resilience

**Output 1.3:** Global and national data collection, measurement and analytical systems in place to monitor progress on the Post-2015 Agenda and Sustainable Development Goals

**Output 1.4:** Functions, financing and capacity of sub-national level institutions enabled to deliver improved basic services and respond to priorities voiced by the public.

Under this pillar, UNDP aimed to support Jamaica in implementing its Social Protection Strategy, with an emphasis on the most vulnerable populations<sup>40</sup>

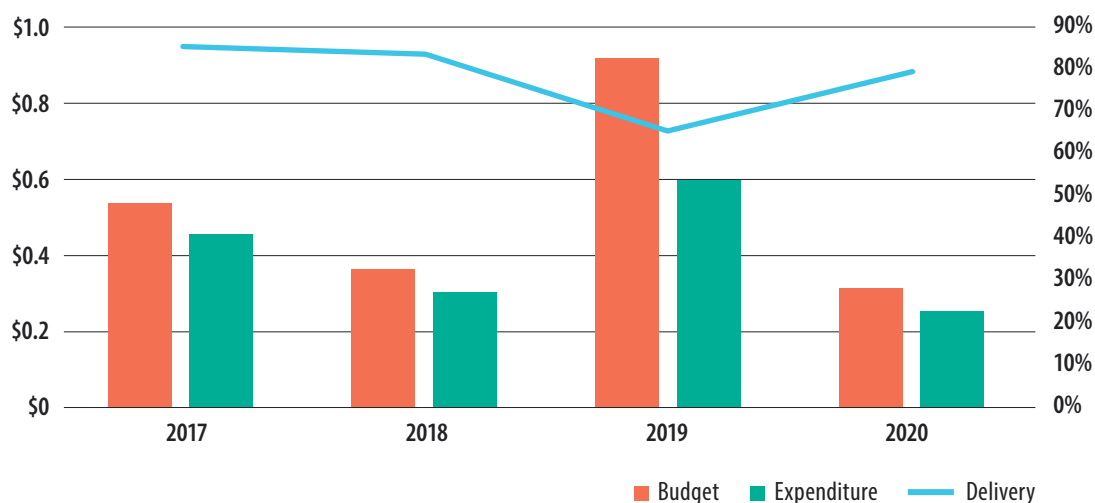
in low-income areas. UNDP planned to collaborate with national institutions to build the capacity of key government and civil society organizations (CSOs) in delivering social protection and basic services. Specifically, UNDP efforts under this pillar target people in vulnerable communities and IRMs. Six projects<sup>41</sup> were defined under this priority area, with the expenditure estimated at \$1.62 million for the period 2017-2020. Figure 2 shows the evolution of the budget and expenditure in this area by year.

The current programme in this area builds heavily on the advances of the previous cycle with regard to social policy, support to national development priorities, transitioning from the Millennium Development Goals to the SDGs and mainstreaming migration into national policies. The current programme aims to strengthen the policy aspect of its work, especially in regard to migration and deportation. UNDP's overall approach focused on fostering strong national institutions capable of delivering basic services and social protection, particularly to vulnerable populations, including IRMs. For this reason, UNDP applied a combination of upstream and downstream work to strengthen the capacities of national and local governments and civil society institutions for: i) the delivery of services to vulnerable populations (including migrants) and the implementation of integrated approaches to social protection; ii) the development of adequate policies and strategies to address gaps for vulnerable communities; and iii) advancing and monitoring progress towards the SDGs (especially

<sup>40</sup> Jamaica's current, consumption-based poverty measurement methodology, with data derived from the Jamaica Survey of Living Conditions, does not allow for disaggregation by vulnerable group. However, according to the National Policy on Poverty and National Poverty Reduction Programme, "children are among the most vulnerable groups and account for almost one-half of those living in poverty. Other vulnerable groups include persons with disabilities, the homeless, the elderly and youth as well as those within the category of the working poor. These, as well as the small producers and entrepreneurs that are faced with the challenges that threaten their viability, are targeted for the medium-term programme which will be implemented to address poverty at the individual/household, community and national levels".

<sup>41</sup> The six projects are: (i) Returned Migrants in Jamaica; (ii) Rejuvenating Communities: A social cohesive approach; (iii) Strengthen Human Resilience in Northern Clarendon and West Kingston; (iv) Support to Effective National Implementation; (v) Localizing the SDGs: Global Goals Local Action; and (vi) Advancing the SDGs through Vision 2030 Jamaica.

**FIGURE 2.** Evolution of budget and expenditure in support of social protection and basic services, 2017-2020 (US\$ million)



Source: Atlas Project Data, Power BI, January 2021

SDG 1). The project portfolios are clustered thematically and sequentially and reflect the continuity of the MCO's programmatic interventions.

UNDP's programme approach followed the government's needs and priorities. It was also determined taking into consideration limited financial and human resource capacities and past experiences, which demonstrated the importance of strong policy frameworks and the need to combine upstream policy work with more targeted, local level interventions to improve local level service provision.<sup>42</sup>

**Finding 1.** UNDP made an important contribution to the integration of the Post-2015 Agenda and SDGs in national development planning, implementation and monitoring through its upstream policy and technical advisory support. Given the strong alignment of the National Development Plan Vision 2030 Jamaica with the Agenda 2030, UNDP's work in this area is fully in line with national priorities. It enjoys government support and buy-in and has sustainability prospects. However, UNDP's support to advancing the SDGs at the local level is a work in progress and its long-term effects remain to be seen, as it has been mostly focused on awareness raising.

UNDP's contributions in this area were delivered through three projects: (i) Support to Effective National Implementation; (ii) Localizing the SDGs: Global Goals, Local Action; and (iii) Advancing the SDGs through Vision 2030 Jamaica. The latter project is the conceptual extension of the former two, which have already been completed, and is building on their achievements. These projects mark the transition from UNDP's support to the Millennium Development Goals towards the SDGs, through institutional capacity development for SDG implementation and monitoring, as well as outreach and awareness at community levels.

UNDP made significant contributions to efforts to strengthen national capacities for policy development, implementation and monitoring. It provided technical advisory, advocacy and procurement support and access to financing to elaborate the draft National Strategy for Development Effectiveness in Jamaica, the SDG Roadmap, and SDG reports in Jamaica and The Bahamas. This informed the first VNRs in the Caribbean for Jamaica and The Bahamas, as well as the study, 'Leave No One Behind'. Stakeholders view these as essential tools to inform

<sup>42</sup> Country Programme theory of change.

national policies aimed at inclusive development. Other contributions include technical advisory and procurement support to develop an online platform for monitoring the SDGs, and technical assistance and financial support in the development of innovative financing proposals to obtain financing for the SDGs.

With technical and operational support from UNDP, the Government of Jamaica developed the SDG Communications and Advocacy Roadmap 2019–2022. This outlines a mix of strategies to increase awareness and foster ownership to scale-up advocacy and communication efforts around Vision 2030 Jamaica and the SDGs.<sup>43</sup> UNDP supported advocacy, public awareness campaigns and outreach activities targeting communities, CSOs and the government, creating three new interactive outreach vehicles/platforms for SDG education and communications to advance the achievement of the SDGs and increase awareness of Agenda 2030. These include: i) a roadshow product (branded ‘Go for the Goals’), ii) digital delivery of interactive SDG resources using an existing innovation called the knowledge point, and iii) two new social media channels featuring posts on SDG education. The roadshow report provided evidence of increased awareness of the SDGs based on exit surveys of the event. The evaluation could not interview local beneficiaries to gauge the extent to which these activities had meaningful long-lasting impacts at the local level.

UNDP supported the Ministry of Foreign Affairs and Foreign Trade, the Planning Institute of Jamaica and the Sir Arthur Lewis Institute for Social and Economic Studies (SALISES) to host a regional conference under the theme, ‘Caribbean Development – the 2030 Agenda in Perspective’. This was supported by the University of the West Indies in convening the Caribbean Action 2030 Regional Conference on the SDGs and the SALISES Conference on ‘Sustainable Futures for the Caribbean: Critical Interventions and the 2030 Agenda’.<sup>44</sup> These events led to an agreement by 18 countries in the Caribbean at the Regional SDG Conference to develop a partnership framework.

This framework will advance the implementation of Agenda 2030 in the region, as well as the development of the Caribbean 2030 regional online platform. However, no progress was reported regarding the partnership framework and the use of the regional online platform.

UNDP supported strengthening national capacities for SDG localization and monitoring, providing training for the personnel of the Statistics Institute on monitoring the progress of SDGs. It also contributed technical assistance to the development of an online monitoring platform. Although the interviews conducted did not allow the evaluation to confirm that the Statistics Institute’s capacities had been strengthened by UNDP support, they indicated that the monitoring systems were in place, albeit mostly in the early stages. The online platform for Vision 2030 and SDG tracking is not completed, but is in an advanced stage and the government will use it to track progress towards Vision 2030 and SDG achievement.

Regarding support to innovative financing for the SDGs, building on the concept note, ‘Innovative Financing: Opportunities in the Jamaican Context’, developed by the Planning Institute of Jamaica with UNDP support, UNDP and UNICEF developed a proposal for a joint programme. This aims to introduce a results-based innovative financing model that addresses the challenges of nascent financial ecosystems in small island developing states like Jamaica. The proposed mechanism for the joint programme is a technology-enabled outcome fund to attract capital from development financial institutions and development-oriented investors. It is complemented by an Impact Venture Studio, a purpose-built innovation platform designed to generate investable development ventures to support the achievement of the National Development Plan and the SDGs. The joint programme aims for a significant scale-up of SDG-aligned investment and spending through the mobilization of additional financing from multiple development and private sources.

<sup>43</sup> Planning Institute of Jamaica (2018) Jamaica Voluntary National Review Report on the Implementation of the 2030 Agenda for Sustainable Development.

<sup>44</sup> Ibid.

**Finding 2:** UNDP made tangible contributions in the area of migration and deportation in terms of draft policy frameworks, tools and capacities for more inclusive and sustainable social protection. These contributions can potentially have a significant effect, however there is no evidence yet of the extent to which they will be adopted and operationalized through respective national programmes to actually enable vulnerable populations to access social protection schemes.

According to the reviewed data and interviews, UNDP provided technical assistance, quality assurance and programmatic and operational support to: the finalization of the National Deportation Policy 2019-2030, which is currently awaiting approval; the production of the Baseline Study on Involuntarily Returned Migrants in Jamaica; the National Reintegration and Rehabilitation Strategy for IRM 2019-2024; and the National Policy (White Paper) on International Development and Migration. UNDP supported the development of standard operating procedures and a measurement framework for managing returned migrants. It also contributed consultant expertise to strengthen the capacity of national coordination to operationalize policy and legal frameworks for migration, and for monitoring and tracking returnees.

UNDP, through the Cities Alliance, contributed to increasing the capacity of national entities, including the Ministry of National Security and the Ministry of Local Government and Community Development, and to revitalizing the National Technical Working Group on Deportation. UNDP also strengthened parish level capacities through providing equipment and training to 25 local authority representatives on how to plan for and address the needs of IRMs. UNDP fostered IRMs' access to information on social protection services through public education materials, disseminated from the help desks at municipal corporations.<sup>45</sup> UNDP supported the Ministry of National Security in training 22 IRMs on business development, of which eight received small grants to start businesses. Additionally, 16 service providers

from five non-governmental organizations (NGOs) were trained in business development and proposal writing to provide assistance to IRMs. UNDP supported mainstreaming migration in three out of five parish local sustainable development plans. However, according to the government, none of the activities related to the local sustainable development plans were implemented due to lack of funding and inadequate time.<sup>46</sup>

UNDP contributed to a gender-sensitive assessment of migration and deportation challenges faced by the country, through a baseline study on IRMs. This examined gender differences in needs and access to services. UNDP made modest contributions to strengthening national capacities for gender-sensitive local service provision through the IRM project, which included gender-sensitive material in training local representatives to facilitate gender mainstreaming in parish-level service distribution. While contributing to the development of the local sustainable development plans, UNDP ensured that attention was directed at exploring the gender split in target areas and examined the availability and accessibility of opportunities for both genders with respect to community assets. However, it is not yet evident to what extent these actions will contribute to stronger and more gender-responsive social protection schemes, especially at the local level.

According to the Cities Alliance reports, as well as interviews, the programme could not achieve targets related to the spatial mapping exercise of IRMs due to: the absence of sufficient data and information related to the geographic location of the IRMs; the development of gender-sensitive communication content; the inclusion of migrant needs in all five local sustainable development plans of the Strategy for Mainstreaming Migration; and the development of the Parish Safety and Security Committees Sustainable Strategy. This was due to limited funding and the project not being able to access the third tranche, which hindered the contracting of relevant consultant(s). The evaluation could not interview the national technical working

<sup>45</sup> Jamaica IRM Grant Completion Final Report, Cities Alliance, July 2020.

<sup>46</sup> According to government partners, activities to develop new local sustainable development plans are ongoing.



group monitoring the deportation policy to assess the extent to which its monitoring capacities had benefitted from UNDP support. However, interviews with other stakeholders confirm the relevance of the delivered products for the Government of Jamaica in its work on addressing issues related to social and economic integration of IRMs.

In general, despite a number of tangible and highly relevant deliverables that contribute mechanisms and options for inclusive social protection, there is no evidence yet of the extent to which these will enable vulnerable populations to access social protection schemes, or how they will be used by the government to plan, budget and monitor social protection service delivery. Interviews with national stakeholders indicate high appreciation of UNDP's contributions, which were delivered in full compliance with government requests and national priorities. This allows for the assumption that these policies will be duly appropriated by the Government of Jamaica and contribute to increased social protection in the long term. However, it is not yet clear how and in what format the results will be incorporated in the larger public policy fabric, as additional work is needed to identify the elements of the policy that need further development.

**Finding 3:** In the area of poverty, inequality and social cohesion, UNDP made contributions at the local level through strengthening governance and community participation mechanisms for increased community resilience and human security in a number of parishes. These contributions were implemented in complex settings that negatively affected implementation and results. While valuable, and with potential to up-scale, the interventions are small in scope. Their actual contributions to reducing poverty and inequality and increasing social cohesion and human security are yet to be seen and require strong uptake and replication at national scale.

The analysis of available data indicates that UNDP's work in the area of poverty, inequality and social cohesion is relatively limited to the following two projects: Rejuvenating Communities and Strengthening Human Resilience. The review of project material and interviews with the stakeholders indicate that both projects were affected by significant delays and challenges. The Rejuvenating Communities project suffered from: a lack of commitment to the process by community development committees and residents, evidenced by the high rate of attrition; inadequate funding in the area of enterprise development;<sup>47</sup> and unavailability of community members during heightened political (bi-elections) and festive periods. Other challenges included a high level of crime and violence that affected implementation, and inadequate buy-in and delays from the government. The project was on hold from February-August 2018.<sup>48</sup>

Besides COVID-19, which caused delays in project implementation, the Human Resilience project also suffered operational, financial and implementation challenges, such as the late onboarding of the full project management team; time-consuming preliminary activities such as stakeholder engagement, sensitization and buy-in meetings to ensure that governance structures at the community and parish levels were included and played an integral role in the selection of intervention sites for water harvesting demonstration and agriculture communal plots; gaps in budget allocations; and several cases of unsuccessful bids delaying the procurement process of critical consultancies under the programme. This led to adjustments to the scope of work and the need for new bidding in some cases. UNDP reported siloed approaches by individual UN agencies, which prohibited consensus building in the first three quarters of 2018.<sup>49</sup>

Based on the evidence encountered in the project documentation and interviews, UNDP contributed to strengthened capacities of community-based

<sup>47</sup> This hindered the process of effectively responding to the desired training needs of communities. In addition, areas of interest expressed by communities in relation to sustainable livelihood training and certification were either not available at the time of project implementation or the cost was outside of the project budget.

<sup>48</sup> Social Development Commission of Jamaica (2018) Rejuvenating Communities, 2017, Progress Report, UNDP Jamaica and Rejuvenating Communities, November 2018.

<sup>49</sup> Annual Progress Reports 2018 and 2019, Strengthening Human Resilience in Northern Clarendon & West Kingston.

organizations through training of at least 59 community and 50 youth leaders, and supported parish development committees in West Kingston and Northern Clarendon in their work with local communities. As part of the top-down protection component of the human security approach, UNDP contributed to the development of an M&E framework to guide the implementation of Jamaica's National Water Sector Policy. UNDP also contributed to strengthening institutional capacities for integration of the human security approach through awareness activities, and the strategic training of stakeholders and participating UN agencies.<sup>50</sup>

UNDP employed a bottom-up empowerment approach to directly impact the lives of people affected by crime, violence and food insecurities in West Kingston. This was evidenced by the integral role local governance structures played at the community and parish levels in both West Kingston and Northern Clarendon in selecting intervention sites for water harvesting demonstrations and agriculture communal plots, and ownership of community outreach activities supported by the project.<sup>51</sup> This was done by training community-based organizations to oversee interventions to address these insecurities, through accredited tertiary-level training for community and youth leaders. These leaders were engaged directly in the planning and implementation of activities at the community level, and mentored and given technical support through the Planning Institute of Jamaica and the Social Development Commission.

UNDP contributed to the restoration of public confidence and trust between communities and state institutions, including the police. As noted by a representative of the Jamaica Constabulary Force: "The greatest impact of the Rejuvenating project was the component where community members and police were able to interact and share how they viewed each other and why. From this we were able to pledge to improve how we interact with each other."<sup>52</sup>

Understanding the potential devastation that vulnerable populations could face as a result of the COVID-19 pandemic, the MCO contributed to existing initiatives led by the government in responding to their needs in an effort to reinforce the country's social safety nets. This included the provision of relief packages containing food and sanitation items for low-income female-headed households. Attention was also directed to improving food security through the 'Backyard Garden Initiative', targeting small and residential farmers. Under the Human Resilience Project, the MCO provided financial support to 300 rural farmers and households to strengthen their capacities, and to enhance food security and access to income-generating opportunities.<sup>53</sup>

The MCO provided grant funding to support the economic recovery of micro, small and medium enterprises (MSMEs) and livelihood recovery for youths and household workers. This was done through capacity building initiatives geared at upskilling and income replacement, respectively. In partnership with local CSOs, funding was provided to support the psychosocial response being led by these organizations. The MCO sought to provide opportunities to youth to support their livelihoods through the provision of entrepreneurship training, in light of the disproportionate representation of youths among the unemployed in Jamaica. The MCO targeted people living with disabilities, specifically the blind and hearing impaired, through the provision of relief packages.<sup>54</sup>

Contributions of the Rejuvenating Communities and Human Resilience projects to the outcome-level results are yet to be seen, given their relatively limited scope and contextual challenges. Based on responses from national stakeholders, the environments in which both projects were implemented were too complex. This was due to high levels of crime and violence, unemployment and illiteracy, unsafe, unplanned and informal human settlements,

<sup>50</sup> 32 people were trained on the human security approach (Annual Progress Report 2018 and 2019, Strengthening Human Resilience in Northern Clarendon & West Kingston).

<sup>51</sup> Annual Progress Reports 2018 and 2019, Strengthening Human Resilience in Northern Clarendon & West Kingston.

<sup>52</sup> UNDP Jamaica (2017) Annual Report.

<sup>53</sup> COVID-19 – Mini-ROAR, Jamaica.

<sup>54</sup> Ibid.

environmental degradation, and limited water and sanitation infrastructure in some communities. Other factors were diminished community cohesion, which increases the risk of youth involvement in gangs and crime, the diminished role of the state, and systemic political *garrisonization*,<sup>55</sup> which serves to entrench poverty and violence. In the case of the Rejuvenating Communities project, respondents indicated that more thorough preliminary planning and coordination with the government was required before launching, in order to consider these complexities and implementation challenges.

There were encouraging examples of results being sustained by local actors beyond the project framework. These included the engagement of the Jamaica Constabulary Force with local youth, which is continuing with local resources beyond the project, and some sporting activities under the Rejuvenating Communities project. Other examples include interest in replicating and up-scaling the results, for example with communities willing to introduce water harvesting systems and saving to install solar systems in schools under the Human Trust Fund. Both of these projects have strong potential for future replication, especially given the interagency<sup>56</sup> nature of the Human Resilience project, which aims to provide more integrated, multi-sectorial support that increases the sufficiency of inter-related interventions and maximizes impact. As discussed later in the report, although the value added and effects of the interagency work are not uniformly positive, the Human Resilience project has demonstrated the challenges and advantages of the joint programming modality and has offered a number of useful lessons to be considered in the next cycle.

Overall, despite the relevance of both projects, a number of successful results and efforts to increase the scope, continuity and impact by linking similar

projects, it is unclear to what extent these results transcend their current limited scope and lead to improved access to equitable social protection systems, increased quality of services, and human security and resilience, unless adopted as a model and up-scaled.

## 2.2 Democratic governance, citizen security and safety

**CPD Outcome 2:** Capacities of public policy and rule of law institutions, and civil society organizations, strengthened

### Related outputs

**Output 2.1:** Technical capacities of human rights institutions and civil society organizations strengthened

**Output 2.2:** Measures in place and implemented across sectors to prevent and respond to sexual and gender-based violence

In this area, UNDP aims to contribute to strong democratic governance, which fosters participation of service providers in the decision-making process. UNDP plans to support justice reform and capacity building of rule-of-law institutions and CSOs to prevent violence, particularly against girls and women, and to combat human trafficking. This outcome is composed of six projects,<sup>57</sup> four of which are regional. The total expenditure of this outcome is estimated at \$8.2 million for the period 2017-2020, accounting for 54.6 percent of the total programme expenditure. Figure 3 shows the evolution of the budget and expenditure in this area by year. Budget and

<sup>55</sup> A phenomenon where criminal gangs deliver to one party the votes of their community in exchange for financial benefits and more lenient treatment by security forces.

<sup>56</sup> The project is implemented by UNDP, the UN Environment Programme, Pan American Health Organization/World Health Organization, UN Women, United Nations Educational, Scientific and Cultural Organization, the GEF Small Grants Programme and the Government of Jamaica.

<sup>57</sup> The six projects are: (i) Justice Undertakings for Social Transformation (JUST); (ii) JUST-social order component; (iii) Regional programme, Being LGBTI in the Caribbean (BLIC); (iv) Enhancing Gender Equality and Mainstreaming (Gender Seal); (v) Regional programme, Spotlight Initiative-Jamaica; and (vi) Global Fund-Caribbean Vulnerable Communities Coalition/Centro de Orientación e Investigación Integral (COIN) regional project.



expenditure decreased in 2019-2020 compared to 2017-2018, mainly due to the completion of the Global Funds project.

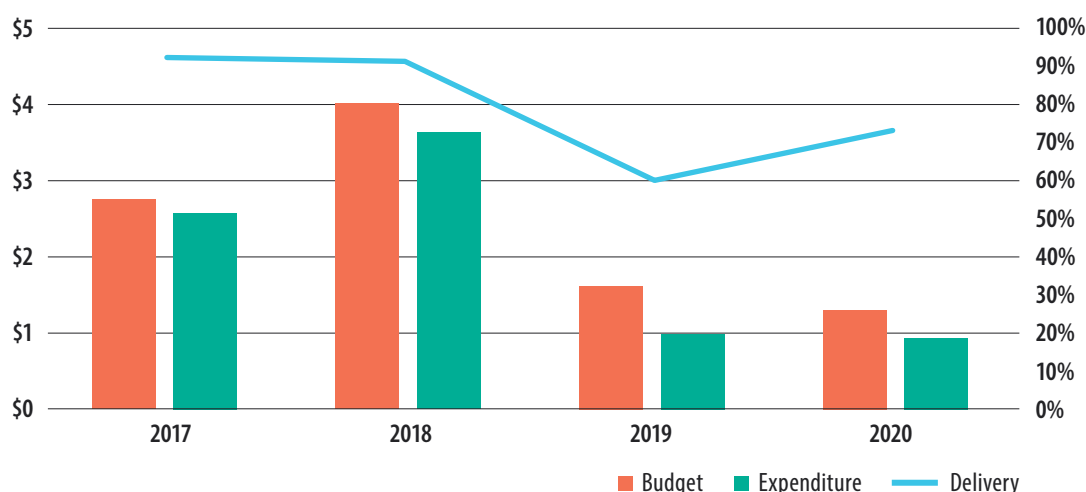
The programme in this outcome area builds heavily on the advances of the previous cycle with regard to justice sector reform, citizen security and local development, advances made towards combatting human trafficking and efforts towards legal reform for people living with HIV. In this sense, the current programme is a continuation of the previous programmatic approach, however with a stronger emphasis on gender mainstreaming and women's empowerment.

The programme focuses on the inadequacy of national systems to ensure safety, security and justice services and the protection of human rights, and aims to address this through the promotion of justice sector reform, strengthening the capacities of national and local actors, public awareness and protection of human rights, and gender mainstreaming. The approach focuses on enhancing democratic systems to ensure stronger social cohesion, citizen security and safety, and the rule of law. It does this by: fostering integration of human rights and mainstreaming gender equality

in national policies and legislation; strengthening the capacities of rule of law and local government institutions, and CSOs, to prevent violence and improve safety and security, including at parish level; providing diverse types of support; improving access to justice and protection systems for vulnerable populations (especially women and children) through strengthened court systems; increasing citizens' awareness of human rights violations and violence (including gender-based violence); and fostering their active participation in the decision-making processes.

While there is no change to the programme design from the initial country programme, the MCO reported changes in indicators<sup>58</sup> and there have been changes related to the projects under this outcome. The Gender Seal project was cancelled due to inadequate income generated from the private sector, which was expected to sustain the project after its initial phase. According to the MCO, the buy-in from the private sector was not as expected, as the companies opted to partner with a similar UN Women project which did not have costs associated with Gender Seal certification. Likewise, the Global Fund project was shortened from three years to two years after

**FIGURE 3.** Evolution of budget and expenditure in support of democratic governance, citizen security and safety, 2017-2020 (US\$ million)



Source: Atlas Project Data, Power BI, January 2021

<sup>58</sup> Indicator 2.1.3 related to trafficking in persons was changed, as the indicator was formulated at a higher level of result, over which UNDP had no control. The MCO decided to lower the level to be able to ensure the attribution.

the Global Fund transferred implementation to the Caribbean Vulnerable Communities Coalition (CVC).

**Finding 4:** UNDP's results in the area of rule of law, citizen security and human rights are limited, but have strong impact potential if the tangible products developed in the UNDP programme areas of anti-trafficking in persons and justice sector reform can be properly adopted and up-scaled. However, due to the limited scope of its work in this area and implementation challenges, UNDP has yet to show evidence of increased capacities of state and civil society institutions to fulfil nationally and internationally ratified human rights obligations, and progress in critical development and crisis-related issues.

UNDP's support in this area focused on strengthening the capacities of human rights institutions and civil society through the development of an anti-trafficking policy, and support to justice sector reform. The UNDP-supported prevalence study on the status of Trafficking in Persons in Jamaica informed the amendment of the Trafficking in Persons Act and the creation of the Anti-Trafficking in Persons draft policy and database. However, the evaluation could not verify the extent to which the human trafficking database is utilized for prevention and prosecution, as no information was provided to describe actions related to this indicator and progress achieved.

UNDP, through the Justice Undertakings for Social Transformation (JUST) projects supported a number of important products, including a new corporate profile and policy for the Ministry of Justice, a prosecution manual and ICT resource upgrades, and the provision of mobile technology, video-conferencing equipment and knowledge management software for the Office of the Director of Public Prosecutions. In addition, case information and statistical systems were developed, and customer service desks were established in selected courts. A care space was piloted in the May Pen Parish Court.<sup>59</sup> Criminal case management rules and procedures were developed to decrease

backlog. A legislative drafting manual was created for the Office of the Parliamentary Counsel and Legal Reform Department, standardizing good practices in drafting laws in a timely and efficient manner. A legislative production management system was also developed to automate drafting and law reform processes and facilitate interaction and collaboration across ministries in the development of new laws. Knowledge management systems were introduced to strengthen research and access to information in the legislative reform and drafting process. Two buses were procured for the Ministry of Justice and were deployed through the Legal Aid Council, with the mandate to reach out to underserved and rural communities whose residents often face barriers in gaining access to justice advice and services. In the framework of the project, the first ever Witness Care Conference<sup>60</sup> was held in Jamaica, followed by a validated set of response protocols for dealing with vulnerable or at-risk witnesses.

Based on the reports and triangulated with primary data from interviews with relevant stakeholders, most of UNDP's contributions in the justice sector reform were through the development of tools, knowledge and capacities. For example, the prosecution manual developed for the Office of the Director of Public Prosecutions became a standardized knowledge-based tool for use by prosecutors, clerks of courts and other legal professionals. The courts and the public benefitted from the development of a case information and statistical system, which revolutionized case flow management and performance management across parish courts. Customer service desks, criminal case management rules and procedures, drafting manuals and other products, have strong buy-in from the government and are expected to be adopted, replicated and up-scaled by the government, as reported by stakeholders.

UNDP's work aimed at strengthening civil society capacities is limited in scope and the effects are yet to be seen. Available evidence suggests that UNDP

<sup>59</sup> For any court user who may need to have a private space – whether for children or special needs witnesses, or a confidential area for client/attorney discussions.

<sup>60</sup> The conference highpoints included a verbal commitment by the Minister of Justice to improve the state of witness care and protection in Jamaica, and an announcement that practitioners in social work, prosecution, law enforcement and court administration would join forces to advance witness care in Jamaica.

carried out training on social vulnerability, international human rights mechanisms and strategic advocacy targeting CSOs, and engaged with a number of CSOs<sup>61</sup> through joint communication and awareness work, training, youth and community resilience programmes, etc. The core component of the Global Fund project was building capacity in CSOs working on HIV-related issues.<sup>62</sup> UNDP reports indicate that the capacities of CSOs under the Global Fund project were strengthened sufficiently so that the Global Fund transferred implementation from UNDP to CVC, and a number of other CSOs were strengthened. However, the evaluation could not validate the finding directly with the Global Fund, COIN or CVC.

UNDP supported two CSO-produced position papers, 'Jamaican Children in Conflict with the Law: Opportunities for positive change through effective governance'; and 'Barriers to Accessing Justice for Persons with Disabilities in Jamaica'. Through this support, UNDP contributed to the increased participation of civil society in the justice reform process, identification and possible ways to address gaps in the reform process, and enhancing accountability and transparency.

**Finding 5: UNDP did not achieve results in the area of prevention of and response to sexual and gender-based violence and gender equality. Despite the presence of potentially transformative projects in the portfolio, their limited scope and duration were insufficient for making meaningful contributions towards the achievement of outcome-level results.**

This outcome includes three projects classified by UNDP as GEN3 (interventions where gender equality is the main objective) distributed between the two outputs. The Gender Seal project was based on the UNDP-supported Gender Equality Seal Certification Programme for private and public enterprises, the model already implemented in some other countries in the Latin America and Caribbean region, such as Mexico, Chile, Dominican Republic, Costa Rica and

Colombia. It aimed to facilitate gender mainstreaming in the private sector by strengthening the capacity of national institutions to elaborate and implement a national gender equality certification programme (EQUIGEN) for private and quasi-government entities; strengthening the organizational capacity to mainstream gender and implement gender equality initiatives; and developing, enhancing and applying knowledge management tools for improved knowledge of gender equality in the workplace. In the framework of the project, UNDP reported strengthening the capacities of the Bureau of Gender Affairs and Chamber of Commerce to implement EQUIGEN through two training sessions in the methodology and strategy of EQUIGEN. Four companies partially completed the organizational diagnosis geared at facilitating Gender Seal certification, and a toolkit aimed at improving knowledge of gender equality in the workplace was updated with statistics on Jamaican organizations and employment data. However, the project did not advance and closed one year early, as it did not generate sufficient income through gender seal certification to sustain programme activities. The evaluation could not interview the participating companies and stakeholders to further examine the reasons behind the limited success of the project.

The Jamaican version of the Spotlight programme was developed on the basis of the National Strategic Action Plan to Eliminate Gender-Based Violence, which was developed by UN Women in partnership with UNDP in 2016. The project aims to address all forms of violence against women and girls, and harmful practices. UNDP will be leading the first two pillars, on policy and institutional frameworks and strengthening institutional capacities. Preliminary work commenced to draft new and/or strengthen existing legislation on ending violence against women and girls, including family violence. Three terms of reference were developed to support CSOs prepare and submit draft legislation to Joint Select Committees, and to draft a gender-based violence

<sup>61</sup> Jamaica Bar Association, Jamaica Forum for Lesbians, All-sexuals, and Gays, Women's Media Watch, CVC and COIN, as well as community groups and Parish Development Committees, among others.

<sup>62</sup> Including the main implementing entities: CVC, COIN, Caribbean Regional Network of People Living with HIV and AIDS, Caribbean Sex Worker Coalition, Caribbean Forum for Liberation and Acceptance of Genders and Sexualities, Jamaica Network of People Living with HIV and AIDS and Comforting Hearts.

data-sharing protocol and integrate violence against women and girls in the Zones of Special Operation Strategy.<sup>63</sup> Preliminary discussions were held with relevant ministries, however the start of the project was delayed and there are no tangible results reported yet.

The regional multi-country<sup>64</sup> project 'Being Lesbian, Gay, Bisexual, Transgender or Transsexual, Intersex (LGBTI) in the Caribbean (BLIC)' was ground-breaking in that it attempted to address the stigma and discrimination around lesbian, gay, bisexual, transgender or transsexual, queer and intersex (LGBTQI) people in a very sensitive country context that does not favour comprehensive programmatic interventions in support of the LGBTQI community. The project carried out advocacy campaigns to raise awareness of the importance of intersectional feminism, the feminist movement and different types of feminism. These campaigns aimed to impact the way people interact with feminism and increase their understanding of the importance of intersectional feminism, including how women's overlapping identities – including sexual orientation and gender identity – inform how they experience discrimination. The project carried out advocacy activities to promote employment opportunities for transgender people, increase trans visibility and showcase the resilience, strength and diversity of trans and gender non-conforming Jamaicans. The project also produced knowledge materials for further awareness and advocacy work, including the National Survey on Attitudes and Perceptions of Jamaicans towards LGBT Jamaicans. This was done by the Jamaica Forum for Lesbians, All-Sexuals and Gays. However, given its regional nature, limited scope (limited interventions in Jamaica with a small number of local NGOs) and duration (two years initially extended to three years), it is not likely to have a notable impact in the country, especially as currently there are no future actions planned in this area to take the achievements, albeit modest,

further. The evaluation did not show any evidence of any significant changes in attitudes or practices towards LGBTQI people, nor reduced stigma and discrimination.

Another regional multi-country<sup>65</sup> project, 'Challenging stigma and discrimination to improve access to and quality of HIV services in the Caribbean', funded by the Global Fund to Fight AIDS, Tuberculosis and Malaria and implemented by UNDP Jamaica, aimed to reduce the spread of HIV across the Caribbean by contributing to the full integration of key populations<sup>66</sup> into national HIV responses. In addition to activities to strengthen the CSOs, other reported results include the development of a legal literacy manual, information, education and communication materials, and sub-awards to member networks to support improved documentation, reporting, redress and advocacy, provision of pro-bono services to key populations on critical issues, and the organization of regional training with community and religious leaders on sexuality, sexual diversity and sexual health, among others.

Despite the above results, UNDP's overall contributions in this area are relatively limited, as reflected in unachieved targets in the area of sexual and gender-based violence prevention and response. This is due to a combination of factors, including the relatively limited scope of several projects (BLIC, Global Fund), given their regional nature, which did not allow for the root causes and the magnitude of the issues in the country to be addressed and therefore achieve transformational change. Another factor was the type and size of target beneficiaries (small number of civil society and community organizations spread over a number of countries, which does not allow for a proper footprint at national level that would lead to meaningful changes at outcome level). Two projects with potential for future up-scaling (Gender Seal and Global Fund)<sup>67</sup> were closed without any documented lasting

<sup>63</sup> The Zones of Special Operation intervention, operationalized by the Government of Jamaica in 2017, seeks to restore public order and promote development in volatile communities using a Clear, Hold and Build strategy. The intervention uses an integrated approach to community safety and crime prevention by focusing on policing and criminal justice, and urban renewal, integrating Crime Prevention Through Environmental Design (CPTED) principles and social development.

<sup>64</sup> Barbados, Dominican Republic, Haiti and Jamaica.

<sup>65</sup> Belize, Cuba, Dominican Republic, Guyana, Haiti, Jamaica, Suriname and Trinidad and Tobago.

<sup>66</sup> Including people living with HIV, men who have sex with men, transgender people, sex workers, people who use drugs, and young people belonging to any of these groups.

<sup>67</sup> The Spotlight project started in 2020 and has not produced any results yet, despite stakeholders' positive estimates of its future effects.



effect and limited outreach. Neither of these projects achieved proper uptake and up-scaling by national institutions, which would have allowed for the attainment of more impactful results and the embedding of capacities and knowledge provided by the projects in the beneficiary communities and institutions. Given the challenges faced by vulnerable groups, such as people living with disabilities, Jamaicans in the LGBTQI community, residents of rural communities and unattached youth, among others, and the need for greater attention to be directed towards providing an enabling environment for the promotion of human rights, the need to continue supporting these target groups is a key developmental opportunity.

## 2.3 Resilience to climate change and natural disasters and universal access to clean energy

**CPD Outcome 3:** Policies and programmes for climate change adaptation, disaster risk reduction and universal access to clean and sustainable energy in place

### Related outputs

**Output 3.1:** Inclusive and sustainable solutions adopted to achieve increased energy efficiency and access to renewable/alternative energy

**Output 3.2:** Scaled-up action on climate change adaptation, and mitigation across sectors facilitated

**Output 3.3:** Gender-responsive disaster and climate risk management is integrated into development planning and budgeted frameworks of key sectors voiced by the public

In this area, UNDP aims to support transformational change by enhancing Jamaica's resilience to disasters and climate change.<sup>68</sup> UNDP plans to offer assistance in developing gender-responsive mechanisms that integrate disaster risk reduction and climate change adaptation into development plans at the national, parish and community levels. UNDP also aims to support the energy sector by improving the integrated policy, legislative, regulatory and institutional framework, and assisting in the development and implementation of interventions to influence market behaviour and promote efficient use of energy. UNDP plans to pilot the energy service company approach in promoting investments in the sustainable energy sector.

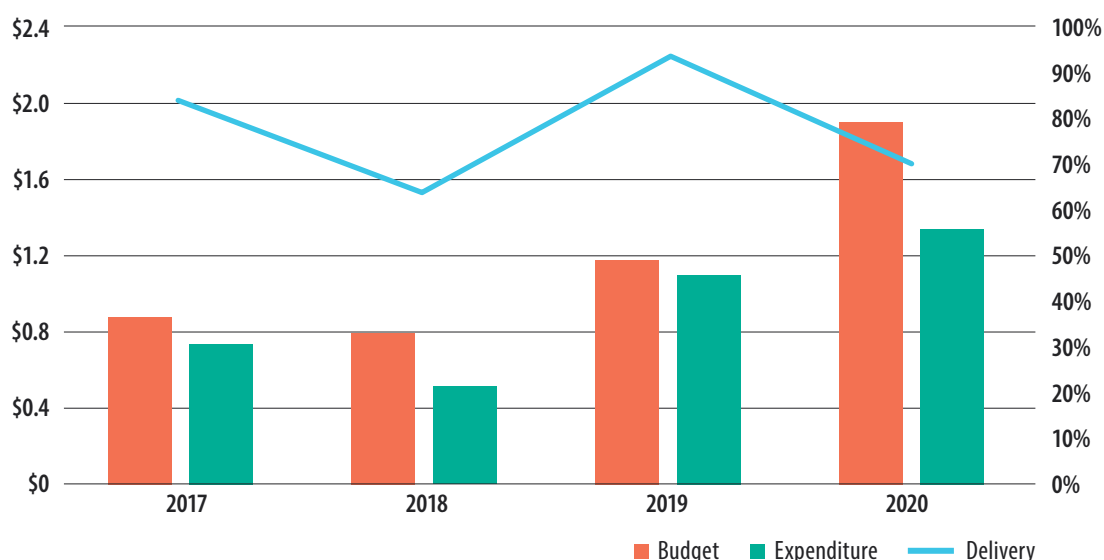
Capacity development is a key approach in UNDP's efforts. UNDP plans to support the strengthening of relevant national institutions to promote understanding of climate change and adopt good practices for climate change adaptation. UNDP also plans to facilitate knowledge transfer and develop financing mechanisms to access funds for climate change adaptation and mitigation. UNDP's approach includes working at both the institutional and community level. It also intends to focus on fostering alliances with the private sector to promote clean energy and climate change adaptation.

The outcome is composed of 12 projects,<sup>69</sup> with total expenditure estimated at \$3.68 million for the period 2017-2020, accounting for 24 percent of total programme expenditure. Two out of the 12 projects are for interventions outside Jamaica: (i) the Resilient Recovery Programme – The Bahamas; and (ii) Support to Early Recovery – Turks and Caicos Islands. Figure 4 shows the evolution of budget and expenditure in this area by year. There was an increase in budget and expenditure in the period 2019-2020 compared to 2017-2018.

<sup>68</sup> Projects on recovery were also conducted in The Bahamas and Turks and Caicos Islands.

<sup>69</sup> The 12 projects are: 1) EnGender – Jamaica; 2) Deployment of Renewable Energy and Energy Efficiency; 3) Third National Communication and Biennial Update Report to the UNFCCC; 4) Initiation Plan for E-Mobility Project; 5) HCFC Phase out Management Plan – 1st Stage Implementation; 6) Initiation Plan for Ratification of Kigali Amendment; 7) Resilient Recovery Programme – The Bahamas; 8) Early Recovery Team Workplan; 9) Support to Early Recovery in Turks and Caicos Islands; 10) Regional Recovery Plan for the Caribbean Post Hurricanes; 11) Capacity Development for Energy Efficiency and Security; 12) Japan-Caribbean Climate Change Partnership.

**FIGURE 4.** Evolution of budget and expenditure in support of resilience to climate change and natural disasters and universal access to clean energy, 2017-2020 (US\$ million)



Source: Atlas project data, Power BI, January 2021

**Finding 6:** UNDP enabled Jamaica to comply with reporting requirements under the United Nations Framework Convention on Climate Change (UNFCCC), thus strengthening data-based assessments and forming the basis of developing a national climate change adaptation plan. At the community level, UNDP contributed to community resilience and adaptation to climate change by piloting water harvesting and storage improvement and the use of solar energy to provide irrigation. The success has been up-scaled and replicated in different communities.

Through the Global Environment Facility (GEF) funded project 'Preparation of Third National Communication and Biennial Update Report to the UNFCCC', which started in the previous programme cycle, UNDP contributed to strengthening Jamaica's national capacity to collect and report climate change data, such as meteorological statistics. By providing technical, procurement<sup>70</sup> and implementation support, UNDP assisted the Government of Jamaica to fulfil the reporting requirements of the UNFCCC through

submitting the Biennial Update Report to the UNFCCC at COP22, where Jamaica was recognized as the first small island developing state to do so.<sup>71</sup> The project enabled Jamaica to produce its Third National Circumstances report and update its climate scenarios for up to 2100. A consultative process was organized with a range of stakeholders, including relevant government agencies,<sup>72</sup> academia, the private sector (energy suppliers and mining companies) and the general public.

A national database for archiving and compiling Jamaica's Greenhouse Gas Inventories for 2006-2012 was established for the completion of the Biennial Update Report and Third National Communication reports, for which the methodology of data collection on greenhouse gas generation was updated. This resulted in an improved baseline information structure, which in the long run will assist in improving the monitoring, reporting and verification system on greenhouse gas emissions. Five sectoral vulnerability assessments<sup>73</sup> were completed, which made it

<sup>70</sup> In particular, recruitment of international consultants.

<sup>71</sup> Final Project Review Report for the Third National Communication and Biennial Update Report to the UNFCCC Project.

<sup>72</sup> National Environmental and Planning Agency, Climate Change Division, Meteorological Office.

<sup>73</sup> (i) Human Health; (ii) Agriculture; (iii) Water Resources; (iv) Tourism; and (v) Coastal Resources.

possible to integrate climate change considerations into national and sectoral development priorities, in particular planning for and responding to natural disasters such as flooding and droughts. The vulnerability assessment included an assessment of potential mitigation action for Jamaica, which allowed the country to map out steps to mitigate climate change up to 2050. The M&E framework and system to collect and manage climate data were strengthened through the project. The Third National Communication and the Biennial Update Report provided a basis for the creation of a national adaptation plan, which is expected to be drafted by the Government of Jamaica using Green Climate Fund resources in 2021. It is also expected that gender-sensitive programmes, actions and plans will be drafted using these reports. Overall, stakeholders interviewed expressed appreciation for the integral role of UNDP, and confidence in the long-term impacts on climate change adaptation in Jamaica from these reports and assessments, produced by the project.

Twenty seven workshops and consultative meetings were organized by the climate change division over the course of the project to engage stakeholders, including the public and private sector and the general public. Communication and advocacy activities, such as training and report dissemination, were organized to increase awareness of climate change among key stakeholders in Jamaica. The project organized training to build capacity in greenhouse gas management, vulnerability and adaptation assessment, and on the Intergovernmental Panel on Climate Change.<sup>74</sup>

At the community level, through the Japan-Caribbean Climate Change Partnership, a regional project, UNDP built community-based climate change resilience through improving water harvesting and storage and the use of solar energy to provide irrigation to school agricultural plots in Clarendon, Jamaica. The project improved water harvesting through the rehabilitation of two water catchment tanks, providing

83,000 gallons of water to communities lacking access to water. More than 300 community members were trained in climate change adaptation and mitigation principles and in taking care of water harvesting infrastructure. The project installed water harvesting, storage and solar energy-driven irrigation systems on 50 acres of farmland, benefiting 1,000 farmers in areas with inadequate water supply. Some of the irrigated land includes school gardens which are being used for teaching agriculture, climate change impacts, integrated science and environmental science, and for school-based assessments, as well as providing food for school meals. Community participation, investment and collaboration in the project were key elements that contributed to its achievements. Communities were engaged in the construction and maintenance of the water harvesting, irrigation and solar energy systems. The UNDP MCO and GEF Small Grants Programme provided technical support to community groups and assisted them to formalize a memorandum of understanding between the government and community groups for continued maintenance of the systems. This was an important step in ensuring the sustainability of the investments. The evaluation team does not have data to assess the extent to which the systems had been maintained by community groups and schools.

Through partnerships with CSOs,<sup>75</sup> the Ministry of Education and the Ministry of National Security, the project activities related to water harvesting systems supplied to school gardens, using photovoltaic technology to support agricultural education, were replicated across the island. About 70 educational or training institutions<sup>76</sup> received storage tanks, guttering and irrigation for gardens, and more than 50,000 women and 40,000 men, including students, teachers, parents/community members, people with special needs and youth, involved in agriculture benefited from improved climate resilient irrigation systems. Overall, the UNDP project was successful

<sup>74</sup> Some 20 government representatives (13 female) trained in Greenhouse Gas Database Management and the Intergovernmental Panel on Climate Change. An additional 22 government representatives (16 female) were trained in Vulnerability and Adaptation Assessment.

<sup>75</sup> Such as 4-H Clubs and Abilities Foundation.

<sup>76</sup> The institutions included: 22 high schools; 34 primary/all-age schools; 11 4-H island-wide training centres, which provide training to farmers and community members; The Abilities Foundation in Kingston, which provides training to people with multiple disabilities; Hilltop Juvenile Correctional Facility, St Ann, and the St Catherine Correctional Facility.

in demonstrating tangible results and catalyzing replication in other communities and schools.

**Finding 7:** UNDP was extensively involved in early response and recovery work on major hurricane damage in Turks and Caicos Islands and The Bahamas. The UNDP MCO's prompt support was highly relevant to both countries' dire needs and was acknowledged by both governments as a valuable contribution to early response and recovery efforts.

With funding from the UNDP Funding Windows, the MCO was able to promptly support early response and recovery efforts after hurricanes hit Turks and Caicos Islands and The Bahamas, both multi-island states, in 2017 and 2019, respectively.<sup>77</sup> Focusing on debris removal to allow for recovery efforts and stimulate the local economy, cash for work programmes were implemented through NGOs working in the field in both states. These were based on housing and building damage assessments done by the UNDP MCO. Project documents<sup>78</sup> supported by interviews indicate that UNDP's intervention was critical in the early response and recovery efforts after the hurricanes, and UNDP's knowledge, experience and networks in disaster response and recovery were appreciated in Turks and Caicos Islands and The Bahamas. According to interviews, it is of note that the cash for work scheme in The Bahamas was not able to reach migrants without their legal identity paperwork.

UNDP engaged closely with key government stakeholders<sup>79</sup> and provided technical assistance to the development of recovery plans in both countries. These were built on damage assessments, ecological assessments and debris management. Both recovery plans were approved by the respective governments, in 2018 for Turks and Caicos and in 2020 for The Bahamas. In Turks and Caicos Islands, the recovery plan incorporated disaster risk reduction and climate change adaptation into public

investment and planning systems, and a financial protection strategy was developed to build local resilience to natural disasters. In The Bahamas, the recovery plan was developed in collaboration with the University of the West Indies. As part of the recovery effort, the new Ministry of Disaster Preparedness, Management and Reconstruction and the Disaster Reconstruction Authority were created to focus on disaster risk reduction issues, including an update of the Building Code. The UNDP MCO facilitated a pledge conference for donors and the creation of a disaster trust fund. Interviews indicated that UNDP's track record of transparency and accountability brought trust and confidence from donors in the management of the funds for the purpose that they were pledged. In order to build back stronger under the new building code, the project conducted ecological assessments, training in mold removal, asset replacement for MSMEs, and training and involvement of local contractors. It is in the process of establishing two mobile technical assistance centres with support from The Bahamas Rotary Club, which was delayed due to COVID-19. Many of these activities were done through contracting NGOs<sup>80</sup> that had been working with international disaster relief organizations (e.g. Red Cross), and where work and expertise overlapped with project activities. Efforts were made to include female-headed companies in support to businesses, training and grants. It is still too early to tell how effective these measures have been.

The absence of a country office in both countries created challenges in engaging with governments, as well as decision-making during project formulation. It also caused delays in project implementation (for example in the development and acceptance of the recovery plans). The logistical difficulties with delivering disaster response and recovery efforts in multi-island jurisdictions, along with lower capacity caused by the impacts of the hurricanes were

<sup>77</sup> 'Support to Early Recovery in Turks and Caicos Islands' and 'Resilient Recovery Programme in The Bahamas Post Dorian Hurricane' following Hurricane Irma and Maria in 2017 and Hurricane Dorian in 2019.

<sup>78</sup> Project document: Support to early recovery in TCI project; Final project review report: Support to early recovery in TCI project; Project document: Resilient recovery programme in The Bahamas post-Hurricane Dorian.

<sup>79</sup> The Bahamas: Ministry of Finance, Ministry of Public Works, National Emergency Management Agency; Turks and Caicos Islands: Ministry of Education, Ministry of Finance, Department of Disaster Management and Emergencies.

<sup>80</sup> Such as Global Emergency Relief, Recovery and Reconstruction, Community Organized Relief Efforts, Organization for Responsible Governance.



mitigated through various measures, including the hiring of project coordinators, consistent follow-up, the use of NGOs already working in the area in both countries, and the involvement of the University of the West Indies in the case of The Bahamas.

**Finding 8:** UNDP promoted the use of renewable energy and energy efficient practices in the public sector by facilitating the drafting of an update to national building codes for renewable energy and energy efficient technologies, as well as a framework and roadmap for a sustainable energy services company business model for Jamaica. Both documents are yet to be adopted. UNDP supported piloting the deployment of renewable energy systems in the health and education sectors.

UNDP supported two GEF-funded projects<sup>81</sup> which sought to advance a low carbon development path and reduce Jamaica's public sector energy bill through the introduction of renewable energy and improvements in energy efficiency in the education and health sectors. This is a major step in the build-out of energy efficiency and renewable energy in the Jamaican public sector, as these were among the first significant, structured initiatives being implemented during the evaluation period. Project document reviews (including a terminal evaluation<sup>82</sup> and project implementation reports),<sup>83</sup> and interviews with key stakeholders all confirmed the important contributions of the projects to policy and regulatory development, human capacity and the implementation of renewable energy and energy efficiency pilot programmes at public facilities. However, the results remained mixed (implementation of solar photovoltaic system in the health sector was more successful than wind energy in the education sector).

With technical support from UNDP, the Bureau of Standards Jamaica drafted an upgraded building

code to include renewable energy and energy efficient technologies, which aimed to strengthen the regulatory framework of the development and deployment of renewable energy and energy efficient technologies. This is important in providing the standards and incentives to apply renewable energy and energy efficient technologies in buildings, thus facilitating their promotion in Jamaica. The building code is currently under cabinet review and is not yet approved.

Through the former Petroleum Corporation of Jamaica, the project developed a framework and roadmap for an innovative and sustainable energy services company model to support the implementation of energy performance contracting. An energy performance contracting training programme was conducted.<sup>84</sup> The project suffered significant delays during its implementation due to project staff resignations and the dissolution of the implementing agency, the Petroleum Corporation of Jamaica. To date, the model, developed in late 2019, has not been accepted by the Ministry of Finance.

The projects contributed to improving human resource capacity in renewable energy and energy efficiency. Some 86 people across the public sector were trained in renewable energy and energy efficiency, with a focus on wind energy, through UNDP-organized training workshops, while 80 technicians within the public sector were trained and certified in renewable energy and energy efficiency, with a focus on the solar photovoltaic sub-sector. The National Guidelines for the Operation and Maintenance of Solar Photovoltaic were completed and used in the public sector, and 32 maintenance staff were trained in energy management and solar photovoltaic operations and maintenance.<sup>85</sup> An assessment of the sustainable energy curricula was completed and recommendations for changes to

<sup>81</sup> Capacity Development for Energy Efficiency and Security in Jamaica project, and Deployment of Renewable Energy and Improvement of Energy Efficiency in the Public Sector project.

<sup>82</sup> Project evaluation – Capacity Development for Energy Efficiency and Security in Jamaica project.

<sup>83</sup> Project implementation reports for 2018 and 2019 of the Deployment of Renewable Energy and Improvement of Energy Efficiency in the Public Sector project.

<sup>84</sup> Forty participants, including representatives of the former Petroleum Corporation of Jamaica, Development Bank of Jamaica, Jamaica Productivity Centre and other government ministries, departments and agencies.

<sup>85</sup> 2020 project implementation review, Deployment of Renewable Energy and Improvement of Energy Efficiency in the Public Sector project.

the curricula of tertiary educational institutions for renewable energy and energy efficiency were considered and agreed by the Jamaica Tertiary Education Commission. This was mandated by the Ministry of Education to formalize quality standards in tertiary education institutions. The Commission made changes to the curricula for renewable energy and energy efficiency training at tertiary institutions, which will be implemented from the beginning of the new academic year in September 2021.

UNDP piloted the deployment of renewable energy technology in public institutions at three hospitals (one was finished and two are in the advanced stages of implementation, to be completed), as well as energy efficient equipment (bulbs and air conditioning) at six hospitals. A wind power feasibility map was concluded however it was not possible to build two envisaged pilot wind turbines at the targeted schools due to budgetary shortfalls; resources identified during the design phase failed to materialize. A 75 kW solar photovoltaic system was installed at the May Pen Hospital, and contracts were mobilized for 90 kW solar photovoltaic systems at two other hospitals (Sir John Golding and National Chest). These should be put in place before the end of the project in 2021.<sup>86</sup> The actual energy cost savings at the May Pen Hospital were not known at the time of writing this report, as the solar energy system had not yet been commissioned, although it is expected to be significant. LED lighting interventions were completed at the National Chest, Bellevue and Sir John Golding Hospitals in June 2020. In six months, this resulted in an overall energy reduction of 40,000 kWh and cost savings of J\$1,572,287, with an average payback of two years and three months. A total of 20.08 tonnes of CO<sub>2</sub> emissions have been reduced to date.<sup>87</sup>

**Finding 9:** UNDP contributed to the enhancement of Jamaica's capacity for sustainable management of its ozone depleting substances by supporting the country's reporting requirements under applicable international conventions.

The UNDP MCO, garnering funds under the Montreal Protocol for Jamaica,<sup>88</sup> assisted the process of phasing out consumption of Annex C Group 1 Hydro chlorofluorocarbons (HCFCs) through the implementation of the HCFC Phase Out Management Plan – First stage implementation<sup>89</sup> project. The plan will enable Jamaica to meet all of the Montreal Protocol's HCFC control targets up to total phase out on 1 January 2040. The mid-term evaluation<sup>90</sup> and interviews with key stakeholders showed that the project held six workshops where 500 refrigeration technicians were trained and given basic service tools, recovery/recycling equipment and retrofit kits. However, those trained were not aware that they were being trained as trainers, and that they had to return to their places of work and train others. The sole HCFC-141b-based foam manufacturing enterprise converted to use methyl formate (non-HCFC technology) in its production facility due to lower production costs, and will not be returning to HCFC use. Work is ongoing on the monitoring and regulatory frameworks, and is expected to be completed by the end of the project. Jamaica is currently five years ahead of the phase-out target schedule.

Utilizing resources available under the Montreal Protocol, UNDP facilitated the completion of a legal assessment to determine the country's readiness to ratify the Kigali Amendment.<sup>91</sup> Notably, drafting recommendations were developed as part of the legal assessment.<sup>92</sup> These recommendations will be further developed into drafting instructions by the Attorney General's Chambers. These will be submitted

<sup>86</sup> Ibid.

<sup>87</sup> Post-LED Lighting Retrofit Electricity Consumption Analysis, February 2021.

<sup>88</sup> Jamaica acceded to the Vienna Convention for the Protection of the Ozone Layer and the Montreal Protocol on Substances that Deplete the Ozone Layer, and its London Amendment, on 31 March 1993. The country subsequently acceded to the Copenhagen Amendment on 6 November 1997, and the Montreal and Beijing Amendments on 24 September 2003. Jamaica is classified as an Article 5 country under the Protocol. Jamaica completely phased out the consumption of Annex A Group 1 Chlorofluorocarbons in 2006.

<sup>89</sup> Project document, HCFC Phase Out Management Plan – first stage implementation.

<sup>90</sup> Mid-term evaluation, 2017, HCFC Phase Out Management Plan – first stage implementation.

<sup>91</sup> Project document, Implementing Enabling Activities for the Ratification of the Kigali Amendment.

<sup>92</sup> Final legal report, Implementing Enabling Activities for the Ratification of the Kigali Amendment.

to cabinet to facilitate amendments to relevant existing laws as the first step in the ratification of the Kigali Amendment. Through the project, a baseline assessment<sup>93</sup> was done to determine products entering the country that contain the greenhouse gas, hydrofluorocarbon (HFC). Jamaica does not produce HFC and most of the imported quantities are used in the refrigeration and air conditioning sector. The substance is being phased down, and this assessment will assist the Jamaica Customs Agency to take stock of the percentage of the substance that is currently in the country. It will also allow for an assessment as to whether people are stockpiling these substances, which could impact the phase down timeline. A public awareness workshop was held for members of the refrigeration and air conditioning sector, importers of HFCs, tertiary level students pursuing refrigeration and air conditioning related courses, and other industry stakeholders. They were sensitized on the Kigali Amendment, the pending changes, and how the various sectors would be impacted. A project steering committee made up of key stakeholders provided guidance for the project and assisted with access to customs and users for the assessment.

HCFC phase out and HFC phase down are crucial in combating greenhouse gases. It has been projected that if the Kigali Amendment receives global compliance with the phase down targets, then global warming could be reduced by 0.5°C by the turn of the century. The support of UNDP in this area has been important, contributing to the removal of ozone depleting substances and a reduction of greenhouse gas release in Jamaica.

## 2.4 Natural resource management

Environmental sustainability is one of the priorities of Jamaica's National Development Plan – Vision 2030. In this area, UNDP aims to support the strengthening of policy and regulatory frameworks for natural resource management and the integration of environmental issues into economic and social decision-making,

**CPD Outcome 4:** Inclusive and sustainable solutions adopted for the conservation, restoration and use of ecosystems and natural resources

### Related outputs

**Output 4.1:** Legal and regulatory frameworks, policies and institutions enabled to ensure the conservation, sustainable use, access and benefit sharing of natural resources, biodiversity and ecosystems, in line with international conventions and national legislation

**Output 4.2:** Solutions developed at national and sub-national levels for sustainable management of natural resources, ecosystem services, chemicals and waste

as well as promoting livelihoods in low-income and inner-city communities.

UNDP's programme in this area built on its work in the previous cycle. Having contributed to the establishment of the National Conservation Trust Fund of Jamaica, UNDP plans to support its operationalization and capitalization in this cycle. UNDP also aims to support the development of the minerals industry to promote sustainability, while boosting economic opportunities. UNDP intends to support the sustainable management of chemicals.

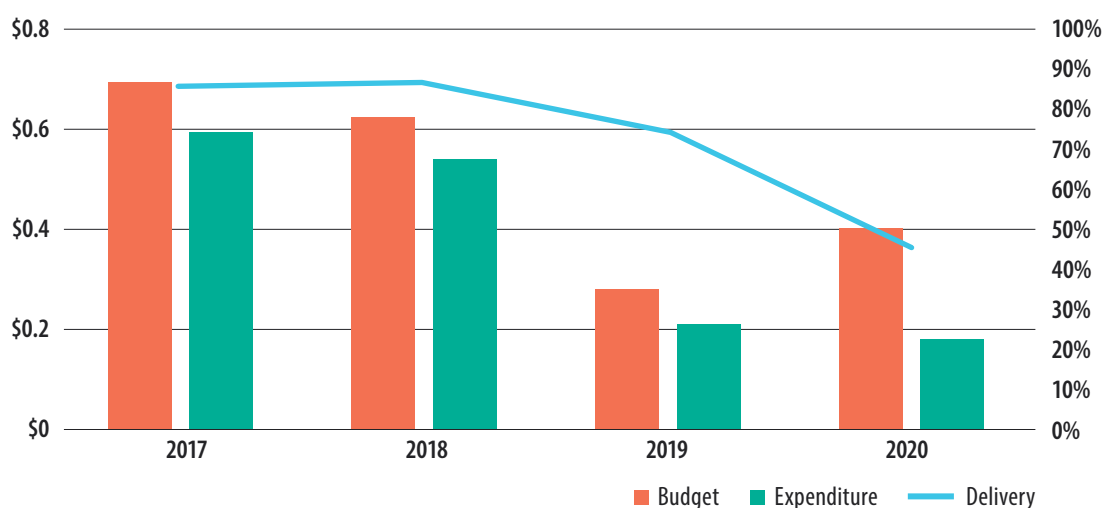
UNDP's approach in this programme area focuses on building the capacity of individuals and institutions for the sustainable management of natural resources, while increasing public awareness on natural resource management issues. UNDP plans to build on past successful collaboration with national counterparts, and to continue providing technical assistance to natural resource management.

There are seven projects<sup>94</sup> under the area, with an expenditure of around \$1.53 million for the period

<sup>93</sup> Kigali baseline assessment report.

<sup>94</sup> They are: 1) Stockholm Persistent Organic Pollutants National Implementation Plan; 2) GEF 6 Initiation Plan; 3) Strengthening Sustainability of NPAS in Jamaica; 4) Sixth National Report on Biodiversity in LAC; 5) LVMM II\_ACP-EU Development Minerals Programme Phase II; 6) Extractive Industries for Sustainable Development; 7) National Biodiversity Planning to Support Implementation of CBD.

**FIGURE 5.** Evolution of budget and expenditure in support of natural resource management, 2017-2020 (US\$ million)



Source: Atlas Project Data, Power BI, January 2021

2017-2020. Figure 5 shows the evolution of budget and expenditure in this programme area by year.

**Finding 10:** UNDP played a pivotal role in strengthening Jamaica's capacity to manage its natural resources by contributing to the enhancement of Jamaica's capacity for natural resource management policy and legal frameworks, and the establishment of a sustainable finance mechanism for the conservation of natural resources.

At the institutional level, UNDP supported the National Environment and Planning Agency to develop policies and reports to fulfil international commitments and improve the management of biodiversity and protected areas. It provided technical support to the drafting of the Fifth National Biodiversity Strategy and Action Plan and its communication strategy, the National Aichi targets report, and the Sixth National Report to the Convention on Biodiversity, based on a stock take and gap analysis of biodiversity done through partnerships with key national stakeholders.<sup>95</sup> UNDP supported the update of the National Protected Area Policy and overarching legislation.<sup>96</sup>

UNDP supported the National Conservation Trust Fund of Jamaica (NCTFJ), an endowment fund and sustainable financing mechanism designed to generate income through conservation-based economic activities. Following the support to establish the NCTFJ, UNDP assisted in producing an organizational plan, a grant manual and a resource mobilization plan. The NCTFJ was able to mobilize funding from the Caribbean Biodiversity Fund through a partnership agreement. Under this agreement, the NCTFJ received the first of two tranches of funds from the Caribbean Biodiversity Fund, which it will have to administer and account for in full before receiving the second tranche. The NCTFJ has a five-year deadline (until 2023) to match the funds received from the Caribbean Biodiversity Fund. The NCTFJ is the fourth environmental trust fund to be established in Jamaica. Its operations have not been synchronized with the other trust funds. The project suffered from delays in implementation due to procurement difficulties and dissatisfaction with consultant output, which led to one of the consultants being changed. Overall, the establishment of a sustainable financing mechanism

<sup>95</sup> Technical support to eligible parties to produce the Sixth National Report to the CBD (6NR – LAC) which is built on national biodiversity planning to support the implementation of the CBD 2011-2020 Strategic Plan in Jamaica. See also project closure report analysis.

<sup>96</sup> Strengthening the operational and financial sustainability of the national Protected Area System project. Project implementation reports 2013-2017.

is an essential step in protecting Jamaica's biodiversity and UNDP support is extremely strategic.

At the community level, UNDP started to support protecting biodiversity, with legislative steps being taken by the government to protect the Cockpit Country, a known refuge for a large proportion of Jamaica's 1,400 endemic species, through a GEF-funded project which has just begun.<sup>97</sup> The project addresses the planning and management of the Cockpit Country, while supporting sustainable livelihoods at the community level. These are important in ensuring that the protected area does not become a 'paper park'. Experiences from the other managed protected areas in Jamaica will be applied to the Cockpit Country Protected Area. The intent is to operationalize integrated management of productive landscapes to generate multiple benefits, including effective conservation of globally threatened species and high conservation forests, reduce deforestation and degradation, and conserve and enhance ecosystem services and local livelihoods. As the project has just started, no results have been reported yet.

Sustainable management of chemicals is part of UNDP's work under this outcome area. UNDP's contribution to chemical management is limited to ongoing work related to persistent organic pollutants. As part of its development agenda, Jamaica is making efforts to strengthen its capacity at all levels to manage persistent organic pollutants, given the established link between poverty and the increased risk of exposure to toxic and hazardous chemicals. UNDP, through a GEF-funded project,<sup>98</sup> provided technical assistance to the review and update of the previous National Implementation Plan for Jamaica to comply with Articles 7 and 15 of the Stockholm Convention.<sup>99</sup> The regular update and implementation of the National Implementation Plan is expected to contribute to reducing the negative impacts of persistent organic pollutants. The project started in September 2019, and

so far the persistent organic pollutants inventory and assessments have been completed. Work is underway to draft the updated National Implementation Plan by the end of the project in July 2021.<sup>100</sup> Project implementation was challenged by delays in procurement and by the onset of the COVID-19 pandemic.

**Finding 11: UNDP made important contributions to improvements in the development minerals sector in Jamaica, while applying environmental and social safeguards.**

In Jamaica, the mining sector focus is primarily on bauxite, although there are several other minerals that could be developed, such as limestone, dolomite, clays, andesitic volcanic rocks and marble. Extraction and use of these minerals could add to the economic development of the country. While mining and quarrying is an extractive industry, the negative impacts on the environment and community could be mitigated by implementing social and environmental safeguards. UNDP supported the Mines and Geology Division to implement the Jamaica portion of a global project funded by the Organization of African, Caribbean and Pacific States on 'Extractive Industries for Sustainable Development'. The project focused on building the profile and improving the management of development minerals, including industrial minerals, construction materials, dimension stones and semi-precious stones.<sup>101</sup>

Project reports<sup>102</sup> and interviews with key stakeholders (public sector, minors and artisans) demonstrated that the project had delivered capacity building training on environmental, health and safety standards, entrepreneurial skills including market analysis and investment promotion, and geo-data mapping and conflict management, aiming to enhance the core competencies and technical skills of quarry operators, artisans, associations and public institutions in mine and quarry management. More than 500 people

<sup>97</sup> GEF 6 Project, Conserving Biodiversity and Reducing Land Degradation using an Integrated Landscape Approach.

<sup>98</sup> Review and update of the national implementation plan for the Stockholm Convention on Persistent Organic Pollutants.

<sup>99</sup> Project document review and update of the National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants.

<sup>100</sup> Annual Report 2019, review and update of the National Implementation Plan for the Stockholm Convention on Persistent Organic Pollutants.

<sup>101</sup> Project document: Extractive Industries for Sustainable Development.

<sup>102</sup> Baseline assessment of development minerals in Jamaica, final project review report: Extractive Industries for Sustainable Development.



(28 percent female) were directly trained over four years.<sup>103</sup> Based on interviews, the participants in those trainings developed return-to-work plans and executed projects that utilized their newly acquired knowledge and skills for better results. An example is the implementation of environmental safeguards at two quarries, one in St Thomas and one in St. Ann. A total of 16 small grants were issued to quarrying operations for sector development, environment and safety, and for geodata gathering, totaling \$80,000 in expenditure. These small grants created a range of new opportunities for sector operators who participated in the initiative and concretized the contribution made by the programme to improving operating standards and technologies in the sector. As part of the strategy to integrate South-South Cooperation and learning in the programme, UNDP organized two learning events (a training workshop and a study tour) to Tanzania. The training provided hands-on experience on raw material identification, pottery formation, decoration and production of end-use ceramic items ready for the market. A certificate course on mining, quarrying and restoration at the University of Technology was started, with the first cohort of 20 graduates completing the certificate on 3 November 2017. Roll-out of the Bachelor of Science programme is expected to start in the first semester of 2021.

The programme co-hosted the Jamaica National Minerals Week in November 2017 and November 2019, with some 1,200 participants. This raised awareness of key stakeholders and the public on development minerals and their potential to generate employment and reduce poverty while being environmentally friendly. The programme was instrumental in revitalizing engagement around the development of the National Minerals Policy, which had previously stalled. It provided input to ensure that the policy looked at mining sector diversification from two angles: (i) industry diversification from bauxite to development minerals; and (ii) product diversification

in terms of value addition. The National Minerals Policy was submitted and approved, with a section on development minerals.

Phase II of the project<sup>104</sup> is now underway. Building on the success of Phase I, it aims to enable artisanal and small-scale mining enterprises in the development minerals sector to achieve better livelihoods through higher employment and incomes from their mining operations.<sup>105</sup> Compared to Phase I, Phase II focuses more on the issue of access to financing and increasing women-owned and managed quarries.

UNDP has helped miners overcome challenges in access to finance through a partnership with the Development Bank of Jamaica. A business acceleration strategy is being pursued which will enhance entrepreneurial skills and formalize the business operations of artisanal and small-scale mining enterprises, while strengthening their implementation of social and environmental safeguards and enhancing gender inclusion in owners and managers of mines and quarries. This initiative is highly valued by the government and has significant potential for scale-up. This is due to policy and legislative advances, and the involvement of the private sector. Female participation in the male-dominated mining sector is being promoted in talks given at the secondary school and tertiary levels by a cadre of female managers, owners and technical personnel working in the industry. They discuss the opportunities that are possible for female students.

Since the start of the COVID-19 pandemic, the European Union has agreed to the repurposing of project funds to support small-scale artisans and miners in the development minerals sector impacted by the pandemic. Twelve grants were provided for the development and implementation of COVID-19 response plans to help strengthen the resilience of the impacted miners. The project also provided a business handbook to help strengthen the capacities of business operators to cope with the pandemic.<sup>106</sup>

<sup>103</sup> Final project review report, ACP-EU Development Minerals Programme: Capacity development of institutions and small-scale private operations in mineral production in ACP countries, 2020.

<sup>104</sup> Capacity building of mineral institutions and of small-scale private sector operating in low-value minerals in ACP countries: Phase II.

<sup>105</sup> Project document, Capacity building of mineral institutions and of small-scale private sector operating in low-value minerals in ACP countries: Phase II.

<sup>106</sup> COVID-19 – Mini-ROAR, Jamaica.

The implementation of the projects was not without challenges, as the Mining and Quarrying Association was unable to provide the anticipated level of support due to capacity constraints. However, stakeholders interviewed all expressed appreciation for the critical contribution of UNDP in this area. The results achieved are significant and play an important role in advancing the development minerals sector in Jamaica.

## 2.5 Other findings/cross-cutting issues

**Finding 12:** UNDP has been able to align its programme with national sustainable development priorities and needs, and is considered a reliable and trusted partner by stakeholders, with particular strengths in broad-based development and SDG monitoring, financing and implementation, as well as environment and climate change and prompt response in crises.

One of UNDP's most notable strengths mentioned by interviewed stakeholders is its broad-based development mandate and the strong alignment of the UNDP programme with national priorities in Vision 2030 Jamaica. This is evidenced in UNDP's specific role and strong positioning in work related to the SDGs, where it is considered by both the government and the UN as the key actor in the implementation and monitoring of Agenda 2030. UNDP's positioning in this area traces back to its support to the Millennium Development Goals and builds on UNDP's technical expertise, coordination and implementation support provided during the rapid integration assessment and mainstreaming, acceleration and policy support mission. This led to the development of the SDG Implementation Roadmap and subsequent actions to support SDG advancement, financing and monitoring.

UNDP is considered a key partner for the government in the area of environment and climate change, given its ability to mobilize partnerships, and its access to funding, technical expertise and policy support, which the government considers highly relevant and effective. Stakeholder interviews demonstrated that overall, UNDP is visible and well-positioned in

this area. As a highly indebted country, government priority is servicing the debt and alleviating the debt burden, so UNDP's ability to provide and help the government to access grant funding is an important advantage. In the environment and climate change area, UNDP has been able to support the government to mobilize important funding, mainly through GEF. In other areas, such as governance, citizen security and social protection, though UNDP's access to donor funding is more limited than in environment and climate change, it is still considered an important strength, for example, funding from the Government of Canada, the Human Security Trust Fund, the Caribbean Development Bank and the SDG fund.

Through its past work with local governments supporting parish safety and security committees, and with the justice sector, UNDP is seen by most of the government, CSOs and UN partners as being well-positioned to support ongoing local government and justice reform processes, and enhance the capacity of rule-of-law institutions and civil society to prevent violence, particularly against women and children.<sup>107</sup> Likewise, its ability to combine upstream and downstream work and mobilize partnerships at the community level is valued by the government, which has requested and expected UNDP to engage more actively at the local level, while appreciating its policy advisory support. UNDP's strength also includes its ability to adapt to working with local communities and its presence on the ground where it has a competitive advantage over agencies like the World Bank.

Other UNDP strengths include its experience in policy and programme development and ability to create links and partnerships globally, through UNDP corporate partnership networks and expertise. Stakeholders at local and central levels also mention UNDP's transparency and its reporting and monitoring requirements, which they mostly consider as a strength, although some say that these requirements can also be an impediment when applied disproportionately to small entities, especially CSOs, or without consideration of the government's own reporting

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<sup>107</sup> CPD for Jamaica (2017-2021).



timelines and speed. Stakeholders overwhelmingly acknowledge the commitment and flexibility of the MCO team and its capacity to offer solutions to obstacles. Most of the national and local stakeholders, as well as the UN agencies, note a generally positive working relationship with UNDP.

UNDP's prompt support in responding to crises was appreciated. Through the provision of technical and financial support, UNDP contributed to strengthening the government's coordination mechanisms and capacity to facilitate the utilization of ODA and other resources in Jamaica's COVID-19 response. At the request of the Government of Jamaica, the UNDP MCO supported the development of an online coordination platform to assist with the coordination and integration of responses to the COVID-19 pandemic, and other forms of crisis situations (hurricanes, earthquakes, etc.), as necessary. This platform is expected to help in managing multiple demands/requests of goods and services from ministries, departments and agencies, as well as tracking their supply and providing policy options and inputs for evidence-based decision-making. The platform is being developed in a modular manner to facilitate phased expansion and roll-out across the government. UNDP has commissioned a socio-economic impact assessment of COVID-19 on Jamaica, which aims to provide the government with timely information facilitating policy options and information for evidence-based decision-making.<sup>108</sup>

**Finding 13: UNDP's standing in social protection and poverty is limited due to interrelated reasons of lack of financing, diminished comparative advantage and lack of a comprehensive programmatic approach.**

UNDP's work in governance is also not as prominent as in the previous cycle. However, UNDP developed a number of strategic interventions with a positive demonstrative effect, which, with proper buy-in and financing, have potential for up-scaling/replication, potentially leading to strengthening UNDP's positioning and leverage in these areas.

Despite results achieved in the area of social protection, UNDP's leverage in this area is still restricted, given the limited amount of funds it is able to offer the country vis-à-vis the large donors and financial institutions. UNDP's leverage for policy work on poverty reduction is very limited, and it gradually ceded ground in this field.<sup>109</sup> According to interviewed stakeholders, despite UNDP's and UNICEF's efforts to advance with the Multidimensional Poverty Index, no progress was reported by the time of this evaluation.<sup>110</sup> As UNDP has been historically considered a donor, its gradually dwindling resources have made it difficult for it to craft out a space in the area of poverty and social protection, where the government does not consider UNDP as having a particular advantage, nor sufficient resources. Other development partners, such as the World Bank and the European Union are financing big programmes in this area.<sup>111</sup> The resources mobilized by the MCO were not sufficient to enhance its own capacity and value proposition in this area given its lean structure and overstretched personnel. UNDP has very little seed money to launch innovative and strategic demonstrative projects to explore new avenues and attract government and donor interest. On the other hand, in order to cover operational costs and achieve the \$10 million-\$11 million delivery recommended by the audit,<sup>112</sup> UNDP is often obligated to

<sup>108</sup> COVID-19 – Mini-ROAR, Jamaica.

<sup>109</sup> UNDP Jamaica partnership surveys showed that only 17 percent of respondents in the 2020 survey considered that UNDP contributed a great deal to poverty reduction in Jamaica, compared to 56 percent of respondents in the 2017 survey.

<sup>110</sup> According to the government, the Multidimensional Poverty Index was adopted recently, and with the support of the Caribbean Development Bank, Jamaica will embark on its development shortly, however, no information on UNDP's contributions to Multidimensional Poverty Index adoption and its subsequent implementation was available to the evaluation team.

<sup>111</sup> The World Bank is implementing a \$300 million dollar programme which covers poverty and social development through its macro fiscal programmes and community-based climate resilience, disaster vulnerability and economic resilience interventions. It includes interventions of the Jamaica Social Investment Fund aimed at enhancing access to basic urban infrastructure and services, and contributing towards increased perceptions of community safety in 18 communities, including West Kingston. Likewise, the Jamaica Social Investment Fund is implementing a poverty reduction programme funded by the European Union. It aims to construct socio-economic infrastructure and build community empowerment to reinforce local development dynamics (Project proposal template: Rejuvenating Communities: Building Resilience to Support Citizen Safety and Social Cohesion in West Kingston).

<sup>112</sup> Audit of UNDP Country Office in Jamaica, report No: 2033 of March 2019.

take on resource-generating projects. These may have global strategic significance but limited leeway, either due to their sensitive nature in the country context (such as the BLIC project) or lack of readiness in the country to take up the initiative (IRM project), their regional nature and/or limited scope (BLIC and Global Fund projects).

Despite these limitations, the office has been gradually enhancing its role in the area of social protection through continuous efforts and a focus on vulnerable groups, such as migrants and vulnerable communities, and especially youth. Despite the absence of a poverty portfolio, UNDP attempts to tackle poverty through the human security, resilience and social protection dimensions of its work. Projects like IRM, JUST, and Rejuvenating Communities and Human Resilience address issues of poverty, insecurity and inequality through their focus on vulnerable communities. Under these projects, UNDP has had some successful experiences, which have the potential for replication. These include the water harvesting and solar energy installations, which generated interest in communities to replicate them. With proper support they can become successful models adaptable to different community needs. The MCO was successful in attracting funding for its new programme on youth, and the new phase of the Rejuvenating Communities project, which are expected to build on results and lessons and solidify UNDP's standing in the area. However, UNDP falls short of funding and sectoral technical expertise to build a robust and resourced programme portfolio and make notable contributions to the issue of poverty and inequality.

UNDP's footprint in governance seems to have reduced in the current programme. The anti-corruption work was phased out. After strong upstream engagement in citizen security through support to anti-trafficking, deportation and migration, UNDP's portfolio in citizen security and rule of law shifted to more multi-dimensional downstream engagement at the local level through local-level human security and justice sector support. However, the results of the latter are not yet as prominent as the former. This work is expected to pick up in the coming years through the newly approved project, Amplifying Youth Voice and Action. This seeks to test and support mechanisms to

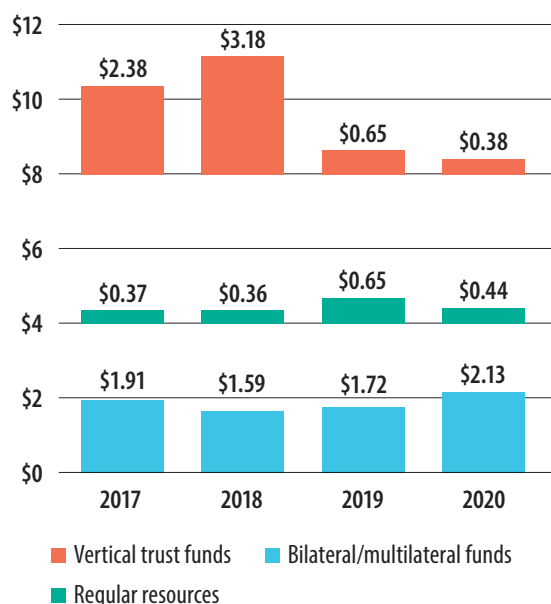
enable youth participation in decision-making related to their own safety and security, and generate and lead their own innovative solutions in addressing the challenge of citizen insecurity. This relative reduction of the governance portfolio is acknowledged by both the MCO and its counterparts. This is particularly notable, as many stakeholders, both national and international, highlight UNDP's comparative advantage in governance as part of its wide mandate in international development.

**Finding 14:** Despite the overall reduced ODA in the country, UNDP was able to diversify its funding sources and mobilize resources to improve its financial sustainability and positioning. However, UNDP still encounters significant challenges and the prospects for potential government cost-sharing are negligible.

Responses to the questionnaire and interviews with key MCO staff indicate that although there has always been an internal resource mobilization vision and process, a more comprehensive and robust approach to resource mobilization is needed to strengthen financial sustainability and improve the management ratio of the office. In the current programming cycle, the MCO planned to mobilize resources to the amount of \$20.2 million, including \$1.8 million in regular resources, according to its 2017-2021 results and resource allocation framework. So far, the MCO has managed to deliver around \$15.8 million, or 78 percent of its target, with around \$1.8 million in expenditure coming from regular resources. Most of the resources mobilized are from vertical funds and bilateral/multilateral donors. Figure 6 presents programme expenditure by funding source and year.

As demonstrated in Figure 6, the MCO made significant efforts to mobilize third-party resources, albeit mostly through the environment and climate change portfolio. Under this portfolio, UNDP was able to mobilize mainly GEF funding, but also Organization of African, Caribbean and Pacific States funding (for the mineral projects), and Government of Japan funding (for the JCCC project). For the social development and governance portfolio, the external resources are more limited but still significant, and come mainly from Global Affairs Canada (JUST project), the European

**FIGURE 6.** Programme expenditure by funding source and year (US\$ million)



Source: Atlas project data, Power BI, December 2020

Union (the Spotlight Regional Initiative), the United States Agency for International Development (USAID) (BLIC regional project), and the Global Fund (the Global Fund/CVC-COIN regional project). The MCO is currently redoubling its resource mobilization efforts in the context of COVID-19, working with donors (such as the European Union and Canada) to repurpose approximately \$350,000 of funding to support the COVID response,<sup>113</sup> particularly towards vulnerable groups impacted by the pandemic.

Recently, the MCO had important breakthroughs in fundraising, with the Government of Jamaica seeking \$400,000 from the Caribbean Development Bank for the Rejuvenating Communities project. While not government cost-sharing per se, this could be a great opportunity for UNDP to demonstrate its value addition in project implementation, which could eventually lead to more eagerness in co-funding and cost-sharing, or at least similar encouragement from the government for international financial institutions and donors to consider UNDP as a partner.

Despite this advance, during the programme cycle UNDP encountered significant challenges, the most important being that no agreement was reached in terms of government cost-sharing of UNDP programmes and projects. This was mainly due to the persistent perception of UNDP as a donor agency with a history of funding development projects. While the government is aware of UNDP's positioning as an international development partner rather than a donor, it seems that government cost-sharing is not forthcoming in the near future. Another important challenge is the MCO's limited financial and human resource capacity that restricts its ability to invest seed funds in strategic initiatives and pilots, explore innovative programming opportunities, and engage in robust and strategic resource mobilization actions to attract new funds.

The MCO is aware of its financial challenges and shortcomings and is finalizing its new resource mobilization strategy, which aims to address the challenges while taking into account: the office's multi-country nature; the persistent perception of UNDP as a donor hindering efforts to obtain government cost-sharing; upper-middle to high-income status of the countries covered, coupled with dwindling ODA; and lack of funding for other countries, as the MCO only receives core funds for Jamaica. The draft resource mobilization strategy lays out a comprehensive vision and actions to target different funding sources and partnerships and identifies innovative financing mechanisms, such as crowdfunding and social and development impact bonds that it intends to explore. While the implementation of the resource mobilization strategy might help UNDP improve its financial standing and diversify and increase its resources, analysis of the context and responses from stakeholders indicate that resource mobilization will continue to be challenging, as the above-mentioned obstacles are not easy to overcome, especially with UNDP's limited human resource capacity. They will also require significant investment in targeted strategic communication, and advocacy and support from the Regional Bureau.

<sup>113</sup> Mini-ROAR on COVID response.

**Finding 15:** The MCO restructuring in 2014 negatively affected its programmatic and operational human resource capacities. However, it also allowed the MCO to develop a more integrated and multidimensional approach to programming, which has the potential to become a successful practice if adequately supported with technical and operational personnel.

The restructuring exercise, intended to improve the efficiency and financial sustainability of the MCO, left the office with reduced human resource capacity, which is hindering its performance. This is evidenced in relevant documentation, including audit reports<sup>114</sup> and interviews with staff, senior management and stakeholders.

The current structure was based on the assumption that the regional hub in Panama would provide support with procurement, programme development and financial management. While some of the support was provided, the MCO was largely operating with its own human resources, which were very limited. As mentioned, the majority of projects were implemented in DIM, which put an additional strain on the limited staff in charge of procurement, logistics and payments, etc., although even in the case of national implementation modality projects the MCO needed to provide a certain level of administrative, procurement and management support to implementing partners. Since the start of the structure, the office has been working to adjust the functions of its programme staff, which at times go beyond the official terms of reference. They worked to the best of their ability in the absence of clear guidelines from UNDP on how to make the structure work. These limitations were not addressed, despite two audits reporting that staffing capacity was unfit for purpose and recommending strengthening human resource capacity.<sup>115</sup>

Also linked to the current MCO structure is the absence of specialized technical or subject matter expertise in the office, which is crucial for complex endeavours. After restructuring, the MCO abolished thematic/

sectoral specialization, introducing instead functional roles of policy specialists, capacity development and M&E. This affected the quality of technical expertise in the MCO. As mentioned by the MCO staff and several stakeholders, UNDP lacks technical knowledge in key important areas, such as justice reform, gender and LGBTQI/human rights, which at times limits its ability to identify and address strategic challenges and opportunities. Linked to the MCO's limited human resource capacity is the lack of financial resources. In order to increase its human resources, the MCO needs adequate funding, whereas to generate resources, it needs human resource capacity to engage and advocate with stakeholders, improve its operational efficiency, and craft innovative and strategic initiatives that would attract new resources. The MCO is taking some mitigation measures to address the shortcomings, such as using its extra-budgetary resources to boost operational capacities (e.g., procurement) and tapping into expertise contracted for specific projects to cover certain technical capacity gaps.<sup>116</sup> The MCO is increasingly relying on the Global Policy Network to offset its own expertise shortages and limited capacity to contract adequate technical expertise, and where possible is reinforcing project management structures with additional project personnel.

While staff and senior management recognize the shortcomings of the current structure, they also acknowledge its positive effects, in that it allows more cross-sectoral and multi-disciplinary approaches to programming and reducing work in silos. Interviews conducted with the MCO suggest that staff do not necessarily consider the model erroneous in the conceptual sense, as it has allowed a more multidimensional vision and a stronger integration of the programme; however, it must be further reinforced with human resources<sup>117</sup> to allow the MCO to strengthen its positioning and achieve more holistic and integrated programming.

**Finding 16:** Despite its official status as an MCO, UNDP had no meaningful engagement with countries outside Jamaica beyond the two emergency recovery

<sup>114</sup> Audit of UNDP Country Office in Jamaica, reports No: 1430 of April 2015; 1919 of July 2018; and 2033 of March 2019.

<sup>115</sup> It should be noted that the audits do not recommend changing the structure, but rather enhancing it with additional human resources.

<sup>116</sup> For example, using the gender specialist of the Spotlight project for gender related issues of the programme.

<sup>117</sup> Opting to contract personnel with multidisciplinary backgrounds if available.



projects in The Bahamas and Turks and Caicos – the support to The Bahamas VNR, and recent support on Debt Management, Climate Promise and the 6th National Report to the Convention on Biological Diversity in The Bahamas. Given the high-income status of these countries and the MCO's own financial and human resource limitations, UNDP did not benefit from MCO status.

The advantages of having an MCO are not immediately clear, without having funding earmarked for the countries covered. With the exception of Jamaica, all countries covered by the MCO are high-income countries, so the MCO does not receive allocations from UNDP, nor are donors particularly active there beyond emergency situations caused by climate events and COVID-19. Likewise, the financial and human resource limitations of the MCO are particularly daunting in the MCO context, whereby staff do not have resources for exploring and crafting strategic multi-country interventions.

UNDP has some positive experiences to build on in order to inch forward in the countries and explore programming possibilities. Feedback from interviews with stakeholders in The Bahamas and Turks and Caicos credited the MCO as essential to early response and recovery efforts after the hurricanes. Both of these governments indicated a willingness to engage with the MCO for other development opportunities. The successful elaboration of the first VNR for The Bahamas can also serve as an indication of where UNDP can look for engagement opportunities: SDG monitoring and reporting. However, UNDP would need at least seed funding, which is not available at the moment.

**Finding 17:** UNDP has made deliberate efforts to develop and cultivate diverse partnerships, to a varying extent with other UN agencies, civil society, academia and the private sector. However, joint programming with other UN agencies still faces various challenges.

The MSDF replaced the United Nations Development Assistance Framework with a regional approach, branded One Caribbean 2030, covering 15 countries in the region. Despite its multi-agency nature, the

MSDF has not been used as a joint programming tool and there has been limited engagement within the UN country team for joint programming, as per stakeholder interviews. Work in joint thematic groups was also limited. This was partly due to the fact that many UN agencies that comprise the Jamaica UN country team cover several countries, and are obliged to participate in several country team meetings and respective working groups. This, and the absence of a UN resident coordinator after delinking for over one year, complicated the interagency work under the MSDF framework. With the arrival of the new resident coordinator, efforts are being made to foster stronger integration and collaboration among agencies under the MSDF.

Delivering as One, though recognized by all agencies and the government as the way to work in future to use the comparative advantage of each agency and maximize UN impact, has been challenging so far. This has been due to a multiplicity of factors, two of which are most frequently referenced and are closely inter-related: competition among agencies for funding in the context of limited ODA in a middle-income country, and overlapping mandates. Given its broad mandate, presence on the ground and access to funding windows, there are instances of UNDP getting involved in areas where it does not necessarily have technical competence, without engaging the relevant agencies with mandates in those areas, for example children and youth, and to some extent, environment. Another important hindering factor of ODA is the absence of a holistic approach to planning and programming exacerbated by the pressure to reflect agencies' corporate priorities in the country programming frameworks. This is reflected in past MSDF processes, where several agencies would develop their country programming processes in silos. This is also reflected in at least one joint programme implemented under the social protection portfolio – the Human Resilience project – where agencies still plan and implement actions in silos and there is a lack of synergy to maximize impact and sustainability.

Interviewed stakeholders universally agree that delinking was a necessary and positive step towards better integration and joint programming. Given the recent arrival of the new resident coordinator after a long

period without one, it is too early to gauge the real implications of this in the context of the multi-country resident coordination office. However, all respondents agree that delinking allows for a more coordinated and unified response to the country's needs, as it gives agencies an equal grounding and allows UNDP to focus its efforts and resources on development issues in the areas of its comparative advantage.

In line with the logic proposed in the theory of change, which sees the role of civil society as essential for achieving the desired change, UNDP has been cultivating partnerships with civil society, advocating the issue of human rights and basic services for the LGBTQI community, and building awareness and fighting stigma and discrimination, given the challenging environment for this group. UNDP has also partnered with parish development committees and local community organizations to carry out human security and social cohesion programmes in vulnerable communities of Northern Clarendon and West Kingston, and to strengthen local capacities and resilience. NGOs and CSOs were engaged by the development minerals project (Quarrying Association), Japan Caribbean Climate Change Partnership project (Clarendon Parish Development Committee Benevolent Society), and the disaster response project in The Bahamas (e.g. Community Organized Relief Effort, Organization for Responsible Governance, Global Emergency Relief Recovery and Reconstruction) to carry out some implementation where their mandates made them a good fit. As part of the COVID-19 response, UNDP partnered with NGOs and CSOs to provide assistance, including relief packages, to vulnerable groups (people living with HIV, transgender people, victims of gender-based violence) to help them withstand the immediate shock of the pandemic in Jamaica.<sup>118</sup>

UNDP's partnership with academia has a long history that precedes the current programme cycle. During this cycle UNDP worked with SALISES of the University of the West Indies, on a series of initiatives resulting in a number of SDG-related reports (the Leave No One Behind report and a statistical report

on SDG indicators with the Statistics Institute) and conferences (the Caribbean Action 2030 regional conference on the SDGs, the SALISES conference on 'Sustainable Futures for the Caribbean: Critical Interventions and the 2030 Agenda', the Witness Care conference with the Canadian High Commission and Ministry of Security). Currently, UNDP is partnering with the University of the West Indies on the framework of the ongoing COVID-19 Socio Economic Impact Assessment, and fostering stronger youth participation and engagement through a series of youth conferences and webinars in the context of two human development reports.

The private sector was engaged as a provider of technologies, goods and services for several projects in the environment portfolio. For example, the energy projects involved the private sector in the delivery of renewable energy and energy efficient technology, as well as the provision of energy audits in hospitals. The projects also planned to establish an energy services company to catalyse the involvement of the private sector in providing renewable energy and energy efficiency solutions to the public sector, although the energy services company in its present configuration was not approved by the Ministry of Finance and discussions continue on the matter. Similarly, early response and recovery efforts in The Bahamas included the use of MSMEs in debris clearance activities, which was also a mechanism to inject cash to stimulate the local economy impacted by Hurricane Dorian. Grants were awarded to operating MSMEs after the hurricane to enhance their viability. Training activities and support were also targeted at MSMEs and a mobile technical assistance centre was developed to help local builders implement the updated building code. The successful pledge conference in The Bahamas is an example of the private sector becoming involved with resilience and recovery efforts of the project. Both phases of the development minerals projects specifically targeted mining and quarrying companies for training, technical assistance, grants and the development of access to financial capital in order to build the sector's capacity.

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<sup>118</sup> COVID-19 – Mini-ROAR, Jamaica.

Partnerships with the private sector under the social protection and governance portfolio were more limited.<sup>119</sup> The evaluation did not encounter any evidence of partnerships with the Jamaican diaspora, despite UNDP's work on involuntary migration and deportation. An example of the challenges in fostering private sector partnerships is the Gender Seal project, where UNDP expected strong engagement of private companies in Gender Seal certification, which would generate income and sustain the project financially. However, the private sector in Jamaica was not prepared to pay fees for Gender Seal certification, and instead reportedly collaborated with UN Women, which had obtained funding from the World Bank for gender parity in the private sector, and was able to provide similar services without a fee. Overall, mobilizing resources from the private sector is challenging in Jamaica. According to government stakeholders and MCO staff, there is very little tradition of funding partnerships between the private sector, especially private foundations, and the UN.

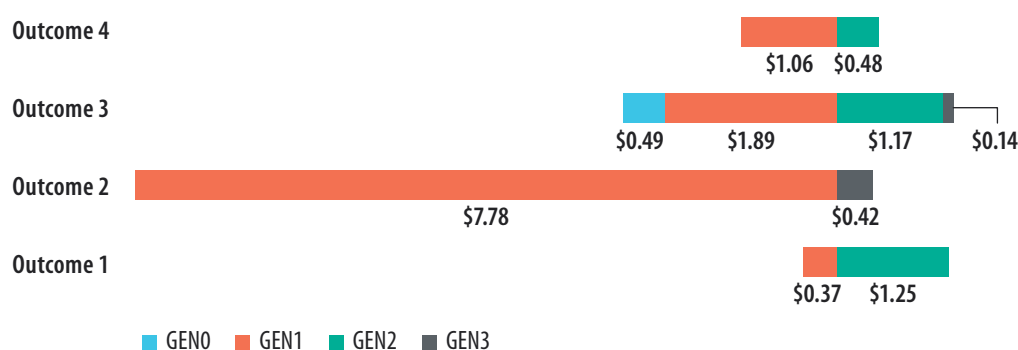
**Finding 18:** Although UNDP's programming focus shifted towards more enhanced gender equality compared to the previous cycle, the contributions of the UNDP country programme to gender equality and women's empowerment remain limited, due to the specific country context and implementation challenges.

Unlike the previous CPD, which only made passing mentions of gender, the CPD 2017-2021 specifically references working with vulnerable women and men as key populations for targeted interventions. The MCO made efforts to incorporate gender in its programmes, including developing gender-specific projects, baseline assessments to investigate gender issues, and including indicators that require gender disaggregation. The MCO has a gender equality strategy and action plan for the period 2017-2021, finalized after an assessment of the office's gender mainstreaming work. The majority of the MCO staff are women (86 percent) and the MCO is headed by a female resident representative. However, UNDP still does not have a gender specialist.

In terms of gender markers, 70 percent of total expenditure was still marked as GEN1 (expected to contribute to gender equality in a limited way only). The percentage of expenditure marked as GEN3 (where gender equality is the main objective) is very low (4.5 percent of total programme expenditure from all sources of funding), much lower than the corporate target of 15 percent in UNDP's Gender Equality Strategy 2018-2021.<sup>120</sup> Figure 7 shows the distribution of gender markers by expenditure and outcome.

Using the Gender Results Effectiveness Scale, all of the projects in the programme are at least gender-targeted,

**FIGURE 7.** Distribution of gender marker by expenditure and outcome, 2017-2020 (US\$ million)



Source: Atlas Project Data, Power BI, January 2021

<sup>119</sup> A memorandum of understanding was signed with the Private Sector Organization of Jamaica in February 2021, after the completion of this evaluation. This memorandum aims to spearhead cooperation in various areas of common interest.

<sup>120</sup> UNDP Gender Equality Strategy 2018-2021, page 19.



as they all pay attention to the number of men and women involved in project activities. For example, the Localizing SDGs and Rejuvenating Communities project aimed to target women and ensure equal participation of men and women in community development programmes and local development planning.

Some projects were designed to respond to men's and women's differential needs and achieved some gender-responsive results. UNDP supported the strengthening of civil society capacities to provide psychosocial support for people affected by crime and violence, with emphasis on women and other vulnerable groups. Gender responsive protocols, manuals and training guides were also developed. The second phase of the development minerals project targets female-owned and managed quarries and continues the work started in Phase 1 of encouraging women working in the mining sector. The UNDP MCO participated in a new regional project, 'Enabling Gender-Responsive Disaster Recovery, Climate and Environmental Resilience in the Caribbean (EnGenDER)' which started in 2019. The project seeks to further integrate gender equality and human rights-based approaches into disaster risk reduction, climate change adaptation and environmental management frameworks and interventions. It also aims to identify and address gaps in order to ensure equal access to disaster risk reduction and climate change and environment solutions for men and women, boys and girls in nine Caribbean countries, including Jamaica. No results have been reported yet, as the project is currently only in its pre-implementation phase. As part of its COVID response efforts, the MCO targeted women-owned/led enterprises, household workers, vulnerable women in rural and urban communities and women who have been affected by gender-based violence as beneficiaries of relief packages and financial support.<sup>121</sup> However, overall, there is limited evidence of transformative results towards greater gender equality, awareness and participation.

Advancing gender equality is a complex issue in Jamaica. As noted in interviews with different

stakeholders, working on gender equality requires an innovative approach, as labelling activities as gender-focused may result in implementation challenges. Interviews with stakeholders indicated that 'gender-blind' perceptions commonly exist in different work areas, including 'women and girls in Jamaica are academically successful, therefore there is no strong need for a specific gender policy'. This also applies to cross-sectoral social issues, particularly in courts, and this perception of gender-blind/neutral justice was quite prevalent among counterparts, who repeatedly reiterated that there is no room for gender-sensitive approaches to justice. Government and partners' views are very diverse on some gender-related issues.

**Finding 19:** Monitoring is mostly process-oriented at output level, and the MCO has no instruments in place and very limited human resource capacity to carry out proper monitoring and reporting of outcome-level results. The quality of the results framework is also not optimal for the proper measurement of progress towards results.

The MCO has a one-person unit in charge of M&E, whose terms of reference imply carrying out corporate monitoring as opposed to project monitoring. This in essence implies monitoring of the country programme theory of change, the contributions of projects and other activities towards the overall development results, identification of resource needs, and advising on path corrections and lessons learned. However, due to the human resource challenges of the MCO team, the M&E specialist is increasingly involved in project implementation and monitoring, often backstopping programme analysts, especially during their absence from the MCO.<sup>122</sup> Programme analysts also take part in project monitoring, and in some cases monitoring is done by project officers.<sup>123</sup> Before COVID-19, project monitoring included annual field visits (albeit without national counterparts) and participation in project steering committee meetings. Since the start of the COVID-19 pandemic, the MCO has shifted to a remote modality, with M&E exercises

<sup>121</sup> COVID-19 – Mini-ROAR, Jamaica.

<sup>122</sup> For example, the JUST projects.

<sup>123</sup> For example, Human Security Trust Fund project officer, who in addition to project implementation does project monitoring.

carried out through analysis of secondary data with limited primary research requiring site visits.

Project reporting is generally satisfactory, although the level of detail is not even across the board. Most of the reviewed project reports (annual and/or quarterly) are informative, contain risk and lesson logs, and report achievement by project indicators. Various stakeholders confirmed UNDP's keen focus on transparency and accountability requirements as one of its strengths, although some considered UNDP's project reporting requirements overwhelming. However, UNDP does not systematically measure the change in knowledge, attitudes and perceptions as a result of its interventions and does not have in place mechanisms and metrics for this type of results monitoring. There are very few project evaluations available, and several evaluations included in the MCO evaluation plan were either cancelled or delayed.<sup>124</sup>

The country programme results framework has several shortcomings that hinder proper measurement of progress towards the achievements of outputs and outcomes. Some indicators, baselines and targets are formulated in such a way that the measurement can be arbitrary, given the absence of clear and measurable metrics and the reliance on individual judgement.<sup>125</sup> In addition, some outputs are not explicitly tied to specific projects<sup>126</sup> whereas others are not exclusively linked to the outcome thematic area,<sup>127</sup> making the progress tracking challenging. Annual reporting through the ROARs is also uneven, and the ROARs do not always provide clear information that would link reported results to specific output

indicators. On some occasions, the results of ongoing initiatives would be reported in one year's ROAR, but no update would be provided in the following year's report. There are numerous results scattered throughout various reports and publications that are not always clearly linked with output indicators. The evaluation had to request additional clarifications to consolidate different reported results into a whole picture to be able to assess the achievement by output and outcome.

Overall, UNDP's monitoring and reporting is done mostly at project level and is strongly process-oriented, focusing mostly on output-level results. The review of the available documentation points out that outcome-level monitoring and reporting is weak, and this is also confirmed by stakeholder interviews. The MCO does not have monitoring instruments or regular exercises in place to monitor progress towards the achievement of the CPD outcomes. The obligatory quarterly reports to and regular meetings with the Planning Institute of Jamaica ensure a certain degree of macro monitoring, but through the lens of specific projects or activities. With the exception of one internal mid-term review of the CPD, the MCO does not carry out regular reviews of the theory of change and does not prepare regular outcome level monitoring reports.

Although the small size of the MCO is widely considered an impediment, it has an unintended advantage in that all officers are obligated to backstop and support various projects in the portfolio, and hence are able to have overall knowledge of the implementation

<sup>124</sup> The planned evaluation of the Gender Seal project was cancelled due to funding constraints; the planned evaluation of Rejuvenating Communities in mid-2019 was also cancelled, as the project was on hold for a long time and it was decided to evaluate it during its second phase. The evaluation of the IRM project, which has ended, was planned for 2018 but will be conducted in 2020, and the terms of reference are being drafted for that purpose.

<sup>125</sup> For example, indicator 1.1.3 'Extent to which migration framework is strengthened to facilitate coordination of migration services', where baseline is 'very partially' and target is 'largely'; indicator 1.1.1. 'Extent to which policy and institutional reforms increase access to social protection schemes targeting the poor and other at-risk groups', where baseline is 'proposals tabled' without specifying the type and number and the definition of 'tabled', and target is 'have evidence of effectiveness'; indicator 3.2.1. 'Extent to which comprehensive measures – plans, strategies, policies, programmes and budgets – implemented to achieve low-emission and climate resilient development objectives have been improved', where the baseline is 'very partially' and the target is 'partially'; indicator 4.1.1. 'Extent to which legal, policy and institutional frameworks are in place for conservation, sustainable use, and access and benefit sharing of natural resources, biodiversity and ecosystems', where the baseline is also 'partially' and the target is 'partially'.

<sup>126</sup> Outputs 1.2. and 1.4.

<sup>127</sup> For example, Output 1.2: 'National development plans and strategies address poverty and inequality for sustainability and risk resilience', is not exclusively linked to social protection. In addition to the IRM baseline study and the SDG Roadmap, it integrates actions related to the environment portfolio, such as the Kigali Amendment, Third National Communication to the UNFCCC and Sixth National Report for the Convention on Biological Diversity, and the baseline study on the sector under the Minerals Project, which falls under Outcomes 3 and 4.

status and challenges. However, this too is mostly focused on processes and output-level results and does not translate into a macro-level monitoring of progress and contributions to development results. On the other hand, staff availability to take on additional monitoring tasks depends on their workload and becomes challenging when the MCO engages in developing new proposals and strategic planning. The MCO is aware of these shortcomings, which are due primarily to human resource limitations. It is taking measures to mitigate them within the confines of these limitations. The M&E specialist is also aware of the quality of indicators and the associated monitoring and reporting challenges, as well as the need to strengthen the interface with national stakeholders and support their monitoring and reporting capacities. The MCO has benefited from support from the regional hub in Panama.

**Finding 20:** Despite the accumulated wealth of knowledge, lessons and practices, and the presence of a comprehensive communication strategy, the MCO does not have a specific knowledge management strategy and tools that would capture and manage the wealth of information produced. Due to its financial and human resource limitations, UNDP is missing opportunities to better manage knowledge, both internally for its own improvement and externally to further increase its visibility and enhance its strategic positioning and thought leadership.

The MCO has a communications strategy 2017-2020, designed to support the office's vision for increased demand and opportunities while generating awareness of UNDP contributions to the empowerment of lives and national resilience building.<sup>128</sup> In the framework of the strategy, the MCO carried out a number of events that increased its visibility and outreach through a diverse set of means, such as digital platforms and content subscriptions, audio and visual products, townhalls, webinars and publications. This resulted in a documented increase in audience and the number of contents users.<sup>129</sup> Since the start of the

pandemic, communication and advocacy have played an integral role in the MCO's COVID-19 response, not only in reinforcing key messages and improving awareness, but also as tools to broaden partnerships and promote behaviour change. Transition to a primarily online modality through social media platforms, traditional media, and engagement via virtual town halls and learning sessions enabled the engagement of programme beneficiaries and new audiences, thus expanding the reach of the MCO.

The review of UNDP's project portfolio indicates that UNDP generated and accumulated a significant amount of knowledge, lessons and practices that merit systematization and wider distribution. UNDP implemented a number of interesting initiatives which despite limitations and delays can serve as useful models for future up-scaling. Examples include its work in community-based climate change adaptation, sustainable financing mechanisms in natural resource management, energy services companies or private sector involvement in renewable energy, and recovery planning mechanisms for disaster risk management, social cohesion and resilience, IRMs and justice reform. However, the MCO does not have a knowledge management strategy, which would regularly capture, analyse and systematize the wealth of knowledge generated by the MCO and would be linked with the communication strategy under a more long-term and comprehensive communication and advocacy vision.

Some UNDP-supported studies and policy papers are relatively widely distributed and contribute to evidence-based decision-making processes and policy discussions. However, they often remain within the domain of the concerned institutions in specific sectors.<sup>130</sup> Other products, such as the VNR and Leave No One Behind report, or climate change reports, have wider distribution, but advocacy campaigns are still limited to a few roadshows and parish talks. The VNR and the Leave No One Behind reports are examples of a very promising model that can be

<sup>128</sup> UNDP Jamaica communications strategy 2017-2020.

<sup>129</sup> Communications report prepared for ICPE, UNDP Jamaica 2020.

<sup>130</sup> For example, the white paper on migration, deportation and the Anti-Trafficking in Persons Policy, the Minerals Policy, or position papers produced by CSOs on children in conflict with the law and barriers to accessing justice for persons with disabilities.

expanded and adapted to different settings and combined with other dissemination modalities to achieve optimal penetration.

Several stakeholders mentioned UNDP's traditional strength as a knowledge generator, referring to the impact of the UNDP human development reports in terms of launching important discussions on pertinent development issues. Although UNDP has not produced a national human development report since 2005, through its robust communication strategy it continues to spearhead discussions on human development issues pertinent to Jamaica by hosting launch events of global human development reports for different audiences.<sup>131</sup>

Lessons and practices accumulated in the course of project implementation are not systematized and consolidated in formats aimed at different audiences and purposes. According to the MCO, to a certain degree lessons learned and best practices pertaining to specific projects and activities are also captured and reported to the Planning Institute of Jamaica, as

the main government counterpart of UNDP. However, there is no evidence of more strategic 'packaging' and use of generated knowledge and know-how beyond the immediate government counterparts.

Internally, UNDP handles knowledge management better, capturing lessons and good practices from projects regularly in project reports and taking them into account when planning new interventions.<sup>132</sup> However, these knowledge generation and management processes happen spontaneously, in a natural manner, without regular systematization of knowledge, lessons, innovative experiences and practices that would enrich staff and could be used for publicity and advocacy. Given the small size of the team and strong integration of tasks and responsibilities, staff find it easy to exchange lessons and knowledge internally through daily interaction. This approach, considering severe human resource limitations, may be optimal for internal use, but undercuts UNDP's pursuit of better positioning and thought leadership.

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<sup>131</sup> Such as a community launch in Hayes Clarendon of the 2017 report, the launch with the Planning Institute of Jamaica in 2018 and a virtual launch in 2019.

<sup>132</sup> For example, UNDP identified the insufficient programmatic focus on gender equality and gender-based violence and developed interventions to address these through the Gender Seal and Spotlight projects. Likewise, lessons from the previous JCCC project and GEF Small Grants Programme were considered in the new phase of the JCCC project.

# CHAPTER 3

## CONCLUSIONS, RECOMMENDATIONS AND MANAGEMENT RESPONSE





This chapter presents the evaluation's conclusions on the MCO's performance and contributions to development results, recommendations and the management response.

### 3.1 Conclusions

**Conclusion 1:** UNDP has earned a strong reputation in Jamaica through its long history of support, transparency and accountability and in some areas, access to funding. Stakeholders consider it a reliable and trusted partner. Overall, the UNDP country programme in Jamaica aligns with the national development agenda. However, with its core resources dwindling and its human resources and technical specialization significantly reduced after the restructuring exercise in 2014, UNDP has been forced to take up interventions that may have improved its financial standing but have not always been sufficient to bolster its strategic positioning. Without adequate global and regional technical and operational support, the current MCO structure faces challenges in sustaining and optimizing UNDP's contribution.

UNDP's broad development agenda, its ability to consolidate different sectoral expertise into a comprehensive development vision, and its access to a global pool of expertise for policy analysis, development statistics, information systems and knowledge management is what differentiates it from other agencies. However, UNDP Jamaica represents a typical example of challenges faced by country offices in middle-income countries without a strong resource base. The country programme is mostly driven by demand from the government and financial considerations. Faced with existential challenges brought on by financial unsustainability and restructuring, the MCO has been forced to take up interventions that often follow government demand and/or donor priorities, but fit loosely in its own overall programme logic. UNDP's positioning and effectiveness have been hindered in some areas where it used to have advantage, such as poverty reduction, and there is a disconnect between the holistic vision spelled out in the programme theory of change and the project portfolio.

The limited financial and human resources also affect UNDP's ability to re-position itself in strategic areas,

where proactive advocacy, innovation and proposal generation is needed to enhance the MCO's financial and technical standing and its value proposition. Even with the UNDP global expert pool available and local and national partnerships fostered, the absence of seed funding and specialized in-house expertise in strategic areas results in a reduced ability to identify and address problems and quickly respond to emerging issues, sometimes leading to missed opportunities.

The MCO's current structure is the result of an office restructuring exercise in 2014, which shifted the office away from being organized around thematic areas. This structure, with limited operational capacities and an absence of specialized technical expertise, would make sense and work with strong global and regional technical and operational support. Although some regional support was provided, it was not adequate and did not help alleviate the MCO's capacity challenges. Without such support, the current structure slows down UNDP's implementation capacity, which is one of its perceived strengths, and jeopardizes the MCO's future chances to implement projects of donors and the government, who may look elsewhere for more agile and speedy implementing partners.

**Conclusion 2:** Under the governance and social protection thematic areas, considering its significantly curtailed structure and resource limitations, the MCO achieved some notable results from its work related to the SDGs, migration and anti-trafficking. So far, this work has limited scope and outreach to achieve the desired change in people's lives and wellbeing.

UNDP's achievements are to be measured in the context of the constraints faced by the MCO, which include the specific setting of a highly indebted small island developing state, with strong government leadership and strong presence of credit institutions, which jointly define the investment and development climate in the country, as well as the MCO's unique structure and capacities, and the impact of the COVID-19 pandemic over the past year.

From this perspective, notwithstanding the constraints described above, UNDP Jamaica has made potentially transformative contributions to development results through a battery of strategic policy and analytical documents related to the SDGs (Jamaica SDG Roadmap, Jamaica and The Bahamas VNRs, SDG implementation and monitoring capacities and frameworks), migration, trafficking in persons, deportation, as well as manuals and tools for improved quality of justice services. UNDP's contributions to increased access to justice, stronger social cohesion, human security and resilience have been strategic in the sense that they can serve as pilots or models for future replication and up-scaling, but without it will remain too localized and thus limited in scope for truly transformational results. Given the time required to achieve institutional and behavioural changes, it is too early to say whether UNDP's interventions have been effective in the long run. The validity of UNDP's approach, which combines upstream and downstream work by grounding policy proposals in community level interventions, will be tested if and when these actions are replicated and taken up at a larger scale by the Government of Jamaica.

**Conclusion 3:** Despite constraints, UNDP was able to contribute strategically to enhanced resilience to climate change and natural disasters while improving access to and knowledge of clean and sustainable energy, and increasing the capacity for sustainable management of natural resources and protection of biodiversity. This is particularly remarkable considering the multi-country nature of the office without multi-country funding, which is taking an additional toll on its already limited capacity.

UNDP has been able to assist Jamaica in meeting its reporting requirements under several UN conventions (including the UNFCCC, Convention on Biodiversity and Montreal Protocol), which although being small activities are strategic in that they lay the basis for the preparation of action plans and next steps. UNDP was able to demonstrate community-based climate change adaptation that addressed water, energy and food security and was able to up-scale the model through the Human Security Trust Fund. Despite having no in-country presence in The Bahamas and Turks and Caicos Islands, nor core resources, UNDP was able

to assist The Bahamas and Turks and Caicos Islands in early response and recovery efforts. Furthermore, despite major challenges and delays, UNDP was able to demonstrate renewable energy and energy efficient technologies at six hospitals to show the effectiveness of the use of sustainable energy. The MCO was also able to invest in the diversification of the mining and quarrying industry through development minerals, potentially opening the way to increased economic activity while protecting communities from negative social and environmental impacts.

**Conclusion 4:** The MCO's limited outcome level M&E, and the absence of a knowledge management strategy hampers the capacity for strategic thinking and innovation, as well as opportunities for partnership and scaling up.

The MCO has no instrument in place and very limited human resource capacity to carry out proper monitoring and reporting of outcome level results. Despite the accumulated wealth of knowledge and presence of a comprehensive communication strategy, the MCO does not have a specific knowledge management strategy or tools that would capture and manage the wealth of information produced, both for its own improvement and for further increasing its visibility. Overall, the limited outcome-level and situation monitoring and the absence of a knowledge management strategy have constrained the office's comprehensive vision and hampered its capacity for strategic thinking and innovation, as well as opportunities to facilitate scaling up by government and other partners.

**Conclusion 5:** Despite the presence of some potentially gender-responsive projects in the portfolio, the limited scope and duration and scattered activities are insufficient for making transformative changes. UNDP's modest advances in gender equality and women's empowerment are to be measured against its past record in the area, the MCO's own resource constraints, as well as the overall context, which limits work in this area.

Given the complex context for advancing the gender equality issue in Jamaica, and considering its own limitations and absence of gender-related work in the past cycle, the MCO has shown increased commitment



to gender equality and women's empowerment and has made modest but important advances, as manifested by its Gender Equality Strategy and Action Plan 2017-2021. However, the low share of funds allocated for GEN3 projects, their limited success so far, and difficulty engaging stakeholders in gender-related interventions, the closure of some promising

gender-responsive projects and the absence of a strong gender-responsive or gender-transformative pipeline indicates that UNDP has a long way to go to properly advance in this area and make a notable impact. UNDP has also not been able to sufficiently engage the expertise and resources of other UN agencies to expand outreach in this area.

## 3.2 Recommendations and management response

### RECOMMENDATION 1.



**UNDP should clearly define its multi-country approach and consider designing multi-country interventions to address common challenges faced by the countries covered by the MCO, such as vulnerability to climate change and natural disasters. This should be done with strong support from the Regional Bureau for Latin America and the Caribbean and tapping into similar experiences and lessons from other country offices and regions.**

Besides Jamaica, the MCO has only had minimal engagement in the other countries it covers, mainly due to limited funding and human resources. However, it will still be important for the MCO to define its role in a multi-country context, in order to, at least, avoid ad-hoc actions and bring clarity in terms of the resources needed and potential opportunities.

The MCO should join forces with the Regional Bureau and other offices, and tap into the available pool of knowledge and expertise to study similar examples of other offices. This would allow it to see how other offices, especially other MCOs, handle similar challenges, including multi-country coverage and addressing thematic areas such as governance, citizen security and natural disaster vulnerabilities. This should include resource mobilization, project/programme design, seeking vertical trust funds such as the GEF and Green Climate Fund, government cost-sharing, partnership building including with the private sector, innovation and knowledge management, and South-South and triangular cooperation, which are crucial for UNDP country offices in middle-income countries. For instance, social-economic recovery is urgently needed, as is support from the international community for many Caribbean countries, especially small island developing states, due to heavy indebtedness, vulnerability to climate change, and high expenditure due to the COVID-19 pandemic.<sup>133</sup> UNDP should consider its role in such recovery efforts together with other international partners. In terms of multi-country coverage, disaster risk management is an area which is critical to all countries in the MCO portfolio. The MCO helped The Bahamas and Turks and Caicos Islands to develop recovery plans after hurricanes in those countries. However, prevention, disaster preparedness and recovery planning are more effective when done prior to the natural disasters, to build resilience. Therefore, it is important for the MCO to seek ways to engage all the countries in its portfolio to do prevention, disaster preparedness and recovery planning exercises before the onset of natural disasters. Efforts should be made to advocate governments and development partners of these countries on the importance of these exercises, given their high vulnerabilities, and to seek possibilities for government cost-sharing and the establishment of a special recovery fund.

<sup>133</sup> The Caribbean Outlook: Forging a people-centered approach to sustainable development post-COVID-19 (2020). <https://www.cepal.org/es/node/52477>

**Management response: FULLY ACCEPTED**



| Key action(s)   | Time frame     | Responsible unit(s)                        | Tracking* |             |
|---|----------------|--|-----------|-------------|
|   |                |  | Comments  | Status      |
| 1.1 Facilitate discussions with Regional Bureau on Latin America and the Caribbean to define the MCO approach/interventions to address challenges faced by countries covered by the MCO | September 2021 | Programmes unit                            |           | Not started |
| 1.2 Explore opportunities to mobilize funding for multi-country interventions   | June 2022      | Programmes unit                            |           | Not started |
| 1.3 Implement the Resource Mobilization Strategy  | January 2022   | Senior management CST/Regional directorate |           | Not started |

**RECOMMENDATION 2.**



**UNDP should re-think its aggregated comparative advantage, strategic role and engagement in Jamaica and other countries it serves in light of the MCO's actual resource capacity, expertise and value added, particularly in the areas of human rights, gender equality and women's empowerment, children and youth, and migration, taking into consideration the work of other UN agencies with specific mandates in these areas.**

Considering the MCO's limited resources in general and the absence of funds for the other countries covered by the MCO in particular, the MCO needs to identify strategic areas of intervention where it can address key issues in the country context, and better capitalize on collective knowledge and lessons learned. It should also look to other agencies' strengths and resource capabilities, instead of taking up limited-impact endeavours with limited prospects of up-scaling and buy-in, even if they are financially beneficial. Guided by the MSDF and the strategic priorities of the countries under its coverage, the MCO should forge stronger partnerships with the UN country team, exploring strategic alliances with UN agencies through joint programmes where relevant, and mobilizing global and regional policy networks to offer strategic technical expertise. It should also explore ways to engage the private sector in innovative partnerships, especially in high-income countries it covers, even if this implies foregoing financial contributions initially. UNDP should further cultivate strategic alliances with international financial institutions, such as the World Bank and the Caribbean Development Bank, in the areas of social protection, environment and anti-corruption (Jamaica ranks high among Caribbean countries in the Corruption Perception Index), and explore closer links with regional bodies such as CARICOM.

◀ Recommendation 2 (cont'd)

On gender equality and women's empowerment, UNDP should try to make better use of the expertise and infrastructure of other UN agencies, and partner with the World Bank and other development agencies to fill its own capacity gaps and develop more robust and innovative gender-sensitive policy interventions in areas of gender statistics, gender-based and sexual violence, rights of minorities, migration and political participation. This should be done while working to increase awareness and tackle harmful prevalent perceptions, to contribute to incremental changes towards increased gender equality.

**Management response:** FULLY ACCEPTED



| Key action(s)   | Time frame    | Responsible unit(s)                   | Tracking* |             |
|---|---------------|---------------------------------------|-----------|-------------|
|   |               |                                       | Comments  | Status      |
| 2.1 Alignment of priority areas of the 2022-2026 CPD with the MCO's comparative advantage   | June 2021     | Programmes unit                       |           | Started     |
| 2.2 In alignment with the Common Chapter and the new MSDF, the MCO will explore opportunities for joint programming with other UN agencies in the areas of human rights, gender equality and women's empowerment, and youth development | June 2021     | Programmes unit and senior management |           | Not started |
| 2.3 Streamline programme offerings to ensure increased focus on the MCO's comparative advantage in line with capacity/expertise of the office   | December 2021 | Programmes unit                       |           | Not started |

### RECOMMENDATION 3.



**Recommendation 3:** In the areas of environment, climate change and disaster risk management, where UNDP has managed to establish its positioning, the MCO should continue policy dialogue with government partners to consolidate its achievements. It should enhance collaboration with other UNDP offices in the region to develop regional or joint interventions. The MCO should look into existing resources for its work, and identify possible partnership opportunities.

Advocacy and dialogue with government partners is important for UNDP to consolidate results achieved in Jamaica, and to strengthen its positioning and engagement in different sub-themes, such as climate change adaptation mechanisms, especially at the community level, the continued promotion of renewable energy and energy efficiency in public sector buildings, continued support to protected areas' financial sustainability through the NCTFJ, and the advancement of other development minerals (e.g. marble, rare earth minerals, semi-precious stones). As countries in the region face similar environmental challenges, the MCO should enhance its collaboration with other UNDP offices in the region, considering joint interventions which could possibly bring greater effects, and look into existing resources in this regard. For instance, UNDP Barbados and the Organization of Eastern Caribbean States worked in partnership with the Caribbean Disaster Emergency Management Agency and the International Federation of the Red Cross to support the integration of early warning systems best practices and tools at the regional level, with a tool kit (including multiple guidance instruments) available. This can be used for the MCO's work in the same areas, and similar types of collaboration opportunities may be identified.

**Management response:** FULLY ACCEPTED



| Key action(s)   | Time frame    | Responsible unit(s)                   | Tracking* |             |
|---|---------------|---------------------------------------|-----------|-------------|
|   |               |                                       | Comments  | Status      |
| 3.1 Continue dialogue with the government and other partners to build on achievements | January 2022  | Programmes unit and senior management |           | Not started |
| 3.2 Explore opportunities for non-traditional sources of funding                      | December 2021 | Programmes unit and senior management |           | Not started |

#### RECOMMENDATION 4.



Given the strong technical capacities and national ownership of the Jamaican Government, and the MCO's financial and human resource limitations, the MCO should add value by developing efficient and innovative models in localized settings, aiming to inform broader policies and plans. Downstream interventions should be designed with upstream policy work in mind to maximize the possibility of replication at the national level for greater impact.

Considering UNDP's limited funding in some areas (e.g. social protection, governance and poverty), as compared to the World Bank, USAID and the European Union, and the difficulty developing large-scale programmes with wide coverage and impacts, the most efficient way for UNDP to make meaningful contributions to development results in these areas and re-position itself as a strategic player is to model and pilot innovative and strategic solutions that can be taken up, replicated and scaled up by the government and development partners. Instead of being occupied with individual projects, UNDP should also strive to move towards a more integrated and holistic portfolio approach in areas that are aligned with national priorities and the MSDF, and where it has a comparative advantage, and mobilize resources through diverse partnerships.

Management response: **FULLY ACCEPTED**



| Key action(s)   | Time frame   | Responsible unit(s) | Tracking* |             |
|---|--------------|---------------------|-----------|-------------|
|   |              |                     | Comments  | Status      |
| 4.1 Work closely with local stakeholders (community-based organizations, NGOs, local authorities, etc.) to ensure the localization of national policy actions | January 2022 | Programmes unit     |           | Not started |
| 4.2 Continue to strengthen the policy and legislative framework of the government as required   | January 2022 | Programmes unit     |           | Not started |

## RECOMMENDATION 5.



**The MCO needs to significantly improve the quality of strategic monitoring and evaluation and knowledge management. It should also consider carrying out an in-depth analysis of its business model, including structure and capacities, strategic value, feasibility and sustainability.**

UNDP should strengthen the results framework of the next country programme with measurable indicators that are coherent with the strategic results. The MCO M&E system should provide information that underpins decision-making and political dialogue between UNDP and its partners. Therefore, the MCO needs to strengthen its M&E beyond project/output level and focus more on outcome-level monitoring, as well as planning and conducting evaluations that are strategic in nature. This could include evaluations that address programme priorities, emerging areas and potential scale-up opportunities. In small country offices with scarce human and financial resources, such as the Jamaica MCO, the capacity for analysis, research and knowledge management is particularly valuable. Therefore, UNDP should develop a robust knowledge management strategy and link it with a vigorous communication and outreach strategy to transform successful results and knowledge into strategic learning and advocacy opportunities, increase the coverage and outreach of its work, facilitate more robust and versatile partnerships, and ensure stronger permeation and uptake of lessons, practices and know-how among different segments of society. This will facilitate replicating the models developed, attract funding, strengthen its positioning and yield more transformative results.

The restructuring exercise certainly has pros and cons, and it is time to do a detailed assessment to ensure that the office structure can maximize efforts and enable the office to achieve its objectives. As DIM projects occupy the majority of the current country programme, the assessment should take this into account when assessing the financial and human resources required.

**Management response: FULLY ACCEPTED**



| Key action(s)   | Time frame    | Responsible unit(s)                          | Tracking* |               |
|---|---------------|--|-----------|---------------|
|   |               |  | Comments  | Status        |
| 5.1 Conduct outcome-level evaluations of priority areas of the 2022-2026 CPD                                | December 2024 | Monitoring and evaluation                    |           | Not initiated |
| 5.2 Develop a knowledge management and communication strategy and action plan                               | December 2021 | Monitoring and evaluation and Communications |           | Not initiated |
| 5.3 Conduct a business model analysis/functional review to determine the efficacy of the 2014 restructuring | January 2022  | Senior management                            |           | Not initiated |

\* Status of implementation is tracked electronically in the Evaluation Resource Centre database (ERC).





# Annexes



Annexes to the report (listed below) are available on the website of the Independent Evaluation Office at:  
<https://erc.undp.org/evaluation/evaluations/detail/12784>.

**Annex 1.** Terms of reference

**Annex 2.** Evaluation framework

**Annex 3.** People consulted

**Annex 4.** Documents consulted

**Annex 5.** Status of country programme outcome and output indicators

**Annex 6.** List of projects







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