



**Executive Board of the
United Nations Development
Programme and of the
United Nations Population Fund**

Distr.: General
16 August 2006

Original: English

Second regular session 2006

11 to 15 September 2006, New York

Item 3 of the provisional agenda

Country programmes and related matters

Draft country programme document for Jamaica (2007-2011)*

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* The compilation of data required to present the Executive Board with the most current information has delayed submission of the present document.



I. Situation analysis

1. As a Caribbean Small Island Developing State (SIDS), Jamaica is in a transition and adjustment phase of development. With rapid globalization, the viability and sustainability of Jamaica becomes increasingly fragile and the country is challenged, like most Caribbean SIDS, to maintain economic and social equilibrium. When combined with new global development threats such as terrorism, drug trafficking, money laundering and HIV/AIDS, these factors create the need for new development approaches and solutions.
2. With a gross national income of \$2,820 per capita, Jamaica is at the lower end of the middle-income ranking achieved by most Caribbean SIDS. In 2003, the population was estimated at 2,641,600. While the early 1970s were marked by significant economic growth, this was not sustained through the 1980s and 1990s. During that period, the economy responded to internal and external shocks resulting in recession, low growth rates averaging 1.5 per cent and increased inflation averaging 8.5 per cent.
3. The Jamaica 2006-2010 Common Country Assessment (CCA) assessed that while the state is currently experiencing modest growth and improved socio-economic and environmental indicators, vulnerabilities persist, particularly in the social sectors.
4. The proportion of Jamaicans living below the poverty line declined from 28.4 per cent in 1990 to 16.9 per cent in 2001. According to the 2005 Jamaica Human Development Report, 72 per cent of the poor live in rural areas and agriculture is their main source of employment, with women comprising 62 per cent of the adult population in rural areas. Poverty is characterized by specific rural-urban and gender dimensions.
5. Jamaica has significant natural resource-based economic activities including tourism, mining, agriculture and fishing. Challenges in the enforcement and implementation of sustainable development policies have led to strains on natural resources, including improperly planned settlements and tourism developments; land-based pollution of water; destructive fishing practices; inadequate solid waste management; and poor watershed management practices, which threaten ecosystems.
6. The crime rate in Jamaica remains high, with the murder rate increasing from 55 per 100,000 in 2004 to 63 per 100,000 in 2005. Reported murders increased to a record 1,674 in 2005. Children under age 18 accounted for 27.9 per cent of total arrests; 98 per cent of those arrested for major crimes were young men aged 19-25.
7. The 2005 national HIV/AIDS policy records a steady increase in the prevalence of HIV infection since 1990. By the end of 2003, approximately 22,000 people were estimated to be infected with HIV, and approximately 3,700 had died from AIDS. Paediatric cases account for 8 per cent of all AIDS cases, and AIDS is the second leading cause of death in children aged 1-4 years.

II. Past cooperation and lessons learned

8. Poverty eradication and governance programming initiatives supported by UNDP from 2002–2006 focused on policy development and greater integration of policy with direct interventions. During this period, UNDP also focused on the need to build government capacity in the areas of project formulation, implementation, monitoring and evaluation. As UNDP supported the formulation of the Millennium Development Goal (MDG) report and the national human development report (NHDR), the need to enhance communication and advocacy of

development strategies and planned outcomes became clear. Two critical lessons emerged. First was the need to engage decision-makers and those at the highest levels of government from the inception. That strategy would ensure that global methodologies and development tools were adapted to transform national policy and development processes. Second, policy level action must be supported by effective interventions at the institutional and community levels.

9. Overall, UNDP Jamaica proposes the integration of risk analysis and assessment into long-term development planning processes. Accordingly, the Jamaica country office has promoted building conflict resolution skills, prevention and peace building as alternatives to reduce violence and avert further fragmentation.

10. Key lessons learned from past cooperation strategies, also informed by extensive consultations with counterparts and other development partners, noted that the previously distinct programming for governance, poverty and environment did not support and facilitate integrated outcomes addressing critical issues such as security, justice, disaster-risk reduction and HIV/AIDS.

11. Other lessons that will be applied include: (a) strengthening support to the design, management and implementation of integrated, multi-sectoral initiatives to arrest the erosion of human security and enhance sustainable development processes in Jamaica; (b) practical applications of cross-cutting development concepts such as gender mainstreaming and disaster-risk reduction are included and promoted.

III. Proposed programme

A. Linkage with the United Nations Development Assistance Framework¹

12. The 2007-2011 UNDP country programme for Jamaica supports a multi-dimensional programming strategy linked directly to the United Nations Development Assistance Framework (UNDAF). The UNDAF was developed in partnership with the Government and in close consultation with a wide cross-section of civil society and development partners.

13. During the preparation of the CCA and the UNDAF for 2007-2011, thematic working groups chaired by government officials and co-chaired by United Nations representatives developed strategies for five areas of cooperation based on national priorities. This comprehensive review process led to agreement to focus UNDP assistance on three key national priorities, namely: (a) HIV/AIDS; (b) environment and poverty; and (c) justice, peace and security. Linked to UNDAF outcomes 2, 3 and 5 and to the UNDP service lines, the management and implementation of the UNDP country programme will have two focus areas – crisis prevention and management, and energy and environmental security – through which poverty, governance, environment and energy-related programming inputs and assistance will be delivered.

14. Both CCA and UNDAF processes provided key indicators and assessed that UNDP and development partners should focus on risk analysis, mitigation and prevention measures across all sectors. UNDP assistance will focus on: (a) conflict prevention and peace building; (b) justice and security sector reform; (c) disaster-risk reduction; and (d) HIV/AIDS. Building on the gender mainstreaming programming priority of UNDP, the country office will incorporate the use of gender analysis and tools in the specific priority areas.

¹ See www.un.ac/undaf2001.

15. The programme strategy to infuse conflict prevention and reconciliation mechanisms will provide catalytic support to local community development plans with links to the development of upstream policies to establish more participatory processes and involve government officials, private sector, community leaders and civil society. The rights of vulnerable population groups, including at-risk youth and women, will be addressed with life skills training and enhanced advocacy assistance inputs.

B. Intended results

16. The intended results (outcomes towards which UNDP will make a significant contribution and outputs to be achieved) are shown in tabular form in the annex to the present document.

C. Cooperation strategies

17. Building on the human security programming framework of UNDP, assistance during this period will aim to support the government's current programmes through justice and security sector reform. The key results to be achieved include: (a) publication of the MDG reports and NHDRs; (b) increased capacity of stakeholders to sustain peace and reconciliation mechanisms; (c) development or restoration of sustainable livelihoods in target communities; (d) participatory planning processes that promote social and economic development and increased resilience to hazards for vulnerable communities; (e) increased capacity and opportunities for technical exchange at policy, institutional and community levels; and (f) male youth in targeted communities provided with livelihood, peace building and conflict prevention skills. Promoting citizen security will be achieved with advocacy and public education promoting rule of law and improving mechanisms for monitoring justice and security sector reform processes. Expected results include: (a) coordinated responses to crime and violence; (b) national surveys on the impact of armed violence and crime; (c) increased access to justice and dispute resolution processes; and (d) restorative justice.

18. UNDP will strengthen the capacity of national stakeholders to manage risks due to natural or anthropogenic hazards. Disaster-risk reduction interventions will be targeted at both policy and local levels. The strategy is to mainstream disaster-risk reduction approaches into national development processes and strengthen the capacities of key stakeholders to manage natural or anthropogenic hazard crises. UNDP will also support post-event recovery and relief activities.

19. UNDP will contribute to the development of a support and enabling national policy framework to mitigate the impact of HIV/AIDS. UNDP will collaborate with the Joint United Nations Programme on HIV/AIDS, UNFPA, the United Nations Children's Fund (UNICEF), the Pan American Health Organization and other partners to design programmes that assess the impact of HIV/AIDS and increase awareness among vulnerable groups, particularly young women and men. Expected results include: (a) a socio-economic study on the impact of HIV/AIDS; and (b) increased awareness of HIV/AIDS among community, institutional and political leaders.

20. UNDP will support efficiency in energy use and the development of sources of clean or renewable energy, especially for the poor. The strategy will support the Government in the implementing and monitoring an energy policy and developing projects with stakeholders to increase energy efficiency in hospitals and schools. Expected results include: (a) increased energy efficiency in public sector and households; (b) energy use and policy implementation monitored; and (c) feasibility of uses of alternative energy investigated.

21. UNDP support will strengthen national capacities to implement international environment obligations linked to national priorities. UNDP will support national and local efforts in environmental management with a land and coastal zone management focus in rural areas

affected by high poverty. Activities that build resilience to, or mitigate the effects of, climate change and reduce pollutants will also be supported. Expected results include: (a) enhanced legal and governance frameworks; and (b) increased availability of financial resources and trained government and non-governmental organization personnel involved in implementation.

22. Cross-cutting themes: The UNDAF identifies governance and gender as cross-cutting themes for Jamaica, while poverty was identified as a root cause of most of the problems delineated in the CCA. Accordingly, in addition to building advocacy and capacity, UNDP will mainstream the above-mentioned themes across the focus areas of cooperation supported by a human rights-based approach.

IV. Management, monitoring and evaluation

A. Monitoring

23. A results-based management approach will support the effective delivery of country programme outcomes. Inputs and project support will be guided by the multi-year funding framework and UNDP project management tools, including quarterly reports, annual reviews and in-depth evaluations. Results-oriented monitoring and evaluation and best practices will support programme planning and implementation. An in-depth evaluation of the country programme at the mid-point of the cycle will provide benchmark data and quality-control indicators to ensure that programme content and execution modalities are efficient and delivered with optimum effect.

B. Execution and implementation

24. To ensure effectiveness, the country office will provide operations, management and backstopping support for national executing agencies, as required. A comprehensive cost-recovery strategy will be implemented, involving government cost sharing and leveraging additional donor support to meet resource mobilization targets.

C. Resource mobilization and cost recovery

25. Parallel funding and joint programming opportunities will be pursued, as well as opportunities for pooled funding, with the aim of providing more flexibility for demand-driven programming. In line with corporate UNDP policy, cost recovery for general management support (GMS) is 5-7 per cent and 3-5 per cent for implementation support services (ISS). GMS and ISS rates will be negotiated with the Planning Institute of Jamaica, implementing partners and donors.

D. Country office structure and staffing

26. The current country office structure and staffing will be maintained for the country programme period. UNDP will, however, explore the possibility of using extra-budgetary resources to complement core positions. The capacity of the country office to build partnerships and deliver services will be strengthened to support effective programme management and resource mobilization.

Annex. Results and resources framework for Jamaica (2007–2011)

| UNDP country programme component | Expected outcomes | Expected outputs | Output targets and indicators | Indicative resources by programme component (per year, in thousands of dollars) | | | | | | |
|---|---|--|---|---|------|------|------|------|------|-----|
| | | | | Resource | 2007 | 2008 | 2009 | 2010 | 2011 | |
| Crisis prevention and management (HIV/AIDS) | 2.1 Supportive and enabling legislative and policy framework in place and effectively implemented with a gender-differentiated focus. | 2.1.3 Advocacy strategy and tools informed <i>inter-alia</i> by socio-economic and cultural studies developed to empower stakeholders, particularly vulnerable groups. | <p>Target: Improved capacity for AIDS mitigation, especially amongst vulnerable groups, particularly women and girls, and amongst inter-faith agents of change.</p> <p>Indicator: Status of sectoral policy and number of multi-sectoral interventions implemented; socio-economic impact study produced; number of community-based sensitization initiatives; monitoring and evaluation reports on impact of HIV/AIDS initiatives.</p> | <i>Regular</i> | 30 | 20 | 10 | 10 | | 70 |
| | | | | <i>Other</i> | | 50 | 75 | 75 | 50 | 250 |
| <p>Expected UNDAF outcome 3: Environment and poverty By 2011, national capacity to ensure equity and equality strengthened and the population of targeted vulnerable communities enabled to reduce poverty, improve their livelihoods and better manage hazards and the environment.</p> | | | | | | | | | | |
| Crisis prevention and management (conflict prevention and peace-building) | 3.1 Reduction in the incidence of poverty and unemployment among vulnerable groups and selected communities, particularly in rural Jamaica. | 3.1.1 Integrated social policy and programme framework strengthened to combat exclusion, remove barriers to access and promote social integration. | <p>Targets: MDG reports and NHDRs published and utilized in public education and community awareness and sensitization activities, as well as for strengthening participatory budgeting frameworks.</p> | <i>Regular</i> | 20 | 20 | 20 | 20 | 20 | 100 |
| | | | | <i>Other</i> | | 30 | 40 | 60 | 50 | 180 |
| | | 3.1.2 Improved information systems through quality, availability, sharing and use of data, information and knowledge to inform policy and programming. | <p>Indicators: Number of stakeholders, programmes and policies informed by database and communication networks; accuracy of data, survey documents and published reports.</p> | <i>Regular</i> | 10 | 10 | 10 | 10 | 10 | 50 |
| | | | | <i>Other</i> | | 20 | 30 | 40 | 60 | 150 |
| | | 3.1.3 Improved access to social services and sustainable livelihoods. | <p>Indicators: Number of community members trained; percentage of community members involved in income generating enterprise; per cent increase in the number of people accessing social service provisions; per cent increase in number of people aware of social services accessibility and eligibility criteria; number of community youth trained and involved in income generating enterprises while accessing social services; development of alternative livelihood initiatives with a focus on male youth.</p> | <i>Regular</i> | 10 | 10 | 10 | 10 | 10 | 50 |
| | | | | <i>Other</i> | | 50 | 75 | 75 | 30 | 230 |
| Crisis prevention and management (disaster-risk reduction) | 3.2 National capacity enhanced to reduce the risk of natural and human-induced hazards. Baseline: A National Disaster Plan and a Hazard Mitigation Policy and Action Plan exist but are not fully implemented. Indicators: Disaster-risk reduction strategies not included in development planning process. | 3.2.1 Integrated policy and programme framework strengthened and enforced to mitigate and respond to hazards, including plant and animal diseases. | <p>Targets: Hazard maps/risk identification tools for high risk/vulnerable areas.</p> <p>Indicators: Hazard maps developed with United Nations support; status of agencies' hazard maps and plans; number of hazard maps developed with United Nations support; number of reported cases of plant and animal-borne diseases.</p> | <i>Regular</i> | 10 | 10 | 10 | 10 | 10 | 50 |
| | | | | <i>Other</i> | | 50 | 75 | 75 | 75 | 275 |
| | | 3.2.2 Targeted communities and vulnerable groups practicing disaster-risk reduction measures and emergency management. | <p>Indicators: Number of communities and vulnerable groups practicing disaster-risk reduction measures and emergency management; number of communities and vulnerable groups trained and implementing emergency plans; status of joint programme between Bureau of Women's Affairs and Office of Disaster Preparedness and Emergency Management; number of emergency response plans developed; number of shelters that make provision for persons with disabilities; number of emergency response plans that take into consideration the needs of persons living with disabilities; status of implementation of emergency response plans in the event of an emergency; number of disaster-risk reduction management training programmes delivered and plans developed;</p> | <i>Regular</i> | 40 | 40 | 40 | 40 | 40 | 200 |
| | | | | <i>Other</i> | | 50 | 75 | 75 | 50 | 250 |

| | | | | | | | | | | | |
|--|---|---|---|----------------|-----|-----|-----|-------|-----|-------|--|
| | | | level of economic loss; decreasing loss of livelihood and property. | | | | | | | | |
| Energy and Environmental Security | 3.3 Integrated land, coastal zones, water and energy management practices improved. Indicators: Amount of soil eroded and number of flora and fauna under threat. Area of land and sea protected. | 3.3.1 Institutional capacity strengthened to efficiently implement policies and plans. | Indicators: number of training courses on technical and policy matters provided to stakeholders; percentage of policies and plans being implemented effectively; status of compliance with legislation. | <i>Regular</i> | 30 | 20 | 10 | 10 | 10 | 80 | |
| | | 3.3.2 Land, water and sanitation management strengthened in targeted communities. | Indicators: number of water management projects; percentage of communities with adequate faecal disposal facilities; number of land management plans implemented; per cent increase of watershed; communities with active conservation measures; status of implementation of Coastal Zone Policy; quality of coral reefs in selected areas; number of reported cases of water-borne infections especially in children under five years. | <i>Other</i> | 250 | 400 | 400 | 500 | 500 | 2,050 | |
| | | | | <i>Regular</i> | 10 | 10 | 10 | | | 30 | |
| | | 3.3.3 Energy efficiency in the public sector increased. | Indicators: Implementation of National Energy Policy; number of government institutions implementing environmental management systems; number of financial incentives for energy efficiency; number of energy efficiency plans implemented; number of hospitals/hospital beds with an Environmental Management System; increased use of renewable energy in selected public sector institutions; number of government supported housing developments using energy efficiency measures. | <i>Other</i> | | 250 | 250 | 250 | 250 | 1,000 | |
| | | | | <i>Regular</i> | 10 | 10 | 10 | 10 | 10 | 50 | |
| | | <i>Other</i> | | 150 | 600 | 500 | 250 | 1,500 | | | |
| UNDAF outcome 5: Justice, peace and security | | | | | | | | | | | |
| By 2011, increased capacity of government and targeted communities to attain a more peaceful secure and just society. | | | | | | | | | | | |
| Crisis prevention and management (justice and security sector reform) | 5.1 Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability, and insecurity. | 5.1.1 Government assisted to meet its international obligations and review its legislation accordingly. | Target: Overall capacity of justice sector improved with revised and new laws for citizen security. Indicator: number of international obligations on conventions met. | <i>Regular</i> | 20 | 10 | 10 | 10 | 10 | 60 | |
| | | | | <i>Other</i> | | 40 | 20 | 10 | 10 | 80 | |
| | | 5.1.2 Enhanced transparency and participation in resource allocation processes for the attainment of national development goals. | Target: Overall capacity improved for use of participatory budgeting processes. Indicators: Existence of defined process for stakeholder participation in the allocation of Ministry of National Security (MNS) and Ministry of Justice (MoJ) budgetary resources. | <i>Regular</i> | 60 | 60 | 60 | 60 | 60 | 300 | |
| | | | | <i>Other</i> | | | 30 | 10 | 10 | 50 | |
| | | 5.1.3 Improved national capacity in programming, planning, implementation and monitoring and evaluation. | Target: Overall capacity of government improved in implementation of national security strategy (NSS). Indicators: NSS implementation unit established; number of staff trained in programme planning and monitoring and evaluation; monitoring and evaluation framework for MNS and MoJ. | <i>Regular</i> | 60 | 60 | 60 | 60 | 60 | 300 | |
| | | | | <i>Other</i> | | | 60 | 20 | 20 | 100 | |
| | 5.2 Awareness of and respect for rule of law increased amongst decision-makers, institutional providers and communities. | 5.2.1 Increased awareness of rule of law/human rights. | Target: Public education campaigns to raise awareness on rule of law. Indicators: Number of persons in target communities having an improved understanding, knowledge and attitude concerning human rights and the rule of law, including small arms in communities. | <i>Regular</i> | 50 | 40 | 30 | 20 | | 140 | |
| | | | | <i>Other</i> | | 60 | 60 | 75 | 25 | 220 | |
| 5.2.3 Strengthened capacity to develop and implement restorative justice for adults with emphasis at community level. | | Target: National strategies, policies and plans on restorative justice, and peace and reconciliation mechanisms developed across target communities. Indicators: number of persons trained in restorative justice techniques/strategies; number of restorative justice interventions implemented; number of youth rehabilitation centres established; number of community leaders trained in dialogue processes; Institute of Excellence Criminal Justice and Security established at the University of the West Indies. | <i>Regular</i> | 50 | 50 | 50 | 50 | 50 | 250 | | |
| | | | <i>Other</i> | | 50 | 40 | 40 | 20 | 150 | | |

| | | | | | | | | | | |
|---|---|---|---|----------------|----|----|----|-----|-----|--------------|
| Crisis prevention and management (conflict prevention and peace building) | 5.3 Sustained reduction of violence and social injustice in targeted communities. | 5.3.1 Strengthened capacity of stakeholders to sustain peace and reconciliation mechanisms. | Target: Enabling environment for local government and community to prevent and resolve conflict and provide alternative livelihood. Indicators: number of peace-building initiatives; number of micro-enterprise and skills training programmes in communities. | <i>Regular</i> | 50 | 40 | 30 | 20 | 10 | 150 |
| | | | | <i>Other</i> | | 30 | 50 | 40 | 30 | 150 |
| | | 5.3.3 Vulnerable and out-of-school adolescents and young people, particularly boys, equipped with lifelong earning, livelihood skills and increased access to work opportunities. | Target: Male youth in target communities capacitated in peace building, conflict prevention skills. Indicators: number of youth trained in entrepreneurial skills; number of micro-enterprise initiatives established; level of unemployment of out-of-school youth. | <i>Regular</i> | 40 | 30 | 20 | 12 | 10 | 112 |
| | | | | <i>Other</i> | | 50 | 50 | 100 | 100 | 300 |
| | | 5.3.5 Strengthened capacity of community stakeholders to support community policing and protection. | Target: Comprehensive and integrated community policing and security programmes and projects implemented in affected communities. Indicators: Reduction in crime rate; number of community security and policing initiatives. | <i>Regular</i> | 30 | 20 | 20 | 10 | 10 | 90 |
| | | | | <i>Other</i> | | 40 | 50 | 40 | 20 | 150 |
| | | 5.3.6 Strengthened protection of particularly vulnerable groups through improved education, health services and social safety nets. | Target: Public education and awareness campaigns on protection issues and support to delivery of social services at the community level. Indicators: number of public education and awareness campaigns on protection; increase in access, type and number of social services. | <i>Regular</i> | 40 | 30 | 20 | 10 | 10 | 110 |
| | | | | <i>Other</i> | | 20 | 34 | 100 | 65 | 219 |
| | | | | Total | | | | | | 9,496 |