



# COUNTRY EVALUATION: ASSESSMENT OF DEVELOPMENT RESULTS

# JAMAICA



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# Foreword

This report assesses UNDP's performance and experience in Jamaica since 1997. It looks at the results in relation to the country's key national development challenges and presents the findings of the Jamaica country evaluation carried out by the Evaluation Office (EO) of the United Nations Development Programme (UNDP) in February/March 2004. The evaluation forms part of a series of independent country evaluations, termed Assessment of Development Results (ADRs), that the Evaluation Office undertakes every year in selected countries. These are forward-looking exercises that seek to capture and demonstrate UNDP's contributions to development results at the country level with a view to generating lessons on how best to improve the performance and the development effectiveness of the organization. ADRs also support the UNDP Administrator's substantive accountability to the Executive Board.

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Despite the critical challenges faced by the Jamaican economy in terms of stimulating investment and growth, overcoming fiscal constraints, and managing the debt overhang, Jamaica has achieved a medium level of human development alongside most CARICOM countries. It is on track in terms of the MDG for poverty eradication and environmental sustainability and has reached near universal primary enrolment.

During the period under review, findings reflect that UNDP Jamaica has made significant contributions to national development results in the areas of improved governance, poverty reduction, HIV/AIDS and environmental sustainability and energy. However the assessment suggests that there are still a number of opportunities for the country office to exploit further, as well as vigorously pursuing opportunities for capacity building, international contacts and resource mobilization.

Many people contributed to the success of this evaluation. The UNDP Evaluation Office is greatly indebted to the ADR Evaluation Team Leader Mr. A.M.A. Muhith, ex-Finance and Planning Minister of Bangladesh, and also Permanent Secretary in the Ministry of Finance, who was able to draw on his vast experiences; Mr. Michael Reynolds, Principal Consultant, from the Centre for Development Policy and Research, School of Oriental

and African Studies, University of London; Professor Denis Benn, Michael Manley Professor of Public Affairs/Public Policy, University of the West Indies, Jamaica, Kingston, and former Director, Special Unit for TCDC, UNDP, NY, who was Senior Advisor to the Team and Leader of the team who undertook the in-depth studies on Poverty & Governance, namely Dr. Michael Witter, Professor Barbara Bailey and Mr. Claremont D. Kirton, all of University of the West Indies, Jamaica, Kingston; and Ms. Ruth Abraham, Evaluation Specialist and task manager for this evaluation. Mr. Fa-Tai Shieh carried out background studies for the evaluation and Ms. Elvira Larrain and Mr. Anish Pradhan gave valuable technical and administrative support.

The exercise would not have been possible without the generous contributions of the Jamaican government officials, donors, representatives of the United Nations Country Team (UNCT) and IFIs, representatives of the Jamaican civil society and the many Jamaicans cited at the end of this report. We are grateful to all those in the Jamaican government, particularly to the Hon. Dr. Omar Davies, Minister of Finance & Planning and Dr. Wesley Hughes, Director General of the Planning Institute of Jamaica and his team for their valuable insights.

We are grateful to Mr. Thomas Gittens, of the Regional Bureau for Latin America and the Caribbean for his support. The Evaluation Office

also extends its thanks to the former UNDP Resident Representative, Ms. Gillian Lindsay-Nanton and all Country Office staff members in Kingston. In particular Ms. Melissa McNeil, Country Office focal point for the Jamaica ADR deserves special thanks as well as Ms. Julian McKoy who ably provided logistical and administrative support to the ADR team whilst in Jamaica.

By providing an external, critical assessment of development results and strategic positioning, it is the intent of this ADR to provide lessons learned as well as recommendations that may be used for improved development results in Jamaica in the future. The Report will be widely distributed, and through its findings and recommendations it is our hope that it will offer help and advice not only to UNDP's own activities in Jamaica, but also to the Jamaican Government and to donors, UN agencies, civil society and other partners. Finally, some of the findings are of a systemic nature and may be used as input for future policies of the UNDP at a corporate level, and would be of key interest to UNDP's partners worldwide.



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# Executive Summary

## BACKGROUND

UNDP has had a long relationship with Jamaica, having established a country office (CO) there in 1965. For nearly forty years, it has supported Jamaica as a trusted partner in its development process. During the past seven years, the period under review by the Assessment of Development Results (ADR), two country cooperation frameworks (CCFs) have been approved for Jamaica: the first covers the years 1997-2001, and the second covers 2002-2006. In 2002, the UN Country Team (UNCT) in Jamaica also prepared an overall strategic framework in the form of the United Nations Development Assistance Framework (UNDAF) for the timeframe up until 2006, in order to secure coherence and coordination among individual programmes of the various UN organizations and agencies.

The ADR for Jamaica is significant for a number of reasons. First, Jamaica has a human development index (HDI) placing it in the medium human development category, comparable with most countries in the Caribbean region; yet it is faced with issues of human deprivation and inequality and very high rates of crime and violence in its society. Second, this evaluation is strategic in that Jamaica is the first country in the Latin America and Caribbean Region to undergo an ADR. Thus, useful lessons for the region are expected from the evaluation, particularly in regards to the positioning of a small CO in the context of a changing environment with limited financial and human resources. Third, the timing is opportune in that the evaluation is expected to help UNDP to think strategically and prepare in advance for the formulation of the next UNDAF and Country Programme Document, the harmonized cycle of which begins in 2007.

## NATIONAL CONTEXT

Jamaica is located in the western Caribbean and has a population of approximately 2.6 million people. It is the third largest island in the region, with a land area of 10,990 square kilometres and is endowed with a natural beauty as well as natural resources such as bauxite and other minerals. Jamaica's population is largely urban, with approximately one third of the total population living in the capital

city, Kingston, and approximately one third living in the three other major urban centres. Since its independence in 1962, Jamaica has functioned as a Constitutional Monarchy and Westminster-style parliamentary democracy. National legislative authority is vested in a bi-cameral Parliament comprising a House of Representatives and a Senate. The existing political system has functioned with a reasonable degree of stability, although political partisanship has led to periodic eruptions of violence-particularly in the period leading up to elections. Jamaica has high levels of crime and violence that have negative implications for tourism and investment.

The country plays an active role in various regional bodies. It is a member of the Caribbean Community (CARICOM) and, together with other Caribbean countries, is involved in three simultaneous trade negotiations: the African, Caribbean, Pacific-European Union (ACP-EU) Convention, the Free Trade Agreement of the Americas (FTAA) and the World Trade Organization (WTO), in which they are seeking to defend the interests of the small economies of the region. Jamaica is a beneficiary under the Caribbean Basin Initiative, which is a programme of economic assistance from the United States to Caribbean countries, and under the Caribbean-Canada Trade Agreement (CARIBCAN). The government has sought to intensify patterns of economic integration within the Caribbean region, which is expected to lead to the establishment of a Caribbean Single Market and Economy (CSME) by 2005.

Jamaica operates a free market economy, with a large number of private sector businesses operating alongside a reduced number of state-owned enterprises. Beginning in 1980, successive governments have introduced economic reforms geared toward fostering private-sector activity and increasing the role of the market in the economy. Recent macroeconomic performance has been affected by the 1995/1996 financial crisis that resulted in a significant increase in domestic debt incurred by the government. Real gross domestic product (GDP) declined from 1996 to 1999, but was followed by three years of growth. Jamaica also

recorded its sixth consecutive year of single-digit inflation in 2002, which however increased to double digit inflation in FY 2003/2004.

The structural adjustment policies pursued by the Government of Jamaica during the 1980s and early 1990s that, among other things, involved a significant reduction in government expenditure in the social sector, resulted in a noticeable decrease in the living standards of the people. In 1991, the government liberalized the foreign exchange market as a part of a major drive to liberalize the economy as a whole in the context of commitments to the major international financial institutions. One immediate consequence was a rapid devaluation of the Jamaican dollar and a rate of inflation that surpassed 80 percent for the year 1991. Poverty levels rose dramatically because of the sharp decline in real wages, forcing the issue onto the government's agenda of policy priorities. Four years later, poverty eradication became the centrepiece of the government's social policy. Despite negative or moderate economic growth in recent years, reduction in the level of poverty in society has been making some progress.

Jamaica attained near universal primary enrolment by the early 1980s, well ahead of the Millennium Development Goal (MDG) target of achieving this goal by 2015. By 2001, it had reached 96.2 percent. But while net primary enrolment is very high, the system suffers from the low quality of education and a low completion rate (68 percent)-especially for boys enrolled in secondary education.

Jamaicans have been migrating for decades to the United States, the United Kingdom and Canada. In fact, emigration has reduced the rate of natural increase of Jamaica's population by approximately 45 percent for more than four decades. The United States is the main destination country for Jamaican emigrants, but data reflect a declining trend since the 1990s in emigration to the United States and Canada.

A key challenge for Jamaica is employment creation. The employment rate declined in the 1970s, recovered slightly in the 1980s, but has trended downwards since the 1990s (in part due to the closure



of the garment and other manufacturing businesses and lay-offs in all economic sectors). High unemployment rates occur among youth and women.

The country's average life expectancy is 76 years, which compares favourably with other neighbouring countries, while the infant mortality rate in 2003 is estimated at 17 deaths per 1,000 live births. Although healthcare was traditionally provided free of cost by the state, user fees have now been introduced. HIV/AIDS is reported to be the leading cause of death in the 15 to 44 year age group in the Caribbean. Jamaica has the third-largest population living with HIV/AIDS in the Caribbean, after Haiti and the Dominican Republic. UNAIDS estimates that as of the end of 2003, an estimated 1.2 percent of Jamaican adults (15 to 49 years) or 21,000 persons were living with HIV/AIDS, of whom 10,000 were women<sup>1</sup>. The rate of HIV infection is increasing steadily in women and at a higher rate than men for the past few years.

Efforts have been made in securing women's rights and in the expansion of economic opportunities for women. However, serious concerns remain regarding the access by women to positions of power and decision making. The translation of high academic achievements in girls into comparable opportunities for economic empowerment remains a challenge, as does addressing the high levels of violence against women and girls, who are also major victims of domestic violence and rape. The marginalization of young males, particularly in terms of their participation in higher education has become an additional concern in recent years.

## MAIN FINDINGS

UNDP Jamaica has contributed to national development results in a number of significant ways in the areas of improved governance, poverty reduction, HIV/AIDS, and environmental sustainability and energy.

### Improved governance

In the area of governance, UNDP Jamaica has focused on four strategic areas of support, namely: building public dialogue on sustainable human

development (SHD) and human rights; managing globalization; promoting social cohesion; and strengthening the public sector. In addition, UNDP responded to the government's request for support of electoral reforms in 2002.

### ***Public dialogue on sustainable human development and human rights***

UNDP Jamaica has supported increased public debate on SHD and human rights through public awareness initiatives and policy dialogue on these issues. In 2000, it supported the preparation of Jamaica's first Human Development Report (HDR). While the document may have influenced policy makers, it is unclear how much it contributed to a broader public debate on SHD issues. In 2001 UNDP contributed to the human rights debate through convening a round table on human development and human rights, bringing together policy makers in government, representatives of the business and non-governmental organization (NGO) communities, and members of the legal community.

### ***Managing globalization***

In 2001, UNDP, together with the UN Conference on Trade and Development (UNCTAD), sponsored a study on the impact of globalization and liberalization and engaged senior public, private, and not-for-profit sector officials and policy makers in round-table discussions of these issues. This led to the idea of undertaking a more comprehensive study of globalization. Jamaica has started work on the second national HDR (NHDR), which is planned to be published in early 2005. Its focus is globalization and its impact on the economy and society.

### ***Promoting social cohesion***

A significant contribution was made by UNDP Jamaica to the Local Government Reform programme, which was aimed at organizing grassroots-level mechanisms to develop people's initiative and secure their participation in national development activities. In 1997, through its support to the Parish Infrastructure Development Programme (PIDP), an approach termed "community engineering" by the management of

<sup>1</sup>Source: UNAIDS, 2004 Report on the Global AIDS epidemic

PIDP was prepared based on information provided by UNDP on best practices in local government. The pilot projects funded by UNDP as part of the PIDP were assessed as being "successful", since they established community structures to interface with the relevant agencies involved in project implementation and initiated and developed mechanisms for project identification, preparation and implementation in other communities throughout Jamaica. UNDP's support to the Local Initiative Facility for the Urban Environment (LIFE) has also helped community participation, establishment of partnerships and resource mobilization for local-level initiatives.

The recently launched Civic Dialogue for Democratic Governance Initiative is another major attempt by UNDP Jamaica to foster social harmony and cohesion, and it has generated a great deal of interest. It is too early at this stage to assess results, and the commitment of the government counterpart agency to this process, as expressed to the ADR team, is unclear.

### ***Strengthening the public sector***

In this area, the focus of UNDP's support was on strengthening the capacities of the Office of Utilities Regulation (OUR) to carry out its responsibility as the national regulatory body for utility service providers in the area of water supply. The main outcome of UNDP's work has been an increase in efficiency of the OUR and the capacity of its staff, as indicated by the demand for them to train staff of similar organizations in the region. Support for the information technology (IT) platform has led to improved capacity to deliver information to the public, as required by the newly promulgated Access to Information Act. Without UNDP's advisory services, there would not have been a draft law on water, which is an important piece of legislation that will address the sector's needs in the context of the new policy of competition.

### ***Electoral reform***

The United Nations Department of Political Affairs (DPA) and UNDP Jamaica responded to the government's request for support to the electoral

reform process. DPA fielded a three person investigative team, whilst UNDP provided specialized technical expertise in electoral management and supervision. The Electoral Advisory Committee enlisted UNDP's involvement to provide a "seal of approval" of the electoral arrangements, rather than to directly manage the electoral process. UNDP also contributed to the strengthening of the Office of the Political Ombudsman (PO) through, inter alia, the provision of a legal expert. This enabled the PO to effectively monitor the elections and to speedily resolve problems that arose during the course of the elections.

### **Poverty reduction**

Even before the start of CCF-I in 1997, UNDP Jamaica played a major role in helping the government pay attention to and conceptualize poverty through the development of the National Poverty Eradication Programme (NPEP). It is currently engaged in small interventions such as supporting access to productive resources and assets, and access to and use of information and communication technologies (ICTs) through CISCO and the Jamaican Sustainable Development Network Programme (JSDNP). The outcomes from these initiatives have yet to be assessed.

### **Responding to HIV/AIDS**

UNDP is also engaged with other UN agencies and organizations in formulating comprehensive strategies to prevent the spread and mitigate the impact of HIV/AIDS. UNDP Jamaica supported capacity building to address priority issues related to the pandemic through a Leadership for Results Training Programme. This has helped generate regional networks and alliances, thereby facilitating further regional collaboration. UNDP also played an important role in helping the government secure funding from the Global Fund for HIV/AIDS to help implement the National Strategic Plan through its participation in and support to technical working groups.

### **Environmental sustainability and energy**

UNDP interventions helped Jamaica articulate national policies and clarify the roles of institutions

for environmental sustainability. Most important was UNDP's contribution to strengthening institutions and building capacities. Plans and programmes for sub-sectors such as national forestry management, bio-diversity protection, ocean and coastal zone management, early warning system and disaster management have been drawn up and necessary legislation has been passed. The challenge the government faces now is to enforce compliance with the legislation and ensure the effective implementation of programmes and strategies through adequate financial and human resources.

## LESSONS LEARNED AND KEY CHALLENGES

The Jamaica ADR points to a number of lessons learned and key challenges:

- **Country Programme Focus**-When resources are small, focusing the country programme on a small number of key national priorities with visible results becomes even more important.
- **National Ownership**-No matter how important an idea is or seems to be, and no matter how obvious solutions are, in order to build trust between the people and the government, it is necessary to respond to the government's priority needs.
- **Relevance**-The relationship with the government may weaken, especially if resources are limited. UNDP becomes less relevant to the government and society at large if the UNDP's contributions to results are not clear.
- **Flexibility**-UNDP needs to be flexible to react quickly to changing circumstances, for example, in the face of the changing aid relationship and changing nature of the aid regime.
- **Sustainability**-Without an appropriate exit strategy and planning for sustainability, worthwhile interventions become irrelevant.
- **Targeting**-Well-targeted interventions, even with a modest amount of resources, can produce important results as demonstrated by UNDP Jamaica's support to disaster preparedness and management.

A number of key challenges face UNDP Jamaica. While its contributions to development results in a number of key areas have been significant, its partnership with the government has eroded over time. This is due in part to limited resources and in part to differences between the government's and UNDP Jamaica's response to national development priorities. Recently, the CO's resource mobilization strategies and focus on its comparative advantage have not had the desired results. The UNDP CO has been handicapped by a number of internal management problems. It has been affected by the absence of a long-term Deputy Resident Representative (DRR) even though its multi-country representation continues. Further, 70% turnover of its national staff, due to the re-profiling process, affected the smooth functioning of the CO.

The absence of a critical mass of staff in the CO appears to be a weakness of considerable importance. The CO has also suffered from some programme management and design weaknesses that need to be urgently addressed. For example, developing links between upstream (macro) policies and downstream (micro) initiatives has not received sufficient attention, nor have links between the three thematic areas, namely governance, poverty reduction and environmental sustainability been adequately explored. Results orientation is weak in UNDP's programming process in Jamaica. Systematic monitoring and evaluation have been limited, and as a result, the process of lesson learning has suffered. Limited resources underscore the crucial importance of the sustainability of development interventions and the need for an exit strategy.

In the context of limited resources at the disposal of UN agencies and organizations, visibility for the work of the UN System as a whole and support for the achievement of the MDGs should receive higher priority by the UN System. This can be enhanced through greater collaboration and joint programming among the UNCT members, preferably making the UNDAF process more effective and meaningful. UNDP and the UN System have not publicized sufficiently well the knowledge networks, banks and databases that are available.

## CONCLUSIONS AND RECOMMENDATIONS

Conclusions from the assessment and key recommendations are presented for consideration in the development of the next Country Programme Document and, more importantly, in supporting the formulation of a UNDAF for the new programme cycle beginning in 2007.

The Jamaican economy faces critical challenges in the future. Stimulating investment and growth and overcoming fiscal constraints are the most serious of these challenges. Controlling crime and violence, reducing income poverty, improving the quality of education, tackling child and maternal mortality, combating the HIV/AIDS pandemic, employment creation and incorporating the vast informal sector into the formal economy, and managing the debt overhang, are other complex challenges. The country is also vulnerable to natural disasters that cause human suffering and entail significant costs. Globalization provides opportunities but also makes the country vulnerable to external shocks. With regard to the MDGs, Jamaica has achieved the goal of universal primary education (although there are a number of outstanding issues regarding quality of education) and is on track to achieve the goals for poverty eradication and environmental sustainability. However, it has to make more progress if it is to reach the goals for gender equality and empowerment of women, reduction of child mortality, improvement of maternal mortality rates, and an end to the spread of HIV/AIDS.

The assessment of UNDP's strategic positioning in Jamaica suggests that there are a number of opportunities for the CO to exploit further. These should be examined in cooperation with national and international development partners (IDPs) in the context of developing the Medium Term Planning Framework, which is now happening.

UNDP's flagship programme is its involvement in the national Civic Dialogue process, an activity directly executed by the CO. It is a programme with great potential, but it runs the risk of not meeting its objectives unless follow-up activities are carefully planned. Where the Dialogue should lead, what activities it should generate, and how it should be

managed in the future, are vital questions that need to be addressed. In this respect, an intensive dialogue with the government (as well as with other IDPs) should be expeditiously undertaken. This is particularly important in view of the fact that the government counterpart agency is still not fully convinced about the benefits to be derived from the dialogue process.

UNDP should also continue to emphasize support to poverty reduction, HIV/AIDS, the environment, and natural disaster management initiatives. Opportunities for capacity building, international contacts, and resource mobilization should be more vigorously pursued in these areas. Public-sector modernization and implementation of decentralization programmes constitute additional areas in which technical cooperation could play an important role. How UNDP can support these programmes through exploiting knowledge banks in order to identify innovative approaches and to address priority issues should be explored further.

On the issues of globalization and regional integration, for Jamaica to participate effectively in both the global and regional economy, it will need to improve its competitiveness while also protecting vulnerable sectors of the economy. For example, Jamaica should exploit opportunities provided by developed countries through the outsourcing of production. Production integration on a regional basis is an area of strategic importance and could benefit from further support provided through UNDP Regional Programmes. Macroeconomic management is another major challenge facing Jamaica and, within the broad policy framework laid down by the government, UNDP should identify those issues that could be addressed through technical cooperation.

The country programme should strengthen its focus on a number of key issues while remaining flexible enough to respond to priority government needs. These two approaches are not mutually exclusive. A strong thematic focus should be established within the framework of the UNDAF.

The CO needs to become more results oriented. This should apply not only to the CO staff but also

to all project and programme partners in the government and civil society. Efforts need to be made to upgrade the knowledge of all staff in results-based management. Skills already exist, but they are not being fully used, in part due to the pressure of work. Effective monitoring and evaluation should not be treated as an additional task but as an integral part of the work of the CO.

The economic problems faced by the government are serious and will require the adoption of creative and clearly formulated strategies if these difficulties are to be resolved satisfactorily. In this regard, there is consensus that the updating of the Medium Term Planning Framework could prove effective in attracting increased donor support. UNDP, together with other international development organizations, play an important role in assisting the government in its formulation.

Given the constraints imposed by limited human and financial resources, the UNDP CO, with the assistance of the appropriate headquarters units, should seek to articulate a viable strategy for resource mobilization. This is critical for ensuring that UNDP is able to function at an optimum level of effectiveness. At the same time, consideration should be given to sharpening the emphasis on coordination and strategic interventions.

The strategic positioning of UNDP is very much linked to the existence of a relationship of trust between UNDP and the government. The relationship between the Jamaican Government and the UNDP CO was ruptured in the late 1990s. Although the situation has improved, strengthening the relationship, particularly in a period of resource scarcity, is a priority. The ADR team notes that there are multiple challenges for UNDP and draws attention to a careful consideration of the profile of the CO leadership that requires a range of skills, including high intellectual capacity, diplomatic skills, and personnel management skills.

Corporately UNDP should examine the nature of its engagement with developing countries on the basis of their stage of development and the character of that development. It should develop a new strategy delineating the nature of its

engagement in different categories of countries such as the least developed, low-income, lower middle-income, and upper middle-income countries<sup>2</sup> whose needs for technical cooperation may vary. The special features of economies as reflected in classifications such as land-locked countries or Small Island Developing States should also be taken into consideration in developing this new strategy. Some of the thematic foci that dominate UNDP programmes may be important for low-income countries, but their relevance to other categories of countries may be less evident. A number of government officials commented on the change that has occurred in the relationship between the IDPs and the government in recent years. In this context, the question that needs to be posed is the following: What is the role of UNDP and the UN System in a middle-income country? How does UNDP respond to a situation where the burden of debt and the lack of resources, especially financial resources, constrain the capacity to overcome significant development challenges?

The strategy in middle-income countries should be designed with the objective of equipping them to achieve higher levels of human development. Promoting human development aimed at easing the process of integration in the global economy is an area where UNDP should become even more proactive. Its global analysis of human development and its store of knowledge on human development strategies should be utilized more fully by middle-income countries. Based on its impartiality and its position of trust, UNDP should provide increased opportunities for a country to choose from a range of choices drawn from its global experience. The team underlines the importance for COs to access knowledge resources and experiences gleaned from UNDP's global activities and, in particular, good practices.

UNDP Jamaica must be part of a far more unified presence. It is in countries such as Jamaica where

<sup>2</sup>There are 32 land-locked and 46 small-island developing countries and 50 least-developed countries as categorized by UN; 16 land-locked countries and 11 small-island developing states are included among the least developed category. Low-income countries according to Bank-Fund categorization have per capita income of less than \$735 as of 2002. Lower middle-income countries have per capita income as high as \$2,935 and upper middle-income countries have per capita income as high as \$9,076.

implementation of the Secretary General's reform agenda should be treated not as an option (or something to implement slowly) but as the core of the UN's strategy to support the national development effort. The continuing tendency to operate independently should give way to joint action and improved collaboration among the

UNCT members under the leadership of the resident coordinator (RC) within the framework of the UNDAF. Indeed, a concerted effort should be made to ensure acceptance of the UNDAF as the common programming framework for the various organizations and agencies of the UN System and to ensure that it is made fully operational.

## 1

# Introduction

## 1.1 BACKGROUND

In 2001, UNDP introduced a new evaluation format and methodology to assess development results in countries supported by UNDP programmes and projects. Accordingly, the UNDP Evaluation Office (EO) prepared an appropriate methodological framework and laid down the process for undertaking an ADR.

Every year, the EO selects a number of countries for evaluation within the ADR framework and Jamaica was selected for an ADR in 2003. The evaluation of UNDP support to Jamaica is significant for various reasons. First, from a human development perspective, Jamaica is a small island state with an HDI placing it in the medium human development category alongside most CARICOM countries; yet it is faced with issues of human deprivation and inequality, and very high rates of crime and violence in its society. It provides an interesting case of a how a small island state that relies heavily on foreign capital markets for its financial resources, undertakes its development activities. Second, Jamaica is an important player in the process of regional integration involving 14 Caribbean countries. Additionally, its nearness to the North American market has some impact on its trade and aid programmes. Third, it is a strategic evaluation in that it is the first country in the Latin America and Caribbean Region to undergo an ADR. Useful lessons are expected from the evaluation, particularly on the positioning of a small CO in the context of a changing environment and within limited financial and human resources, and identifying what real value UNDP can bring to Jamaica. Finally, the timing is opportune in that the evaluation is expected to help UNDP think strategically and prepare in advance for the formulation of the next UNDAF and CCF, the harmonized cycle of which begins in 2007.

Jamaica has a long relationship with UNDP, with the CO being established in Kingston in 1965. During the past six years, two CCFs have been approved for Jamaica: the first covering the period 1997-2001, and the second covering the period 2002-2006. CCF-I addressed three programme areas: (i) poverty eradication, (ii) improved governance and (iii) modernization of the productive sector. The overarching purpose of the current CCF (2002-2006)

continues to be the eradication of poverty. Modernization of both the productive and public sectors is also seen as essential in the government's attempts to improve the human condition in Jamaica. The three areas of focus for CCF-II are: (i) poverty eradication, (ii) improved governance and (iii) environment and energy. The main feature of the period has been the sharp decline in resources available for the country programme, most significantly in terms of non-core funds. Meanwhile, in July 2002, UNDP also prepared an overall strategic framework in the form of the UNDAF 2002-2006 in close consultation with UNCT in Jamaica in order to secure coherence and coordination among individual programmes of the various UN organizations and agencies.

## 1.2 EVALUATION SCOPE, METHODOLOGY AND PROCESS

### Scope and purpose

The evaluation assesses the development results achieved in Jamaica during the period 1997-2004 with a goal of identifying UNDP's contributions to those development results. The evaluation also takes account of intended results as expressed in the current CCF and the Strategic Results Framework (SRF) (see Annex D), UNDP's main results reporting framework. The main purpose of the ADR is to establish UNDP's added value and development effectiveness through asking the question: Did UNDP Jamaica do the right things and is it doing things right? Specifically, the ADR is intended to determine:

- What are the major development results in Jamaica?
- What is the link between UNDP activities and the development results?
- What is the relationship between UNDP's thematic focus and its actual groundwork?
- How is UNDP positioned to address the emerging development priorities of the country?

The ADR for Jamaica provides an overall assessment of the results achieved through UNDP support and in partnership with other key

development actors during 1997-2004. The analysis focuses on how and why the results were achieved to draw lessons, with particular attention to:

- How UNDP support was used to leverage the Jamaican reform process in the area of governance
- How effective UNDP support was in contributing to poverty alleviation and sustainable development
- The contribution of UNDP support to policy advice, dialogue, aid coordination and brokerage in delivering development results.

It also provides an analysis of how UNDP has positioned itself strategically to add value in response to national needs and changes in the national development context, with particular attention to:

- The entry points and strategy selected by UNDP in support of poverty reduction, governance and the environment
- The key current strategies of the CCF: partnerships for development, moving to upstream policy support, results orientation and intended entry points within the current framework
- The cooperation with different groups of development partners.

Based on the analysis of achievements and positioning described above, the ADR presents key findings and lessons and provides forward-looking recommendations in order to suggest effective and realistic strategies by UNDP and the government towards intended results in line with the organization's comparative advantage.

### Methodology

The methodological framework for the ADR is based upon UNDP's results-based management approach. The mix of evaluation methods used in the ADR also takes into account the UNDP EO's ADR Guidelines. The ADR approach focuses on key observable results and, specifically, outcomes and changes in development conditions. Even though it is difficult to attribute development



results to any particular programme or interventions of a single development partner, the idea is to assess the specific contribution that UNDP initiatives and programmes have made or failed to make to the overall national development effort. The principal elements of ADR methodology and approach are as follows:

- The ADR process is participatory, and it involves a broad range of stakeholders
- The ADR uses triangulation of information through cross-referencing of sources, corroboration and validation of the perceptions and views of stakeholders against documentary evidence and on-site project visits
- The ADR follows a top-down approach, looking at the overall achievements of the country and attempts to explain what element of the development results in a sector or theme is associated with UNDP
- The process does not focus on individual projects nor does it assess progress towards specific goals

### The evaluation process

The evaluation was carried out in the following four phases: (i) preparatory desk review, (ii) exploratory mission to Jamaica, (iii) local in-depth study on poverty and governance, and (iv) main mission and preparation of the report.

The preparatory process started with an extensive desk review, including programme mapping and a document review by the UNDP EO. This was followed by an early exploratory mission to Jamaica by the UNDP EO Evaluation Task Manager. The purpose of the mission was to undertake direct consultation with the CO and other key stakeholders on the scope of the evaluation. The mission also identified a national research team based at the University of the West Indies to undertake the third stage of the process, the local in-depth study.

The "Poverty-Governance In-depth Study," carried out during the period of January 19 to February 23, 2004, provides background analysis and information for the preparation of the ADR Jamaica and the UNDP contribution to these

results during the years 1997-2004. The study focuses on poverty and governance eradication as central themes of the UNDP strategy in Jamaica, as is reflected in the first and second CCF (CCF-I 1997-2001 and CCF-II 2002-2006), although other areas, such as gender and environment, are also covered under these frameworks.

The Evaluation Mission under its terms of reference (see Annex A) undertook desk reviews, stakeholder meetings, focus-group interviews, and select site visits. The Evaluation Mission visited Jamaica between February 24 and March 10, 2004, and was joined there by the leader of the In-depth Study Team. The four-person ADR team interviewed a broad range of stakeholders including government officials, civil society organizations (including NGOs, community-based organizations [CBOs] and academia), IDPs (including members of the UNCT), and representatives of the private sector. (see Annex B for a list of persons met.) The ADR team examined a broad range of documents (see Annex C) and visited several project sites to observe and validate results. It also had an opportunity to be present in a civic dialogue held in a community in Kingston as part of the Civic Dialogue Programme.

### 1.3 REPORT STRUCTURE

The evaluation process culminated in the ADR report, which is divided into five chapters. The next chapter, Chapter 2 presents the overall national context, examining recent trends, key development challenges, and emerging issues for the country, thus providing the context within which UNDP's contributions to national development results and its strategic positioning are assessed. Chapter 3 assesses national development results with respect to the specific areas where UNDP was engaged and analyzes UNDP's contributions to these results. Chapter 4 looks at UNDP's strategic positioning within this context-examining not only what UNDP did, but also how it did it. It pays special attention to UNDP's current strategic positioning to address the emerging issues facing the country. The concluding chapter, Chapter 5 summarizes the findings and sets out lessons learned as well as recommendations for both the UNDP CO and Headquarters.



## 2

# Development Context

Chapter 2 profiles the national development context, key challenges facing Jamaica, and emerging issues, thus setting the context within which UNDP's contributions to national development results and its strategic positioning are assessed.

## 2.1 JAMAICA-LAND AND PEOPLE

Jamaica, an island economy with an estimated population of 2.6 million people, is the third largest Caribbean island, with a land area of 10,990 square kilometres, and is located in the western Caribbean. It is endowed with a natural beauty, as well as resources, such as bauxite and other minerals. Jamaica's natural environment is lush and rich in biodiversity. Although policies, regulations and institutional mechanisms are in place to safeguard its natural and oceanic resources, Jamaica faces major challenges in addressing inter alia deforestation, the effects of mining and quarrying, loss of biodiversity, pollution, and overall environmental degradation. Since the majority of Jamaica's population lives on the coastal plains, resultant development has impacted marine and coastal resources. The island country, similar to the rest of the Caribbean, is also vulnerable to natural disasters, particularly hurricanes and flooding, which calls for effective disaster management policies and mechanisms. Responsive to these challenges, Jamaica established the National Environment and Planning Agency (NEPA) and formulated disaster preparedness and mitigation measures.

Jamaica's population is largely urban, with approximately one third of the total population living in the capital city, Kingston (situated on the seventh largest natural harbour in the world and the country's main trade centre), with about another one third living in three other major urban centres. The national motto "out of many, one people" points to the various ethnic groups living in Jamaica, of whom approximately 95 percent are of partial or total African descent, 2 percent are East Indian, and 1 percent Chinese. The remaining 2 percent is made up of other ethnic groups including European and Middle Eastern migrants. Jamaica's human resources are of high quality with an educated, English-speaking population.

Its population is aging. This is reflected in the expansion of the working age (currently 15 to 64 years of age) and in the percentage

Figure 1: Jamaica at a glance

## POVERTY and SOCIAL

## 2003

	Jamaica	Latin America & Carib.	Lower middle-income
Population, mid-year ( <i>millions</i> )	3	534	2,655
GNI per capita ( <i>Atlas method, US\$</i> )	2,990	3,260	1,480
GNI ( <i>Atlas method, US\$ billions</i> )	8	1,741	3,934

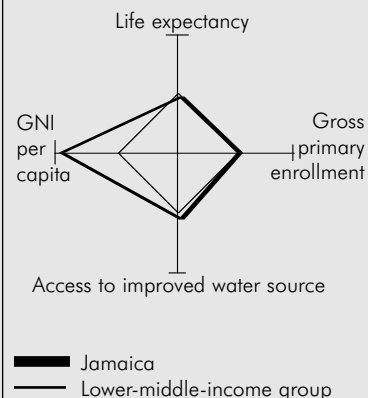
## Average annual growth, 1997-03

Population (%)	0.8	1.5	0.9
Labor force (%)	1.3	2.1	1.2

## Most recent estimate (latest year available, 1997-03)

Poverty (% of population below national poverty line)	19	..	..
Urban population (% of total population)	52	77	50
Life expectancy at birth (years)	76	71	69
Infant mortality (per 1,000 live births)	17	28	32
Child malnutrition (% of children under 5)	4	..	11
Access to an improved water source (% of population)	92	86	84
Illiteracy (% of population age 15+)	12	11	10
Gross primary enrollment (% of school-age population)	101	129	112
Male	101	131	113
Female	100	126	111

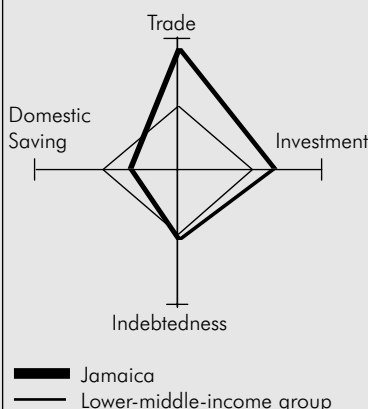
## Development diamond\*



## KEY ECONOMIC RATIOS and LONG-TERM TRENDS

	1983	1993	2002	2003
GDP ( <i>US\$ billions</i> )	3.6	4.8	8.4	8.1
Gross domestic investment/GDP	22.3	28.7	31.8	30.0
Exports of goods and services/GDP	35.7	48.0	36.2	40.7
Gross domestic savings/GDP	14.9	20.3	11.8	11.5
Gross national saving/GDP	9.6	22.8	16.0	16.5
Current account balance/GDP	-12.1	0.3	-13.2	-12.0
Interest payments/GDP	4.4	3.4	3.8	3.7
Total debt/GDP	95.9	90.5	64.9	66.2
Total debt service/exports	29.8	20.0	23.8	20.4
Present value of debt/GDP	..	..	69.6	..
Present value of debt/exports	..	..	165.0	..

## Economic ratios\*



(average annual growth)	1983-93	1993-03	2002	2003	2003-07
GDP	3.7	0.3	1.1	2.3	2.7
GDP per capita	2.9	-0.5	0.2	1.4	1.5
Exports of goods and services	4.9	-2.5	-5.6	15.0	5.9

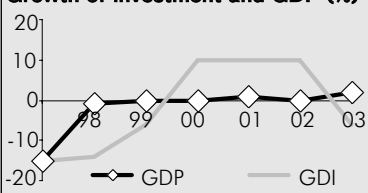
## STRUCTURE of the ECONOMY

(% of GDP)	1983	1993	2002	2003
Agriculture	6.40	7.50	5.50	5.20
Industry	35.00	34.80	29.10	29.80
Manufacturing	20.00	16.10	12.50	12.60
Services	58.50	57.70	65.30	65.00
Private consumption	65.00	68.10	71.90	73.40
General government consumption	20.10	11.50	16.30	15.10
Imports of goods and services	43.00	56.30	56.30	59.20

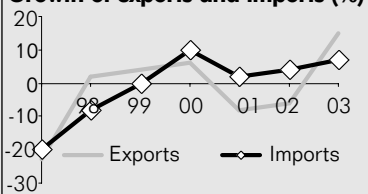
## (average annual growth)

	1983-93	1993-03	2002	2003
Agriculture	3.8	-2.4	-7.0	4.7
Industry	3.9	-0.6	1.4	1.4
Manufacturing	2.3	-1.9	-0.8	-0.8
Services	3.5	1.2	1.8	2.5
Private consumption	3.5	-1.0	1.9	4.4
General government consumption	-2.1	4.6	4.1	-5.4
Gross domestic investment	6.7	0.8	10.4	-3.6
Imports of goods and services	4.5	0.0	3.2	7.7

## Growth of investment and GDP (%)



## Growth of exports and imports (%)

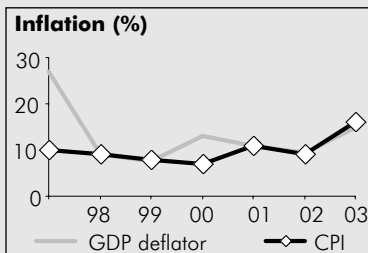


Note: 2003 data are preliminary estimates.

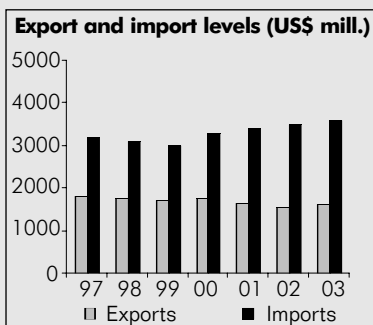
\*The diamonds show four key indicators in the country (in bold) compared with its income-group average. If data are missing, the diamond will be incomplete.

**Figure 1: Jamaica at a glance****PRICE and GOVERNMENT FINANCE**

	1983	1993	2002	2003
<b>Domestic prices</b>				
(% change)				
Consumer prices	16.7	30.1	7.3	14.1
Implicit GDP deflator	17.0	40.0	8.4	12.5
<b>Government finance</b>				
(% of GDP, includes current grants)				
Current revenue	25.1	25.1	26.4	28.6
Current budget balance	-7.2	5.9	-6.5	-6.6
Overall surplus/deficit	-15.0	1.9	-8.5	-7.9

**TRADE**

(US\$ millions)	1983	1993	2002	2003
Total exports (fob)	685	1,283	1,309	1,368
Alumina	315	440	604	662
Bauxite	109	84	106	89
Manufactures	84	268	110	108
Total imports (cif)	1,287	2,189	3,702	3,813
Food	110	145	291	282
Fuel and energy	397	343	636	829
Capital goods	294	390	671	558



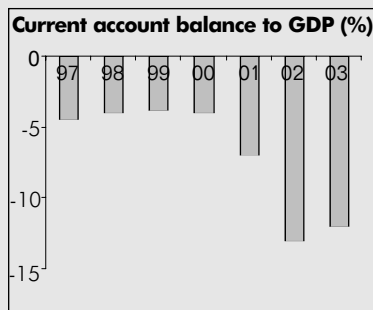
Export price index (1995=100)

Import price index (1995=100)

Terms of trade (1995=100)

**BALANCE of PAYMENT**

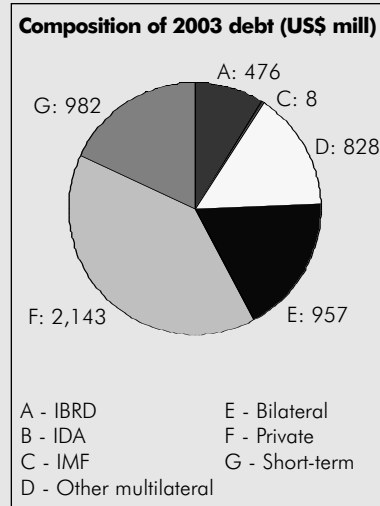
(US\$ millions)	1983	1993	2002	2003
Exports of goods and services	1,236	2,567	3,229	3,469
Imports of goods and services	1,491	2,674	4,828	4,947
Resource balance	-255	-107	-1,599	-1,478
Net income	-283	-256	-606	-632
Net current transfers	102	377	1,087	1,135
Current account balance	-437	14	-1,118	-975
Financing items (net)	175	449	874	542
Changes in net reserves	262	-463	244	432

**Memo:**

Reserves including gold (US\$ millions)	..	390	1,643	1,196
Conversion rate (DEC, local/US\$)	2	25	48	58

**EXTERNAL DEBT and RESOURCE FLOWS**

(US\$ millions)	1983	1993	2002	2003
Total debt outstanding and disbursed	3,472	4,373	5,479	5,394
IBRD	368	607	495	476
IDA	0	0	0	0
Total debt service	397	537	848	772
IBRD	39	123	65	66
IDA	0	0	0	0
Composition of net resource flows				
Official grants	13	242	39	..
Official creditors	306	-33	60	-9
Private creditors	91	-1	62	-208
Foreign direct investment	-19	78	481	..
Portfolio equity	0	0	0	..
World Bank program				
Commitments	120	107	145	0
Disbursements	60	77	84	15
Principal repayments	13	74	44	46
Net flows	47	4	20	-31
Interest payments	26	49	21	20
Net transfers	21	-45	19	-52



of dependent elderly, which in 2002 was 12.1 percent (a trend that has increased between 1970 and 2002). The elderly mainly live in the rural areas. The population growth rate has been falling steadily since 1997, and currently stands at 0.5 percent, due largely to high levels of emigration rather than declines in fertility, both of which have implications for development. The majority of households are mixed gender (67.5 percent), but approximately 45 percent of households surveyed in 2002 reported females as head of households.

## 2.2 THE ENABLING ENVIRONMENT FOR HUMAN DEVELOPMENT

Since its independence in 1962, Jamaica has functioned as a constitutional monarchy and Westminster-style parliamentary democracy. National legislative authority is vested in a bicameral Parliament comprising a House of Representatives and a Senate. During the last four decades, the two main parties—the People's National Party (PNP) and the Jamaica Labour Party (JLP)—have dominated the political life of the country. Until the late 1980s, the parties alternated in forming the government, usually after two four-year terms in office. However, in a marked departure from this trend, the PNP has won successive electoral victories since 1989, including the most recent elections held in October 2002, albeit with a reduced majority in parliament. In the subsequent local government elections held in June 2003, the opposition, JLP, obtained an overwhelming number of seats. The next general election is constitutionally due to be held in October 2007. The existing political system has functioned with a reasonable degree of stability, although political partisanship has led to the periodic eruption of violence, particularly during the lead up to elections.

**Local government** arrangements constitute an integral part of Jamaica's two-tiered governance structure. The island is divided into 3 counties and 13 parishes plus Kingston under the Ministry of Local Government, Community Development and Sport. The government initiated the Local Government Reform Programme in February 1993, and in 1997 started implementing a PIDP formulated with UNDP support.

In order to address key **public administration challenges**, the government has established a long-term Public Sector Modernisation Vision and Strategy for 2002-2012, following wide-ranging consultations. It focuses on improved accountability and transparency, improved access to and better quality services, and the use of ICT for e-government. The foundation for a good governance programme has been laid, which includes improving the role of core government functions; sharing power and increasing participation in decision making for effective management; reaffirming the values of the public service; stressing integrity, objectivity, and accountability; and delivering high quality services at reasonable costs. This programme has made some salutary progress, but it is currently hindered by the acute resource crunch.

In the wake of the debt crisis and reduced government spending in certain sectors, the role of **civil society** organizations (ranging from church-based to grass-roots groups) has gained increasing prominence in recent decades through their work in areas such as health, education, HIV/AIDS, women's issues, the environment, and infrastructure development. Funding support has been obtained from both internal and external sources. Civic networks have facilitated the political, economic, and social collaboration essential to effective governance; nevertheless, lack of human, physical and financial resources are real constraints to their effectiveness.

The importance of the **private sector** in supporting national development efforts is gaining increased recognition. Private-sector interests represented by various organizations include the Private Sector Organization of Jamaica (PSOJ), the Jamaica Exporters Association (JEA), the Jamaica Manufacturers Association (JMA), and a number of other professional and trade groups. With a view to addressing the macroeconomic challenges more effectively, the PSOJ has supported the Partnership for Progress initiative since 2003, an initiative that brings together representatives from the trade unions, academia, civil society, the private sector, and the political parties to promote a climate that

will enable job creation and foster economic growth. Moreover, the Jamaica Confederation of Trade Unions (JCTU) signed a Memorandum of Understanding (MOU) in early 2004 with the government to restrain wages over the next two years.

Jamaica has a very high level of **crime and violence**. The country is reputed to have one of the world's highest murder rates. The Government of Jamaica's anti-crime initiatives were introduced in late 2002 in response to growing public demand for more effective means of dealing with violent crime, in view of the negative implications this has for tourism and investment. Specifically, crime has a negative effect on the development of human capital, creates incentives for migration, introduces inefficiencies into the economy, undermines the work ethic, and diverts resources from investment to crime management<sup>3</sup>.

Jamaica operates a **free market economy**, with a large number of private-sector businesses operating alongside a reduced number of state-owned enterprises. Since 1980, successive governments have introduced economic reforms geared towards fostering private-sector activity and increasing the role of the market in the economy. A significant percentage of the economy, which was previously state owned, has been transferred to the private sector via divestment and privatization programmes in agriculture, tourism, transportation, finance, manufacturing, and communications. Policies aimed at the deregulation of markets, the elimination of price subsidies and price controls, and the reduction of trade barriers have also been introduced.

Between 1991 and 1994, the Jamaican **financial sector** expanded significantly. However, since 1995, the sector was consolidated as a result of a combination of closures and mergers of various bank and non-bank financial intermediaries. Macroeconomic performance has been affected by the 1995/1996 financial crisis, which forced the government to intervene through the Financial Sector Adjustment Company (FINSAC) to prevent the collapse of a number of major financial

institutions. Despite progress made in divesting itself of the companies acquired by FINSAC, the intervention resulted in a significant increase in domestic debt incurred by the government.

In March 1996, the government adopted a strategic plan for **growth and development**—the National Industrial Policy, which, among other things, identified a number of new investment opportunities for expanding growth and output. Tourism has continued to grow and remains one of the leading foreign exchange earners. There has been recovery in the mineral sector (notably bauxite/alumina), but manufacturing has remained stagnant and uncompetitive while the agricultural sector has suffered from low productivity. During the period covered by the report, Jamaica experienced only moderate and, in some years, even negative growth, despite efforts to improve macroeconomic stability and to stimulate increased investment in the economy.

Primary agricultural exports, bauxite mining, and tourism are the mainstays of the Jamaican economy. The economy is open and import-dependent, particularly on food and fuel. Consequently, the economy is susceptible to economic shocks, as was manifest following the September 11, 2001, terrorist attack on the United States.

Remittances from North America and the United Kingdom have played an increasingly significant role in the economy and now outstrip tourism receipts. Long-term growth has been hampered by consistently high real interest rates, a high level of crime and violence, and a decline in competitiveness and structural rigidities.

The decline in real GDP from 1996 to 1999 was followed by three years of growth. It has reached 2 percent in FY 2003/04. Jamaica also recorded its sixth consecutive year of single-digit inflation in 2002, which however increased to double digit inflation in FY 2003/2004.

Given the slow rates of growth and output in the economy, the government was forced to resort to significant external borrowing to fund the capital budget and to meet its debt service obligations.

<sup>3</sup>World Bank, Jamaica: The Road to Sustained Growth, Country Economic Memorandum, 2003

This has, in turn, led to a significant expansion of the public debt, which stands at approximately J\$600 billion (US\$ 10 billion). This figure represents 67.5 percent of GDP and accounts for 62 percent of government revenue.

Jamaica plays an active role in regional integration initiatives and in various regional bodies. It is a member of CARICOM, the overall objectives of which are economic integration, foreign policy coordination, and functional cooperation. Progress in achieving these objectives has, however, been slow. For all CARICOM members, most trade is with extra-regional partners. Jamaica is one of 17 Commonwealth countries in the region that is a borrowing member of the Caribbean Development Bank (CDB), which provides loans to promote economic growth and social development. Jamaica is also one of 26 borrowing member countries from the Latin America/Caribbean region, of the Inter-American Development Bank, which is the oldest and largest regional multilateral development institution, established to help accelerate economic and social development in Latin America and the Caribbean. It is also a member of the Association of Caribbean States whose aim is to promote consultation, cooperation and concerted action among all the countries of the Caribbean, comprising 25 member states and three associate members.

Together with other Caribbean countries, Jamaica is involved in three simultaneous trade negotiations in the context of the ACP-EU Convention, the FTAA, and the WTO, in which they are seeking to defend the interests of the small economies of the region. Jamaica is also a beneficiary under the Caribbean Basin Initiative, which is a programme of economic assistance by the United States to Caribbean countries, and under the Caribbean-Canada Trade Agreement (CARIBCAN).

Jamaica's economic situation is further complicated by the challenges presented by globalization and economic liberalization, which emphasize the importance of increased productivity and competitiveness. In an effort to respond to these challenges, the government has sought to intensify patterns of economic integration within the

Caribbean region. This is expected to lead to the establishment of a CSME by 2005. It is envisaged that the CSME will not only strengthen the capacity of the region to act as an integrated economic entity, but it will also provide a framework for exploring opportunities for integrated production, contemplated under Article 52 of the Revised Treaty of Chaguaramas, and thus serve as a basis for optimizing the development possibilities of Jamaica and other members of CARICOM.

### 2.3 THE AID REGIME IN JAMAICA

The aid regime in Jamaica has shifted significantly since independence and has done so in the context of a changing economic and social environment. While technical assistance dominated the early years, this soon gave way to increased borrowing for investment and then to a period of structural adjustment. The World Bank (WB) and the International Monetary Fund (IMF) became its close partners in the late 1980s, and the country came under the influence of the Washington Consensus and promoted privatization and liberalization. Since the 1990s, the government has relied increasingly on loans from private capital markets to fund its economic programmes. The loans from abroad are used to finance essential public services and capital investments after meeting debt service obligations. The government has also pursued a strategy aimed at maintaining the exchange rate in order to promote necessary stability in the economy.

The level of grant funding to Jamaica has been decreasing in recent years, mainly due to the declining priority of middle income countries in ODA resource allocation. Reductions in overall ODA budgets in the mid-1990s and the end of significant annual BOP support in FY1994/95 meant a sharp decline in annual bilateral expenditures for Jamaica. Bilateral funding for Jamaica had fallen from \$47.9 million in FY1988/89, to \$4.2 million in FY1996/97<sup>4</sup>. Recent annual bilateral disbursements are approximately \$8.9M with the grant amount declining from US\$ 66.4 million in 2001 to US\$ 23.9 million in 2002. This sharp decline was due to lack of funding from

<sup>4</sup> CIDA, Jamaica Country Development Programme Plan, 2002-2007



Canada, which made a large grant in 2001, and lack of materialization of new programmes planned by bilateral development partners in 2002<sup>5</sup>.

In 1992 loans from multilateral development banks accounted for 50 percent of the country's debt burden, but almost a decade later in 2001, they accounted for only 25 percent. The debt to private creditors increased during the same period from less than 15 percent to more than 47 percent<sup>6</sup>. Table 1 shows the declining levels of official development assistance (ODA) during the last decade and a half.

**Table 1: ODA flows to Jamaica (US\$ million)**

1987	1990	1992	1996	2001
168	262	126	58	54

Source: Jamaica HDR 2000 and World Bank World Development Report (WDR) 2004

At the same time, remittances grew as more and more Jamaicans emigrated. In 1991, remittances were only US\$183 million; they reached \$613 million in 1995 and in 2002 they increased to US\$1,156 million<sup>7</sup>. The last ten years have seen a changing relationship between the IDPs and the government. This is in part a reflection of the declining ODA flows and levels of resource intensity, especially in relation with other flows, such as remittances and commercial borrowing. It is also a reflection of a global trend towards a more partnership-oriented approach.

## 2.4 THE MILLENNIUM DEVELOPMENT GOALS AND THE SOCIAL CONTEXT

Jamaica's ranking on the UNDP HDI Rank is 79 (out of 177) in the 2004 HDR, placing it in the category of countries that have achieved a medium level of human development alongside most CARICOM countries. In order to appreciate its relative position in the world it may be noted that 55 countries were placed in the category of high human development level and 36 in the category of low level of human development.

## Millennium Development Goals

The first report on the national MDGs is under preparation by the Government of Jamaica with support from UNDP. A technical working group has been established to guide the preparation process. The report is expected to be ready in early 2005. Hopefully the MDGs will be translated into national targets so that, moving forward, the performance evaluation will refer to the national targets. Jamaica has achieved the goal of universal primary education; however a key concern is the inadequate quality of the education system (see below). It is on track in terms of the goals for poverty eradication and environmental sustainability. However, it has to make more progress if it is to reach the goals for gender equality and empowerment of women, reducing child mortality, improving maternal mortality rates, and combating HIV/AIDS. The targets and the status of Jamaica's progress in achieving them are given in Table 2.

## Poverty reduction

The structural adjustment policies pursued by the Government of Jamaica during the 1980s and early 1990s that, among other things, involved a significant reduction in government expenditures in the social sector, resulted in a noticeable decrease in the living standards of working people. In 1991, the government liberalized the foreign exchange market as a part of a major drive to liberalize the economy as a whole in the context of commitments to the major international financial institutions. One immediate consequence was a rapid devaluation of the Jamaican dollar and a rate of inflation that surpassed 80 percent for the year 1991. Poverty levels rose dramatically because of the sharp decline in real wages, forcing the issue onto the government's agenda of policy priorities. Four years later, poverty eradication became the centrepiece of the government's social policy. Despite negative or moderate economic growth in recent years, reduction in the level of poverty in society has been making reasonable progress, compared with the high levels of poverty experienced in the 1990s.

<sup>5</sup> PIOJ: Economic & Social Survey Jamaica 2002. 2003. pp. 2.1-2.2

<sup>6</sup> World Bank: Jamaica - The Road to Sustainable Growth. 2003. p. 72

<sup>7</sup> PIOJ, Review of Economic Performance, January to March 2003

**Table 2: Millennium development goals, targets and status**

GOALS	Selected Target (s)	General Status Re Goal
1. Eradicate extreme poverty and hunger	Halve the number of people whose income is less than one dollar a day between 1990 and 2015	On track
2. Achieve universal primary education	Ensure that children everywhere, boys and girls alike, will be able to complete a full course of primary schooling by 2015	Achieved
3. Promote gender equality and empower women	Eliminate gender disparity in primary and secondary education preferably by 2005 and to all level of education no later than 2015	Lagging
4. Reduce child mortality	Reduce by two thirds the under-five mortality rate between 1990 and 2015	Far behind
5. Improve maternal health (maternal mortality)	Reduce by three quarters, the maternal mortality rate between 1990 and 2015	Far behind
6. Combat HIV/AIDS, malaria, and other diseases	Have halted and begun to reverse the spread of HIV/AIDS by 2015	Achieved control of malaria, Lagging control of HIV/AIDS
7. Ensure environmental sustainability	Halve the number of people without sustainable access to safe drinking water by 2015	On Track
8. Develop a global partnership for development	In cooperation with the private sector, make available the benefits of new technologies, especially information and communications	On Track

Source: Final Report, 9th Annual Retreat of the IDPs in Jamaica, November 12-14, 2003

Poverty in Jamaica is predominantly rural. Young people between the ages of 15 and 24 years constitute a high percentage of the poor. Female-headed households account for a high level of poverty. Income inequality is of a very high order-the wealthiest 20 percent of the population account for 45.9 percent of national consumption, and the poorest 20 percent account for only 6.1 percent.

Table 3 gives a picture of poverty and inequality over the past decade.

The Government of Jamaica initiated its NPEP in 1995 following the World Summit for Social Development held in Copenhagen that year. The programme coordinates a wide range of poverty related projects and programmes administered by various ministries and agencies. The aim was to

**Table 3: Poverty and income inequality, 1991 -2002**

	1991	1993	1995	1997	1999	2001	2002
Incidence of Poverty:							
Kingston Metropolitan Area (KMA) (%)	28.9	16.7	15.0	9.3	10.6	7.6	NA
Rural (%)	57.2	29.6	37.0	27.4	22.0	24.1	NA
Jamaica (%)	44.6	24.4	27.5	19.9	16.9	16.9	19.7
Ratio of Rural to KMA	2.0	1.8	2.5	2.9	2.1	3.2	NA
National Consumption:							
Quintile 1 (%)	NA	NA	7.11	5.81	6.30	6.24	NA
Quintile 5 (%)	NA	NA	44.74	49.05	45.93	46.82	NA
Consumption in Quintile 5 divided by consumption in Quintile 1	NA	NA	6.3	8.4	7.3	7.5	NA
Gini coefficient	0.3969	0.3718	0.3624	0.4164	0.3794	0.3843	NA

Source: Kingston, Jamaica. Planning Institute of Jamaica (PIOJ) and STATIN, Survey of Living Conditions, 2001. Incidence of poverty for Jamaica for 2002 comes from private communication with the PIOJ.

marshal all the available resources and reorient them to the vision of eradicating poverty through integrated community development. Jamaica committed itself to reduce the incidence of poverty by 50 percent by 1998 and eradicating it altogether by the year 2010. In a sense therefore, the government's commitment to poverty eradication anticipated the Millennium Declaration and, in fact, established an even more ambitious target, since the MDG relating to poverty calls for a halving of poverty by 2015.

The government's Social Policy Framework and Plan of Action articulates the government's strategic plan for the social sector through the year 2015, focusing on the following key goals: human security, social integration, governance, secure and sustainable livelihoods, environment, education and skills, and health and physical well-being.

### ***Reduction in child mortality and improved maternal health***

Equity, access, and quality are goals that the public health sector in Jamaica has been seeking to achieve. The country has shown progress in achieving an average life expectancy of 75.5 years, which compares favourably with other neighbouring countries and an infant mortality rate (as estimated by the UN in 2003) of 49 deaths per 1,000 live births. But in terms of achieving the MDGs, data show that Jamaica is unlikely to meet targets on child and maternal mortality, even though the proportion of births attended by skilled health personnel is high at 95 percent. The MDG aims to cut maternal deaths by 75 percent between 1990 and 2015. However, a compilation of regional statistics between 1993 and 2001, show that in Jamaica 106 women per 100,000 died during childbirth compared to 65 per 100,000 in Anguilla, 81 in Barbados, 34 in Cuba, 45 in Trinidad and Tobago, and 60 in Venezuela.

Although healthcare was traditionally provided free of cost by the state, user fees have now been introduced. Financing of healthcare will become an issue of increasing importance as the government seeks to maintain or improve existing levels of healthcare delivery, while trying to control the cost of the service in the context of fiscal consolidation.

### ***HIV/AIDS***

HIV/AIDS is reported to be the leading cause of death in the 15 to 44 year age group in the Caribbean. The Government of Jamaica instituted a programme to tackle HIV/AIDS as early as 1988, and public education programmes have increased since then, but the epidemic continues to spread. As of the end of 2003, an estimated 1.2 percent of Jamaican adults (15 to 49 years) or 21,000 persons were living with HIV/AIDS, of whom 10,000 were women. For the past few years, the rate of HIV infection has increased more in women than in men. The AIDS epidemic in Jamaica is concentrated in urban areas and is fuelled by high levels of poverty; unemployment; violence against women; stigma and discrimination; early sexual activity; inconsistent use of condoms; limited access to care, counselling, and support; and tourism and population movements.

### ***Gender equality and women's empowerment***

Efforts have been made in the promulgation of women's rights and in the expansion of opportunities for women. However, there are still concerns regarding the access by women to positions of power and decision making, the translation of high academic achievements in girls into comparative opportunities for economic empowerment, and the levels of violence against women and girls, who are major victims of domestic violence and rape. The marginalization of young males, particularly in terms of their participation in higher education has become a real concern in recent years.

### ***Primary education***

Jamaica attained near universal primary enrolment by the early 1980s, well ahead of the MDG target of achieving universal primary education by 2015. By 2001, it had reached 96.2 percent. But while net primary enrolment is very high, key issues of concern are the inadequate quality of the education system and low completion rate (68 percent), especially of boys enrolling in secondary education. The 2002 Jamaica Survey of Living Conditions reported that half the number of persons in the 17 to 18 year age group have not advanced beyond secondary education. The survey indicated that

enrolment in post secondary institutions decreased from 48.3 percent in 2001 to 35.9 percent in 2002 (the lowest since 1996) and that enrolment in educational institutions was far greater among wealthier groups than among poorer ones.

## Other Issues

### **Emigration**

Jamaicans have been migrating for decades to the United States, United Kingdom, and Canada. In fact, as noted earlier, emigration has reduced the rate of natural increase of the population in Jamaica by approximately 45 percent for more than four decades. With more migrants, remittance increased in the 1990s by approximately one-third. The United States is the main destination country of Jamaican emigrants, but data reflect a declining trend since the 1990s in emigration to the United States and Canada.

### **Employment**

Stagnant employment has been a key challenge for the government. The employment rate declined in the 1970s, recovered slightly in the 1980s, but has trended downwards since the 1990s (in part due to the closure of the garment and other manufacturing businesses and lay-offs in all economic sectors). High unemployment rates occur among youth and women. In 2002, the number of persons in the labour force increased by 1.8 percent to 1,124,500 from the previous year, with the overall labour force participation rate increasing by 0.6 percentage points to 63.6 percent. However unemployment increased to 170,100 from 165,400 affecting the unemployment rate, which showed a slight increase from 15.0 percent to 15.1 percent. The male unemployment rate was 10.6 percent, while the female rate was 20.7 percent. The largest contraction in employment occurred in the Agriculture, Forestry, and Fishing industry, which decreased by 25.9 percent. The largest increase occurred in Financing, Insurance, Real Estate, and Business Services, which increased by 21.8 percent. The large informal sector in the economy is considered by many to have a volatile influence on the employment situation.

## 2.5 KEY NATIONAL DEVELOPMENT CHALLENGES AND EMERGING ISSUES

The Government of Jamaica is well aware that it faces a number of important challenges in its efforts to strengthen the process of SHD in the future. This section of the report reflects the key national development challenges that have been articulated by senior government officials. These development challenges also largely reflect the priority issues identified by civil society and the private sector representatives during discussions with the ADR team.

### **Creating the appropriate environment for economic growth and job creation**

While there has been significant success in reducing levels of income poverty during the last seven years, in order for the trend to be maintained, the first major challenge is the establishment of an appropriate environment for stronger and more sustainable economic growth and job creation.

A key element of this environment is a **macroeconomic framework** that will encourage greater investment, reduce both public debt-to-GDP ratio and vulnerability of the economy to external influences. To this end, the Government of Jamaica resumed talks in early 2004 with the IMF, which had been stalled since the IMF Board decision to terminate the Staff Monitored Programme in 2002. Agreement was reached in mid-2004 for an intensified surveillance of the Jamaican economy and of the progress in implementing its economic strategy.

A second major challenge will be to reduce the levels of **crime and violence** (including the drug trade) that has potentially negative impact on economic activities, including investment. Additional resources will be needed for systematic collection of data on crime, improved law enforcement, and addressing the root causes of crime (i.e. poverty, drug trafficking, underemployment, a sense of hopelessness) which are but a few of the issues that need to be tackled.

Ensuring that an **appropriate mix of skills** are developed for an increasingly knowledge-based

society and economy is a third major challenge. Jamaica has obvious advantages in exploiting the income and job opportunities offered by ICT and attention must, therefore, be focused on this sector. Despite strides already made, increased efforts will be needed to enhance the national thrust towards wider application of science and technology to improve social capital, protect the environment, and increase national competitiveness in trade and in knowledge-based skills.

Reducing **income poverty** is a fourth key challenge, and is closely linked to the employment strategy, social investment policy, and measures to promote gender equality and reducing crime and violence. Special attention needs to be given to reduction of inequity and fiscal measures which are pro-poor, and to the formulation of a pro-poor employment policy.

Incorporating the vast **informal sector** in the regular economy is a fifth major challenge for country. This must be done gradually in order to bring about necessary fiscal and institutional reforms. Support mechanisms for an expanding informal economy, partnerships, and closer cooperation between the State, trade unions, civil society, and the private sector aimed at increased investment are urgently needed.

A sixth major challenge is the pace and problems associated with the **globalization process and rapid integration of the economy** in CARICOM, the Free Trade Area of the Americas (FTAA), and the global economy. The country is currently involved in three separate trade and investment negotiations. Managing regional integration and at the same time protecting national interests presents a number of challenges, although integration has the potential to generate longer term benefits.

A seventh challenge for the government is to gain the confidence of other sectors and to persuade them to work more closely with it in developing solutions to priority concerns. **Collaboration and partnerships between the State and non-state actors** in an atmosphere of trust and mutual respect can provide the will and capacity to address

the deepening economic crisis. National authorities need to continue to engage with the public in ways that are open and transparent and that are perceived to promote inclusiveness and accountability. "Government at your service," the vision of the Public Sector Modernisation Strategy, needs to be made a reality for all Jamaicans.

Jamaica's centralized administrative structure is not very conducive to the type of social mobilization and community participation needed for rapid economic growth with equity. The **decentralization process**, which began some years ago, has lost its dynamism even though parish infrastructure development and fostering of community organizations have received considerable attention in recent years. A concerted and determined effort aimed at strengthening the Parish Councils and devolving state functions at that level must complement PIDP and Social Development Commission (SDC) initiatives. Resource constraint hindering both decentralization and public sector modernization programmes must be effectively handled.

### **Strengthening priority interventions to improve the well-being of people**

Through PATH (Programme of Advancement through Health and Education), which was piloted in 1 of 13 parishes in 2001/2002, the government has begun to institute reforms to its Social Safety Net Programme. This programme aims at improved identification of the poor and improved effectiveness, relevance, and efficiency in the deliverance of state-funded assistance to the poor and vulnerable. This will need to be further accelerated for island-wide implementation.

Addressing the **quality of education** and the high illiteracy rate of 15 to 19 year olds, and making education more attractive for young Jamaican males are further key challenges.

Jamaica's healthcare system is quite good but **infant and maternal mortality rates** are its Achilles' heels. Despite high levels of immunization and the control of child-prone diseases, reductions in infant mortality rates are a key challenge for the government. The maternal mortality ratio is

another challenge requiring *inter alia* increased access to essential obstetric care.

Widespread public awareness and systematic prevention programmes hold the key to behavioural change that is necessary to withstand the disastrous effects of **HIV/AIDS**. Persistent cultural practices, discrimination, and stigmatization need to be given much more attention by all sectors of society.

Despite great strides made by Jamaica in many fields, **social capital formation** has been neglected in the country. Social capital formation not only depends on human development but also on institutional development at the national, regional, and local levels. The programmes of the SDC and LIFE are attempting to foster community and neighbourhood societies and NGOs. The PIDP and Public Sector Modernisation programmes also seek to strengthen decentralized institutions. The Civic Dialogue process is a bold attempt at social engineering for the prevention of crime and strengthening of community action. In all these initiatives, the sustainability of organized groups needs to be fostered. Simultaneously, the improvement of the quality of human resources and reorientation of the legal system for transparent equity are unavoidable.

Addressing human rights issues in a timely manner is another key challenge including the implementation of provisions in the law against abuses and protecting citizens' rights. Complaints against Jamaica's **justice system** are based on procedural delays and large backlogs of undecided cases. There is a perception that human rights are not consistently upheld in Jamaica. The police administration is accused of violating civil rights and **excessive use of force**. Although a number of formal legal and institutional arrangements are in place to protect human rights, some civil society groups claim that, in practice, there is inadequate protection of individual rights based on alleged incidents of police brutality. Since the protection of human rights is a fundamental requirement of an enlightened society, it is important that action is taken to correct any shortcomings that may exist within the justice system.

## Protecting the environment and reducing the impact of natural disasters

The government has made impressive efforts to address Jamaica's most important **environmental issues** by forming programmes and strategies for sustainable development and by passing a number of laws targeted at protecting the environment. Unplanned deforestation is prohibited, attention is paid to watershed management, and measures are in place to safeguard oceanic resources. Jamaica is quite active in international fora on climate change, bio-diversity, ozone depletion, and forestry preservation. It has been instrumental in securing special support of UNDP and related bodies (e.g. Global Environment Facility, UNEP) for protection and development of Small Island States. The challenge now faced by the government is to enforce compliance with legislation and ensure the effective implementation of the programmes and strategies through adequate financial and human resources.

Jamaica still faces serious threats from natural disasters. For example, during 2002, Jamaica was devastated by flood rains that resulted in damage costing J\$6.0 billion (US\$ 100 million). The government has initiated a number of **capacity-building measures to address disaster mitigation**, but these will need to be increased by focusing *inter alia* on training and monitoring, hazard mapping, public awareness, equipment purchase, search and rescue, and database development.

## Mainstreaming key cross-cutting issues to promote sustainable human development

The Jamaican Government is committed to **gender mainstreaming** in policy and decision making. Notwithstanding progress made in this area, issues regarding women are still of major concern, including higher unemployment rates, lack of employment opportunities after completion of secondary school, lack of interest in IT-based jobs, cultural barriers impeding women gaining top-management and decision-making positions, and domestic violence. For males, lower attendance at the primary school level and higher dropout rate

from high school are some of the challenges in this area. Disparities between men and women in respect to their access to resources and participation in decision making and governance need increased attention in order to effect a transformation of gender relations in the social, economic and political spheres.

In terms of **equity and equality**, the need to directly address this issue in all aspects of Jamaican

life is essential and should be a major focus of the government's policy in all sectors. The key challenge will be for Jamaicans in all walks of life to conceive of equity and inequality in broad terms that encompass not only income issues but also access to resources, opportunities, and services, and to hold the government accountable for achieving these objectives.





## 3

# UNDP's Contribution to National Development Results

## 3.1 THE UNDP IN JAMAICA

Within the context set out in the previous chapter, this chapter introduces the UNDP in Jamaica. It then assesses the key national development results with respect to specific areas of UNDP's engagement and analyzes UNDP's contribution to them. Clearly, UNDP was not involved in all aspects of development but was and continues to be engaged in a few selected areas in line with government priorities and national needs.

Accounting for a country's development results can be undertaken with reference to two main criteria: the economic indicators that reflect the command of individual citizens over goods and services at reasonable prices; and the human development indicators that reflect individual achievement in education, health, social security, happiness, and the like. These results are the product of a multiplicity of efforts in many directions such as good governance, promotion of trade and investment, macroeconomic management, equitable distribution of national wealth, upgrading of human resources, and working in cooperation with the international community. These efforts are influenced by the political philosophy of ruling parties, economic policies of the government, and development partners through their advice and resource input.

There are two main challenges associated with the evaluation of these results. First, most results are a matter of long-term efforts, thus limiting them to pre-determined time periods makes the assessment difficult and sometimes irrelevant. Second, the complex interplay of multiple efforts and initiatives in producing results make the attribution of success or failure to specific programmes or policies highly problematic.

Jamaica became independent in 1962, and a UNDP CO was established there in 1965. UNDP was a close partner of Jamaica in its early years, and a Jamaican national was the first Associate Administrator of UNDP and remained in that position for 14 years. In the 1980s, the resource input from UNDP shrunk dramatically

in all middle-income countries, but UNDP continued to be an important development partner of Jamaica until the mid 1990s. Meanwhile, UNDP operations globally changed in character as focused programmes around key development themes became more important than responses to urgent but ad-hoc needs of member countries.

The funding patterns of the two CCFs are significantly different, as shown in Table 4. Although the resources available in CCF-II are 85 percent of those used in CCF-I, more than half of the core resources in CCF-II were carried over from CCF-I. Thus the decline in new core resources has been quite dramatic and also indicative of a problem with disbursement in CCF-I. For CCF-II, although there is a significant increase in the mobilization of trust funds and other resources, the amount of total non-core funds mobilized is approximately half that of CCF-I, largely as the result of the dramatic decline in government cost sharing.

The evaluation team believes that the limited resources available to UNDP have contributed to the marginalization of its role in Jamaica. These

developments have affected the ability of the CO to play a more effective role in the development process in Jamaica.

This evaluation also considers the five main UNDP thematic areas: governance, poverty reduction, environmental sustainability, gender equality, and special development situations. Within each area, the national development results are analyzed and UNDP's contribution in relation to intended outcomes is identified. In terms of financial resources, UNDP's programmes have focussed mainly on poverty alleviation and governance, with two-thirds of resources going to these two themes as illustrated in Figure 2.

### 3.2 GOVERNANCE-CREATION OF AN ENABLING ENVIRONMENT FOR SUSTAINABLE HUMAN DEVELOPMENT

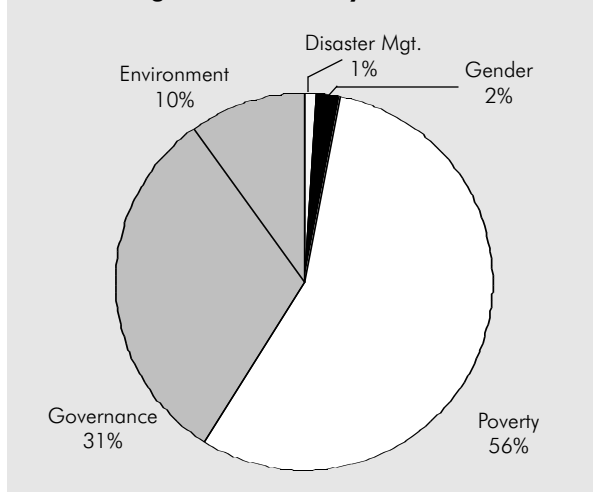
Governance has been a major focus of UNDP's country programmes in both the first and second CCFs for Jamaica. Approximately 31 percent of the total programme covering this period is intended for funding governance-related interventions. The

Table 4: UNDP resources CCF-I and CCF-II (US\$ thousands)

	CCF-I	CCF-II	CCF-II as a Percentage of CCF -I
<i>Core Funds (US\$ thousands)</i>			
IPF Carry-over	-146	636	
TRAC 1.1.1	1,218	411	
TRAC 1.1.2		267	
TRAC 1.1.3	-	70	
Other	537		
SPPD/STS	64	40	
<i>Subtotal</i>	<i>1,673</i>	<i>1,424</i>	<i>85%</i>
<i>Non-Core Funds (US\$ thousands)</i>			
Government Cost Sharing	4,691	576	
Funds Trust Funds and Other	1,715	2,675	
<i>Subtotal</i>	<i>6,406</i>	<i>3,251</i>	<i>51%</i>
<i>Total</i>	<i>8,079</i>	<i>4,675</i>	<i>58%</i>
<i>Non-Core Funds as a Percentage of Core</i>	<i>383%</i>	<i>228%</i>	

Abbreviations: SPPD/STS = Support for Policy and Programme Development/Support for Technical Services  
IPF = indicative planning figures; TRAC = target for resource assignment from the core

Source: CCF-I and CCF-II

**Figure 2: CCF-I and CCF-II****Jamaica Budget Distribution by SRF-ROAR Goals**

programme has focussed on four main strategic areas of support: management of globalization, building public dialogue on SHD and human rights, promoting social cohesion, and strengthening the public sector. In addition, UNDP responded to the government's request to support the elections in 2002.

### **Public awareness and policy dialogue on sustainable human development and human rights**

The Caribbean, including Jamaica, has long been recognized as a region with an enviable record of adherence to human rights. But in Jamaica, the main human rights issues relate to extra-judicial killings by the police force. The UNDP CO has supported increased public debate on SHD and human rights through public awareness initiatives and policy dialogue. In 2001, UNDP contributed to the human rights debate by convening a round table on human development and human rights, bringing together policy makers in government, representatives of the business and NGO communities, and members of the legal community. The papers and speeches presented at the round table were published, but this may not have generated significant debate on these issues among the general public. To do this, UNDP is bringing the issues raised in the round table into the Civic Dialogue process, which is described in a later section of the report.

In 2000, UNDP supported the preparation of Jamaica's first HDR, which provided useful analysis of issues related to poverty, inequality, governance, and gender from a human development perspective. While the document may have influenced policy makers, it is unclear how much it contributed to a broader public debate on SHD issues.

Addressing extra-judicial killings by the police remains a challenge, but other areas also need to be addressed. For example, as was noted in the above-mentioned round table, it is time for Jamaicans to move beyond the traditional and juridical focus to include discussions on the human rights of people living with HIV/AIDS and on reproductive health rights.

### **Management of globalization to help the poor**

UNDP sought to clarify the impact of globalization on the poor, through sponsoring, in conjunction with UNCTAD, a study on the impact of globalization and liberalization, which was presented at two national workshops and round-table discussions involving senior public, private, and not-for-profit officials and policy makers in 2001. The extent to which the discussions or the study directly led to particular policy outcomes is unclear, but what it does show is UNDP's engagement with national policy makers in discussing these issues.

These discussions led to the idea of undertaking a more comprehensive study of globalization. Jamaica has started work on the second NHDR that is planned to be published in 2005, focusing on the theme of globalization and its impact on the economy and society. The UNDP project to produce the NHDR is nationally executed by the PIOJ, and brings together senior public and private officials (including the Ministry of Foreign Affairs, Private Sector Organization, PIOJ, and the University of the West Indies).

UNDP and UNCTAD are also collaborating with local Insurance Industry leaders in Jamaica on a study examining the impact and challenges of liberalization on the industry. In late 2003, consultations were held with senior Ministry of

Foreign Affairs and Foreign Trade officials, the Financial Services Commission, and the Regional (CARICOM) Negotiating Machinery in designing this study.

### **Social cohesion through development planning and other decision-making processes at the sub-national level**

In 1990, the Government of Jamaica introduced a Local Government Reform Programme to reverse the centralization of political authority and public-sector service delivery that had taken place during the previous decade. Through the reform programme, the government has been undertaking a process of political decentralization that seeks to empower communities and strengthen local government administrative, technical, and revenue capabilities. A major element of this reform process has been the establishment of a mechanism aimed at greater participation in the decision-making process and civil society involvement in governance at the sub-national level.

Several initiatives have been taken to organize community groups and secure their active participation in socio-economic activities of the nation. But empowerment of people through devolution of responsibility and powers has not made much progress. The initiative to strengthen local government seems to have lost its drive. More than 5,000 CBOs have been set up to participate in socio-economic activities at the grassroots level across the country. Small environmental projects are also being planned and executed by community groups. The democratic dialogue process has been taken to the community level. But real strengthening of the local government tier is no longer emphasized. The community does not really own local projects or the dialogue process. Those who represent the moving force in implementing the programmes, both government units and development partners, have not devised any strategy for sustaining the programmes after their withdrawal. Although a level of empowerment has taken place, its sustainability remains questionable. This can be better appreciated from a consideration of some details of various programmes so far undertaken.

The SDC, which is the principal community organization and mobilization agency in the country, holds primary responsibility for programmes aimed at creating and deepening mechanisms for civil society involvement in governance. One of the main activities of the SDC in this area involves the formation of Community Development Committees (CDCs) as channels through which the average citizen will have an opportunity to influence decision making. An indication of the importance of CDCs comes from the Prime Minister's recent announcement that there will be a postponement of national discussions on Constitutional Reform until CDCs are formed across the country. The CDCs, according to the Prime Minister's statement, should be a main vehicle for public involvement in those discussions and become an important element of the decentralized local government structure. The SDC, which operates under the aegis of the Ministry of Local Government, holds sole responsibility for the formation of the CDCs.

A further stage of the reform process required that the CDCs be amalgamated into Parish Associations of Community Development Committees (PACDC), which will select representatives to sit on Parish Development Committees (PDCs). PDCs are new decision-influencing bodies being established as adjuncts to the Parish Council system and are another avenue for deepening the democratization process at the local level. They will be comprised of representatives of civil society (NGOs, CBOs, and Churches), private-sector groups, state public-service providers, representatives of the Political Directorate, and staff of the Parish Councils. PDCs have been established in all parishes with the goal of promoting local development through partnership of the local authorities with other state agencies, the private sector, civil society, national utility service providers, and CBOs. PDCs will encourage the preparation of long-term strategic plans for their respective parishes, enhancement of business competitiveness, and economic development for job creation. Planning at the Parish level is now expected to take place within the PDC structure; this will provide a broader group of stakeholders

with influence on the decision-making process. The formation of PDCs is supported under the PIDP Preparatory Assistance, and further work will continue under the upcoming Canadian International Development Agency and Inter-American Development Bank projects. All community-related activities are being channeled through the SDC. The success of government efforts can be illustrated by the fact that there are now 5,190 active CBOs island-wide.

The major elements of UNDP Jamaica's significant contributions to national development results included firstly, providing support to the PIDP, which was initiated in 1997 as part of the Local Government Reform Programme. The main objective of the PIDP was to establish sustainable and balanced development of all regions of the country, especially deep rural and deprived urban regions. UNDP assisted with the preparation of operational guidelines for the development of the PIDP. One critical element was the direct interaction with and involvement of those communities affected by the various projects under the PIDP. An approach termed "community engineering" by PIDP was prepared based on information provided by UNDP on best practices in local government. The pilot projects funded by UNDP as part of the PIDP were identified by ministry personnel as "successful" in that community structures were established to interface with relevant agencies involved in project implementation. Representatives of the Ministry of Local Government stated that the pilot projects also helped to initiate and develop mechanisms for project identification, preparation, and implementation in other communities throughout Jamaica.

UNDP's "significant impact" on the PIDP was identified in terms of the upgrading of selected Parish Council facilities; the employment of new, and training of existing, Parish Council staff; and the introduction of IT facilities. The Ministry of Local Government also used UNDP's expertise in the area of community mobilization. UNDP experts shared knowledge with Parish Council staff in areas such as the use of animation techniques to

educate and mobilize community members on various project-related activities. A senior officer in PIDP pointed out that UNDP's approach to preparing project-related business plans continues to be widely used in Parish Councils throughout Jamaica. UNDP's involvement also introduced Council staff to a more proactive approach in dealing with community participation and provided the basis for carrying out reforms in other areas.

It was originally envisaged that UNDP would be involved in a management agreement under which it would administer the loan that was to be provided by the WB in support of PIDP. However, this arrangement fell through after the funding for the project was taken over by the Inter American Development Bank. UNDP's involvement in PIDP thus came to an end. The programme is now more focused on infrastructure building and less influenced by a decentralization and community participation philosophy.

The second major element of UNDP's contribution is the LIFE programme. Launched as a UNDP global programme, LIFE was initiated in Jamaica in 1993 and became operational in 1996. The programme uses environmental issues, such as drainage and sanitation, as an "entry-point" into communities and as a means of involving community members in the process of identifying solutions for community problems. As part of the LIFE programme, community leaders and members have been trained in participatory methods. The main objective of this training is to enable communities to initiate, plan, and execute their own projects. Community participation, the establishment of partnerships, and resource mobilization were listed as critical areas in which the LIFE experience was used successfully in Jamaica. In addition, beneficiaries reported that the technical capacities of the communities in project preparation and project management were enhanced as a result of LIFE. Another positive contribution of LIFE was the leveraging of funds under which a LIFE project is prepared and used as a basis for mobilizing funds for community projects. This approach has been reported by beneficiaries as being "quite successful." In

addition, surveyed respondents reported that the association of UNDP with the LIFE project facilitated neutrality.

A third major element of UNDP's contribution is through its Civic Dialogue for Democratic Governance Initiative, launched in late 2003. The initiative uses the civic-scenario planning methodology to find solutions to selected national problems. It is anticipated that the project will achieve positive outcomes through:

- dialogue, advocacy, communication, and partnership building among different societal leaders from various sectors in the Jamaican society
- capacity development of leaders at both the national and local levels
- knowledge networking and the sharing of best practices

The main objective of this programme is the "promotion of dialogue across all sectors and levels of the Jamaican society" to bring about changes in popular perceptions to achieve "a shared national vision." In light of the social and economic challenges facing the country, it is felt that a "multi-stakeholder approach towards consensus building is needed in order to provide workable, 'across the board' solutions." While it is too early to assess results, the expected outcome of this programme is that there will be increased and improved "civic dialogue" across all sectors and levels of society to facilitate democratic governance.

The Civic Dialogue project, which is executed directly by the UNDP CO, involves the use of the civic scenario and civic dialogue process and the convening of a Leadership Forum by UNDP. The Leadership Forum is composed of a diverse group of approximately 25 to 30 civic leaders who reflect a wide cross-section of Jamaican society. UNDP also funds various seminars and workshops that focus on the three common areas of concern for the civic dialogue: crime and violence, employment creation, and anti-corruption. The dialogue process is to be implemented in two phases: Phase 1 will

focus on crime and violence, while Phase 2 will focus on employment creation and anti-corruption. During Phase 1, leaders (including community leaders) will be involved in discussing the implementation of the National Crime Plan.

This activity is in its early stage and the government has not yet taken responsibility for its execution. Nor is there a clear outcome strategy except community involvement in the process. The programme, therefore, needs careful follow-up measures and a modality for realising its objectives.

### **Efficiency and accountability in the public sector**

In recent times, Jamaica has undertaken creditable steps in public-sector modernization. A number of ministries have been streamlined, their missions properly defined, and their performance made similar to business enterprises. A majority of service-oriented public institutions try to respect a citizens' charter. A number of public utilities have been transferred to the private sector while appropriate regulatory regimes have been established.

As noted in Chapter 2, Jamaica has embarked on a comprehensive strategy to strengthen the public sector through the Public Sector Modernisation Vision and Strategy 2002-2012. UNDP has focussed its support on strengthening the Office of Utilities Regulation (OUR)'s responsibility related to water supply. The purpose of the intervention is to increase the capacity of OUR as the national regulatory body for utility service providers through support in achieving four objectives relating to:

- human resource development
- upgrading the IT platform
- providing a new industry-specific legislative framework for the water sector, and
- establishing a mechanism to provide high-level technical assistance through advisory services

The main outcome of UNDP's work has been an increase in efficiency of the OUR and the capacity of its staff, as indicated by the demand for them to

train staff of similar organizations in the region. Support for the IT platform has led to improved capacity to deliver information to the public, as required by the newly promulgated Access to Information Act. Without UNDP's advisory help, there would be no draft law on water, an important piece of legislation that will address the sector's needs in the context of the new policy of competition.

### **Electoral reforms**

The Jamaican Government initiated reforms in the electoral process prior to 2002 national elections. In response to the government's request for support the UN/DPA and UNDP provided the necessary assistance. UNDP's support was through the provision of specialized technical expertise in electoral management and supervision. The Electoral Advisory Committee (EAC) enlisted the UN and UNDP's involvement to provide a "seal of approval" of the electoral arrangements, rather than to directly manage the electoral process. In other words, the UN and UNDP served to "enhance the legitimacy of the Jamaican electoral process" by pronouncements that "best practices" for elections management were being followed in Jamaica. The UN's pronouncements on the electoral process were particularly important, not only in terms of international acceptance of the October 2002 electoral process, but also to provide local political parties with an independent, international team that would oversee and assess the elections objectively and with "no vested interests" to defend. This was critical for the EAC, since independent polls and EAC's own analysis suggested that 18 out of the 60 seats being contested were likely to have very close results. The EAC stated that the independent investigators provided by UNDP were able to deal with various accusations relating to electoral malpractice and to pronounce on these claims in a way that was acceptable to the political contestants. UNDP contributed to the strengthening of the Office of the Political Ombudsman (PO) through, i.e., the provision of a legal expert, which enabled the PO to effectively monitor the elections and to speedily resolve problems that arose during the course of the elections.

### **3.3 POVERTY REDUCTION-ECONOMIC AND SOCIAL POLICIES AND STRATEGIES FOCUSED ON THE REDUCTION OF POVERTY**

As already noted in the previous chapter, the government has made significant progress in tackling poverty. However, further reduction in the level of poverty is clearly necessary, particularly in rural areas where poverty is higher than in urban areas and among women and youth. The government has also made progress in strengthening the social security system and community's involvement in it. Similar to governance, UNDP placed importance on poverty in both CCF-I and CCF-II, with the CO allocating more than half of its financial resources to poverty reduction. Before the start of CCF-I in 1997, UNDP Jamaica had also played a major role in helping the government pay attention to and conceptualize poverty and develop the NPEP.

#### **Access to productive resources and assets**

Phase 1 of the NPEP marked a change in the economic policy for poverty eradication following the World Summit on Sustainable Development (WSSD) in 1995. The most significant UNDP poverty initiative is the Income Generating Enterprises Project, which provides business support services and related technical assistance to community groups and organizations in an urban community (Trench Town) and a rural community (Woodside, St. Mary).

While this initiative seeks to draw lessons that can be replicated and serve as a model for future projects aimed at small-scale or micro-enterprise development, there is little evidence that sufficient effort is being put in place to ensure this happens. Equally, while the knowledge and experiences gained from this project could be useful in the refinement of the government's strategy of facilitating the development of micro-enterprises as part of its overall development and poverty eradication programme, there is no evidence that this is happening in a strategic manner. Although the project has been in existence for a number of years, the results are limited. There are only 15

participants in one of the two project sites, even though the project includes a car (plus significant maintenance costs) presumably to visit the site.

UNDP faces a number of challenges with respect to this area of its support for poverty reduction, and if it is to achieve credible results, it would need to address a number of key issues. First, it needs to ensure the sustainability of initiatives that it supports. Second, it needs to evaluate them and ensure that there is greater results orientation in the design. Third, it should take the evaluation findings and lessons learned and prepare a set of recommendations that can be used by policy makers. Developing linkages between macro-level and micro-level actions is not always easy, but it needs to be done if UNDP is to contribute further to poverty reduction.

### **Access to and use of information and communication technologies**

As part of the government's strategy for local government reform and community development reported above, the importance of ICT in the process has been recognized. As a result it has developed a framework for exploitation of emerging opportunities in ICT in support of an integrated community development mechanism that involves greater deployment of ICT tools and resources at the community level.

UNDP has contributed to this result in a modest way through supporting the establishment of community resource centres in six communities through its Sustainable Development Network Programme (SDNP). The results of these interventions are as yet unclear, although there is evidence that the community centres have supported local income-generating activities. A comprehensive, independent assessment of the results of these community interventions has yet to be carried out, and consequently, the links between the lessons learned here and the national effort have been weak.

UNDP provided effective support in the setting up of a CISCO training network in Jamaica. Initiated in 2001, it now has one regional academy for ICT trainers and three local academies for trainees.

Another seven local academies are planned for the country and the region. Trainees undergo in-service training and training for employment. Approximately 280 trainees have graduated. A mechanism should be developed to assess the results of the training programmes as they relate to both employment generation and productivity growth.

UNDP's contribution to national development results from other interventions is less clear. From an examination of the SDNP Web site, it is difficult to identify the value added. Some of the best information comes from government sources (e.g., on environmental education) and can be found on excellent government Web sites (e.g., Ministry plus National Environment Planning Agency or EnviroNet). Equally, while there is a good record of the outputs of the Liguanea Cyber Centre, there is little information on the development impact of its activities.

The Ministry for Local Government, Community Development and Sport has identified 692 communities in the country, many of which look forward to IT access. The challenge is therefore to ensure that all communities can exploit ICT for greater well-being, more effective participation in decision making, and for business opportunities. A second challenge is to ensure that such efforts are sustainable without crowding out private-sector initiatives.

### **Comprehensive strategies to prevent the spread and mitigate the impact of HIV/AIDS**

The Jamaican Government has expressed its commitment to tackling the HIV/AIDS pandemic. In response to the threat of AIDS, the Jamaica National Strategic Plan 2002-2006 on HIV/AIDS was developed. The plan, approved by Parliament in June 2002, takes into account the expanded response to HIV/AIDS in the region, as well as the worsening epidemic in Jamaica. An Investment Programme including Ministries of Health, Education, Youth and Culture, Tourism and Sports, Labour and Social Security, and National Security, Local Government, and Community Development was implemented. This five-year programme is



estimated to cost J\$ 1.2 billion (US\$ 20 million) and is expected to stem the spread of HIV and improve support for AIDS patients.

The National AIDS Committee (NAC) is a private NGO that was established in 1988 by the Minister of Health to coordinate the national multi-sectoral response to the AIDS epidemic in Jamaica. The NAC initially had only 18 members but now has more than 100 member organizations and has strong links with the National HIV/STI Control Programme and representatives from both public and private sector organizations, NGOs, and CBOs. The NAC has four main functions:

- To advise the Minister of Health on policy issues relevant to HIV/AIDS/sexually transmitted infections (STIs)
- To involve all sectors of society in efforts to prevent and control HIV/AIDS/STIs
- To act as a central body where ideas, experiences, and questions about HIV/AIDS/STIs in Jamaica can be shared, discussed, and addressed
- To provide a sustainable means of supporting the initiatives of the NAC and member organizations by eliciting funds from fundraising activities and public- and private-sector participation

UNDP has supported capacity building to address priority issues related to HIV/AIDS through a Leadership for Results Training Programme. The programme helped generate regional networks and alliances, thereby facilitating further regional collaboration. Civil-society participants found the programme very useful, especially in terms of understanding how changes in behaviour come about and the programme's provision of tools to facilitate making the required changes. UNDP has also played an important role in helping the government secure funding from the Global Fund for HIV/AIDS to help implement the National Strategic Plan.

While the increased commitment by the government to tackle the issue of HIV/AIDS has been noted by civil society organizations, there is

general recognition that there is still much to do in this area. The main challenge for UNDP is to ensure a coherent UNCT response to priority issues, for example, the rights of people with HIV/AIDS and preventative issues such as promoting condom use or improving people's perception of the risks of infection.

### **3.4 ENVIRONMENT-ENVIRONMENTALLY SUSTAINABLE DEVELOPMENT TO REDUCE HUMAN POVERTY**

Jamaica has distinguished itself in paying attention to environmental management for sustainable development, especially in the establishment of a policy, legal, and regulatory framework and participation in global conventions.

#### **National policy, legal, and regulatory framework for environmentally sustainable development**

The Jamaica National Environmental Action Plan, prepared in 1995, focuses on developing and promoting a framework for integrating inter-sectoral environmental concerns into national socio-economic development programmes. It also focuses on the broad thematic areas of Agenda 21 and the Small Island Development States. Institutional strengthening has been implemented through the merger of the Natural Resources Conservation Authority with the Town Planning Department and the Land Development and Utilization Commission into a single organization: National Environment and Planning Agency (NEPA). UNDP interventions at the time helped Jamaica in articulating national policies and clarifying the role of some institutions. Most important, UNDP contributed to strengthening institutions and capacity building.

The Jamaica National Environmental Action Plan was designed to help guide the development of environmental policies and strategies. The plan recognized that the general lack of data on the environment would hinder proper policy formulation and management. Consequently, major resources were invested in the development of a system of producing, storing and retrieving environmental data, and a system of environmental

accounting. In addition, the following plans and policies were developed:

- South Coast Sustainable Development Master Plan
- National Forestry Management and Conservation Plan
- National Solid Waste Management Policy
- Draft National Hazard Mitigation Policy
- National Land Policy
- National Water Policy
- Draft Policy on the Ocean and Coastal Zone Management

UNDP worked with NEPA to strengthen its input into those laws and policies that prevent and control man-made degradation of watersheds, and to carry out corrective actions. One of the key achievements was the production of a Green Paper on the National Watershed Policy that was presented to Parliament. UNDP also supported the NEPA in developing selected watersheds using a participatory management process. During this process, Local Watershed Management Committees were established throughout Jamaica.

Jamaica has a serious problem of deforestation. UNDP has been providing support on good management practices and proper watershed protection and preservation to the forestry sector. UNDP helped improve the planning and management capacity of the Forestry Department, other selected government institutions, and the National Environmental Societies Trust (an umbrella NGO), thereby promoting the rehabilitation, protection, and management of Jamaica's forestry resources. Support was provided for the development of the National Forestry Conservation and Management Plan that was approved by Cabinet, and this document has identified potential project ideas for follow-up. Project proposals are currently being prepared. One of the important aspects of this plan is for the establishment of the National Forest Fund to support reforestation and sound forest conservation.

Development results from these interventions, however, are unclear at this stage. This is due, in

part, to the fact that policies are not enforced and that the capacity for enforcement does not exist.

### **National capacity for participation in global conventions, regulatory regimes, and funding mechanisms for environmentally sustainable development**

UNDP has provided support for capacity building and Jamaica has carved out a place for itself in international negotiations. UNDP support has resulted in improved national capacity to negotiate and implement global environmental commitments as well as reconcile and integrate these commitments into the national development planning and policy process. It has achieved these results through specific interventions addressing key commitments.

#### ***Climate change national communications plan***

Jamaica is a party to the United Nations Framework Convention on Climate Change. The Convention was ratified in 1995 and the government is committed to preparing the island's first National Communications Plan as required under Article 12 of the Convention. UNDP has been providing technical assistance to fulfil these requirements that will contribute to the global objectives of stabilizing Greenhouse Gas concentrations in the atmosphere and enhancing awareness and knowledge on climate related issues.

#### ***National biological diversity strategy and action plan***

The conservation and sustainable use of Jamaica's biological resources are a priority for the Government of Jamaica. This is demonstrated by the fact that Jamaica is a party to the Convention on Biodiversity. However, despite on-going conservation programmes, serious threats to biodiversity remain. UNDP provided support to the government to formulate a National Biodiversity Strategy in accordance with Articles 6 and 8 of the Convention, and to prepare an action plan. The plan was tabled in Parliament and went through an extensive public consultation process. The final document was approved by the Cabinet in February 2004 and was subsequently published.

### **National programme for recycling and recovery of refrigerants**

There are two initiatives in this programme. The first, to prevent the discharge of ozone-depleting chloro-fluorocarbons into the atmosphere, formed part of an overall strategy by the Government of Jamaica for the refrigeration and air conditioning sector. Recovery and recycling equipment was distributed to trained personnel and two national recovery centres were established. In the second initiative, support will be provided for incentives to end-users to phase out the use of chlorofluorocarbons by 2005. Both initiatives fall under the Montreal Protocol, a global treaty that is aimed at phasing out the use and production of ozone-depleting substances.

Overall, support for environmentally sustainable development has been an important part of UNDP's country programme and one of the three core themes in CCF-II. The allocation of UNDP resources for environmental sustainability amounts to approximately 10 percent of the total resources available for Jamaica.

### **3.5 GENDER EQUALITY AND ADVANCEMENT IN THE STATUS OF WOMEN**

Some indices of women's empowerment in Jamaica are well advanced. Approximately 47 percent of Jamaica's labour force is accounted for by women, and women form the majority of students receiving higher education. However, women are still discriminated against when seeking high-level jobs and political offices, and discrimination in compensation exists.

While gender-specific projects have been undertaken, there is little direct evidence that gender and its possible differential impact on project beneficiaries were taken into account in the majority of UNDP-supported projects. Mainstreaming of gender concerns has been less visible. This is confirmed by information that emerged from interviews with various stakeholders, who expressed the view that gender was an incidental concern and a specific gender focus in UNDP-supported projects was limited.

### **Measures to reduce violence against women**

UNDP was the initiator of the public education and media campaign to end violence against women and girls, which was a UN inter-agency effort but was also supported by funding from the Dutch Government and the Canadian International Development Agency. This campaign was directly related to a regional initiative on violence against women and girls in Latin America and the Caribbean. The launch of this public education programme was held on November 25, 1998, and an island-wide media campaign followed. As a part of this programme, there were workshops for the police, select inner-city and rural communities, secondary and high-school staff, health workers, the judiciary, government nurses, staff at places of safety (e.g., Mustard Seed, St. Andrew Settlement), and media workers (trained by Women's Media Watch). There was also a one-year training programme designed to modify the behaviour and attitude of health workers to violence against women.

### **3.6 SPECIAL DEVELOPMENT SITUATIONS-REDUCED INCIDENCE OF, AND SUSTAINABLE RECOVERY AND TRANSITION FROM, COMPLEX EMERGENCIES AND NATURAL DISASTERS**

UNDP's support for special development situations has focussed on disaster preparedness and management, and although resources have been small (1 percent), the results have been important.

#### **Capacity development to manage and reduce risk of natural disasters**

The Office of Disaster Preparedness and Emergency Relief Coordination was established in July 1980. In 1993, the name was changed to the Office of Disaster Preparedness and Emergency Management (ODPEM), a statutory body under the provisions of Section 15 of the Disaster Preparedness and Emergency Management Act. The ODPEM operates out of the Ministry of Land and Environment and a Board of Management oversees its activities.

ODPEM's achievements have been significant, and it has made important steps to develop capacities to

manage and reduce the risk of natural disasters. These include the following:

- Development of National Disaster Management Plan and Policies
- Relocation of vulnerable persons as a mitigation measure
- Coordination of response, assessment, and clean-up activities for disasters and major incidents.
- Establishment of a National Zonal Programme of community-based disaster-management structures and procedures
- Completion and maintenance of a National Disaster Catalogue and Hazard Data Base
- Completion of Damage Assessment Reports for disaster incidents
- Establishment of a National Emergency Operations Centre
- Establishment of a National Shelter Programme
- Establishment of Community Flood Warning Systems
- Establishment of a National Relief and Procurement Policy
- The development of Web sites, including one specifically dedicated to children
- Implementation of Community and Vulnerability Reduction Programme in Portland

Through its support to ODPEM, UNDP has made important contributions to the above results in capacity development. These include its support, in partnership with the Caribbean Development Bank, to the Disaster Mitigation Plan in Portland.

### **3.7 UNDP SUPPORT TO THE UN-A COHERENT AND EFFECTIVE UN SYSTEM**

#### **Strategic leadership of the Resident Coordinator System on the follow-up to the Millennium Declaration at country level**

The RCS under the leadership of the RC supported the Government of Jamaica in preparing the first National MDG Report through technical support

for the preparation of draft terms of reference. A short video was also prepared on the status of MDGs in Jamaica as part of advocacy efforts.

During 2003 and 2004, UNDP, in partnership with the Inter-American Development Bank, supported a number of consultations with representatives of civil society to determine their assessment of Jamaica's progress in implementing the goals of the Barbados Programme of Action and the MDGs, to ascertain the work of civil society groups and their needs and make recommendations. Sixty-five civil society organizations were represented at the 2004 consultation. The results of the consultation were intended to feed into deliberations at the International Meeting for the 10-year Review of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States planned to be held in Mauritius in January 2005.

#### **Coordination and collaboration on programming and administration through the Resident Coordinator System at the country level**

The UNDP Resident Representative, in her capacity as the RC of the operational activities of the UN System, managed, with the support of the CO, a very effective system of coordination of the UNCT, both within the framework of the UNDAF and also in terms of the wider donor community. In respect of the latter, there is an ongoing process of exchange among donors, and the RC has arranged annual retreats, bringing together the IDPs, key government officials, members of civil society and the private sector, and resource persons to exchange views on a wide range of issues relevant to the overall support provided to Jamaica by the UN System and the wider donor community. Some development partners thought that this coordinating process could be carried further by setting up a follow-up mechanism for an agreed approach to issues and programmes.

At the annual retreat held in November 2003, at which members of the Government, IDPs, and representatives from academia and the private sector also participated, the focus was on the topic "Integrating Economic and Social Development

Policies in Jamaica: Lessons Learned and Options for the Future." The meeting addressed a number of important issues including sustained economic growth and development, the social dimensions of macroeconomic policy, the reorientation of social-sector spending for increased equity, and the achievement of the MDGs.

The UNDAF and the coordination arrangements within the wider donor community managed by the RC, with the support of the UNDP CO, have played an important role in fostering greater collaboration and coordination among both the and the IDPs, and between the latter and the

government. These arrangements have had a positive impact on the overall development results achieved. Indeed, coordination is one of the strong points in the functioning of the UNDP CO in Jamaica. Therefore, allocation of increased resources should be considered to enable the RC to carry out this responsibility even more effectively, especially since she has reported that a greater part of her time is taken up with the RC function.

A major challenge is to ensure further integration of coordination efforts through the UNDAF and to increase the visibility of the UN System in Jamaica. This and other challenges are examined further in Chapter 4.



## 4

# UNDP's Strategic Positioning

While Chapter 3 presents an assessment of UNDP Jamaica's contributions to national development results, this chapter examines UNDP's strategic positioning in Jamaica both during the period under review and in the future. Strategic positioning refers not only to the relevance of what UNDP does but also to how it does it. UNDP's activities are also examined in the context of the overall aid regime and strategic positioning is looked at in both of these dimensions. This orientation has led naturally to the inclusion of recommendations on strategic positioning.

## 4.1 RELEVANCE OF THE UNDP

The strategic orientation of UNDP's activities that is reflected in CCF-I (1997-2001) and CCF-II (2002-2006), is directly supportive of the national development goals contained in Jamaica's Social Policy Framework, the Public Sector Investment Programme, and other development planning documents adopted by the government, all of which emphasize governance and poverty eradication as central priorities. UNDP's activities have also addressed a number of other MDGs, notably the reduction of the incidence of HIV/AIDS, environmental sustainability (with special emphasis on their relevance to the overarching objective of poverty reduction) and, to a limited extent, the promotion of gender equality and women's empowerment. The highest priority of the government is effective macroeconomic management in the face of a major debt burden consistent with the objectives of stable exchange rate, declining domestic interest rate, and low inflation. In this area, UNDP has had no direct involvement. But macroeconomic management cannot avoid the issues of poverty reduction, social investment, environmental protection, and the provision of quality education and health service. This is where UNDP has a role to play. Its greatest comparative advantage is its neutral role and the access it can provide to knowledge banks on best practices, experiences of other countries, and rosters of expertise.

UNDP Jamaica has, in recent years, considerably increased its experience in poverty reduction and governance--both by elaborating normative principles to guide interventions and by replicating practical experiences gleaned from other countries. UNDP support in these areas is important, since the expansion of democratic norms, the strengthening of institutional capacities designed to increase public-sector efficiency, and the improvement of the condition of the poor constitute essential prerequisites for achieving an optimum level of human development. The initiatives supported by UNDP are directly relevant to the reforms being carried out by the government in respect to public-sector modernization, decentralization of governmental functions to the local level, and rationalization of efforts to ensure an optimum level of social development, with special emphasis on the needs of the poor.

Taking into account the broader relevance of UNDP's agenda, it is necessary to examine UNDP's comparative advantage and the opportunities available to it with reference to its performance and initiatives. Specific cases of successful and not-so-successful interventions by UNDP Jamaica that were discussed in Chapter 3 have suggested ideas on where and how UNDP should position itself in the light of its past and present performance. It should be noted, however, that in an ongoing relationship of decades, it is difficult to limit the consideration of strategic positioning to a period of the last six or seven years only.

UNDP Jamaica's programme of support has been broadly relevant in that it addresses important issues facing the country. The government counterpart agency expressed the view however that the impact of UNDP's programme has been limited by the small size of resources at its disposal. As one senior official put it, "UNDP does a lot of little things." The UNDP is perceived in some quarters as having an image associated with high-level ceremonial functions and presentations. The ADR mission was informed by many sources that while some people may have heard of UNDP, far fewer were aware of what it does, despite the

efforts of the CO to publicize its work. Better prioritization, greater focus, and emphasis on results orientation and more effective resource mobilization might yield improved results.

## 4.2 STRATEGIC POSITIONING OF UNDP IN THE FUTURE

The assessment of UNDP's strategic positioning in Jamaica suggests the following opportunities for the CO and the HQ to exploit in the future.

- UNDP's flagship programme is its involvement with the national Civic Dialogue process, an activity that is executed by the CO itself. It is a programme with great potential but runs the risk of not meeting its objective unless follow-up activities are carefully planned. It is vital to address where the dialogue should lead, what activities it should generate, and how it should be managed in the future. In this respect, an intensive dialogue with the government in which the IDPs can be involved should be expeditiously undertaken. This is particularly important in view of the fact that the government counterpart agency is not fully convinced about the benefits to be derived from the dialogue.
- The UNDP should lead efforts to advocate for the MDGs to be tailored to national circumstances and to be built into national development frameworks. Although Jamaica is on track in terms of the goals for poverty eradication and environmental sustainability, UNDP should continue to raise awareness of the need for the development of pro-poor policies. Meaningful interventions that enhance gender equality and empowerment of women and actions to combat HIV/AIDS should cut across all future programmes developed by the CO.
- UNDP should continue to emphasize support for environment and natural disaster management initiatives. Opportunities for capacity building, promoting international networking, and resource mobilization should be more vigorously pursued in these areas.
- Technical cooperation could play an important role in public-sector modernization and



implementation of decentralization programmes. How UNDP can support these programmes through exploiting knowledge banks, in order to identify innovative approaches to address these issues, should be explored.

- Macroeconomic management is a major challenge facing Jamaica. The country has sought to develop a macroeconomic strategy based on increased public-private partnership. Within the broad macro policy framework laid down by the government, UNDP should identify those areas in which it has competence and that could be addressed through technical cooperation.
- On the issues of globalization and regional integration, for Jamaica to participate effectively in both the global and regional economy, it will need to improve its competitiveness, while seeking to protect vulnerable sectors of the economy. Jamaica should seek to exploit opportunities provided by developed countries through the outsourcing of production. Production integration on a regional basis is an area of strategic importance and could benefit from further support from UNDP's Regional Programme.

### 4.3 THE UNDP COUNTRY OFFICE

The strength of UNDP worldwide has always been in two areas: it acts as a neutral advocate and adviser to programme countries and it has a field presence in virtually all countries and access to development experiences of diverse nature. In the past, UNDP was the main source of grant funds for technical cooperation, but this position has long since been eroded. However, it still continues to be a trusted partner of its developing country members and exercises influence much greater than its financial strength would imply. The important element, therefore, in the relationship between countries and UNDP is one based on confidence and trust. The strategic positioning of UNDP in a country's development enterprise cannot neglect this element of a CO's relationship with the government of the country

A small CO responsible for a group of countries faces considerable constraints in maintaining effective and smooth relations with all the countries to which it is accredited. UNDP Jamaica suffers from this unavoidable handicap. Another constraint is the absence of a critical mass of staff in an office of small size and limited resources. In UNDP Jamaica, in-house capacity must be carefully considered, particularly because capacity levels in the counterpart national institutions cannot be treated lightly. The importance of a critical mass that is not constantly under pressure of routine work cannot be overstated. The staff act as ambassadors of UNDP in the country and thus ongoing orientation on UNDP's mission, philosophy, areas of concentration, and above all else, interests in the country is important, especially since the average service of the entire national staff in the CO is about one year.

UNDP Jamaica is a CO with two international professionals-the Resident Representative and the DRR-and three national professionals, one of whom serves on part-time basis. It is very difficult for such a CO to function effectively in the absence of a long-term DRR. Ad-hoc arrangements have continued for some time in the Jamaica CO due to frequent turnover of DRRs. Headquarters, the sub-regional resource facility (SURF), and a resource mobilization specialist should provide the required support.

UNDP Jamaica and the government have been close partners for a long period; however, the relationship deteriorated in the mid-1990s over differences in policy and outlook on programme issues. Since then, it has improved, but UNDP Jamaica and the government counterpart agency still have different perceptions of the level of priorities accorded to certain initiatives. Efforts should be focussed on achieving better congruence and enhanced dialogue on programme priorities in order to increase the confidence between the two parties. Strengthening this relationship, particularly in a period of resource scarcity, is a matter of highest priority. The ADR team notes that there are manifold challenges in Jamaica for UNDP and draws attention to the need for careful

consideration of the profile of the CO leadership that requires a range of skills, including high intellectual capacity, diplomatic skills, and personnel management skills.

The Regional Bureau for Latin America and the Caribbean should enforce an approach by the UNDP CO that revitalizes the CO relationship with the government in Jamaica. The Bureau should look at the situation more strategically and make efforts to facilitate the development of the new relationship.

#### **4.4 UN SYSTEM AND AID COORDINATION IN JAMAICA**

Aid coordination—the integration of aid with the plans, programmes, and strategies of the government—is the responsibility of the PIOJ under the Ministry of Finance. While Jamaica currently lacks a comprehensive planning framework that would facilitate more effective aid coordination, it has developed priority sectoral and thematic plans, programmes, and strategies enabling access to donor support. The PIOJ is responsible for articulating these priorities. The importance however of developing a coherent macro-economic framework cannot be underestimated.

Jamaica (together with Ethiopia and Vietnam) is a pilot country for furthering the harmonization agenda that emerged from the Monterrey Consensus and which is aimed at reducing the transactions costs of development assistance.

Initially, the focal areas are procurement, financial management, and environmental management. Agreement has been reached to use the Public Sector Modernisation Programme (Phase II) as a pilot programme around which some development partners, namely CIDA and DfID, will harmonize their procedures. UNDP's support to implementing the UN Reform agenda will enhance the overall harmonization and coordination effort in Jamaica.

In July 2002, the UNDAF 2002-2006 for Jamaica was developed in close consultation with the members of the UNCT in Jamaica. The Framework takes account of the individual programmes of the various UN organizations and agencies and is expected to establish links between these programmes. In reality, the links between the individual programmes and the UNDAF are still less than ideal. However, thematic groups that envisage common or joint action on the part of UNDP and other organizations and development agencies have been established, such as the one on HIV/AIDS.

As reported earlier, an aid coordination mechanism led by the RC has been in place in Jamaica for approximately a decade and has gained increasing importance in recent years. Aid coordination may not be as crucial in Jamaica as in other countries, since most of its resource flow is on commercial terms. However, to maximize the impact of the limited resources at the disposal of the UN System, it is important that the UNDAF operates well.

## 5

# Conclusion: Findings, Lessons Learned and Recommendations

The ADR is not simply an assessment of past performance but is also a forward-looking exercise. Thus, recommendations on future strategic positioning and overall UNDP strategy to deal with middle-income countries have been made, and a provocative question has been raised: Is there a role for UNDP in the country? The mission has first identified in Chapter 2 the challenges with which Jamaica is confronted. Next, in Chapter 3, the development results in which UNDP made some contribution have been detailed. In Chapter 4, the strategic positioning of the UNDP in the period under consideration has been highlighted and recommendations on future strategic positioning included. In this chapter, the main challenges facing the country and the key lessons learned are identified. Following this, some broad recommendations are presented for consideration by the UNDP at both the CO and Headquarters levels.

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## 5.1 SUMMARY OF KEY FINDINGS

- **Human Development Challenges:** Despite its successes, especially in reducing the level of poverty over the last decade, Jamaica faces some significant challenges for the future. Managing the enabling environment for investment and growth is the most serious challenge; controlling crime and violence while at the same time accelerating infrastructure investment are the key to success. Reducing income poverty, improving the quality of education, tackling child and maternal mortality and the HIV/AIDS pandemic, incorporating the vast informal sector into the formal economy, and managing the debt overhang are complex challenges. The country is also vulnerable to natural disasters that cause human sufferings and

economic damage. Globalization provides opportunities but also makes the country vulnerable to external shock.

- **Change in Aid Regime:** Jamaica has successfully developed capacities in many fields, and its resource requirement has also changed in quality. The aid regime has changed significantly during the last decade. Its dependence on commercial money is what matters most now. Conversely, UNDP resources have shrunk and it has lost the visibility it used to enjoy.
- **Development Results and UNDP:** UNDP has contributed to development results in a number of areas. The effectiveness of its partnership with the government, however, has eroded over time, in part due to declining resources and in part as a result of differences between the government counterpart agency and UNDP.
- **Management Problems in the CO:** The UNDP CO has been handicapped by a number of internal management problems. It has been affected by the absence of a long-term DRR even though its multi-country representation continued. Further, the high turnover of its national staff due to reprofiling had an adverse effect on the smooth functioning of the CO, and the absence of a critical mass of staff in the CO appeared to be a weakness of considerable importance.
- **Programme Coherence and Micro-macro Links:** The CO has suffered from some programme management and design issues that need to be addressed urgently. UNDP's programme portfolio contains many small projects under poverty reduction, governance, and environmental sustainability. Developing links between upstream (macro) policies and downstream (micro) initiatives should receive more attention, and links between the three thematic areas could be more fully explored. Coherence and synergy between the different UNDP interventions could be improved through a clearly articulated strategy.
- **Results Orientation and Monitoring and Evaluation:** Results-based management has been a key principle underlying UNDP's work

since 1999. However, results orientation is rather weak in UNDP's programming process in Jamaica. Systematic monitoring and evaluation has been limited and hence the lessons-learning process has suffered.

- **Sustainability and Exit Strategy:** Limited resources underscore the crucial importance of careful consideration of the sustainability element in development interventions. The value of some of UNDP's interventions has been reduced by not having an exit strategy following a review and assessment of their sustainability.
- **Access to Knowledge Networks of the UN System:** UNDP Jamaica and the have not been able to publicize sufficiently the knowledge networks available at their disposal. Nor have opportunities been made available for exploring the use of knowledge banks and databases available at UNDP for the needs of the country.

## 5.2 KEY LESSONS LEARNED

The ADR exercise has revealed some lessons that may be useful for UNDP as a whole as well as for the CO in Jamaica.

- The lack of focus of the country programme puts additional pressure on management and administration and reduces visibility. When resources are small, focusing the country programme on a small number of national priorities with visible results becomes even more important.
- National ownership is a fundamental issue, but it is complex. No matter how important an idea is, no matter how critical and difficult it is, and no matter how obvious the solutions are, in order to build trust with the people and the government, it is necessary to respond to their stated needs.
- When combined with the absence of results orientation, the relationship with government may weaken, especially if resources are limited. UNDP becomes less relevant as the government and society at large, with the exception of a few beneficiaries, do not see the contribution to results that UNDP's interventions are making.

- UNDP needs to be flexible and react quickly to changing circumstances, for example the changing aid relationship and the changing nature of the aid regime.
- Without an appropriate exit strategy and planning for sustainability, worthwhile interventions become irrelevant and wasteful.
- Well-targeted interventions, even with modest resources, can produce important results, as illustrated by UNDP Jamaica's support to disaster preparedness and management.

### 5.3 RECOMMENDATIONS

A fundamental issue is raised by the assessment of the development challenges facing Jamaica and the role played by external resources, coupled with UNDP's contributions to its development enterprise in the period under review. Is there a role for UNDP in the country/should the CO stay there? What should be the role of UNDP in such a country? Given current realities, there does not seem to be any intention of changing existing arrangements. The ADR team, therefore, recommends the need to redefine the role of UNDP in relation to the stages of development in given developing countries. The evaluation team is convinced that the use of UNDP knowledge resources can be immensely helpful in providing options for overcoming obstacles to sustained growth and human development in countries such as Jamaica. The UN organizations and agencies represented in Jamaica are involved in a variety of small interventions. Some of them have made important contributions in their areas of expertise. The mission believes that the impact of the interventions of the various UN agencies can be greatly improved by an increased commitment to the concept of coordinated programming on the part of the UN System envisaged within the UNDAF.

Viewed in this context, the strategic positioning of UNDP in Jamaica may be improved by taking account of the critical needs of the government. Strategic interventions could be explored by UNDP in respect of aspects of macroeconomic policy, democratic governance, globalization, devolution and decentralization, public-sector modernization,

public-private cooperation, and the environment. UNDP can play a catalytic role in promoting south-south cooperation, facilitating triangular cooperation based on the exchange of expertise among developing countries with funding provided by developed countries, securing resources to fund specific activities, and developing scenarios that could inform policy choices made by the government. These recommendations could help in formulating the next CCF for Jamaica and in supporting the UNCT in the development of an UNDAF for the new programme cycle, which will begin in 2007.

### UNDP CO strategy

- The country programme should focus on key issues while remaining flexible enough to respond to priority government needs. These two approaches are not mutually exclusive. Further, a strong thematic focus should be established within the framework of the UNDAF.
- A key recommendation for the CO is to become more results oriented. This should apply not only to the CO staff but also to all project partners in government and civil society. In addition, efforts need to be made to upgrade the knowledge of all staff in results-based management. Skills already exist, but they are not being fully used, in part due to the pressure of work. Effective monitoring and evaluation should not be treated as an additional task but as an integral part of the work of the CO.
- The economic problems faced by the government are serious and will require the adoption of creative and clearly formulated strategies if these difficulties are to be resolved satisfactorily. In this regard, there is a large degree of consensus that the updating of the Medium Term Planning Framework could prove effective in attracting increased donor support. UNDP, together with other international development organizations, could play an important role in assisting the government in the formulation of such a framework.

- Given the constraints imposed by limited resources, the UNDP CO, with the assistance of the appropriate headquarters units, should seek to articulate a viable strategy for resource mobilization, since this is critical for ensuring that UNDP is able to function at an optimum level of effectiveness. At the same time, consideration should be given to sharpening the emphasis on coordination and strategic interventions.

### Strategy for middle-income countries

It is important that UNDP examine the nature of its engagement with developing countries on the basis of their relative stage of development. UNDP should develop a new strategy delineating the nature of its engagement in different categories of countries, such as the least developed, low-income, lower middle-income, and upper middle-income countries whose needs for technical cooperation vary. Some special features of economies reflected in classifications such as land-locked countries or small island developing states should also be taken into consideration in developing this new strategy.

Some of the thematic foci that dominate UNDP programmes now may be important for low-income countries, but their relevance to other categories of countries may be less evident. The aid environment has changed significantly for middle-income countries. A number of government officials commented on the change that has occurred in the relationship between the IDPs and the government in recent years. In this context, the question that needs to be posed is the following: What is the role of UNDP and the UN System in a middle-income country? How does the UNDP respond to a situation where the burden of debt and the lack of resources, especially financial resources, constrain the capacity to overcome significant development challenges?

The strategy in middle-income countries should be designed with the objective of equipping them to achieve higher levels of human development. Promoting human development aimed at easing the process of integration in the global economy is an area where UNDP should become even more

proactive. Its global analysis of human development and its store of knowledge on human development strategies should be used more fully by the middle-income countries. Based on its impartiality and its position of trust, UNDP should provide increased opportunities for a country to choose from a range of choices drawn from its global experience. The evaluation team underlines the importance for COs to access knowledge resources and experiences gleaned from UNDP's global activities and, in particular, good practices.

### Focus on the UN System as a whole

Perhaps the direction for the future should be the presence of UNDP Jamaica as part of a far more unified presence and not as a single organization. The size and value of operational activities of the UN development system as a whole is small compared with the flow of technical assistance from other sources. The governing councils of UN organizations and agencies should reconsider their roles in the changed world and find the best means to deliver services to the member countries. Apparently, standard setting and information compilation and dissemination will move to the centre-stage. The best use of the limited, but quality, resources of the UN development system can be made only if they are pooled together under a firm UNDAF framework. The continuing tendency to operate independently should give way to joint action and improved collaboration among the UNCT members under the leadership of the RC and within the framework of the UNDAF. A concerted effort should be made to ensure acceptance of the UNDAF as the common programming framework for the various organizations and agencies of the UN System and to ensure further that it is made fully operational. While this endeavour should be pursued in all countries, it is in countries such as Jamaica where implementation of the Secretary General's reform agenda should be treated not as an option but as the core of the UN's strategy to support the national development effort.

Important efforts have clearly been made by the RC and the UNCT in seeking to implement the reform agenda, but success in this regard will depend as

much on the approaches of other agencies and organizations and their regional and global offices as it does on UNDP. The government also has a major role to play in the process, partly as a participant and the main partner of the UN System. The establishment of a UN House to accommodate the UN presence in Jamaica will certainly facilitate greater coordination within the UN System. A major challenge is to ensure further integration of the activities of the UN System through the UNDAF and to increase visibility of the UN System in Jamaica, as it seeks to support the Government of Jamaica in attaining its development goals. In the context of limited resources at the disposal of UN agencies and organizations, visibility for the work of the UN System as a whole and support for the achievement of the MDGs should receive higher priority. This

can be enhanced through greater collaboration and joint programming among the UNCT members, preferably making the UNDAF process more effective and meaningful.

In order to optimize the UN System's role in Jamaica, it is important to act simultaneously on two fronts. First, coordination within the system should be strengthened and the RC should be provided with human and financial resources to play a more proactive role. The rapid establishment of the proposed UN House would contribute to a more unified presence. Second, the UNDP should take the initiative in making available to the country its vast knowledge resources and link its different networks with the databanks of the UN family. This is a neglected area and warrants priority attention.





# Annexes

## **ANNEX A: TERMS OF REFERENCE - COUNTRY EVALUATION: ASSESSMENT OF DEVELOPMENT RESULTS, JAMAICA**

### **Background**

The Evaluation Office (EO) of the United Nations Development Programme (UNDP) launched a series of country evaluations in 2002, called Assessments of Development Results (ADRs). Undertaken in selected countries, the ADRs focus on outcomes and critically examine achievements and constraints in the UNDP thematic areas of focus, draw lessons learned, and provide recommendations for the future. The ADRs also recommend a strategy for enhancing performance and strategically positioning UNDP support within national development priorities and UNDP corporate policy directions.

The overall objectives of the Assessments of Development Results are to:

1. Support the Administrator's substantive accountability function to the Executive Board and serve as a vehicle for quality assurance of UNDP interventions at the country level
2. Generate lessons from experience to inform current and future programming at the country and corporate levels
3. Provide to the stakeholders in the programme country an objective assessment of results (specifically outcomes) that have been achieved through UNDP support and partnerships with other key actors for a given multi-year period

An ADR is planned for Jamaica beginning January 2004. It will cover the period 1997 to 2001, i.e., the 1997-2001 First Country Cooperation Framework (CCF), and the current CCF 2002-2006. The assessment will, however, attempt to point out where support prior to this period may have served as foundation for current achievements.

## Objectives of the assessment

The evaluation will assess the development results achieved during the period of 1997 to 2002 (later changed to 2004) with a view to identifying specific outputs and outcomes and analyzing factors that influenced the achievement of results, or lack thereof, and UNDP's added value. The evaluation will also take account of intended results as expressed in the current CCF and Strategic Results Framework (SRF) until the end of the current CCF in 2006. The evaluation will consider the totality of the key results and goals in this period with the main intended objectives described in the various planning instruments (United Nations Development Assistance Framework [UNDAF], CCF, and Millennium Development Goals [MDGs]) and the UNDP programme portfolio. The key question for the ADR is to establish UNDP's added value and development effectiveness, i.e., Did UNDP Jamaica do the correct things and is it continuing to do things correctly? Specifically, it seeks to determine:

- What are the major development results in Jamaica?
- What is the link between UNDP activities and the development results?
- What is the relationship between UNDP's thematic focus and its actual groundwork?
- How is UNDP positioned to address the emerging development priorities of the country?

The ADR for Jamaica will provide an overall assessment of the results achieved through UNDP support and in partnership with other key development actors during 1997 to 2002. The analysis will focus on how and why the results were achieved to draw lessons, with particular attention to:

- How UNDP support was used to leverage the Jamaica reform process in the area of governance
- How effective UNDP support was in contributing to poverty alleviation and sustainable development
- The contribution of UNDP support to policy advice and dialogue, aid coordination, and brokerage in delivering development results

It will also provide an analysis of how UNDP has positioned itself strategically to add value in response to national needs and changes in the national development context, with particular attention to:

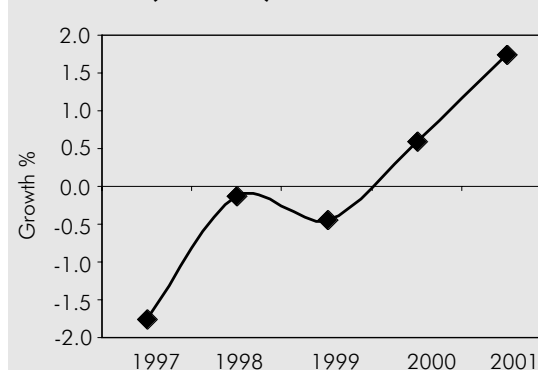
- The entry points and strategy selected by UNDP in support of poverty reduction, governance and the environment
- The key current strategies of the CCF: partnerships for development, moving to upstream policy support, results orientation, and intended entry points within the current framework
- The cooperation with different groups of development partners

Based on the analysis of achievements and positioning described above, the ADR will present key findings and lessons and provide forward-looking recommendations in order to suggest effective and realistic strategies by UNDP and the government towards intended results in line with the organization's comparative advantage.

## National context

Jamaica, an island economy, with an estimated population of 2.6 million people is the third largest island located in the western Caribbean. Since independence in 1962, two parties have dominated the political scene in Jamaica, with political power alternating between the social-democratic People's National Party and the conservative Jamaica Labour Party. In October 2002, the People's National Party

**GDP Annual (Growth %)**



was re-elected but with a diminished majority, and the Prime Minister, P.J. Patterson, was re-elected to a fourth consecutive term. Local elections in June 2003 were, however, won by the Jamaica Labour Party under the long-time leadership of Edward Seaga.

At the economic level, overall growth has been sluggish and Jamaica faces a difficult economic environment and the prospect of harsh austerity measures to rein in the fiscal imbalance and public-debt burden. Jamaica's public-debt profile is the main structural factor behind its large fiscal deficit. As of the end of 2002, Jamaica's external debt stock was US \$4.4 billion or 56.9 percent of GDP<sup>8</sup>. This represented an increase of 4.9 percent of GDP recorded at the end of 2001. The domestic debt accounted for 61.3 percent of the total debt stock, representing 90.2 percent of GDP, an increase of 19 percent from that recorded at the end of 2001. The onerous fiscal deficit has placed inflationary and exchange-rate pressures on the Jamaican dollar. The high real interest rates used to support exchange rate stability have increased the cost of servicing the public-sector domestic debt, resulting in stifling private sector investment.

The level of grant funding to Jamaica has been trending downwards in recent years, with new official development assistance (ODA) declining by 22.8 percent in 2002 compared to 2001. Total new ODA for 2002 amounted to US\$ 245.7 million. The top five bilateral donors of gross ODA (2000-2001 average) are the European Community, United States, Canada, Japan and the Netherlands<sup>10</sup>. Jamaica is a pilot country to further the Harmonization agenda which emerged from the Monterrey Consensus, aimed at reducing the transactions costs of development assistance, in the focal areas of procurement, financial management and environment management, initially. Agreement has also been reached to use the Public Sector Reform Programme as a pilot programme around which some development partners will harmonize their procedures.

The mainstays of Jamaica's economy are primary agricultural exports, bauxite mining, and tourism

(the source of nearly half of its foreign exchange). Remittances from North America and the United Kingdom have played an increasingly significant role in the economy. During 2003 to 2004, tourism is likely to recover from the lows of 2001 to 2002. However, GDP growth is expected to remain less than 2 percent in 2003, given the hesitant economic recovery in the United States, Jamaica's main trading partner. Long-term growth has been hampered by consistently high real interest rates, a high level of crime and violence, and a decline in competitiveness and structural rigidities. Jamaica is also vulnerable to natural disasters like the rest of the Caribbean, particularly hurricanes and flooding.

The Government of Jamaica's anti-crime initiatives were introduced in late 2002 in response to growing public demand for more effective means to deal with violent crime, and in view of the negative implications this has for tourism and investment. Jamaica is reputed to have one of the world's highest murder rates.

The first Report on the National MDGs is under preparation by the Government of Jamaica with support from UNDP. A Technical Working Group has been established to guide the preparation process. The report is expected to be ready in early 2005. Jamaica has achieved the goal of universal primary education, and is on track in terms of the goals for poverty eradication and environment. However, it has to make more progress if it is to reach the goals for gender equality and empowerment of women, reducing child mortality, improving maternal mortality rates, and combating HIV/AIDS.

The country's ranking on the UNDP Human Development Index Rank, stands at 78 in the 2003 Human Development Report, placing it in the category of countries that have achieved a medium level of human development. Despite negative or moderate economic growth in recent years, the level of poverty in society was reduced by more than half to 16.8 percent in 2001, compared with 44.6 percent in 1991, but has increased again in 2002 to 18.3 percent. According to the Jamaica Economic and Social Survey for 2002, the incidence of poverty in the island continues to be higher in rural Jamaica,

<sup>8</sup>PIOJ. Kingston, Jamaica. Economic & Social Survey Jamaica 2002

<sup>10</sup>Sources: OECD, World Bank

**Basic data of Jamaica**

Size	10,299 sq km
Population (2001:	2.6 million
Population growth (annual, 2001)	0.9%
Human Development Index rank (2002*)	78
Life expectancy at birth (2000*)	75.5 years
Adult literacy rate (age 15 and above, 2000*)	7.3%
GDP per capita (2001, US\$)	7.8 billion
GDI rank (2000*)	67
GDP growth (annual, 2001)	1.7%
HIV/AIDS adult prevalence rate (2001***)	1.2%

Sources: \* HDR 2003 \*\* PIOJ \*\*\*UNAIDS (end 2001) +World Bank

with 24.1 percent of the rural population living in poverty. However, urban poverty continues to be a serious problem. Approximately 51.7 percent of the poor are males, but children are the group most adversely affected by poverty. They account for 47.9 percent below the poverty line. The Government of Jamaica initiated its National Poverty Eradication Programme in 1995, following the World Summit for Social Development held in Copenhagen that year. The Programme coordinates a wide range of poverty-related projects and programmes administered by various Ministries and Agencies. The aim is to marshal all the available resources and reorient them to the vision of eradicating poverty through integrated community development. The activities of the National Poverty Eradication Programme are guided by Jamaica's Policy Towards Poverty Eradication.

The level of inequality in Jamaica is high. The Jamaica Survey of Living Conditions 2001 indicated that the wealthiest 20 percent of the population accounted for 45.9 percent of national consumption while the poorest 20 percent accounted for only 6.1 percent of national consumption. The Government's Social Policy Framework and Plan of Action articulates the government's strategic plan for the social sector to year 2015, focusing on the following key goals: human security, social integration, governance, secure and sustainable livelihoods, environment, education and skills, and health and physical well-being.

The country's average life expectancy is 75.5 years, which compares favourably with other neighbouring countries, while the infant mortality rate is estimated by the UN in 2003 at 49 deaths per 1,000 live births. Although health care was traditionally provided free of cost by the state, user fees have now been introduced. Financing of health care will become an issue of increasing importance as the government seeks to maintain or improve existing levels of healthcare delivery, while trying to control the cost of the service in the context of fiscal consolidation.

Efforts have been made in the promulgation of women's rights and in the expansion of opportunities for women. However, there are still concerns regarding the access by women to positions of power and decision making, the translation of high academic achievements in girls into comparative opportunities for economic empowerment, and the levels of violence against women and girls, who are also major victims of domestic violence and rape.

HIV/AIDS is reported to be the leading cause of death in the 15 to 44 year age group in the Caribbean. The HIV/AIDS epidemic continues to spread in Jamaica. As of the end of 2001, an estimated 1.2 percent of Jamaican adults (15 to 49 years) or 18,000 persons were living with HIV/AIDS, of whom 7,200 were women. The rate of HIV infection is increasing more quickly in women than men during the last three years. The AIDS epidemic in Jamaica is concentrated in urban areas and is fuelled by high levels of unemployment; growing informal sectors; early sexual activity; inconsistent use of condoms; limited access to care, counselling, and support; and tourism and population movements. A government programme to tackle HIV/AIDS has been in place since 1988.

In the area of the environment, Jamaica has established an institutional framework for monitoring and managing the environment through the creation of the National Environment and Planning Agency. The deforestation rate continues to be high despite the introduction of policies and plans to reduce it. Policies, regulations and

institutional mechanisms are in place to safeguard oceanic resources. Jamaica has been active in making a case for small-island states to receive special attention by the UN for funding for preventive and corrective environmental and development action for small-island developing countries.

### UNDP cooperation in Jamaica

During the past six years, two CCFs have been approved for Jamaica, the first covering the period 1997 to 2001, and the second covering the period 2002 to 2006.

#### **First Country Cooperation Framework 1997-2001**

The first CCF addressed three programme areas:

- poverty eradication
- improved governance
- modernization of the productive sector

Environmental management and protection and gender concerns constituted cross cutting themes. The publication of the first National Human Development Report (2000) widened national debate on equity and human poverty issues, including its gender dimensions. An adjunct publication on "The Construction of Gender Development Indicators for Jamaica" provided further disaggregation of gender-specific data with important policy implications for bridging the gender gap in Jamaica.

The report of the Mid-term Programme Review of September 2000 highlighted several issues including UNDP's assistance to the Poverty Programme and the Parish Infrastructure Development Project, the relationship between governance and poverty

reduction, and links between poverty, governance and environmental sustainability. It also addressed the issue of resource mobilization in view of the dramatic fall in the level of UNDP's resources.

#### **Second Country Cooperation Framework 2002-2006**

The overarching purpose of the current CCF continues to be the eradication of poverty. Modernization of both the productive and public sectors is also seen as essential in the government's attempts to improve the human condition in Jamaica. The three areas of focus for CCF-II are:

- poverty eradication
- improved governance
- environment and energy

The UNDP Country Office (CO) believes that these areas are consistent with both the government's current development priorities and the themes identified in the CCF-I, which would allow UNDP to capitalize on the lessons learned and to build on the advances made in these areas. UNDP felt that emphasis would be placed on activities that would have an upstream policy orientation, starting with pilot initiatives. Annex D contains an overview of the SRF outcomes in the country, and Annex E the key intended development results in this period.

#### **Scope of the assessment**

The evaluation will undertake a comprehensive review of the UNDP programme portfolio and activities during the period under review, with a more in-depth focus on poverty reduction and governance. Specifically, the ADR will cover the following:

Governance	Poverty	Environment	Gender	UNDP Support to UN
Globalization Policy dialogue Participation at sub-national level	National poverty frameworks Monitoring poverty HIV/AIDS Productive resources and assets Access to technologies	Policy framework Institutional framework Global conventions and funding mechanisms	Violence against women	RC system

Source: RBMS, Strategic Results Framework 1999-2002

### **Strategic positioning**

- Ascertain the relevance of UNDP's support vis-à-vis national needs, development goals and priorities, including linkages with the goal of reducing poverty and other MDGs. This may include an analysis of the perceived comparative strengths of the programme and a review of the major national challenges to development. The ADR will take account of, inter alia, reform processes and the government's social and economic policies. This aims to ascertain the added value of UNDP support in effectively influencing national development results, through, for example, prioritization, selection of strategies and entry points.
- Assess how UNDP has anticipated and responded to significant changes in the national development context, affecting governance and reform, poverty, social development, and sustainable development. The evaluation may consider key events at national and political level that influence the development environment, the risk management of UNDP, any missed opportunities for UNDP involvement and contribution, efforts of advocacy and policy advice, and UNDP's responsiveness versus concentration of efforts. The evaluation will specifically point out the choices made by UNDP in response to government reforms and UNDP's rationale.
- Review the synergies and alignment of UNDP support with the UNDAF, the Global Cooperation Framework, and the Regional Cooperation Framework. This may include looking at how UNDP has leveraged its resources and that of others towards results, the balance between upstream and downstream initiatives, and the work on MDGs. This aims to ascertain how UNDP has leveraged other initiatives for results.
- The evaluation should consider the influence of systemic issues, i.e. policy and administrative constraints affecting the programme, on both the donor and programme country sides, as well as how the development results achieved and the partnerships established have

contributed to ensure a relevant and strategic position of UNDP.

### **Development results**

- Provide an examination of the effectiveness and sustainability of the UNDP programme by highlighting main achievements (outcomes) at the national level during the last five years or so (some results have their origin in efforts prior to 1997) and UNDP's contribution to these in terms of key outputs; and ascertaining current progress made in achieving outcomes in the given thematic areas of UNDP and UNDP's support to these. The evaluation should qualify the UNDP contribution to the outcomes with a fair degree of plausibility and consider anticipated and unanticipated, and positive and negative outcomes. It should also gauge the contribution to capacity development at the national level to the extent it is implicit in the intended results, as well as national ownership as success factor. The assessment will cover the key results and support in all thematic areas (governance, poverty, environment, gender, HIV/AIDS, ICT, special development situations, and any other areas, if appropriate).
- Identify and analyze the main factors influencing results, including the range and quality of collaboration with stakeholders and partnership strategies and their contribution to outcomes, the provision of upstream assistance, and how the positioning of UNDP influences its results and partnership strategy.
- Assess the anticipated progress in achieving intended outcomes, with regard to the SRF Outcomes, the 1997-2001 CCF objectives, and proposed future programmes and objectives and the MDGs.

### **Lessons learned and good practices**

- Identify key lessons in the thematic areas of focus and on strategic positioning that can provide a useful basis for strengthening UNDP support to the country and for improving programme performance, results, and effectiveness in the future. Through in-depth

thematic assessment, present good practices at country level for learning and replication. Draw lessons from unintended results where possible.

## Methodology

The assessment will employ a variety of methods including desk reviews, stakeholder meetings, client surveys, and focus-group interviews and select site visits. The Evaluation Team will review national policy and other key documents (including but not limited to the National Poverty Eradication Programme, the Social Policy Framework, the National Population Policy, the Public Sector Modernization Programme, the National Strategic Plan on HIV/AIDS, National Biodiversity Strategy and Action Plan, National Land Policy, National Forestry Conservation and Management Plan, Policy on Watersheds, and National Policy on Waste Management), which give an overall picture of the country context. The Team will also consider any thematic studies/papers, select project documents and Programme Support Documents, and reports from monitoring and evaluation at the country level, as well as available documentation and studies from other development partners. Statistical data will be assessed where useful. The empirical evidence will be gathered through three major sources of information: perception, validation, and documentation according to the concept of "triangulation," i.e. balancing perceptions with other methods of corroboration.

A wide stakeholder consultation and involvement is envisaged. The Evaluation Team will meet with government ministries/institutions at the central and province level, research institutions, civil society organizations, non-governmental organizations, private-sector representatives, UN Agencies, Bretton Woods institutions, bilateral donors, and beneficiaries. The Evaluation Team will also extend its consultations to select staff previously based in Jamaica in order to better garner perceptions of performance in the past.

The Team will visit field/project sites as required, as will be decided by the Evaluation Team and the EO in consultation with the CO within and outside of Kingston. This is suggested based on, inter alia,

strategic importance, the possibility to observe a number of UNDP supported initiatives in the country; the importance of poverty reduction and governance, and the selected scope areas (see above).

In terms of methodology, the ADR will follow the guidance issued by the EO and consist of preparation (with preliminary desk review, programme mapping, Terms of Reference [TOR] proposal, exploratory mission to the CO, theme-specific desk research, and local studies and research); conducting the ADR by the country evaluation mission; and use of the ADR and follow-up (dissemination, corporate discussions, CO management response, stakeholder consultations, learning events).

Preparatory work at the local level will be carried out in advance to provide a substantive background for the Evaluation Team. This will include an analysis of achievements and challenges in poverty eradication and governance. The study will be conducted by a local research institution, which will also be charged with conducting select surveys of key partners through questionnaires. The work will entail a review of available reports, collecting additional documentation, conducting select interviews and field visits, and analysis and brainstorming. This work will be based on specific TOR in addition to these generic terms of reference.

## Expected outputs

The main expected output is the comprehensive final report on "Jamaica Country Evaluation: Assessment of Development Results," including relevant annexes with detailed data. In addition, supporting studies will be available (i.e. poverty eradication and governance).

The final report by the ADR Evaluation Team, according to the suggested outline in the ADR Framework Paper, should at the very least contain:

- Executive Summary of Conclusions and Recommendations
- Background, with analysis of country context
- Strategic Positioning and Programme Relevance
- Programme Performance

- Lessons Learned and Good Practices
- Findings and Recommendations
- Annexes (TOR, abbreviations, persons met, documentation reviewed, statistics/ national development indicators etc., details on the programme portfolio, overview of ODA, overview of intended results for UNDP, MDG indicators and status, and country map).

Toward the end of their Mission and prior to leaving the country, the Evaluation Team will discuss its preliminary findings and recommendations with the Resident Representative and the CO staff and may present emerging issues to the government as appropriate. The Team will use this feedback to finalize the report.

The Team Leader is responsible for submitting the draft report to the EO, UNDP Headquarters, no later than two weeks after completion of the country mission. Following completion of the draft report, a meeting of key stakeholders will be arranged in-country, at which the Team Leader will present the main findings and recommendations to the government, partners, and others. Members of EO management and the UNDP Regional Bureau for Latin America and the Caribbean (RBLAC), New York will also be present at the stakeholders meeting.

### Evaluation Team

The composition of the Evaluation Team should reflect the independence and the substantive results focus of the exercise. The Team Leader and all the members of the review Team will be selected by the UNDP EO in consultation with RBLAC and the CO. The Team Leader must have a demonstrated capacity in strategic thinking and policy advice and in the evaluation and management of complex programmes in the field. The Team composition should reflect a good knowledge of the region, excellent experience in evaluation, and particular expertise in poverty-related issues, governance (especially local governance), and environment.

The Team will comprise of four members: two international consultants, one of whom will be the Team Leader; a staff member from the UNDP EO; and the lead National Consultant for the Local Study. The staff member from the EO will bring to the Team the results-based management perspective, knowledge of the ADR methodology, familiarity with UNDP operations and knowledge of the UNDP's thematic areas. The lead National Consultant for the Local Study, possesses broad expertise and knowledge of the national development context and in at least one thematic area of the CCF or strategic area under the SRF. The UNDP CO will assist the EO in the identification of a suitable national consultant for recruitment.

### Management arrangements

The EO will manage the evaluation and ensure coordination and liaison with concerned units at Headquarters' level. The Task Manager of the EO will lead the ADR process, in close consultation with the Regional Bureaux and CO Management (Resident Representative/Deputy Resident Representative) in the Jamaica CO. The EO will also ensure substantive supervision of all research, and determine the Evaluation Team composition.

The CO will take a lead role in dialogue and interaction with stakeholders on the findings and recommendations, support the Evaluation Team in liaison with the key partners and discussions with the Team, and make available to the Team all relevant material. The CO will provide support to logistics and planning.

The UNDP EO will meet all costs directly related to the conduct of the ADR. These will include costs related to participation of the whole team, as well as the preliminary research and issuance of the final ADR report in English. The CO will contribute support in kind. The EO will also cover costs for logistics at the local level and stakeholder workshop(s).



## ANNEX B: LIST OF KEY PEOPLE MET

### Government of Jamaica

#### Electoral Advisory Commission

Professor Errol Miller, Chairman

#### Jamaica Social Policy Evaluation

Ms. Anne- Marie Bonner, Principal Director  
Ms. Marlene Demercado, Project Director  
Ms. Jennifer Jones, Social Monitoring Specialist

#### Ministry of Finance & Planning

Hon. Dr. Omar Davies, Minister of Finance & Planning

#### Ministry of Land & Environment

Ms. Leonie Barnaby, Senior Director,  
Environmental Management Division

#### National Environment & Planning Agency

Ms. Winsome Townsend, Director, Policies,  
Programmes and Projects Coordination Division

#### Office of Disaster Preparedness & Emergency Management

Dr. Barbara Carby, Director General

#### Office of the Prime Minister

Dr. Jaslin Salmon, Coordinator, National Poverty  
Eradication Programme

#### Office of Utilities Regulation

Mr. J.P. Morgan, Director General  
Ms. Eileen V. Salmon, Director, Corporate Affairs

#### Planning Institute of Jamaica

Dr. Wesley Hughes, Director General  
Mrs. Pauline Knight, Director, Social & Manpower  
Planning Division  
Mrs. Andrea Shepherd-Stewart, Manager, UN and  
Special Agencies

#### Public Sector Reform Unit, Cabinet Office

Ms. Hillary Alexander, Modernisation Programme  
Integrator  
Mr. George A. Briggs, Chief Technical Director  
Mr. Ryan Evans, Senior Policy and Project Officer

Mr. Michael Prescod, Principal Director, Policy  
Reform

Mr. Michael Wearne, International Coordinator  
and Advisor

#### Social Investment Fund

Ms. William-Thompson, Social Development  
Manager

#### Stony Hill HEART

Ms. Georgette Shirley, Regional Coordinator,  
CISCO Project  
Mrs. Townsend, Academy Manager

### International Development Partners Jamaica

#### Canadian International Development Agency

Mr. Stephen Gibbons, Counsellor Development

#### Department for International Development (UK)

Mr. Gordon Saggors, Deputy Head

#### Embassy of Japan

Mr. Gresford Bennett, Programme Coordinator  
Mr. Takehiko Wajima, First Secretary

#### European Commission

Mr. Adebayo Babjide, Head of Section, Economic  
Affairs

#### Inter-America Development Bank

Mr. Keith Evans, Representative

#### United States Aid Agency

Ms. Lynn Vega, Director, Programme  
Development & Management

#### World Bank

Mr. Errol Graham, Liaison Officer

### Jamaican Civil Society

#### Building Together Citizen's Association

Mrs. Sheila Grant, National Coordinator

**Jamaica Aids Support**

Dr. Robert Carr, Executive Director

**Jamaica Business Development Centre**

Ms. Valerie Veira, Chief Executive Officer

Ms. Lelia Bailey

Ms. Dania Bennet

**Jamaica Red Cross**

Mr. Martin Gunther, Director, HIV and Youth Programmes

**Liguanea Cyber Centre**

Ms. Laurel Clayton-Hall, Business Development Manager

**Private Sector Organisation of Jamaica**

Ms. Greta Bogues, Chief Executive Officer

Ms. Beverly Lopez, President

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Professor Stephen Vasciannie, Department of Government

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Mrs. Velma Walker, Association Chairman

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Mr. David Smith, Programme Specialist, Energy & the Environment

Mr. Loren Wray, Finance Analyst

**UNDP Civic Dialogue for Democratic Governance Project**

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**United Nations Population Fund**

Ms. Hetty Sarjeant, Representative

**United Nations Children's Fund**

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**Food and Agriculture Organization**

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Ms. Saraswathi Menon, Director

**Regional Bureau for Latin American and the Caribbean**

Mr. Thomas Gittens, Programme Manager, Caribbean Oversight and Support Centre

**Others**

Ms. Sandra Bodden-Reid, VP Marketing (Mobile),  
Cable & Wireless Jamaica

Mr. Trevor Gordon-Somers, Retired UNDP  
Official

Dr. D.A. Lewis, Dental Surgeon

Mr. Donald Mills, Retired Ambassador to UN from  
Jamaica

Ms. Rubina Robinson, St. Mary Parish Community  
Based Organization



## ANNEX C: LIST OF DOCUMENTS CONSULTED

### General

#### Economist Intelligence Unit (EIU)

- EIU, "Jamaica, Belize, Organisation of Eastern Caribbean States (Windward and Leeward Islands): Country Profile 2002," Economist Intelligence Unit, London, UK; 2002.
- EIU, "Jamaica Country Report," Economist Intelligence Unit, London, UK; March 2003.

#### Jamaica Government

##### Jamaica Business Development Centre

- Annual Report

##### Jamaica Social Investment Fund

- 7th Annual Report 2002-03

##### Ministry of Land and Environment

- Jamaica National Assessment Report: A Ten-Year Review of the Barbados Programme of Action for the Sustainable Development of Small Island Developing States
- Jamaica National Report to the World Summit on Sustainable Development; 2002.

##### Office of Utilities Regulation

- Annual Report and Financial Statements 2002/03

##### Planning Institute of Jamaica

- Annual Report 2002
- Economic and Social Survey Jamaica 2002
- Jamaica 2015: A Framework and Action Plan for improving effectiveness, collaboration and accountability in the delivery of social policy
- Jamaica 2002-2007 Social Action Plan
- Jamaica: From Creative Adaptation to Sustainable Transformation. Lecture by Dr W. Hughes
- Jamaica Human Development Report 2000
- Jamaica Survey of Living Conditions 2002
- The Jamaican Child: A Report of the Social Indicators Monitoring System 2002

##### Public Sector Reform Unit

- "Government at Your Service: Public Sector Modernisation Vision and Strategy 2002-2012," Ministry Paper No 56; September 2002.

#### UNDP Jamaica

##### Programming Documents

- First CCF 1997-2001
- Second CCF 2002-2006

##### Other Documents

- Bloom D. E. et al "Globalisation, Liberalization and Sustainable Human Development: Jamaica Country Assessment Study," The UNCTAD/UNDP Programme on Globalisation, Liberalization, and Sustainable Human Development
- Development Cooperation Report 1998
- Human Rights and Human Development Issues in Jamaica," Report of a Roundtable; 2003.
- "Report on the Civil Society National Consultation to Assess the Implementation of the MDGs and the Barbados Programme of Action," February 2004
- "Civic Dialogue for Democratic Governance in Jamaica: Civic Scenarios," January 2004.

#### UN System Jamaica

##### Programming and Coordination Documents

- Annual Report of the Resident Coordinator
- UNDAF 2002-2006
- Common Country Assessment, April 2001.

##### Other Documents

- "9th Annual Retreat of the International Development Partners (IDPs) in Jamaica: Final Report," November 12-14, 2003.
- "United Nations at 58," The Gleaner Special Advertising Supplement; October 24, 2003.
- ECLAC/UNDP/IPEA, "Meeting the Millennium Poverty Reduction Targets in Latin America and the Caribbean," 2002.
- Millennium Development Goals Report (Final Draft July 30, 2003)

## Donor/Funding Organizations

UK Department for International development

- Department for International Development  
Jamaica Country Strategy Paper (2001-2004)

World Bank

- World Bank, "Jamaica: The Road to Sustained Growth," Country Economic Memorandum; 2003.
- World Bank, "The Social Impact of Social Funds in Jamaica: A Mixed-Methods Analysis of Participation, Targeting, and Collective Action in Community-Driven," Development Policy Research Working Paper 2970; 2003.
- World Bank, "Consultations With The Poor: Jamaica Country Report," 1999.

## UNDP HQ

- First Global Cooperation Framework (1997-2000)

- Second Global Cooperation Framework (2001-2003)

Regional Bureau for Latin America and the Caribbean

- First Regional Cooperation Framework for Latin America and the Caribbean (1997-1999)
- Second Regional Cooperation Framework for Latin America and the Caribbean (2001-2005)

UNDP Evaluation Office

- Assessment of Development Results: Key Elements of Methodology
- Handbook on Monitoring and Evaluation for Results

## ANNEX D: UNDP JAMAICA STRATEGIC RESULTS FRAMEWORK

### GOAL 1: Governance-Creation of an enabling environment for sustainable human development

*Sub-goal 1: National, regional and global dialogue and cooperation that widens development choices for sustainable and equitable growth*

Strategic area of support (SAS) 1-Management of globalization to help the poor

Outcome: National policies address more effectively the social impact of economic liberalization

SAS2-Public awareness and policy dialogue on sustainable human development (SHD)

Outcome: Increased public debate on SHD

*Sub-goal 3: Increased social cohesion based on participatory local governance and stronger local communities and institutions*

SAS1-Social cohesion through development planning and other decision-making processes at the sub-national level

Outcome: Improved equity and efficiency in the delivery of public services, incorporating the ability of the public sector to respond to clients as well as nationwide mechanisms for local involvement in national planning and management

*Sub-goal 4: An efficient and accountable public sector*

SAS1-Efficiency and accountability in the public sector

Outcome: Improved equality and efficiency in the delivery of public services including the ability of the public sector to respond to clients and the strengthening of mechanisms to facilitate local involvement in national planning and management

### GOAL 2: Poverty Reduction-Economic and social policies and strategies focused on the reduction of poverty

*Sub-goal 1: Human and income poverty addressed in national policy frameworks*

SAS1-Development and implementation of macro- and poverty-reduction policies and strategies

Outcome: The policy and planning framework of the country incorporates a comprehensive approach to and specific targets for reduction of human and income poverty

SAS2-Monitoring of poverty and inequality

Outcome: Improved national capacity to monitor human and poverty and income inequality and to put in place specific strategies that target their reduction

SAS3-Comprehensive strategies to prevent the spread and mitigate the impact of HIV/AIDS

Outcome: National policies developed to address the human rights of persons living with HIV/AIDS; Institutional capacity built to plan and implement multi-sectoral strategies to limit the spread of HIV/AIDS and mitigate its social and economic impact

*Sub-goal 2: The asset base of the poor expanded and protected (human, physical and financial)*

SAS1-Access to productive resources and assets

Outcome: The policy and regulatory framework reformed to provide the poor with expanded access to financial services

SAS3-Access to, and utilization of, information and communication technologies (ICTs)

Outcome: Expanded collaboration between the public and private sectors expanded to provide poor communities with access to ICT

### GOAL 3: Environment-Environmentally sustainable development to reduce human poverty

*Sub-goal 1: Sustainable environmental management and energy development to improve the livelihoods and security of the poor*

SAS1-National policy, legal and regulatory framework for environmentally sustainable development

Outcome: Increased devolution of decision making and budgetary resources for natural resource management and provision of environmental energy services

SAS2-Institutional framework for sustainable environmental management and energy development

Outcome: Improved capacity of local authorities, community based groups, and non-governmental organizations to plan and implement integrated approaches to environmental management and sustainable energy development

*Sub-goal 2: Regional and global instruments for environmentally sustainable development that benefits the poor*

SAS2-National capacity for participation in global conventions, regulatory regimes and funding mechanisms for environmentally sustainable development

Outcome: Improved national capacity to negotiate and implement global environmental commitments as well as reconcile and integrate these commitments into the national development planning and policy process

#### **GOAL 4: Gender-Advancement in the status of women and gender equality**

*Sub-goal 2: Advancement of women through the implementation of global commitments*

SAS3-Measures to reduce violence against Women

Outcome: Greater public awareness of the causes and consequences of violence against women and girls and its implication

#### **GOAL 5: Special development situations-Reduced incidence of, and sustainable recovery and transition from, complex emergencies and natural disasters**

*Sub-goal 1: Reduced risk of disaster in programme countries*

SAS2-Capacity development to manage and reduce risk of natural disasters

Outcome: Increased capacity of national and local entities to predict natural hazards and reduce the risk caused by them

#### **GOAL 6: UNDP support to the UN-A coherent and effective UN System**

*Sub-goal 1: Accelerated progress on the global agenda for development (including follow-up to the global conference)*

SAS2-Strategic leadership of the Resident Coordinator System on the follow-up to the millennium declaration at country-level

Outcome: Increased support for the involvement of civil society in the World Summit on Sustainable Development process

*Sub-goal 2: Increasingly collaborative, efficient and effective operational activities for development*

SAS2-Coordination and collaboration on programming and administration through the Resident Coordinator System at country level

Outcome: Increased recognition and support at country level for the mandate, goals and achievement of the UN system



## ANNEX E: UNDP JAMAICA MAP OF INTENDED RESULTS

UNDP CCF 1997 - 2001 Objectives	UNDP CCF 2002 - 2006 Objectives	UNDAF 2002 -2006 Areas of Focus	UNDP Jamaica SRF Outcomes (1997 -2006)
<p><i>Governance</i></p> <p>Improved Governance:</p> <ul style="list-style-type: none"> <li>• Decentralization</li> <li>• Promotion of the competitiveness and increased productivity of small/medium enterprises</li> </ul>	<p>Governance:</p> <ul style="list-style-type: none"> <li>• Enhanced capacity of government to manage development projects</li> <li>• Increased participation in national decision-making</li> <li>• Capacity building at sub-national levels to increase human security</li> </ul>	<p>Good Governance:</p> <ul style="list-style-type: none"> <li>• Establish social safety nets</li> <li>• Capacity building of public sector (i.e. justice and legislative reforms, etc.)</li> <li>• Strengthen "community policing"</li> <li>• Strengthen economic growth and development</li> </ul>	<ul style="list-style-type: none"> <li>• National policies address more effectively the social impact of economic liberalization (2002 SRF)</li> <li>• Increased public debate on SHD and human rights (2002 SRF)</li> <li>• Improved equity and efficiency in the delivery of public services, incorporating the ability of the public sector to respond to clients as well as nationwide mechanisms for local involvement in national planning and management (2000 SRF, 2002 SRF)</li> <li>• Increased incorporation of SHD and human-rights concerns in the policy formulation (2000 SRF)</li> </ul>
<p><i>Poverty Reduction</i></p> <p>Poverty Eradication:</p> <ul style="list-style-type: none"> <li>• Convert the prevailing culture of government handouts to a culture of community generated initiatives to which the government and NGOs respond</li> <li>• Achieve coherence of the various on-going and planned activities</li> </ul>	<p>Poverty Eradication:</p> <ul style="list-style-type: none"> <li>• Productive employment generation and sustainable livelihoods in the small-scale enterprise sector</li> <li>• Improved national capacity to monitor human development, with a particular focus on gender</li> </ul>	<p>Social Capital Formation:</p> <ul style="list-style-type: none"> <li>• Formulate a comprehensive human development strategy</li> <li>• Improved education system</li> <li>• Promotion of health</li> <li>• Support integrated programme on HIV/AIDS</li> <li>• Improve the situation of women</li> <li>• Support child/youth development strategy</li> <li>• Formulate Informational for All Strategy</li> </ul>	<ul style="list-style-type: none"> <li>• Improved national capacity to monitor human poverty and income inequality and to put in place specific strategies that target their reduction (2002 SRF)</li> <li>• National policies developed to address the human rights of persons living with HIV/AIDS. Institutional capacity built to plan and implement multi-sectoral strategies to limit the spread of HIV/AIDS and mitigate its social and economic impact (2002 SRF)</li> <li>• Collaboration between public and private sectors expanded to provide poor communities with access to ICT (2000 SRF, 2002 SRF)</li> <li>• Increased access of poor to micro-finance (2000 SRF)</li> </ul>
<p><i>Environment</i></p>	<p>Environment and Energy:</p> <ul style="list-style-type: none"> <li>• Promotion of sustainable environmental management and the use of alternative sources of energy</li> </ul>	<p>Environmental Management:</p> <ul style="list-style-type: none"> <li>• Policy formulation and capacity building</li> <li>• Strengthened capacity of relevant government institutions to enforce environmental regulations</li> </ul>	<ul style="list-style-type: none"> <li>• Increased devolution of decision-making and budgetary resources for natural resource management and provision of environmental energy services (2002 SRF)</li> </ul>

UNDP CCF 1997 - 2001 Objectives	UNDP CCF 2002 - 2006 Objectives	UNDAF 2002 -2006 Areas of Focus	UNDP Jamaica SRF Outcomes (1997 -2006)
<p><i>Special Development Situations</i></p> <p><i>Support for the UN</i></p> <p><i>Cross-Cutting Themes</i></p>	<ul style="list-style-type: none"> <li>• Implementation of national objectives as well as global commitments</li> </ul>	<ul style="list-style-type: none"> <li>• Establish appropriate data management systems</li> </ul> <p>Formulation and implementation of a comprehensive disaster management strategy</p> <p>Gender, human resources development, capacity building</p>	<ul style="list-style-type: none"> <li>• Improved capacity of local authorities, community-based groups and NGOs to plan and implement integrated approaches to environmental management and sustainable energy development (2002 SRF)</li> <li>• Improved national capacity to negotiate and implement global environmental commitments as well as reconcile and integrate these commitments into the national development planning and policy process (2001 SRF, 2002 SRF)</li> <li>• Increased capacity of national and local entities to predict natural hazards and reduce the risk caused by them (2002 SRF)</li> <li>• Increased support for the involvement of civil society on the WSSD process (2002 SRF)</li> <li>• Increased recognition and support at country level for the mandate, goals and achievements of the UN System (2002 SRF, OSY 2001)</li> <li>• Effective use of Common Country Assessment/UNDAF for systematic monitoring of progress toward national targets to facilitate the national response toward global goals (2000 SRF)</li> <li>• Harmonized and simplified planning and programming within the undg (2000 SRF)</li> <li>• Effective implementation of UN reforms focused on operation activities for development (2000 SRF)</li> <li>• Increased collaboration in public information, advocacy and use of common services (2000 SRF)</li> <li>• Reduction of the negative impacts of violence on women and girls for the attainment of development goals (2000 SRF)</li> </ul>

Note: CCF indicates Country Cooperation Framework; UNDAF, United Nations Development Assistance Framework; SRF, Strategic Results Framework; SHD, sustainable human development; NGO, non-governmental organization; WSSD, World Summit on Sustainable Development; undg, United Nations Development Group

**ANNEX F: ACRONYMS AND ABBREVIATIONS**

ACP-EU	African, Caribbean, Pacific-European Union
ADR	Assessment of Development Results
AIDS	Acquired immune deficiency syndrome
BOP	Balance of payments
CARICOM	Caribbean Community
CARIBCAN	Caribbean-Canada Trade Agreement
CBO	Community-based organization
CCF	Country Cooperation Framework
CDC	Community Development Committee
CO	Country office
CIDA	Canadian International Development Agency
CSME	Caribbean Single Market and Economy
DfID	Department for International Development (UK)
DPA	Department of Political Affairs
DRR	Deputy Resident Representative
EO	Evaluation Office
FINSAC	Financial Sector Adjustment Company
FTAA	Free Trade Agreement of the Americas
GDP	Gross domestic product
HDI	Human development index
HDR	Human Development Report
HIV	Human immunodeficiency virus
ICT	Information and communication technology
IDP	International development partner
IMF	International Monetary Fund
IT	Information technology
JLP	Jamaica Labour Party
LIFE	Local Initiative Facility for the Urban Environment
MDG	Millennium Development Goal
NGO	Non-governmental organization
NHDR	National Human Development Report
NPEP	National Poverty Eradication Programme
ODA	Official development assistance
ODPEM	Office of Disaster Preparedness and Emergency Management
OUR	Office of Utilities Regulation

PACDC	Parish Associations of Community Development Committees
PDC	Parish Development Committee
PIDP	Parish Infrastructure Development Programme
PIOJ	Planning Institute of Jamaica
PNP	People's National Party
PO	Office of the Political Ombudsman
PSOJ	Private Sector Organization of Jamaica
RC	Resident coordinator
RCS	Resident coordinator system
SAS	Strategic area of support
SDC	Social Development Commission
SDNP	Sustainable Development Network Programme
SHD	Sustainable human development
SRF	Strategic Results Framework
TOR	Terms of reference
UN	United Nations
UNCT	United Nations Country Team
UNCTAD	United Nations Conference on Trade and Development
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
WB	World Bank
WTO	World Trade Organization