United Nations Development Programme (UNDP) - Jamaica

Outcome Evaluation of UNDP's Environment and Energy Programme: A Mid-Term Perspective

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ACRONYMS AND ABREVIATIONS

CO	Country Office
CoP	Community of Practice
CP	Country Programme
CPAP	Country Programme Action Plan
DEX	Direct Execution of Projects
DFID	Department for International Development
E&E	Environment and Energy
EIA	Environmental Impact Assessment
GEF	Global Environment Facility
GoJ	Government of Jamaica
HACT	Harmonized Approach to Cash Transfers
IP	Implementing Partner
JAMR	The Jamaican Association for Mental Retardation
JCDT	Jamaica Conservation and Development Trust
MDG	Millennium Development Goals
M&EM	Ministry of Energy and Mining
MOFP	Ministry of Finance and Planning
MS	Meteorological Services
MSYC	Ministry of Sports, Youth and Culture
MTF	Medium Term Socio-Economic Policy Framework (2009-2010)
NEPA	National Environment and Planning Agency
NEX	National Execution of Projects
NGO	Non-Governmental Organisation
NPA	National Plan of Action
ODA	Official Development Assistance
PES	Payment for Environmental Services
PIOJ	Planning Institute of Jamaica
RC	Resident Coordinator
ROAR	Results Oriented Annual Report
SFFF	Strategic Flexible Funding Facility
UNCT	United Nations Country Team
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNEP	United Nations Environmental Programme
USG	UNDAF Support Group
UWI	University of the West Indies
WMU	Watershed Management Units

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EXECUTIVE SUMMARY

UNDP Jamaica commissioned a mid-term Outcome Evaluation of its Environment and Energy (E&E) programme under the 2007-2011 Country Programme cycle. The evaluation assessed UNDP's progress in achieving the outcome of improved integrated land, coastal zone, water and energy management practices. The evaluation was conducted in April 2010 and looked at the entire E&E project portfolio. The evaluator conducted a desk review of project and policy documentation; and interviewed UNDP senior management and programme staff, project coordinators and national partners from the government and NGO community.

The evaluation findings indicate that progress towards the E&E outcome is at an intermediate stage, with the potential for high levels of achievement by the end of the programming cycle. UNDP Jamaica has developed a cohesive E&E portfolio that is supportive of national policy goals and contributes to the programme outputs of strengthened policy implementation capacities, improved land management in targeted communities, and increased energy efficiency in the public sector. This reflects strategic thinking and an effective implementation approach that makes good use of limited funds by targeting core environment and energy issues.

UNDP has positioned itself strategically around environmental management, energy efficiency/security and adaptation to climate change. Presently, the E&E programme is UNDP Jamaica's largest in terms of projects and funding. Project design tends to be inclusive, combining interventions at different levels and informing policy. Several projects are expected to feed into national policies on land management, energy efficiency and security, biodiversity conservation and protected areas. There are cross-project linkages and opportunities for synergy that could raise cumulative programme impact if managed effectively.

UNDP has generated recognized contributions in capacity and policy development, partnership building, and the piloting of innovative approaches that inform policy and are replicable on a wider scale. UNDP support is critical in enabling the design of national energy policies and implementation plans, in partnership with the Ministry of Energy & Mining, towards the achievement of MDGs and Vision 2030. Energy audits and demonstration projects in hospitals and schools have generated significant cost savings and other benefits, providing an "entry point" for policy implementation. An integrated watershed management approach was successfully piloted and is now considered a model for Jamaica's 26 Watershed Management Units (WMUs). Community experiences in sustainable livelihoods and biodiversity monitoring offer insight and lessons that are relevant to the sustainable management of protected areas. Government partners have expanded contacts with other government

agencies, the private sector and NGOs through consultative processes and joint collaborations.

However, there are operational constraints and externalities that restrict opportunities for project development and resource mobilization. Core TRAC resources are modest, and funding options for E&E projects are largely dependent on GEF. Jamaica is a middle-income country and bilateral development assistance is on the decline; key donors are tending towards Caribbean area initiatives rather than country projects.

Contracting delays and slow project start-up are the main threats to programme performance and impact. Qualified environmental expertise is limited in Jamaica and the wider Caribbean area. As a result, various projects face extended contracting delays that weaken implementation and lower programme delivery. Project timelines are sometimes insufficient to achieve project objectives or contribute meaningfully to the outcome. Communication gaps with government partners have affected coordination, particularly during the project design and approval stages. Due to workload pressures and staffing constraints, there is limited capacity within the Country Office to design project proposals, provide in-depth monitoring or support knowledge management processes. The combination of factors raises the time, level of effort and transactional costs needed to develop the E&E programme on a project-by-project basis.

There are significant opportunities to consolidate pilot approaches that have been validated on the ground into templates that can be replicated and mainstreamed on a wider scale. This does not necessarily require more projects, but rather a paradigm shift towards facilitation, dissemination and knowledge management – using limited funds to catalyze wider processes and fill capacity gaps that affect policy implementation. UNDP Jamaica's management and senior government partners concur that "more can be done with less" by focusing on catalytic, high-return interventions that enable larger processes and build on current support.

The proposed creation of a Community of Practice may provide the vehicle needed to address some of these concerns. However, its magnitude should be regional – covering the Anglophone Caribbean at minimum, with access to global expertise – in order to generate economies of scale, momentum and value added. However, UNDP Jamaica will need to ensure an operational environment that can support CoP dynamics and functions.

I. INTRODUCTION

1.1 Contextual Background[1]

Jamaica is the largest English-speaking island in the Caribbean, and covers approximately 1 million hectares and a population of approximately 2.7 million. The economy is heavily reliant on the exploitation of a rich natural base as the foundation for tourism, mining, agriculture and fishing. The Jamaican economy depends to a large extent on a clean environment and its renewable resources, with tourism, agriculture, forestry and fisheries accounting for over a quarter of GDP and approximately 60% of employment. However, these economic activities are not always practiced in a manner that is sensitive to the environment - in many ways due to their unsustainable consumption and production patterns. Inadequate waste management, poor urban air quality, watershed degradation, unsustainable agricultural practices and polluted inland and coastal waters, are putting the country's resources and the economic activities they support at risk.

Jamaica has a variety of ecosystems – including coastal and marine, forests, and freshwater. These ecosystems provide a wide range of goods and services but are under pressure from human-induced activities. For example, 94% of all Jamaica's forests are disturbed and more than 20% of land within forest reserves has been impacted by human activity; 30% of mangrove forests have been lost. All major river courses receive pollutants at some point from industrial waste, sewage, silt, debris and agricultural run-off. Land use pressures resulting in environmental degradation including exacerbation of erosion and flooding, degraded and diminishing wetlands, compromised water resources and deteriorating coral reefs. Land use pressures are greatest in the coastal and urban areas. Contributing factors are related to: poor agricultural and forestry practices, human encroachment in forest reserves and protected areas, poorly managed development, urbanization, population growth in vulnerable areas, and limited availability of affordable and accessible land for low-income persons. Direct releases of pollutants to the air occur from economic activities such as bauxite and alumina mining and production

The failure to implement or enforce environmental policies has generated adverse trends that mostly affect those who are less able to address their rights – the vulnerable and poor. The effects of natural hazards such as earthquakes, tropical cyclones and high rainfall are exacerbated by social and productive factors such as unclear land tenure, poor farming practices and construction activities on steep slopes that increase vulnerability to floods, droughts and landslides.

[1] This section is based on texts drawn from *Vision 2030 Jamaica*, the UNDAF and UNDP Country Programme documents, and the evaluation Terms of Reference.

Despite these problems, Jamaica was ranked best in the Caribbean, along with the Dominican Republic and Cuba in environmental performance in the 2008 Environmental Performance Index (EPI). In this EPI, Jamaica ranked 54th out of 147 countries. Jamaica's environmental priorities are reflected in Vision 2030 Jamaica and the 2009-2012 Medium-Term Plan. These are: Sustainable use and management of environment and natural resources; energy security and efficiency; and hazard risk reduction and adaptation to climate change. The National Environment and Planning Agency (NEPA) is UNDP`s main environmental partner and is supported by the Planning Institute of Jamaica (PIOJ), the agency responsible for external cooperation. Other partners include the Meteorological Service, Forestry Department, Ministry of Energy and Mining (ME&M) and GEF Operational Focal Point.

UNDP Jamaica´s Environment & Energy programme has the aim of accelerating sustainable land management and effective governance of water resources, promoting effective adaptation to climate change, and encouraging good energy practices. Conservation and sustainable use of biodiversity is also a priority. There are presently four areas of emphasis in the E&E programme: Biodiversity and conservation; energy efficiency; climate change adaptation and mitigation; and disaster risk reduction. Projects range from small, single-issue initiatives such as improved land management practices in four schools, to large projects that support capacity and policy development. Funding is provided by UNDP's TRAC allocation and GEF in particular, [2] as well as support from the Montreal Protocol. At present, the total project portfolio exceeds US$ 8 million. The E&E team is composed by two full-time staff - a Programme Specialist and Programme Assistant, as well as a Disaster Risk Reduction Consultant on a part-time basis.

1.2 Purpose and Scope of the Evaluation

The mid-term outcome evaluation was commissioned to review the achievements made during the first half of the 2007-2011 Country Programme, to take stock of lessons learned and challenges; and to provide recommendations to guide the Environment and Energy programme during the latter half of the present Country Programme Action Plan and into the next programming cycle.

The evaluation addresses the Energy & Environmental Security outcome of "Integrated land, coastal zone, water and energy management practices improved" (outcome 3.3) and its three outputs:

- Output 3.3.1 Institutional capacity strengthened to efficiently implement policies and plans.

[2] BCPR finances the disaster risk reduction component.

- Output 3.3.2 Land, water and sanitation management strengthened in targeted communities
- Output 3.3.2 Energy efficiency in the public sector increased.

Most of the projects in the E&E portfolio are ongoing and in several cases at early or mid stages of implementation. The Terms of Reference (Annex 1) ask the evaluation to look at project relevance, effectiveness, efficiency, timeliness, linkages and partnerships, in addition to achievements and impacts to date.

The fundamental guiding questions to the evaluation were:

- Was the stated outcome achieved?
- What progress towards the outcome has been made?
- To what extent have UNDP's outputs and assistance contributed to the outcome?
- What were the contributing factors to effectiveness or ineffectiveness?

Evaluation deliverables include an evaluation inception report (presented verbally); a Power Point presentation of preliminary findings that was shared with UNDP programme staff and invited government partners; and the present draft evaluation report, which will be revised and finalized on the basis of the comments and suggestions received from UNDP and key partner agencies.

1.3 Methodological Considerations

Given the scale of the Environment and Energy programme and the ongoing status of projects, the decision was made to look at the entire portfolio rather than focus on a sample of consolidated and representative projects. This expanded the scale of the sample, yet affected the depth of project analysis.

The following projects were considered for the evaluation:

Project #	Title	Implementing Agency	Project Cycle	SOF	Total Budget
00043276	Jamaica: Second National Communication to the United Nations Framework Convention on Climate Change	Meteorological Service, Office of the Prime Minister	2005-2010	GEF	455,000
00044037	Developing Sustainable Land Management to address Land Degradation in Jamaica	Forestry Department	2005-2012	GEF	545,000

00045162	Assessment of Capacity Building Needs, Preparation of the Third National Report (CBD) and the Clearing House Mechanism	NEPA, IOJ	2008- 2009	GEF/ UNDP	243,620
00049534	Piloting Natural Resource Valuation within Environmental Impact Assessments	NEPA	2006-2011	GEF	499,750
00052655	Strengthening the operational and financial sustainability of the national Protected Area System (PPG)	NEPA	2008-2010	GEF	180,000
00052550	Integrated Watershed and Coastal Area Management Project (IWCAM)	Caribbean Environmental Health Institute, NEPA	2006-2010	GEF	5,474,970
00057637	JAM/PHA/55/PRP/24 – Preparation of an HCFC Phase Out Management Plan (HPMP)	NEPA	2009-2010	MPF	85,000
00072445	Improved Energy Efficiency & Security	UNDP	2009- 2010	TRAC	26,400
00072686 (to be awarded)	Introduction of Renewable Wave Energy Technologies for the Generation of Electric Power in Small Coastal Communities in Jamaica (PPG)	Ministry of Energy and Mining, and the Petroleum Corporation of Jamaica	2009-2010	GEF	

The evaluation approach was based on the following:

- Review of background government policy documents (Vision 2030, Medium Term Framework 2009-2012), the 2007-2011 Country Programme Action Plan, an annual ROAR report, project documents and monitoring reports. The list of documents consulted is annexed to this report.
- Interviews with key informants and stakeholder groups, including UNDP CO management and the Head of the Environment & Energy practice area; government counterparts and GEF Operational Focal Point; government and NGO implementing partners. The list of individuals interviewed is included under Annex 2.
- Presentation of preliminary findings in Power Point to CO staff and feedback from the CO management, Environment & Energy unit, government partners and programme officers.
- Elaboration of a draft Outcome Evaluation Report for review and feedback, followed by the submission of the revised and final report.

The depth of the evaluation is somewhat affected by the limited time allocated in relation to the number of projects and site visits that could have been made. Almost all contacts were interviews with implementing government and NGO partners, with little access to "downstream" project clients and other stakeholders. This omission was due entirely to time and budget constraints, and does not reflect any intentionality. A planned visit to communities in Portland parish that had participated in the Integrated Watershed and Coastal Area Management (IWCAM) project was cancelled for logistical reasons. The lack of communication with project beneficiaries weakens the comparative analysis and triangulation of inputs that is needed to systematize findings, identify trends and reach well-founded conclusions. The ongoing implementation of most projects – several of which started late - makes a definitive assessment of impact premature.

II. ACHIEVEMENT OF THE OUTCOME AND KEY PROJECT CONTRIBUTIONS

2.1 General Findings

This section assesses UNDP Jamaica's progress in achieving the E&E outcome contained in UNDP Jamaica's2007-2011 Country Programme. The assessment is based on the review of project documentation and interviews with project coordinators and government partners. One site visit was made to a UNDP-GEF Small Grants Programme project which was supported by co-financing by the CO. The project involved slope stabilization and securing arable land for organic farming, and was implemented by the Jamaica Association on Mental Retardation at their main facility.

Most E&E projects are ongoing with several at an early stage of implementation. Additional outputs and impacts are likely during the remainder of the programme cycle. The outcome evaluation initially intended to focus on a selected project sample. However, in the absence of a critical mass of consolidated projects, the entire portfolio was considered in order to assess overall progress and provide recommendations for moving forward.

UNDP Jamaica's contribution to the outcome of improved integrated land, coastal zone, water and energy management practice is at an intermediate stage, with possibilities for high levels of achievement over the next 12-18 months. Several projects have produced important outputs that contribute to the outcome: IWCAM applied an effective approach to integrated watershed management that is likely to be replicated on a wider scale. Support for Ministry of Energy & Mining in designing a

National Action Plan to implement the National energy policy and associated renewable energy policies may expand partnership and investment opportunities.

Much of this assessment is based on the perceptions of implementing partners and project documentation, with little direct observation or contact with beneficiaries. Aside from IWCAM´s impact and advances in climate change adaptation, tangible results that directly contribute to the outcome are not readily evident or documented at this stage. There is not data on which to verify outcome indicators of changes in soil erosion, endangered flora and fauna, or protected land and coastal areas.

With the exception of climate change data, quantified benchmarks and baselines for measuring change are generally not available. This makes the evaluation exercise more subjective and reliant on expressed perceptions and anecdotal evidence.

There is evidence of progress towards the three outputs that were set for the E&E outcome. In recent years UNDP Jamaica has expanded and strengthened its E&E programme, which is presently the CO's largest in projects and resources.[3] UNDP's main contributions to the outcome have been through its support for capacity development and policymaking, partnership building, awareness raising and piloting innovative approaches that inform policy and are replicable.

Figure 1

STATUS OF OUTCOME ACHIEVEMENT BY PLANNED OUTPUT

OUTCOME 3.3: INTEGRATED LAND, COASTAL ZONE, WATER AND ENERGY MANAGEMENT PRACTICES IMPROVED **OUTCOME INDICATORS:** Amount of soil eroded and number of flora and fauna under threat. Area of land and sea protected.

PLANNED OUTPUTS	ADVANCES AND IMPACTS
Institutional capacities strengthened to efficiently implement policies and plans.	• Support for the design of national energy policies and action plans • Energy audits and retrofitting of schools and hospitals raise energy efficiency, generate cost savings and inform policy • IWCAM validates an integrated watershed management model and influences NEPA's policy/programme implementation practices. • Efforts to secure support for operational and institutional strengthening for

[3] UNDP Jamaica´s entire annual programme budget averages US$ 650.000. The E&E portfolio is highly dependent on GEF funding.

	national system of protected areas
Land, water and sanitation management strengthened in targeted communities.	• Integrated watershed management practices were successfully implemented in Portland parish with the potential for replication in other watersheds. • Sustainable livelihood support and community participation in protected area management has been piloted, with potential for replication in other PAs.
Energy efficiency in the public sector increased.	• Demonstrated energy savings in pilot hospitals and schools, with potential for replication in public sector facilities. • Direct support to design of national energy efficiency policies and action plan.

2.2 Key Project Contributions

- ***Strengthened institutional capacities for policy/plan implementation***

UNDP Jamaica is playing an important supportive role in implementation mechanism of the National Energy Policy and associated renewable energy policies that are central to Jamaica's 2030 Vision and the 2009-2012 Medium Term Plan. The Thematic Working Group for Energy and Minerals, under the PIOJ´s Vision 2030, has created working groups for five supporting policies including carbon emissions trading, energy conservation and efficiency, waste to energy, bio-fuels and renewable energy. Protocols are being designed to guide energy conservation and efficiency measures for the public sector. An Energy Action Plan will be formulated to implement energy policies, monitor energy consumption and investigate renewable energy sources. UNDP support is instrumental in helping the Ministry of Energy & Mining develop policy positions and implementation strategies on key energy issues. The process applied is expected to broaden partnership and collaboration opportunities.

The *Programme in Environmental Management in Hospitals and Schools)* conducted energy audits in public hospitals and selected public schools, and demonstrated savings of 15% - 30% in energy costs and water consumption for pilot sites where retrofitting was accomplished. The programme has validated an approach to energy efficiency for public institutions that could be replicated and incorporated into the design of public facilities. This approach has been documented and may be used to implement policies. These are important contributions in a country that depends on imported oil for 90% of its energy needs, faces rising CO2 emissions, and has one of the highest energy intensity rates in Latin America and the Caribbean.

Implementing partners from the National Environment and Planning Agency (NEPA) consider that the experiences drawn from the IWCAM project have improved the institution's approach to policy and programme implementation. The project has helped NEPA in its own paradigm shift by approaching integrated watershed management with an ecosystems perspective that links conservation to a broader development context and encourages the engagement of local government, farmers groups, community organizations and schools. The government plans to apply similar integrated approaches - combining initiatives in sustainable farming, environmental governance and monitoring, waste treatment and recycling, and public awareness– to other watersheds in Jamaica, including the watershed serving the Kingston area.

UNDP projects encourage partnership building between implementing partners and other stakeholders both within and outside government. This is valued and has helped government partners with policy design and implementation. In addition to NEPA's learning experience with IWCAM, the consultations and assessments held under the *Second National Communication on Climate Change* have broadened the Meteorology Service's contacts with line ministries, NGOs and civil society organizations. This has led to an innovative awareness campaign with PANOS in which climate change information and good practices were adapted to a musical format and interpreted by recognized reggae artists. The songs and public messages have received considerable radio play. Although the *Second National Communication on Climate Change* wasn't completed in time for COP 15, the process has provided inputs into the design of a proposed national Climate Change Resilience plan that would be Jamaica's first if adopted. The *Jamaica Conservation Development Trust* (JCDT)has strengthened relations with communities surrounding the John Crow National Park through small grant awards for sustainable livelihoods and biodiversity monitoring.

UNDP´s contribution to policy implementation stands to grow over the next year as new GEF projects commence activities. *Strengthening the Operational and Financial Sustainability of the National Protected Area System* will assist NEPA and other institutions in finalizing and implementing a National Plan for the system of protected areas, and supporting the operations of existing protected areas. *Assessment of Capacity Building Needs, Preparation of the 3rd National Report (CBD) and Clearinghouse Mechanism* has documented capacity needs in the area of the preservation of indigenous knowledge, access to genetic resources and benefit sharing in order to determine Jamaica's capacity to fulfil its obligations under the CBD.

Although approved more than two years ago, *Capacity Building for Sustainable Land Management* has only now commenced implementation due to extended delays in contracting a lead consultant. The project aims to incorporate a sustainability dimension within Jamaica's first national Land Management Plan. Although a partial

extension was approved to compensate for the delays, the project may not have sufficient time to produce the planned deliverables.

- ***Improved practices in integrated land, water and coastal area management***

IWCAM has demonstrated effective watershed management practices that build local capacity and apply ecosystem principles. An integrated approach was piloted in the parish of Portland, reaching over 7,000 households. There were initiatives in training and infrastructure support for solid waste management, environmental monitoring, community clean-ups, awards for community and school sanitation, improved farming techniques, waste recycling, and the creation of a Stakeholders Group with planning and oversight functions. An Environment Centre will be created to offer information on IWCAM initiatives and sustain activity after the project has finished. It is too early to measure environmental changes that can be attributed to the project. However, the process is valued: Government partners at NEPA and PIOJ consider the IWCAM experience provides a working model for Jamaica's 23 watersheds.

Small grant support has helped the *Jamaica Conservation and Development Trust* introduce agro-forestry, organic coffee cultivation and other income generating activities in rural communities near the Blue and John Crow national park. These initiatives have lowered the threat of biodiversity loss from logging within the protected area, while encouraging local "buy in" to conservation goals. This type of approach could be applied to other Protected Areas as well, and incorporated within their management plans. A GEF-SGP award for the *Jamaica Association on Mental Retardation* has enabled the Kingston facility to meet part of its food needs by stabilizing slopes with used tyres placed along contour lines, protecting arable land down slope and increasing agriculture land through terracing and composting techniques. Initial attempts to sell aromatic herbs were successful but business training is needed, as well as drip irrigation to offset seasonal drought.

Capacity Building for Sustainable Land Management will support small demonstration projects on sustainable land use and rehabilitation of degraded mining sites. These will inform the design of a national Land Management Plan, with chances for replication on a wider scale. Although the implementation of *Incorporating Natural Resource Tools into Environmental Impact Assessment Procedures (NRV)* has been stalled by delays, it is expected to strengthen NEPA's capacity for making informed decisions on licensing and permit applications. It could also provide inputs for future carbon emissions and PES (payment for environmental service) initiatives that are under consideration.

- ***Energy efficiency in the public sector***

The project *Environmental Management in Hospitals and Schools* conducted energy audits in 22 public hospitals and 8 public schools; following which solar water heating systems were installed in 3 hospitals. Project activities demonstrated savings of 25% - 30% in energy costs for hospitals and 10% to 15% savings in water consumption. According to a tripartite review report, the project exceeded its objectives and raised public interest in solar energy. It has generated a "win-win" situation where government benefits from a lower fuel bill and saves foreign exchange; hospital and school staff benefit from a better working environment and the possibility to use cost savings for other improvements; and utility companies benefit from lower peak demand. The planned installation of renewable energy systems in 22 hospitals could generate eligibility for carbon credits according to project reports. However, the costs are significant and the financing mechanism has not been determined.

The *Terminal Phase Out Management Plan,* implemented with the National Ozone Commission, is considered a UNDP success story. Twenty-two institutions were awarded for replacing or retrofitting CFC refrigeration equipment. The project has encouraged reduced use of CFCs, and the Management Plan is expected to completely phase out CFCs in Jamaica. As of this year no new imports of CFCs are allowed into the country, in compliance with control measures set by the Montreal Protocol.

III. ANALYSIS OF CONTRIBUTING FACTORS

3.1 Design and Relevance

UNDP Jamaica faces challenges that do not offer the best conditions for developing a robust project portfolio. UNDP's core programme budget is small and it does not manage government cost-sharing funds. Bilateral financing is declining and several donors tend towards Caribbean programmes that address common regional needs of small island states, rather than individual country projects. UNDP does not have many environmental funding options outside of GEF, and support is often channelled through regional projects that must be adapted to national contexts. There are recurrent and sometimes extensive delays in recruiting specialized environmental expertise nationally; in several cases this has affected project implementation. The CO is presently completing a transition from an earlier phase that was less focused programmatically and had fewer projects, lower delivery and perhaps less relevance as well. The policy directives of Jamaica Vision 2030 and the 2009-2012 Medium Term

Framework were not available when the UNDAF and UNDP Country Programmes were designed.

In spite of these limitations, UNDP is articulating a cohesive set of projects that address recognized environment and energy priorities in line with Vision 2030. Several projects combine demonstration activities with capacity building and policy support; there are potential linkages and synergies that can raise general programme impact. Project design and implementation tend to be inclusive. Several implementing partners have widened their partnership networks by participating in UNDP and GEF-supported projects. Several projects make use of UNDP´s comparative advantages in filling policy gaps and supporting pilot interventions that lead to larger processes.

> *"UNDP resources are modest but strategically placed. We are fairly comfortable with UNDP´s strategic position."*
>
> *- A senior PIOJ official*

UNDP´s E&E outcome is aligned to the national development objective of energy security and efficiency. Annual project reviews are held with the Planning Institute of Jamaica; the feedback received from PIOJ indicates that UNDP support is relevant and sometimes very relevant to national needs. As is often the case, UNDP Jamaica is considered a trusted and flexible partner by the government. UNDP's resources are modest yet strategically placed; how they are used is important as most technical assistance available to GoJ is funded by multilateral loan agreements. One of its most appreciated contributions is not a project but a flexible funding mechanism (jointly financed with DFID) that offers quick support and has been useful in moving energy policy forward.

Projects that support sustainable land use, ecosystems management and biodiversity conservation are very relevant for a country that relies on its natural resource base for tourism, mining, agriculture and fishing; and is vulnerable to natural disasters. Jamaica has had one of highest deforestation rates in the world and tended to to focus environmental efforts on coastal tourism zones that are essential to the national economy.

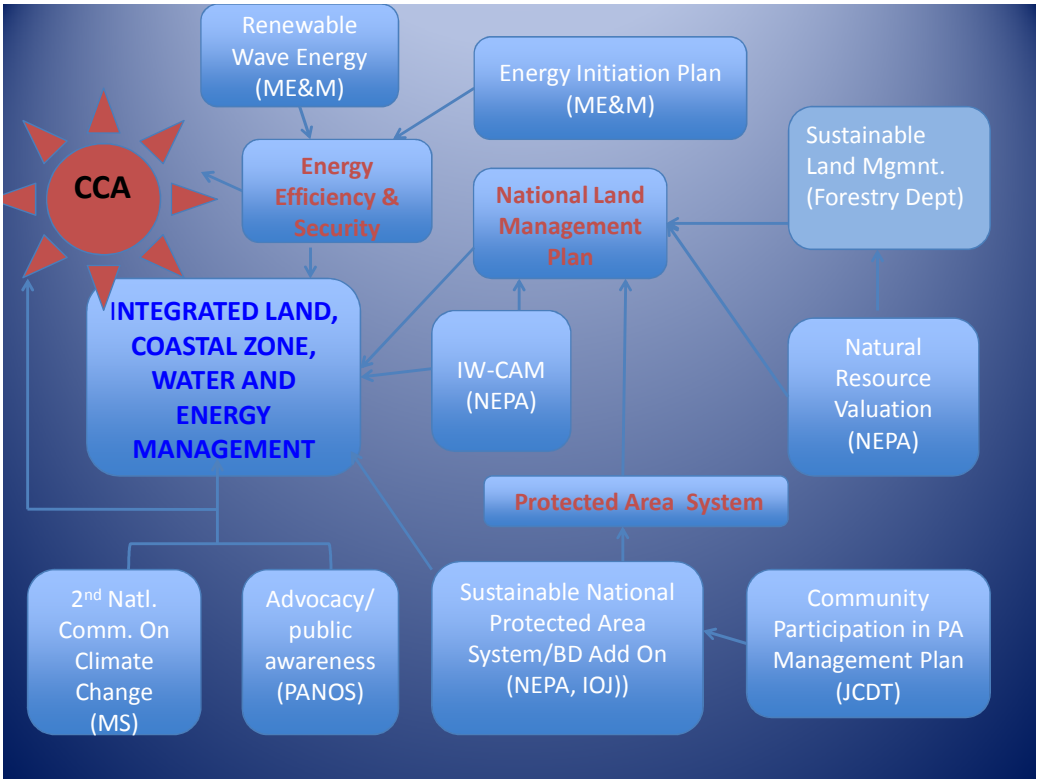
UNDP´s support for energy policy design and implementation planning is recognized and very relevant in view of high energy costs and Jamaica's reliance on imported oil for over 90% of its energy needs. In 2005 fuel imports represented 49% of Jamaica's total import costs, absorbing foreign exchange equivalent to 82% of all merchandise export earnings. According to the 2009-2012 Medium Term Plan, this has become a "serious situation that could have negative effects on the economy and disposable income." [4]

[4] Government of Jamaica *Medium Term Socio-Economic Policy Framework2009-2012*, p. 56

Various E&E projects are complementary and linked to broader policy goals (see Figure 2 below): JCDT´s experiences in sustainable resource use and community involvement in forest management within the Blue and John Crow national park offers inputs for the operational sustainability of protected areas, which is the focus of a new GEF project. The *Biodiversity Add-On* project is documenting indigenous knowledge and biodiversity management needs to guide the formulation of a comprehensive capacity development programme. These projects have linkages with the GEF sustainable land management project that will feed into a proposed national plan. IWCAM validated an integrated model that will be replicated in other watersheds. IWCAM's experiences in Portland offer insight and good practices that can guide sustainable land management in parishes and rural communities. Several projects (including IWCAM) support climate change goals through energy policy, ecosystems management and stakeholder consultations. The assessments and consultations held for the *Second National Communication on Climate Change* project are being used to draft a national Climate Change Resilience plan that would be Jamaica's first. [5]

Figure 2

POTENTIAL PROJECT - POLICY – OUTCOME LINKAGES



[5] *Progress towards the Achievement of Internationally Agreed Development Goals, including Milennium Development Goals (MDGs),* Ministry of Foreign Affairs & Trade, 2009

Unfortunately, the implementation timelines of the E&E projects are not synchronized, which results in missed opportunities for project collaboration. This is partly inevitable since UNDP depends on external funding that often arrives through regional projects it has limited control over. The variance in project timelines and recurrence of implementation delays makes it difficult to achieve project synergies and raise overall impact. Some projects were given insufficient time to achieve the planned objectives, a situation that is often made worse by recruitment or procurement delays.

UNDP programme staff and GoJ partners often lack time, resources and communication to make full use of project synergies and document the knowledge generated. This remains a challenge and opportunity that UNDP Jamaica should consider as it enters the final phase of the programme cycle. NEPA´s role as implementing agency for a number of projects could help linkages and collaboration between the different initiatives. The Ministry of Energy & Mining should also be in a position to link elements of interest from its projects.

3.2 Partnership and Coordination Arrangements

UNDP´s relations with GoJ and other national E&E stakeholders are focused on projects and considered positive. Respondents generally perceive UNDP as a responsive and accessible partner – qualities that compensate for its limited funds. However, providing access to GEF funds is also a recognized strength, as is UNDP's overall flexibility. More than one respondent described UNDP as the most accessible of donor agencies.

Aside from UNDP's relationship with the Planning Institute of Jamaica (PIOJ), which is its main counterpart, there are established project relations with the National Environment & Planning Institute (NEPA) which implements over half the E&E projects using the NEX modality. NEPA is considered an effective implementing partner; its regulatory and coordination mandate opens access to other stakeholders, and there is institutional memory and project implementation experience. UNDP has also developed a programme niche in energy efficiency and security that has strengthening relations with the Ministry of Energy & Mining (ME&M).

> *"UNDP is a standard, the one you think of first. In terms of UN agencies, UNDP operates on a more regular basis and has comparative advantages at the national level."*
>
> - *PIOJ official*

To coordinate the implementation of Vision 2030 Jamaica and other development activities, PIOJ has organized Thematic Working Groups with government agencies, donors and other participants. There is a working group on Hazard Risk Reduction and Adaptation to Climate Change (HRRACC) which is co-chaired by the Meteorological

Service and the Office of Disaster Preparedness and Emergency Management (ODPEM) and another working group on Energy and Mining, chaired by the Ministry of Energy and Mining. PIOJ provides secretariat support for al TWG's. The TWG on Environment and Natural Resources Management has not yet been formed. During the evaluation there was no indication that the working groups had much effect on UNDP's work, although UNDP has attended and actively participated in all the TWG meetings held so far.

Partnership building is an important additionality of UNDP support. In several cases, national implementing agencies have expanded their partner networks through UNDP and GEF projects. The IWCAM project has helped NEPA develop a new approach to working with government agencies, local government and community organizations. ME&M has collaborated with utility companies, the Jamaica Petroleum Corporation, and the private sector on energy audits and policy development. It is now designing five core policy areas with UNDP assistance that will lead to new partnership opportunities. The Meteorological Service strengthened contacts with the Cabinet of Ministers and line agencies while preparing the *Second National Communication on Climate Change*, and in particular was engaged with senior decisions-makers in the preparations for COP 15 in Copenhagen. Also, for the first time, the Meteorological Service worked directly with an NGO on climate change. These examples are representative of the inclusive design and implementation arrangements that encourage and support partnership building, and are often found in UNDP projects.

The limited number of resident agencies and international organizations affects partnership with donors and UN agencies. Many have responsibilities for the wider Caribbean area and many projects are implemented regionally. As a middle-income country, Jamaica's bilateral aid is declining and technical assistance is often financed under multilateral loans. UNDP Jamaica's ability to build partnerships with donors is influenced by this situation. However, the CO has met its resource mobilization targets in the past years.

These factors encourage low levels of agency collaboration. The only example encountered was UNEP´s role in the I*WCAM* project.[6]The minutes of recent UNCT meetings do not dwell on inter-agency collaboration or joint implementation, and outside of the UNDAF exercise there seems to be little discussion or information sharing on programme matters. UNDP Jamaica relies on GEF as the funding source for its environment and energy projects: 8 of 11 projects are GEF financed, in some cases with TRAC contributions.

[6] UNDP co-finances the Flexible Funding Mechanism with DFID, and collaboration is being sought for disaster reduction projects.

UNDP Jamaica recently decided to withdraw from hosting GEF-SGP due to differing views over its role and responsibilities, and its division of labor with UNOPS service. The SGP was recently moved to a National Host Institution (NHI), the Environmental Foundation of Jamaica (EFJ), an NGO that sits on the National Steering Committee. There is some concern among government partners about having to coordinate by "long distance" with UNOPS in New York, and regarding EFJ´s capacity to provide the management support that is needed.

Within UNDP there are few incentives for programmes to work together on common initiatives. However, the E&E programme plans to create a virtual Community of Practice (CoP) based on the CoP that was recently started by the governance programme. In most cases, however, internal collaboration is *ad hoc* and influenced more by personal initiative than office practice. Each thematic programme within UNDP has its own budget and performance targets; this does not encourage cooperation with other programmes, according to staff. There are missed opportunities for joint programming and implementation, and knowledge management. Interestingly, the ATLAS financial management system is also considered to discourage cross-programme collaboration by focusing on individual project and unit performance.

Several government partners had critical observations to make about communications with UNDP. Communication gaps have happened, mostly during the project design and approval stages when implementing partners are not consulted or informed on decisions or other issues affecting their projects. PIOJ would like more interaction with UNDP when consulting with stakeholders during project design, to ensure that resources are allocated in a focused and effective manner. It is acknowledged that there are also communication gaps from the government side, while other communication problems are caused by slow communications or response within UNDP's organizational structure. PIOJ participates in annual UNDP performance reviews and is invited to project board meetings. However, communication issues were raised too often by GoJ partners to be passed over and should be looked into.

3.3 Effectiveness

In recent years UNDP Jamaica has positioned itself strategically around selected environment and energy themes, and is recognized for the support it provides. It has taken steps to align its E&E programme more closely to national policy. The CO has applied an effective implementation approach that makes good use of limited funds by targeting core energy efficiency, ecosystem management and climate change issues, with different levels of intervention. The E&E programme is managed effectively by a Programme Specialist with recognized academic and professional credentials in environment, bringing substance to the programme.

As a result (and despite delays) there is momentum both on the ground – demonstrating new practices that inform policy, as with IWCAM and the public *energy audits* – and at more up-stream levels with policy support for energy security and efficiency, land management, biodiversity conservation and the protected area system. As mentioned, there are project linkages that support common themes and objectives that could raise cumulative programme impact.

> *"We have a smart working relationship with UNDP. They are responsive."*
>
> *"UNDP has been very helpful in resource mobilization."*
>
> *"The Strategic Flexible Funding Facility is very useful and we are lobbying to have it replenished."*
>
> - *Government partners*

Effectiveness in project implementation varies. A general trend seems to combine effective technical delivery with contracting and other administrative delays, and uneven efficiency. There are few examples of unsatisfactory technical deliverables, i.e. some of the technical reports produced by the *Biodiversity Add-On* project. Several projects have benefited from implementation approaches and methodologies that demonstrate good practices and new ways of working with other institutions. According to government partners, the HCFC *Terminal Phase-Out Management Plan* is an "exemplary" project in terms of its implementation and the results achieved. *IWCAM* demonstrated an ecosystems approach to watershed management that engaged government agencies, community groups and local development processes. NEPA would like to develop this approach into a template that can be replicated in other watersheds. IWCAM is considered to have influenced NEPA's approach to working with government agencies and local institutions. The energy audits and pilot projects conducted under the *Environmental Management in Hospitals and Schools* project effectively demonstrated improvements in energy efficiency, with significant financial savings for the institution (and ultimately the government) and less excess demand on the utility companies. According to project reports, this experience will feed into the formulation of energy policy implementation plans. The soil conservation/organic agriculture grant implemented by the *Jamaica Association for the Mentally Retarded* was very successful and has had considerable exposure over time.

The *Strategic Flexible Funding Facility* (managed by UNDP and PIOJ with DFID co-financing) is an important tool that enables UNDP to respond rapidly to emerging needs and opportunities, and apply adaptive management within its programmes. The funding mechanism is highly appreciated by government partners and is being used to develop policies and action plans under the CO´s *Energy Initiation Plan.*

There are also disabling factors that affect programme implementation and management. These include the communication gaps described earlier, extended contracting delays and slow procurement, and limited flexibility to adjust funding

priorities within the GEF Regional Allocation Framework (RAF) after approval. Government focal points cannot adjust priorities that are determined at the start of the 4-year funding cycle. In several cases, project timelines are too short to achieve the planned objectives (i.e. *Biodiversity Add-On* and *Capacity Building for Sustainable Land Management*).

3.4 Efficiency

Efficiency is the weak element of an otherwise strong E&E programme and represents the greatest threat to project impact and sustainability - and therefore to the achievement of the outcome.[7] Almost all projects have experienced delays and/or administrative inefficiency is some form. In more cases this has lowered partner expectations and could lower impact as well (i.e. *Capacity Building for Sustainable Land Management*). The combination of inconsistent project timelines and implementation delays limit UNDP´s ability to build project linkages and encourage synergy. The communication gaps that several government partners perceive (described above) may affect efficiency as well.

Efficiency problems are often influenced by systemic constraints or externalities that are outside the CO´s control. Almost all E&E projects are implemented by national partners under the NEX modality. However, UNDP provides contracting and procurement services in most cases, in lieu of financial advances. Performance is affected by staff workloads, slow administrative processes and the large volume of applications that must be processed for project positions. Some implementing partners have pointed out that the Harmonized Approach to Cash Transfers (HACT), which combines payment requests and reporting under a common format, has led to payment delays due to compatibility problems with ATLAS. The dependency on GEF or other non-core funding sources also affects UNDP Jamaica's control over its own programme. In the case of the Montreal Protocol, the existence of several implementing agencies without a central location has led to coordination difficulties for NEPA that UNDP has alleviated in its intermediary role.

> *"Project start was significantly delayed due to recruitment challenges".*
>
> *"The Government of Jamaica and NEPA procurement processes are time consuming and allowances must be made."*
>
> *"BD and CH Timeframes appear to be too tight and long lead time required in procurement and approval from NEPA will add to concerns. The project was designed for twelve (12) months and implementation in ten (10) is targeted..."*
>
> - *PIR Report for "Biodiversity Enabling Activities and Add Ons", 7/2009*

[7] This assessment is based on findings at the project level. UNDP Jamaica has achieved satisfactory scorecard ratings in management efficiency, measured as the ratio of management costs to expenditures.

Few projects seem immune from contracting delays – a recurrent problem due to limited availability of qualified environmental expertise - and other administrative problems. The commencement of the *Capacity Building for Sustainable Land Management* project has been delayed for more than two years since its approval in January 2008 due to successive delays and problems in recruiting a lead consultant.

The project has not held an inception workshop, and the time extension granted by the regional GEF project does not fully compensate for the delays. About half a year of implementation has been lost from the original 3-year timeframe. This seems insufficient to achieve the planned outcomes of policy mainstreaming, strengthened capacities, effective management and adaptive learning. Opportunities are being missed to demonstrate land rehabilitation processes with stakeholder participation, and in particular, to synchronize project implementation with the design of a national land management plan (led by the Ministry of Local Government).

> *"[The delay] has stretched this project thin."*
>
> *"UNDP has been generally responsive. We´ve had some lapses but these were due to the inefficiency of the system."*
>
> *- Government implementing partners*

There has also been the untimely application of the required Capacity Assessment for implementing agencies, which is required by UNDP. This was requested after project approval and requires access to confidential executive committee minutes and personnel files that the Forestry Department is unwilling to divulge. This has delayed the capacity clearance by several months. In the interest of moving the project forward UNDP has since waived the request for files considered confidential by the IP, but has requested instead proof of certain procedures including the regular staging of minuted management meetings. Delays happen on both sides, and slow GoJ procurement services have affected the implementation of the *Biodiversity Add On* project.

Under these conditions, implementation can become slow and disjointed. *Strengthening the Operational and Financial Sustainability of the National Protected Area System* was supposed to be implemented from September 2008 to January 2010. Because of recruitment delays, the project's commencement was delayed until the second quarter of 2009. By the end of 2009 only 30% of the budget had been spent, and an extension was requested. Delays in obtaining clearance from the National Protected Areas Committee on ToRs for consultant posts have also held up implementation. The *Biodiversity Add on* project was signed in May 2008; the project coordinator arrived in April 2009 and the project work plan was revised. Project activities commenced several months later, and a 6-month project extension was

approved until January 2010. However, it is unlikely that the project will be able to spend its budget during this period.

The *Second National Communication on Climate Change* faced delays in identifying and hiring project consultants. The delayed recruitment of a mitigation expert led to delays in the analysis of mitigation options and preparing the final report; as a result the project had to be extended. The energy audits under the *Programme in Environmental Management in Hospitals and Schools* were carried out "…over an extended period (given the scope and a number of constraints encountered)"; a lot of effort went into understanding how the facilities operated and how these affected energy use.[8] The *Natural Resource Valuation* project was scheduled to begin implementation in September 2008, but had only spent 1.3% of a budget exceeding US$ 500,000 one year later. It went through a long recruitment process for the environmental economics specialist due to the limited expertise available. IWCAM experienced delays in the procurement and installation of stream flow monitoring stations.

Implementation delays affect programme performance and financial delivery. Between 2007-2009, total annual E&E expenditures were below allocated budgets with unspent balances of US$ 946,000 (2007), US$ 634,000 (2008) and US$ 1,083,000 (2009).[9] Between 2008 and 2009, the E&E programme absorbed the largest share of the total programme budget - 33% and 55% - with annual delivery rates of 64% and 68% respectively (figure 3). Other programme areas experienced medium-to-low delivery levels as well during this period. Several E&E projects have been able to accelerate implementation and recuperate delivery levels, albeit with possible trade-offs in the quality and depth of implementation.

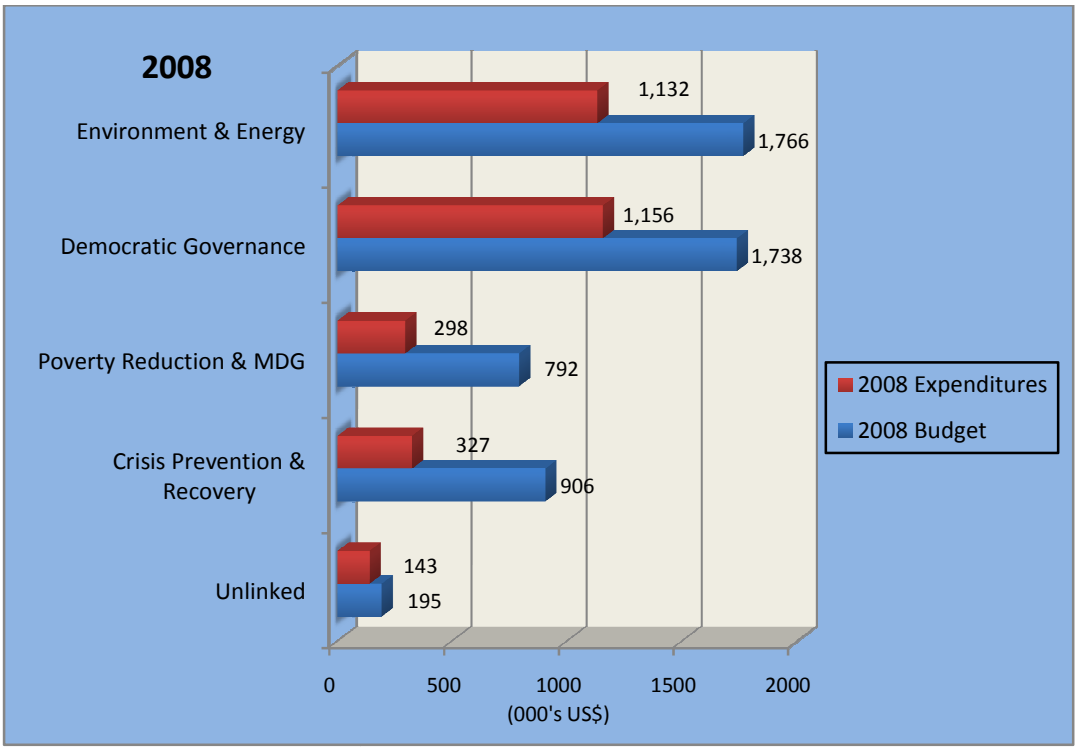
It is likely that delivery will improve once all of the projects teams have been recruited and are working; in recent years UNDP Jamaica has raised general delivery and resource mobilization levels. However, the difficulties in finding environmental expertise underscore a deeper capacity problem that affects implementation across the Caribbean and needs to be addressed at a regional level.

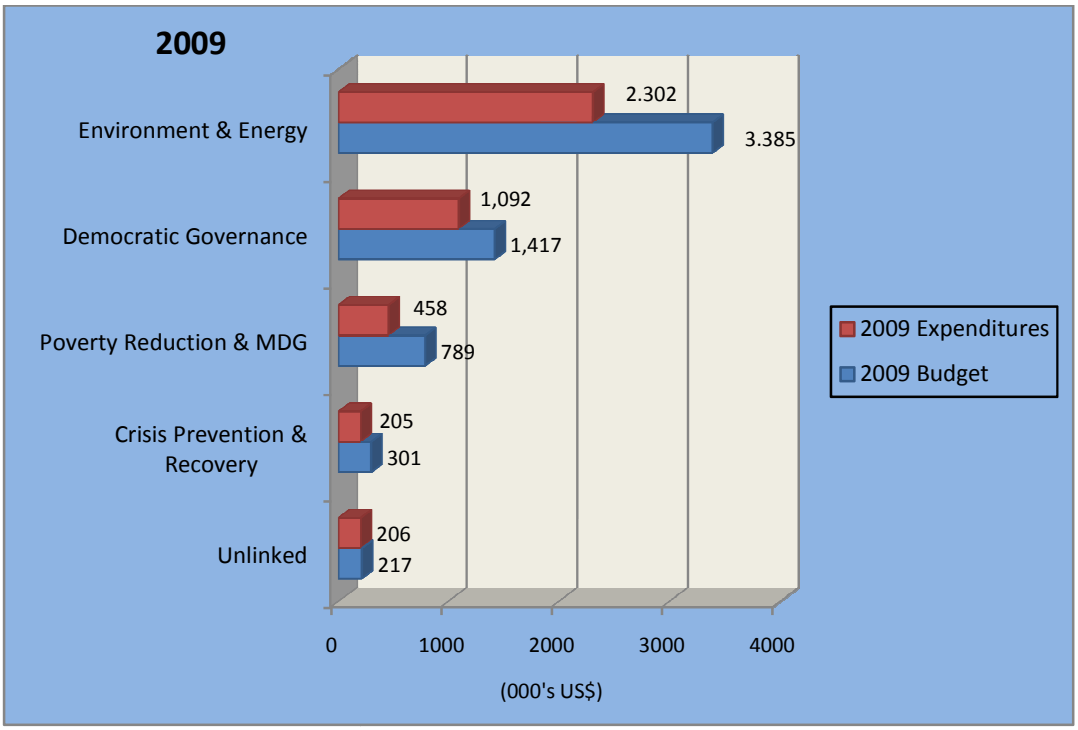
[8] *Tripartite Review Report*, January 2009

[9] *Executive Snapshot V. 4.5: Programme Overview – RBLAC/Jamaica. The E&E data includes disaster risk management projects.*

Figure 3

DISTRIBUTION AND DELIVERY OF PROGRAMME FUNDS BY THEMATIC AREA: 2008 – 2009





3.5 Monitoring and Evaluation

Monitoring practices are conducted according to UNDP and GEF guidelines. Yearly project monitoring and bi-annual financial reports are issued, and Annual Reviews are held each year with the PIOJ to assess progress and discuss issues affecting implementation. Project boards are being organized to allow for broader stakeholder representation, replacing the earlier Tripartite Review meetings. According to senior UNDP managers, the mid-term evaluation of the Country Programme is being approached through thematic outcome evaluations (the E&E evaluation being the first of a series). Several project evaluations are likely to be postponed due to delays in commencing implementation.

The Environment & Energy programme is responsive and maintains regular contact with project partners. However, there is no internal monitoring budget and site monitoring visits depend on project funds. The combination of heavy workloads, limited staff and resources does not allow for more in-depth M&E. However, GoJ and NGO partners consider UNDP monitoring satisfactory; no critical observations were made during the evaluation.

> *"Results-oriented monitoring and evaluation and best practices will support programme planning and implementation. "*
>
> *- UNDP Country Programme Action Plan for Jamaica 2007-2011*

The Country Programme Action Plan calls for results-based management, in-depth evaluations and documentation of best practices. However, actual monitoring practices remain project-centred and focused on delivery. Annual project work plans and results matrixes include baselines and measurable indicators, yet tend to be activity-specific without a clear link to the broader E&E programme and outcome. While the approach used is effective for tracking activities and expenditures for individual projects (as enabled by ATLAS), the monitoring approach is somewhat minimalistic and does not analyze or aggregate project findings at a programmatic scale.

The indicators associated to the E&E outcome and outputs are highly detailed and quantifiable. However there is not data to support outcome indicators such as changes in soil erosion, endangered flora and fauna, or protected land and coastal areas. The absence of measurable benchmarks makes the evaluation exercise more subjective, qualitative and dependent on stakeholder perceptions and anecdotal evidence. The mechanisms and resources needed to verify the indicators are not available. A recent UNDAF working group discussion questioned the relevance and utility of the outcome's indicators as a means for verification. [10]

[10] *Minutes of the UNDAF Review Outcome 3 Working Group: Environment and Poverty – 2/18/2010*, p.2

The established *modus operandi* does not contribute in any significant manner to knowledge management, nor does it assist reflection and adaptive management at a programme level. This could affect UNDP Jamaica's ability to document case studies, strengthen project linkages or disseminate innovative approaches. These are systemic problems that the CO has limited control over. UNDP Jamaica has limited opportunities to influence monitoring and evaluation practices aside from allocating additional (and probably unavailable) resources for a more in-depth approach.

3.6 Sustainability

It is too early to assess the sustainability of processes or outputs that in most cases are at an early stage of gestation. The availability of funds to sustain processes beyond the project term is also uncertain at this juncture. However, a significant share of the E&E portfolio appears to have good sustainability perspectives due to the combination of good design, relevance to national priorities, and clear policy linkages.

These include a critical mass of E&E initiatives. The *IWCAM* project has demonstrated watershed management practices on the ground with high levels of stakeholder engagement, validating an approach that NEPA plans to replicate on a wider scale. As noted in a UNDP report, "…the greatest achievements have been in the way of life of the Watershed as community members are no longer willing to turn a blind eye to negative practices: they are willing to approach polluters and to report environmental breaches. Farmers who have been implementing negative practices in ignorance are willing to change…they have seen the link between their practices and the impact on the Watershed." [11] A survey conducted at a Governance and Stakeholder Analysis seminar revealed that 98% of participating GoJ representatives were committed to continue working in an integrated manner. A Memorandum of Understanding was signed in March 2010 among government agencies to apply the IWCAM model in future initiatives.

The wider application of energy audits and demonstration projects that were piloted under the *Programme in Environmental Management in Hospitals and Schools* will require further investment and policy guidance. However, the conditions for sustainability are present: The project demonstrated energy and water savings valued at US$ 1.35 million for 22 hospitals, with an overall payback of 1.1 years and a 91% return on investment.[12] The tangible benefits resulting from the energy audits and use of solar technology offers an entry point for implementing energy efficiency and security policies that are being designed with UNDP support. The activities conducted during the pilot phase of *Strengthening the Operational and Financial Sustainability of the National Protected Area System* will provide the basis for the design of a Full Sized

[11] Success Story Questionnaire: Annual Report 2009
[12] Tripartite Review Report

Project for the institutionalisation and strengthening of the protected area system plan (including finalisation of the master plan for a National System of Protected Areas).

Sustainability can also be reinforced through project linkages: The methods developed for *Incorporating Natural Resource Valuation Tools into Environmental Impact Assessments* will be applied in environmental assessments for three Protected Areas.

The *Preparation of an HCFC Phase-Out Management Plan* outlines activities required of NEPA and other government agencies to meet the phase-out targets. These will be implemented with support from the multilateral fund for the implementation of the Montreal Protocol. Imports of CFCs are not allowed into Jamaica as of this year, in compliance with the Montreal Protocol. Market forces may also contribute to the achievement of phase-out targets through the increased importation of non-CFC equipment from the United States and EU. The consultations and outreach activities for the *Second National Communication on Climate Change* are being used to design a national plan for Climate Change Resilience that is highlighted in Jamaica's 2009 MDG report.

IV. CONCLUSIONS AND LESSONS LEARNED

UNDP Jamaica has developed a cohesive and relevant environment and energy project portfolio that combines interventions at different levels and informs policy.

UNDP is at an intermediate stage of its programme cycle and a definitive assessment of overall impact or outcome achievement is premature. Project implementation is behind schedule in a number of cases due to contracting delays and other setbacks. However, UNDP is strategically positioning itself around very relevant environment and energy themes, and is a recognized player for the support it provides. The Country Office management and E&E programme unit are applying an implementation approach that makes good use of limited funds by targeting core energy efficiency, environmental management and climate change issues with a combination of field and policy-level support. A meeting was held with PIOJ and a document prepared to align UNDP's environment and energy support to Jamaica's 2030 Vision and Medium Term Framework plan. UNDP's technical support is valued by the GoJ, which faces declining bilateral support and increasingly finances technical assistance under multilateral loan agreements.

UNDP´s main contributions are in capacity building and policy development, partnership building, and innovative pilot initiatives that are relevant, inform policy and are replicable on a wider scale.

These include outputs and processes that broaden collaboration on energy security and efficiency, environmental management and climate change adaptation, with potential policy impacts. UNDP support is key in enabling the Ministry of Energy & Mining to design policies and action plans in five core energy themes. Energy audits and retrofitting in hospitals and schools have demonstrated considerable savings and other benefits that provide an entry point for implementing public sector energy efficiency policies. An integrated watershed management approach was successfully piloted in Portland parish and is now considered a model for Jamaica's 26 watersheds.

Rural communities have been engaged in sustainable farming and protected area management through a participatory process that could be applied to other reserves; though small in scale, the experience has lessons for sustainable protected area management. Government partners expanded contacts with other government agencies, the private sector and NGOs through consultative processes and joint collaboration. Several projects are expected to feed into the design of national policies on land management, energy efficiency, biodiversity conservation and management of protected areas. Despite limited resources and project delays, UNDP is in a position to contribute substantively to the outcome of improved integrated land, coastal zone, energy and water management practices, by the end of the programme cycle.

Within the environment and energy programme there are cross-project linkages that can be exploited to raise the scale and depth of impact.

Several projects are linked to broader policy goals and have mutual benefits to be gained from for collaboration. A small grant award for local sustainable livelihood and forest conservation can offer inputs to a larger GEF project for the sustainability of the national Protected Area system. Another project is documenting indigenous knowledge and biodiversity management needs that will guide the design a larger capacity building programme. The findings of the sustainable land management project will feed into Jamaica's first national Land Management Plan. An integrated watershed management approach that was piloted by a regional GEF project has been adopted as a model by the government and will be replicated. It also offers insight and good practices for

The Good:

+ UNDP is developing a cohesive EE project portfolio that is focused and relevant to national priorities.

+ Implementation strategies link upstream/downstream dynamics with good potential for policy impacts and wider replication.

+ Technical expertise and products are generally satisfactory.

+ Project implementation strategies connect IPs to a broader range of partners and stakeholders.

+ The Strategic Flexible Funding Facility

sustainable land management at the local level. Several projects approach climate change adaptation through energy policy design, watershed management, consultations and public awareness. The findings of assessments and meetings for the national communication on climate change are also being used to draft a national Climate Change Resilience plan.

One of UNDP's challenges is to synchronize project implementation to the extent possible, in order to build project linkages and raise overall programme impact. The CO needs to be positioned to offer the backstopping support and "gap-filling" necessary to consolidate project initiatives that face time or budget constraints. The availability of the Strategic Flexible Funding Facility is important in this respect. Likewise, the proposed Community of Practice could provide a viable operational framework for networking and collaboration between projects.

The Not-so-Good:

- Almost all projects have experienced contracting delays and/or slow administrative processes.

- Delays and inconsistent timelines weaken project linkages and potential synergy.

- Inconsistent communication is a recurrent problem

- There is limited flexibility in re-focusing GEF priorities. Government focal points feels "locked into" the projects that are identified at the beginning of the funding cycle

- UNDP and national implementing partners have less ability to adjust projects that are regional in scale.

Project recruitment delays and slow start-up are the main threats to performance and impact.

Almost all projects have experienced contracting delays and slow administrative processes in some form. In a number of cases, this has affected project implementation and the achievement of outputs in the available timeframe, despite extensions. Recurrent delays in project start-up undermine linkages and lower programme delivery; this could lead to missed opportunities for influencing policy levels. The limited availability of qualified environmental expertise is not unique to Jamaica and affects the wider Caribbean area. COs often compete over candidates to form project teams. This is an issue that needs to be considered at a regional organizational level, and alternatives explored that improve access or broaden the range of environmental expertise available for national projects.

Project timelines are sometimes insufficient to achieve project objectives or contribute to the outcome.

The objectives of several projects are ambitious in relation to the approved budget and implementation period. This situation becomes critical when projects undergo

extended recruitment and start-up delays that are not fully compensated by extensions, and therefore cannot generate outputs or impacts as intended. There is a case to be made for adding longer timeframes during project design to offset delays, or including inception phases in advance of implementation.

Project development and funding are constrained by disabling factors that raise time requirements and transactional costs.

There aren't many funding options for environmental projects outside of GEF. Several donors prefer to support Caribbean initiatives that address the common needs of SIDS, rather than country-based projects. In such cases the CO has less flexibility to adjust timelines and resources to national contexts. As a middle-income country, Jamaica is not a donor priority for grant support. The scarcity of qualified environmental expertise in Jamaica and the wider Caribbean has led to extensive delays in project implementation that in some cases may lower impact.

UNDP can expand its comparative advantages by exploring alternatives to project delivery that are suited to the operating environment.

There is a shared feeling that more could be done with less. UNDP Jamaica's management is interested in gradually downsizing the present EE portfolio to fewer projects that are strategically placed and able to facilitate broader processes and impact. There are possibilities to apply support modalities that are flexible, have lower overhead costs and are adaptable to changes and emerging opportunities. This approach may be more effective to fill strategic gaps, catalyze larger initiatives and generate feedback. It may provide inputs towards some form of knowledge management. However, the effects of alternative support approaches on resource mobilization and extra budgetary income need to be considered.

The Strategic Flexible Funding Facility and proposed creation of a Community of Practice (CoP) that integrates environment, energy, climate change and disaster risk reduction are important steps in this direction.

The Strategic Flexible Funding Facility is an important support vehicle that is highly valued by GoJ and raises UNDP´s comparative edge as a development agency. It enables faster response to development needs and opportunities, is flexible in its support, and is managed by UNDP Jamaica. A Community of Practice could broaden UNDP's support options in a creative and cost-effective way. However, there are operational and resource implications that need to be considered. The CoP has its own support needs that UNDP's Environment and Energy practice area will need to attend to. Ideally, this should be accompanied by a gradual reduction of projects or harmonized, simpler reporting requirements. These are topics that should be discussed on a group level during the planning of the next UNDAF and Country Programme.

Communication gaps with government partners are a recurrent problem that affects coordination during the project design and approval stages.

Several environmental focal points felt they had not been consulted or informed in a timely manner on issues that affected their projects. Miscommunications are likely to be conditioned by workload demands and time constraints affecting both GoJ and UNDP; complex project design and approval procedures; and slow communications between different levels of the organization. Nevertheless, this issue was raised on several occasions and needs to be looked into.

V. RECOMMENDATIONS

UNDP Jamaica should devote the remainder of the programme cycle to consolidating its current environment and energy project portfolio.

Successful experiences in environmental management and energy efficiency need to be developed into "templates" that assist policy implementation and are replicable on a larger scale. These include IWCAM´s approach to integrated watershed management; JCDT´s support for community involvement in protected area conservation; the application of natural resource valuation tools for environmental impact assessments and payment for environmental service (PES) initiatives; energy audits of public sector facilities; and renewable energy demonstrations, among others.

Cross-project linkages and synergies should be nurtured to raise cumulative programme impact.

Various E&E projects are implicitly connected and linked to broader policy goals. In several cases, project deliverables can provide inputs and enhance the potential for other initiatives: Past experiences in community sustainable livelihoods and environmental monitoring within the John Crow National Park may provide insight to a new GEF project that addresses the operational and financial sustainability of Protected Areas. Capacity assessments and studies on indigenous knowledge under the Biodiversity Add-On project may be of interest to the Sustainable Land Management project, which will contribute to the design of Jamaica's first national land management plan. Pilot energy audits and improvements in hospitals and schools have demonstrated significant cost savings and "win-win" outcomes that have implications for policy implementation under the Energy Initiation Plan. UNDP Jamaica needs to ensure that potential linkages and synergies among E&E projects are realized.

There are experiences, outputs and lessons that can contribute to policy design and implementation.

The IWCAM approach has been adopted as a model by NEPA and could guide the implementation of sustainable land management and climate change adaptation policies across Jamaica's 26 watersheds. The experience gained by the Jamaica Conservation Development Trust (JCDT) in promoting agro-forestry, sustainable coffee cultivation and community buy-in to forest conservation within John Crow National Park, offers inputs for sustainably managing Protected Areas on a national scale. Energy audits of schools and hospitals can be up scaled as entry points for implementing energy efficiency policies within the public sector, leveraging support both from government and the donor community. The IWCAM project has validated an integrated watershed management model that will be replicated in other watersheds (including the one encompassing the greater Kingston area). The IWCAM experience offers insight and good practices that could help to promote sustainable land management in parishes and rural communities. Several projects address overarching climate change issues through energy policy, ecosystems management and stakeholder consultations. The assessments and consultations conducted for the *Second National Communication on Climate Change* project are being used to draft a national Climate Change Resilience plan that would be Jamaica's first.

Selective follow-up support may be needed to maximize the impact, demonstration value and policy effect of E&E initiatives.

These actions suggested above not require full-scale projects; nor are they necessarily expensive. UNDP can make a difference by earmarking "soft support" to document/ disseminate case studies, facilitate institutional exchanges and mentoring, inform policymakers or parliamentary commissions, and upstream successful pilot experiences. This form of intervention would help UNDP Jamaica capitalize on prior project investments by applying a low cost/high impact approach. The following opportunities and entry points were identified during the evaluation interviews:

- The inclusion of energy audits and efficiency improvements for public facilities, as a component of the national energy policy action plan (presently being designed with UNDP support). This could generate millions of dollars in energy savings, lower peak fuel demand and free institutional resources for other improvements.
- Strengthening government capacities to negotiate public-private partnerships and investments in energy security and efficiency. These could include energy stewardships, net metering, financial credits for home energy improvements and rainwater harvesting and energy stewardships.
- Facilitating high-level technical advice and peer reviews of energy policy design and implementation. There is a recognized need for technical guidance on climate change adaptation and low carbon development options that could have significant policy effect and improve enabling conditions for project interventions in this area.

UNDP Jamaica's strategic position and support for environment and energy should rest on its comparative strengths, reducing vulnerability to operational constraints and other disabling conditions that affect programme development.

UNDP Jamaica faces challenges and limitations that restrict opportunities for project development and resource mobilization. Core TRAC resources are modest and funding options for environmental projects are largely limited to GEF. Jamaica is a middle-income country and bilateral development assistance is on the decline; some donors are tending towards Caribbean area initiatives that address the common needs of SIDS more cost-effectively than individual country projects. Various projects are subject to extended contracting delays that weaken implementation and lower delivery. Due to workloads and staffing constraints, there is limited capacity within the Country Office to design project proposals, provide in-depth monitoring or implement knowledge management processes. Many of these challenges are not unique to UNDP Jamaica and affect COs across the Caribbean.

The combination of factors raises the workload and transactional costs needed to build the EE portfolio on a project-by-project basis. UNDP managers and senior PIOJ officials concur that "more can be done with less" projects and paperwork, by focusing on catalytic, high-return interventions that enable larger processes and build on current support initiatives in energy efficiency and security, integrated environmental management and climate change adaptation. Projects are essential to UNDP´s *modus operandi* and funding strategy, yet can be balanced by a gradual "paradigm shift" towards more fluid and cross-cutting approaches that emphasizes the facilitation of processes, demonstration/transfer of innovative approaches, focused capacity interventions and knowledge management. Rather than devoting efforts to design, finance and service "stand alone" projects, UNDP Jamaica might realize greater returns on its investment by validating pilot processes for up scaling and replication on a wider scale; filling critical gaps that undermine policy and programme implementation; brokering public/private partnerships that raise energy efficiency and cost savings; and assisting national partners in assuming strategic positions on key environment and energy issues.

Recurrent problems that affect project implementation need to be analyzed and alternatives considered.

These include extended contracting delays caused by the limited availability of qualified environmental expertise, insufficient project timelines that are exacerbated by recruitment delays, and slow disbursement processes that are attributed to problems with the harmonized cash transfer mechanism. Some of these constraints are systemic and outside the control of Country Office; others reflect externalities that affect UNDP projects across the Caribbean and need to be addressed at a higher organizational level. For example, GEF and UNDP's Panama Regional Office could

consider options such as consultant rosters and referrals; the rotation and cost sharing of specialized expertise among projects addressing common issues(similar to the SURF modality); or "topping up" budget lines for international expertise when national or Caribbean-based candidates are not available. Unrealistic project timelines can be partially offset by budgeting additional time to compensate slow recruitments and start-up processes; and by including inception phases to expedite implementation and contracting arrangements in advance. As (conservatively) noted in a project report, "…if a project has been estimated as requiring 12 months to complete, allow at least 14-16 months in duration." [13]

The Strategic Flexible Funding Facility should be continued and expanded in scale.

The Strategic Flexible Funding Facility is a valued support modality that allows UNDP to respond quickly to emergent needs, with greater discretionary control over the use of funds. An empowered SFFF can play a key role in developing programme niches and entry points that support policy implementation, as in the case of the Energy Initiation Plan. It could also be used to document/transfer knowledge, fill strategic gaps and catalyze programme synergies with greater flexibility than conventional project approaches. UNDP Jamaica needs to ensure that the SFFF is continued and if possible, capitalized with additional donor support.

Adaptation to climate change provides an overarching conceptual framework that can be used to better align UNDP's support for energy efficiency and security, environmental management, disaster risk reduction and advocacy/public awareness.

Projects that support integrated watershed management, sustainable land use, national communications to UNFCCC and renewable energy share a common link (explicitly or implicitly) to climate change adaptation. This offers a substantive entry point for aligning future E&E efforts that is could expand partnership and funding opportunities: The GoJ is presently drafting a national Climate Resilience Action Plan that is expected to begin in 2011. The Plan will likely include initiatives in environmental management, renewable energy, disaster risk reduction, capacity development and public awareness. Several key donors are focusing support for the Caribbean region on climate change adaptation. As UNDP Jamaica approaches the next Country Programme cycle, it should consider focusing future E&E support and building linkages around climate change resilience and energy efficiency outcomes.

The proposed Community of Practice for climate change adaptation, environment, energy and disaster risk reduction is an appropriate vehicle for implementing several of the recommendations.

[13] Biodiversity Add On Project Implementation Report, April 2009

The Community of Practice (CoP) is a potentially valuable framework for addressing several of these concerns. A Cop could be effective in generating feedback loops and support services in knowledge management and dissemination: technical backstopping, peer reviews of national policies and institutional mentoring, information queries, and accessing consultant expertise. Government partners have emphasized the need for a regional mechanism that brings new perspectives, expertise and resources to Jamaica. This suggests a mechanism that looks beyond Jamaica and addresses EE problems that affect the greater Caribbean region.

A CoP with these characteristics could be based at the University of West Indies (at the UWI Institute for Sustainable Development or the Climate Studies Group) with support and oversight from UNDP Jamaica and a designated steering committee. Specialized regional institutions such as the Caribbean Community Climate Change Centre (CCCCC, based in Belize) could also assume leading roles in a CoP. The process would require support from the UNDP Regional Centre in Panama, the RBLAC regional programme, GEF and donor groups that support the eastern Caribbean. A tentative framework (Annex 4) is outlined as a possible input for its design.

The CoP offers opportunities (and reinforces the need) for streamlining administrative procedures and reporting formats for the various initiatives. It is not clear how a CoP would fit into UNDP's resource mobilization strategy. However, the circulation of information and support services could open new funding and partnership opportunities on a longer-term basis. Likewise, the availability of knowledge products, consultant rosters and short-term technical expertise could alleviate some of the problems resulting from project recruitment delays.

ANNEXES

ANNEX 1

TERMS OF REFERENCE FOR THE EVALUATION

ANNEX 2

LIST OF INTERVIEWED PERSONS

UNDP Country Office

Minh Pham, Resident Representative
Akiko Fujii, Deputy Resident Representative
Margaret Jones-Williams, Environment & Energy Programme Specialist
Nicole Brown, Environment & Energy Programme Assistant
Sonia Gill, Governance Programme Specialist
Machel Stewart, Poverty Reduction Programme Specialist

Planning Institute of Jamaica

Barbara Scott, Executive Director
Delores Wade, UNDP Focal Point
Hopeton Peterson, Environment Focal Point

Office of the Prime Minister

Leonie Barnaby - GEF Operational Focal Point

NEPA

Peter Knight, Executive Director
Winsome Townsend, Project Focal Point
Sheries Simpson, Project Focal Point
Lisa Kirkland, Project Focal Point
Nicol Walker, Project Focal Point

Forestry Department

Marilyn Headley, Executive Director

Ministry of Energy & Mining

Fitzroy Vidal, Project focal point

Meteorological Service

Clifford Mahlung, Director

UNEP International Waters Programme

Nelson Andrade, Representative for the Caribbean

World Bank

Badrul Haque, Resident Representative

Jamaican Association for the Mentally Retarded

Grace Duncan, Director

PANOS

Indi McLymont Lafayette, Director for Jamaica Office

Jamaica Conservation Development Trust

Marlon Beale, Executive Director

ANNEX 3

REVIEWED DOCUMENTS

UNDP Programme Documents

United Nations Development Assistance Framework for the Government of Jamaica 2007=2011

UNDP Country Programme Document for Jamaica (2007-2011)

Revised CPAP Outcomes 2007=2011 (2009)

PIOJ - UNDP Annual Review for 2009: Environment and Energy Portfolio (2010)

Annual Review of UNDP Projects – 2009: National Environment & Planning Agency (2009)

UNDP Partners Survey: Jamaica by Organization Type 2009 (Globe Scan, 2010)

Jamaica's Debt Exchange Programme:A Case Study for Heavily Indebted Middle-Income Countries (UNDP, no date)

UNDAF Review: Working Group 3 on Poverty and Environment = Minutes of Meeting (2009, 2010)

15th Annual Retreat of the International Development Partners (United Nations in Jamaica, 2009)

UNDP Jamaica: Supporting Adaptation to Climate Change (PPCR Mission, 2010)

Building a Community of Practice (CoP) on Environment, Energy and Disaster Risk Reduction in Jamaica: Draft Concept Note and Implementation Plan (UNDP, 2010)

Programme Delivery Report as at 31 March, 2010 (UNDP, 2010)

Government Policy Documents

Vision 2030 National Development Plan: Draft (Government of Jamaica, 2009)

MediumTerm Socio=Economic Policy Framework 2009=2012 (PIOJ, 2008)

Progress towards the Achievement of the Internationally Agreed Development Goals, including Millenium Development Goals (Ministry of Foreign Affairs and Trade, 2009)

Project Documentation

Assessment of Capacity Building Needs, Preparation of the Third National Report (CBD) and the Clearing House Mechanism: Project Document

Assessment of Capacity Building Needs, Preparation of the Third National Report (CBD) and the Clearing House Mechanism: Project Implementation Report (PIR) 2009

Second National Communication to the UNFCCC- Jamaica: Annual Performance Report (APR) and Project Implementation Report (PIR) 2008=2009

Programme of Environmental Management in Hospitals and School: Tripartite Review Report (2009)

Programme of Environmental Management in Schools and Hospitals Phase I I: Project Document (2006)

Hospital Energy Audit ProjectSummary& Efficiency Improvement Packages: Eco=Tech (2006)

Hospital Energy Audit ProjectSummary& Efficiency Improvement Packages: Eco=Tech (2006)

Success Story Questionnaire: Annual Report 2009: UNDP (2009)

Project Cooperation Agreement between UNDP and the Jamaica Association on Mental Retardation (JAMR) (no date)

Global environment Facility – Integrating Watershed and Coastal Areas Management (GEF-IWCAM): Project Document (2006)

Global environment Facility – Integrating Watershed and Coastal Areas Management (GEF-IWCAM): PIOJ Presentation (2010)

Strengthening the Operational and Financial Sustainability of the National System of Protected Areas: QPR/QOR January – March 2009

Capacity Building for Sustainable Land Management in Jamaica: Project Document (2007)

Capacity Building for Sustainable Land Management in Jamaica: Annual Project Report (APR) and Project Implementation Report (PIR) 2008=2009

Capacity Building for Sustainable Land Management in Jamaica: QPR/QOR January – March 2009

Terminal Phase-out Management Plan for CFCs in Jamaica: Project Document /2002)

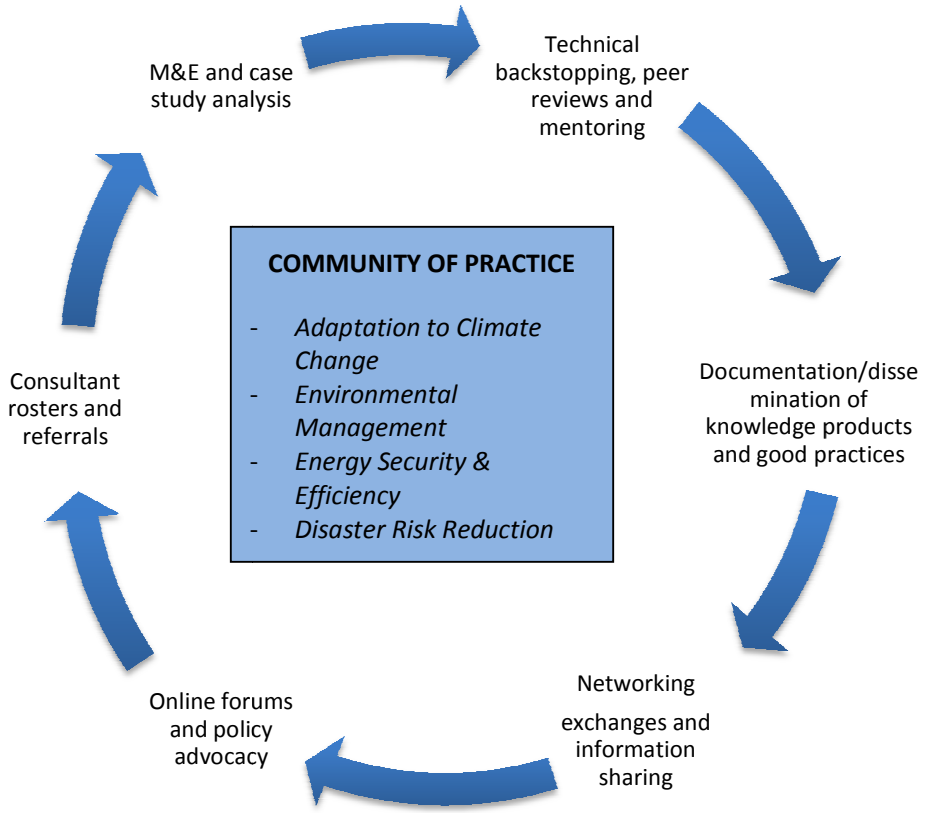
Preparation of a HCFC Phase=Out Management Plan: Project Document (2009)

UNDP Jamaica Financial Projections 2007=2009 (no date)

UNDP Scorecard (web page document at undp.org)

ANNEX 4

COMMUNITY OF PRACTICE: A TENTATIVE FRAMEWORK



Potential Clients/Providers

- UNDP, GEF and donor projects in the Caribbean region
- National/regional implementing partners
- Government environmental authorities and policymakers
- UNDP COs in the Caribbean region
- University of the West Indies (UWI)
- Environmental NGOs

Potential Support Sources

- Participating UNDP COs
- UNDP Panama Regional Centre
- GEF
- Eastern Caribbean Donor Group
- Other multilateral/bilateral donors
- Client government agencies (in kind)
- University of the West Indies (in kind)
- Environmental NGOs (in kind)

Some Reasons for a Community of Practice

- Caribbean SIDS face similar environmental, energy and climate change challenges.
- Key donors are tending towards regional Caribbean initiatives that address common issues, rather than individual country projects.
- The limited availability of qualified environmental expertise in the Caribbean region encourages competition between projects, often leading to extended

contracting and implementation delays.

- UNDP Jamaica and other Caribbean COs face operational constraints, limited funding options and high transaction costs in developing EE project portfolios
- Linguistic and cultural affinities, regional organizations and the network of UWI campuses offer enabling conditions for a CoP serving the eastern Caribbean region.
- Flexible, catalytic processes can be more cost-effective than formal project modalities in developing capacities and disseminating knowledge.