



Country: Jamaica
PROJECT DOCUMENT

Building Civil Society Capacity to Support Good Governance by Local Authorities

UNDAF Outcome(s): 5 By 2011, increased capacity of government and targeted communities to attain a more peaceful, secure and just society.

Expected CPAP Outcome(s): 5.1 Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability and insecurity

Expected CPAP Output(s): 5.1.2 Enhanced transparency and participation in resource allocation processes for the attainment of national development goals

Implementing partner: Centre for Leadership and Governance (University of the West Indies, Mona)

Responsible Parties: National Association of Parish Development Committees (NAPDEC), Department of Local Government (DLG)

The Government of Jamaica, through the Local Government Reform Process, intends to hand over significant autonomy to local authorities by the end of 2010. To ensure that the authorities will handle their expanded powers competently and responsibly, the new institutional model includes a public forum at the local level to examine and assess use of public funds by parish councils and municipalities as well as a civil society body that will function as a key actor in anti-corruption efforts. The project will strengthen the capacity of the civil society and public institutions to provide oversight of public expenditure, at the local level.

OUTPUT 1: Capacities of the Parish Development Committees (PDCs) developed to support financial transparency and accountability of parish councils and municipalities and to strengthen PDCs' role as a nexus between civil society and local government through: 1) Conducting a capacity assessment; 2) Strengthening financial oversight capacities in relation to Local Public Accounts Committees (LPACs); 3) Provision of communication tools and capacities to strengthen financial monitoring structure

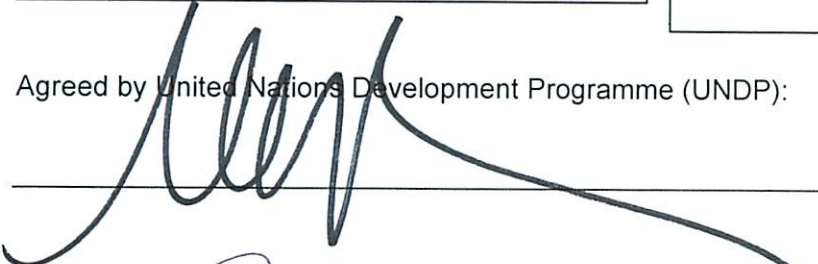
OUTPUT 2: Policy and legislation relating to local government financial management developed

OUTPUT 3: Capacity of media improved to report on local authorities' use of public funds through capacity building of local and national media to 1) improve understanding of local government reform and devolution and 2) improve media coverage of budgeting and public expenditure at the local level.

Programme Period:	2007 - 2011
CPAP Programme Component:	5.1.2
Project Title:	Building Civil Society Capacity to Support Good Governance by Local Authorities
Atlas Award ID:	00059452
Start date:	1 June 2010
End Date	31 Dec. 2011
PAC Meeting Date	22 February 2010

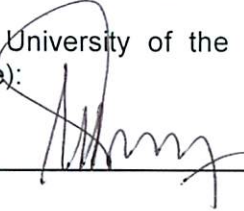
Estimated annualized budget 2010-2011:	155,000
Total resources required	155,000
Total allocated resources:	150,000
• Regular	5,000
• Other:	
○ DGTTF	150,000
Unfunded budget:	_____
In-kind Contributions	_____

Agreed by United Nations Development Programme (UNDP):

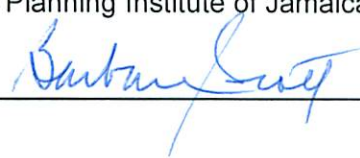
at  _____

26 APR 2010

Agreed by University of the West Indies (on behalf of Centre for Leadership and Governance):

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Agreed by Planning Institute of Jamaica (PIOJ):

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26 APR 2010

I. SITUATION ANALYSIS

1.1 Corruption and Development

UNDP in its 1998 corporate policy paper entitled "Fighting Corruption to Improve Governance" defines corruption as *'the misuse of public power, office or authority for private benefit – through bribery, extortion, influence-peddling, nepotism, fraud, speed money or embezzlement'*¹. This definition has been modified and broadened as it did not take into account that corruption also prevails in the private sector. As a result, corruption is now commonly defined as the *'misuse of entrusted power for private gain'*².

The varied forms of corruption such as bribery, fraud, money laundering, extortion, nepotism and abuse of public property usually fall under one or other of the following overarching categories:

- **Grand and petty corruption:** corruption can occur at different levels. Grand corruption usually involves bribery and the embezzlement of huge sums of money by those at the highest levels of government. Petty corruption is also known as bureaucratic corruption and takes place where public policies are being implemented. This type of corruption is very common in service delivery where the public are the clients and users of public services.
- **Political corruption:** it is defined as *"the misuse of political power for private gain for preserving or strengthening power, for personal enrichment, or both"* and is usually driven by those who make policy decisions and/ or those who allocate basic resources of a state³.

While no form of corruption is truly victimless, the misuse of public funds, which citizens must pay over as various forms of tax and cess, or suffer legal penalty, has a particular undermining effect on development as a whole, and the achievement of the Millennium Development Goals in particular. Misuse of public funds hinders economic development, reduces social services, and diverts investments from infrastructure, institutions and social services for personal, immoral gain. It also fosters an anti-democratic environment characterized by uncertainty, unpredictability and declining moral values and disrespect for constitutional institutions and authority. Corruption therefore, reflects a democracy, human rights and governance deficit that negatively impacts poverty and human security⁴.

Consequently, efforts to combat corruption directly support goals of eradicating poverty and promoting human security for all, and contribute to the UN's global agenda of assisting countries in achieving the MDGs.

1.2 United Nations Convention Against Corruption

For all the reasons outlined above, corruption is no longer perceived as an issue of ethics and morality, but has become a legitimate subject of global interest and concern

¹ UNDP Anti-Corruption Practice Note 2004, p.2.

² UNDP Primer on Corruption and Development 2008, p.7.

³ UNDP Primer on Corruption and Development 2008, p.9.

⁴ UNDP Anti-corruption Practice Note 2004, p. 1.

subject to international regulations. The codification of these regulations culminated in the United Nations Convention against Corruption (UNCAC) which came into force on December 14, 2005 as the first global, legally binding anti-corruption agreement.

The convention aims to:

- Prevent and combat corruption more efficiently and effectively
- Foster international cooperation and technical assistance
- Promote integrity, accountability and proper management of public affairs and public property

1.3 Lack of Accountability and Transparency in Jamaica

Jamaica is the third largest island state in the Caribbean. Since gaining its political and economic independence from Britain in 1962, Jamaica has operated under a bicameral, parliamentary system developed from the Westminster model. Despite its impressive performance in many aspects of social development, such as literacy and life expectancy, lack of accountability, especially in the public sphere, continues to plague Jamaican society.

Jamaica is ranked 99th out of 180 countries in global governance watchdog Transparency International's (TI) 2009 Corruption Perception Index. Jamaica received a rating of 4 out of a possible 10. Only Guyana, Haiti and the Dominican Republic rank lower in the region.

In the area of trust and social capital, a 2006 University of Technology study⁵ found that few countries across the globe scored as low as Jamaica. Only 14 per cent of Jamaicans agreed that "most people can be trusted" in Jamaica ". According to 2008 LAPOP statistics, the perception that corruption is commonplace in the various spheres is widespread. Ninety-six percent (96%) of respondents considered it to be common; and of those sixty-three percent (63%) perceived corruption as very common⁶.

TI has warned that Jamaica is likely to succumb to a situation of "state capture" where powerful individuals, institutions, companies or groups within or outside a country use corruption to influence policies, the legal environment and the economy to benefit their own private interests.

1.4 Anti-corruption measures in Jamaica

The Government of Jamaica has recognised the importance of ensuring accountability and transparency in general, and proper use of public funds, in particular. The National Development Plan of Jamaica, "Vision 2030", notes that, "There is need for stronger corporate governance frameworks within public sector institutions as well as strengthening of the anti-corruption and ethics mechanisms".⁷

⁵ Noel M. Cowell (with T. Saunders) 'Trust in the Jamaican Business Environment: A Preliminary Exploration of Social Capital and Its Impact on Business Performance' University of Technology, Kingston, 2006

⁶ USAID LAPOP: The Political Culture of Democracy in Jamaica, 2008: The Impact of Governance, p. 36

⁷ National Development Plan of Jamaica Ch 3, National Outcome # 6, p 111

The blueprint for national development over the next twenty years also states, "The hopes of strengthening democracy in Jamaica rest with substantial reduction of corruption, which the public ranks as one of the top problems facing the nation (Munroe, 2000:14)".⁸

Jamaica is supported in its national efforts to address corruption by the UN Convention against Corruption (UNCAC) which obliges States Parties to implement a wide and detailed range of anti-corruption measures affecting their laws, institutions and practices. These measures aim to promote the prevention, detection and sanctioning of corruption, as well as the cooperation between State Parties on these matters.

As a signatory to UNCAC since the 5th of March 2008, Jamaica has committed to fulfilling its terms. Article 5 of the Convention requires each State Party to establish and promote effective practices aimed at the prevention of corruption. The key prevention measures are to be directed at both the public and private sectors. In particular, States must endeavour to ensure that transparency and accountability in matters of public finance are promoted.⁹

The Convention recognises the role of civil society in fighting corruption and the need for access to information.¹⁰ Article 13.1 states, "*Each State Party shall take appropriate measures, within its means and in accordance with fundamental principles of its domestic law, to promote the active participation of individuals and groups outside the public sector, such as civil society, non-governmental organizations and community-based organizations, in the prevention of and the fight against corruption and to raise public awareness regarding the existence, causes and gravity of and the threat posed by corruption.*"

Despite the national recognition of the importance of combating corruption a number of serious obstacles to progress remain. Chief among these are:

- The difficulty in acquiring evidence for trials and formal investigations by agencies such as the Contractor General;
- The reported collusion amongst state figures, private businessmen and criminal elements; and
- Widespread scepticism and apathy among the population regarding the perceived immunity of 'big fish' from prosecution or punishment.¹¹

Against the backdrop of structural causes of corruption and inconsistent internal controls, real opportunities for change do appear to exist, caused by a conjuncture of events, policies and personalities. These positive developments include:

- A growing public awareness of corruption, in part arising from broad media coverage during the lead up to the 2007 national parliamentary elections and the self-articulated mandate of the administration elected that year to 'clean up' the state;
- A number of strategically-placed and energetic state figures including the Assistant Commissioner responsible for the Anti-Corruption Branch of the Jamaica

⁸ Ibid, p 115

⁹ UNCAC Art 9.2 "Each State Party shall, in accordance with the fundamental principles of its legal system, take appropriate measures to promote transparency and accountability in the management of public finances."

¹⁰ Ibid, Art 13

¹¹ USAID LAPOP: The Political Culture of Democracy in Jamaica, 2008: The Impact of Governance, p. 36

- Constabulary Force, the Commissioner of Customs; the Director of Public Prosecutions; and the Contractor General;
- The enactment of new, powerful anti-corruption legislation and crime-fighting tools, such as the **Proceeds of Crime Act 2007**;
 - The agreement to draft and enact additional “whistleblower” legislation which will support persons who step forward to report corrupt practices, especially in state institutions, by helping to protect them from reprisal or legal penalty under the **Official Secrets Act**;
 - The first high-profile arrest and prosecution of a leading member of the political directorate on fraud charges in almost twenty (20) years;
 - The establishment of the National Integrity Action Forum: a USAID-sponsored initiative implemented by the Centre for Leadership and Governance at the University of the West Indies, Mona, supported by the Prime Minister of Jamaica as well as leading state sector agencies, media representatives and development partners. The Forum is designed to increase the effectiveness of Jamaica’s fight against corruption.

1.5 Local Government in Jamaica

1.4.1. History

Local government in Jamaica dates back to 1662. The current system of local government consists of fourteen (14) local authorities comprising twelve (12) parish councils, one (1) municipal authority (Kingston and St. Andrew) and one (1) municipality (Portmore, in the parish of St. Catherine).

Each parish council/ municipality is divided into a number of divisions, each represented by a single councillor. The Chairman of the Council, who holds the title Mayor of the Municipality or Parish Council is usually chosen from the political party that holds the majority of seats in that parish council or municipality¹².

1.4.2 Reform of local government

Jamaica is currently reforming its local government system to create a more decentralised governance framework. The reform process was supported by a broad based National Advisory Council (NAC) including representatives of all major political parties, civil society and noted local government scholars and practitioners. The NAC report formed the basis for identifying key aspects of reforming the governance process, service delivery, financing and financial management and the legal framework.

A major step forward in the reform process was taken in late 2007, shortly after the September General Elections, when the new administration announced that the two portfolios of the Ministry of Local Government and Environment would be split, and the first of the two would be transformed into a department of the Office of the Prime Minister (OPM). Upon completion of the decentralization process, scheduled for the end of 2010, the Department of Local Government is slated to become a unit of the OPM, which will primarily focus on oversight and monitoring of the functioning of local authorities.

¹² The Mayor of the Portmore Council is directly elected during local government elections.

In order to create the legal infrastructure for the reformed local governance institutions, activity has taken place at two levels, the Constitution and ordinary primary legislation.

A key pre-requisite to ensure autonomous local government is entrenchment in the Constitution. A draft of a chapter on local governance has been submitted to the Attorney General although actual entrenchment may not take place until 2011.

In addition, the process of reform will require enactment of three strategic laws, including a new **Local Governance Act** to replace the existing **Kingston and St Andrew Corporation Act** and the **Parish Councils Acts**, and the removal of existing provisions that make local authorities subservient to central government.

A draft policy framework has been prepared to guide promulgation of these laws. Consultation with stakeholders has commenced and Cabinet's approval for drafting of relevant bills is being sought. Early passage of these laws is considered essential to giving autonomy to local authorities and creating a local government system that is both "local and governmental".

At present, several functions that directly relate to the operations of local authorities are performed by the Department of Local Government (DLG) on their behalf. Also, local authorities are currently required to obtain the approval of the responsible Minister or the Department in exercising numerous powers.

To reverse this situation, local authorities are being made ready to take over, by September 2010, several of the functions that are currently being performed on their behalf by DLG. These functions include administration of councillors' affairs (leave of absence; local and overseas travelling; pension administration) as well as administration of local authorities staff matters (classification, re-classification and abolition of posts; loan approvals; disposal and acquisitions of land; procurement; leave administration)

There will also be a reduction and eventually elimination of the many instances in which local authorities are required to obtain approval from the DLG before exercising powers granted to them by law. This will, in some instances, require amendments to these laws.

The Department is coordinating training of parish council/ municipality staff and establishment of systems and guidelines with the aim that the local authorities will be positioned to handle their expanded powers competently and responsibly.

1.4.3. Challenges of Local Government: in Jamaica

The Jamaican local government system faces various challenges that demand consideration in the decentralisation process. However, the main issues are financial.

Local authorities earn most of their revenue in three ways: general revenue, self-financing services and general assistance grants. Among general revenue sources, the most lucrative tend to be business licences, inspection and numbering fees, as well as approvals for places of amusement, billboards and rental of premises, market fees and

cemeteries generally profitable self-financing services. General assistance grants, which are provided by central government, cover items such as administration fees and retiring benefits.

However, time and again, councils report that their work is affected by the inadequacy of resources. Low percentages of the nation's GDP are allocated to local authorities and there is no objective mechanism for allocating matching funds to the areas for which local government is responsible.

This situation is exacerbated by the current laws, which are not consistent with the concepts of local self-management, empowerment through meaningful public involvement and openness in the process of financial management of Councils. A number of finance and financial management laws applicable to local authorities are over a century old, and therefore out of step with concepts and practices of modern financing and financial management of local government,

One glaring instance is in the area of national procurement guidelines and the existing procurement provisions in the **Parochial Rates and Finance Act**, first enacted in 1900, although it was amended a number of times in the 20th century, and in 2003.

As a result of the loopholes in the legal and administrative arrangements, there are a number of possible channels for "leakage" of the already scarce funds that local authorities control.

These opportunities for misuse include:

- anomalies in the legislation governing the financing and financial management of the different types of local authorities;
- a lack of clear guidelines on how local authorities are to conduct their business affairs in a way that does not compromise national objectives;
- revenue sharing arrangements between central and local government that result in inequitable formulas for allocation;
- insufficient internal audit structures to ensure probity, transparency and accountability;
- an outdated system of accrual accounting and valuation of assets;
- procurement procedures that are not fully compliant with government guidelines; and
- policies that too often do not take local needs into consideration;

Citizens' non-involvement in the budgetary process and their non-attendance at statutory meetings also constitute major deficiencies, although more and more, local authorities have communicated with, and involved citizens through mechanisms such as public meetings, media appearances, press releases, and co-option to sub-committees.

1.6 Roles of Different Actors

1.5.1. The role of Local Public Accounts Committees (LPACs)

Among the key principles of good local governance are those of accountability, transparency and openness, which are critical in ensuring that local authorities allocate and use public resources and powers that are entrusted to them for the purposes for which they are intended; that they do so in accordance with the highest standards of ethics, probity and prudent financial management; and also in keeping with public policy, ensuring citizens have a voice in their determination.

Important tenets expected to characterize the local governance paradigm, as a result of the devolution exercise, include ensuring that local authorities:

- have clearly defined responsibility for a broad range of local services that directly impact on the lives of their citizens;
- enjoy a substantial degree of discretion for the way in which the services for which they have responsibility are delivered;
- are given adequate and independent resources in order to effectively discharge their mandated responsibilities; and
- enjoy a substantial degree of autonomy in the use of the resources allocated to them.

In this regard, an important dimension of the reform has been to identify, devise and institute mechanisms that will contribute to the critical goal of enhancing the accountability of local authorities to their citizenry, and will help to improve the confidence of citizens regarding the manner in which these authorities transact their business and conduct the affairs of their respective jurisdictions.

The establishment of local public accounts committees (LPACs) has emerged as one of the main responses in the search to identify and institute mechanisms that will help to achieve the goals of accountability, openness and transparency. The LPACs are built on the model of the sessional select committee currently found in the lower house of the national parliament, established under s.68 of the **Standing Orders of the House of Parliament, 1964**. The Public Accounts Committee of the House of Representatives has fifteen members drawn from both sides of the house. However, the PAC is always chaired by a member of the parliamentary opposition.

The job of the PAC includes reviewing proposed government expenditure, audited accounts of ministries, departments and agencies, and the annual report by the Auditor General. Like all House committees the PAC has legal power to summon documentary and witness evidence. Failure to appear before the PAC is a contempt of parliament, subject to penalty.

The proposal to establish mirror bodies of the PAC at the local level has been endorsed by all major partners in the reform process, including the National Advisory Council on Local Government Reform, the Joint Select Committee of Parliament on Local Government Reform, the Association of Local Government Authorities, individual local authorities and the Department of Local Government. In fact, the concept is already established in the Portmore Municipality.

The LPAC function is carried out in Portmore through the Portmore Citizen's Advisory Council. It has been in operation since 2003, as authorised by the **Municipalities Act 2003**. The experience in Portmore is to be reviewed by the Department of Local Government in 2010 through a study to be conducted by the Sir Arthur Lewis Institute of Social and Economic Studies (SALISES) of the University of the West Indies. Following the initiation of the LPAC model in Portmore in 2003, twelve (12) of the thirteen (13) other local authorities have piloted the Committee.

The LPAC is a Committee of the Council, established in accordance with relevant provisions of the **KSAC Act** or **Parish Councils Acts** and the Operations and Procedures By-laws or Standing Orders of the Council. The LPAC is charged with on-going oversight and in-depth examination of the financial activities, transactions, management and performance of the local authority; its performance in carrying out its statutory responsibilities, as well as how the authority meets established performance standards in delivering services and carrying out its regulatory responsibilities.

The LPAC has the authority to examine and report on the following matters:

- i. Reports of the Internal and External Auditors
- ii. Reports and proceedings of the Council's Procurement and Audit Committees, or Reports produced by the Contractor General
- iii. Revenue and Expenditure Reports of the Council
- iv. Monthly and Annual Financial Statements regarding the Accounts and financial status, transactions and performance of the Council, and
- v. Reports regarding the Council's control, custody and use of its assets.

In addition to this oversight, the LPAC has the authority to commission reports on any matter over which it has oversight responsibility.¹³

The work of the LPAC is both prospective, examining budgets and priorities for expenditure, as well as retrospective, considering whether established tendering and accounting procedures have been followed when works, goods and services have been procured by the local authority.

1.5.2. Parish Development Committees

A good local governance system requires that civil society organizations (CSOs) have the capacity to articulate the needs of citizens, to engage with local governments and to serve as a mechanism for social accountability. Strengthening CSOs is therefore a key pillar to good local governance.¹⁴

Parish development committees (PDCs) are a distinctly Jamaican innovation that emerged out of the local government reform process that was initiated by the publication of Ministry Paper 8/93. As such the PDC represents a unique contribution by Jamaica to

¹³ Policy Framework/Terms of Reference for the Establishment and Functioning of Local Public Accounts committees in Local Authorities

¹⁴ UNDP Democratic Governance Reader: A reference for UNDP Practitioners. 2009, p. 174

the quest to find new forms for facilitating citizen participation in governance. Ministry Paper 8/93 clearly articulated the critical importance of citizen participation in the new paradigm of local governance that was being proposed, and highlighted the strong inter-relationship between this process and that of community empowerment. The PDC model was thus created to advance the processes of citizen participation and community empowerment.

The PDC is an umbrella structure which brings together the network of community-based organizations, interest groups and agencies that exist and interact within a local jurisdiction to determine the scope, character and direction of social, economic, cultural and political life within that jurisdiction, as well as its prospects for sustainable local development.

By networking under the PDC, these diverse entities are able to forge a strategic alliance which facilitates the forming of a collective vision for the parish or municipality, in terms of governance and development. The PDC also facilitates agreement among the social partners, regarding strategies to be pursued and the respective roles of each partner in realizing the vision and ensuring effective implementation of these strategies, as well as the emergence of a new culture of collaboration, coordination and networking among all stakeholders, local or national and public or private, in seeking to achieve the vision and goals that have been collectively agreed upon.

In one of the three strategic acts to be passed as part of the broader process of local government reform, specific provision is made for civil society, in the form of PDCs or successor organisations to form part of the local government structure. The new **Local Governance Act** will give legal status to civic organisations and mandate their participation in local governance through the various committees of the local authorities, including the LPACs.

The membership of PDCs is drawn from the communities in each parish or municipality and is usually comprised of persons already active in community based organisations, including Community Development Committees (CDC) and Development Area Committees (DACs). As a result, the PDCs are primarily run by volunteers, who are not expected to be active in partisan politics.

Each PDC receives a small stipend annually from central government. Approximately USD 2,200 is expected to be used for administration, including office space, office equipment and secretarial support, and approximately USD 3,400 is allocated for programmes and activities. Most PDCs also have regular fundraising activities to provide supplemental financial support.

PDCs receive some level of technical support from the Social Development Commission. This national state body is mandated to provide guidance to each PC on community mobilisation, report writing and project proposal development.

To enhance the cohesiveness and effectiveness of PDCS, in March 2007, what was then the Ministry of Local Government formed the National Association of Parish Development Committees (NAPDEC) as the umbrella organization for all PDCs.

NAPDEC is a confederation of all PDCs across the island aimed at representing the interest and welfare of these local bodies. The association seeks to develop a strategic

direction for all PDCs; formulate policies that protect rights of the governance structures and by extension, civil society.

On the basis of a preliminary assessment and anecdotal information, NAPDEC has delineated some of the key challenges to its efforts, including:

- Absence of human and financial resources to formulate and implement programmes and activities,
- Lack of knowledge by the public about the role of local authorities,
- Negative view of civic participation by political representatives at the local level,
- Absence of resources for PDCs to effectively engage in oversight of and engagement with local authorities, and
- PDC members' limited knowledge of public expenditure and government procurement rules

Consequently, NAPDEC has outlined the following as areas in need of immediate support:

- Advocacy training and greater capacity for public communication,
- Improving PDC members' knowledge of the highly complex and technical procurement guidelines for goods, works and services

1.5.3. The role of the media in curbing corruption

Citizen participation must be accompanied by guarantees of autonomy and access to information. The media sector is a key ally and stakeholder, providing as it does, the means for independent expression by citizens and their timely access to information. The media play an indispensable role in the public oversight process. Through investigative work, the media can foster probity, honesty and transparency in public spending, policy development and implementation.

The media have an important role as watchdogs as well as agenda setters; shaping public discussion and galvanizing public response to specific issues. As gatekeepers in a society, media can support anti-corruption efforts by putting the issue on the public agenda, ferreting out and reporting on corrupt behaviours by public officials, and focusing attention on corruption from many different perspectives.

However, *"the effectiveness of the media ...depends on access to information and freedom of expression, as well as a professional and ethical cadre of investigative journalists."*¹⁵

Local media institutions have earned a reputation as active partners in maintaining good governance in Jamaican society. On Freedom House's World Press Freedom Index of 2009, the Jamaica media were given a rating of "free" and ranked 14th out of 195 countries assessed. According to Freedom House, *"Jamaica has active, independent media that are mostly free to express opinions on a diversity of issues as well as criticism of the government."*

Jamaica also has a well-established record of supporting media professionalism. The Caribbean Institute of Mass Communication (CARIMAC) was established in 1974, at the Mona campus of the University of the West Indies (UWI). This regional centre, now

¹⁵ Staphenurst, Rick; The Media's Role in Curbing Corruption; World Bank Institute; 2000

known as the Caribbean Institute of Media and Communication, has attracted aspiring and experienced journalists and other print, film and electronic media professionals from throughout the Caribbean to pursue diplomas and certificates as well as undergraduate and postgraduate degrees.

University-level training in media and communication is also provided at the University of Technology (UTech) headquartered in Kingston and at the privately-run Northern Caribbean University (NCU), which is based in the centre of the island, in the town of Mandeville.

The more academically focussed course content of the universities is supplemented by professional training through local entities such as the Media Training Institute (MTI) of the state-owned Creative Production and Training Centre.

In addition, the Press Association of Jamaica (PAJ), the grouping of local media professionals, has expanded its mandate to include the providing development programmes for members. In 2009, as part of its sixtieth anniversary celebration, the PAJ began direct delivery of specialised courses for journalists, from its newly-established Training Room in Kingston.

While the practice of investigative journalism is included on the syllabuses of some of the above institutions, there is little dedicated course content that addresses the media's role in curbing corruption. In addition, there has been little or no training which supports media coverage of the role and function of local government institutions.

The Freedom House Assessment Report on media responses to corruption lists the main difficulties that affect media coverage of corruption internationally.

Some of the limitations currently affecting Jamaican media are:

- Public cynicism regarding corruption
- Punitive libel laws
- Disincentives to investigative journalism, and
- Lack of experience and specific training opportunities.

However, there have been some positive developments in relation to the inhibiting factors that are affecting Jamaican media's participation in anti-corruption efforts.

In 2007, the government of Jamaica agreed to review the libel laws, most of which date back prior to Jamaica's independence from Great Britain in 1962. The final report of the Libel Law Review Committee chaired by Mr Justice Hugh Small was handed over to the Prime Minister in March 2008. Members of the Committee were drawn from the Jamaica Bar Association (JBA), the Media Association of Jamaica (MAJ), the PAJ, civil society body Jamaicans for Justice (JFJ) and the parliamentary opposition.

Also positive has been the initiation of a CIDA-funded project in 2010, designed to provide training to investigative journalists on political election campaign financing, which was an extremely high-profile issue during the run-up to the national parliamentary elections in 2007. The CIDA project objectives include:

- Enhanced public knowledge of campaign finance monitoring through workshops for investigative journalists; and

- Providing training materials for NGOs and investigative journalists.

1.5.4. The role of UNDP

The strengthening of multi-agency collaboration among anti-corruption institutions, as well as the plugging of serious loopholes - legislative and administrative - in Jamaica's anti-corruption framework are important in the fight against corruption.

Various aspects of UNDP position it as the ideal executing agency of this project. Cross-cutting themes of human rights and gender equality, which are already deeply entrenched in all of UNDP's activities, directly correspond to the aims of the project which takes a rights-based approach. Moreover, co-ordination, facilitation and capacity development are issues in which UNDP is recognised to have a comparative advantage.

- **Strategic partnerships with Government departments** – UNDP Jamaica is currently engaged in a project under the Governance portfolio, focussing on community safety and strengthening the capacity of local government
- **Policy development** – UNDP Jamaica has considerable project experience in, providing technical and funding support for policy development and legal drafting.
- **Capacity development** – UNDP Jamaica, using the capacity assessment methodology, has supported the capacity development of state stakeholders as well as civil society.
- **Partnerships with other international development partners** – UNDP Jamaica has built on its key co-ordinating role and has established a strong relationship with donors and other international community members especially in the area of security and justice. UNDP convenes a monthly working group of donor agencies and also hosts the UNDAF Outcome 5 group of the UN country team.
- **Knowledge management and analytical work** – UNDP recognizes that knowledge services and learning are key components of the capacity development process. At the individual level, capacity development includes applied learning through education and training. At the organisational level, the focus is on systems, procedures and rules, enabling environments, as well as institutional frameworks, power and influence structures and management information flows. UNDP Jamaica has implemented training workshops, developed technical documents and more recently established an online Community of Practice on peace, security and justice to share experiences and best practices.
- **Highlighting important issues** - UNDP was the first international agency in Jamaica to openly explore the sensitive issue of the links between organised crime, corruption and the financing of political parties at the Organized Crime and Politics Symposium held in May 2007 in partnership with the Institute of Criminal Justice and Security at the University of the West Indies.

II. PROJECT METHODOLOGY

This project consists of three main components:

Component 1 - Capacity Development: The first step in the capacity development of any institution is an initial assessment of its current strengths and weaknesses. The PDCs, in order to be the effective voice of civil society and to further influence the decision-making process both locally and nationally, need to be adequately equipped both with materials and capacities.

Under the project, a formal capacity assessment will indicate what aspects of the PDCs need strengthening and where to focus training efforts. The initial capacity assessment will target PDC members' participation in the thirteen (13) LPACs that have been established, measuring how many PDC members are active participants and their reasons for non-participation.

Early in 2010 NAPDEC initiated a survey of PDCs, seeking responses from executive members about the challenges being experienced by these civil society bodies. The data from the NAPDEC survey will be incorporated into the initial capacity assessment to be conducted.

Once the capacity needs are identified, the Centre for Leadership and Governance (CLG) will coordinate the design and implementation of a capacity development programme focussing on the areas which will support PDCs' capacity to participate in financial oversight at the local level.

The final aspect of the capacity development of the PDCs will be an evaluation of the project's impact on members' participation in LPACs. It will measure whether participation has increased following the implementation of the first component's activities, and identify any continuing barriers to participation.

Component 2 – Legislative Drafting: The current laws addressing accountability and transparency in the use of public funds do not adequately define corruption and are weak in the areas of monitoring and enforcement.

To tackle this problem, amendments to the existing legislation to introduce a **Local Government Financing and Financial Management Act (LGFFM)** are being formulated. The **LGFFMA** will update the **Parochial Rates and Finance Act 1900** and consolidate it into a single body of laws. Provisions in the **Kingston and St. Andrew Corporation Act 1923** and the **Municipalities Act 2003** will also be reviewed and relevant sections incorporated.

Other related Acts that will come under scrutiny as part of the reform of the legal framework are the **Financial Administration and Audit Act 1959**, the **Public Bodies Management and Accountability Act 2001**, the **Loans (Local Authorities) Act 1958** and the **Loans (Local) (Temporary Borrowings) Act 1957**.

The overriding objective of the **LGFFM Act** will be to define how local authorities are financed and establish a financing framework consistent with the concepts of local self-management, empowerment through meaningful public involvement and openness in the process of financial management of councils and municipalities.

Although the actual passage of legislation by the Jamaican parliament lies outside the direct control of the project's partners, under this output the project will help bring the policy as close as possible to enactment. A detailed policy document has been created through the efforts of the DLG. However, drafting instructions are yet to be finalised. Technical assistance will be provided to assist the Department with the preparation of the drafting instructions and any necessary support to the various legislative or parliamentary committees.

Component 3 – Media Training and Advocacy: This output will have two main aspects, delivery of training and production of materials to ensure the sustainability of the media capacity building. In partnership with appropriate media training institutions and in consultation with the main media professional body, the Press Association of Jamaica, short programme training will be conducted for national and local print and electronic media, about the workings of local government and particularly about public expenditure oversight, focussing on the working of the local public account committees (LPACs).

The project will identify and collaborate with appropriate training institutions to institute a new course on local government coverage, supported by the appropriate syllabus and a training manual to be developed with local expertise.

III. PROJECT STRATEGY

a) Partnership strategy

The project will be implemented in close partnership with existing national and local institutions. The project will actively engage with the Department of Local Government, NAPDEC and its constituent PDCs as well as the Social Development Commission, to complement their existing work in developing the capacities of the local authorities as well as ensuring citizen participation and community empowerment.

The project will also work closely with civil society organisations such as the PAJ, and the tertiary-level media training institutions, especially CARIMAC, UTech and NCU.

The project will also recognise and seek synergies with the work of international development partners, such as CIDA and USAID which have ongoing projects in the area of anticorruption. USAID, for instance, is assisting the government of Jamaica in implementing anti-corruption reforms and has provided support for the establishment of the National Integrity Action Forum which brings together the country's anticorruption champions to share best practices, interact with multinational counterparts and support a culture of ethical conduct within state bodies.¹⁶

The coordination will be supported using the existing mechanism of thematic working groups and international development partners meetings. The UNDAF outcome groups will be used for facilitating joint programmes and collaboration among the UN country team.

¹⁶ USAID Jamaica Country Assistance Strategy 2010-2014, p. 10

At a regional level, the project will also further explore ways of collaborating with the Caribbean project “Transparency and Accountability in Local Government” that was granted US\$100,000 by Democratic Governance Thematic Trust Fund (DGTTF) in 2010. This project will be implemented by UNDP’s Regional Centre in Panama. The project provides technical assistance to UNDP Country Offices in Latin America and the Caribbean to support anti-corruption programming at the local level as well as tools to enable local government to operationalise the principles of transparency and accountability.

b) Resource Mobilization strategy

The project has received funding from the Democratic Governance Thematic Trust Fund (DGTTF) of USD 150,000 for 2010 to 2011. Further efforts will be made to mobilize additional resources both at the local and global levels. The project will seek to collaborate with international development partners that have ongoing activities in Jamaica in the area of local government development and in anti-corruption, including CIDA and USAID, while pursuing in-kind contributions from government agencies. The global trust funds will be also approached e.g., UN Human Security Fund and various UN thematic trust funds.

c) Communication strategy

Through their coordinating body, NAPDEC, the project will facilitate PDCS in:

- Assessing their communication capacities
- Developing those capacities, especially in relation to building awareness of their structures, roles and functions in local communities
- Building citizens’ awareness of the impact of corruption in local governance
- Mobilize citizens’ support for PDC participation in oversight of local government expenditure, and
- Assist in strengthening citizens’ effective participation in local governance

The project will facilitate the main implementing partner in

- Ensuring the media, in particular investigative journalists, are effectively mobilized for training activities, and
- raising public awareness of these activities through launch events

Target audiences for these communication strategies will include:

- i) the general public - through the UNDP Jamaica Country office website;
- ii) development partners, government, civil society and IDPs - through special events/project activities, and
- iii) UNDP regional and global network - through newsletters and communities of practice, global success story database, and the governance network.

d) Capacity development strategy

The project will draw on the existing technical expertise in the area of capacity development available to country offices in the region, provided by the Capacity

Development Unit of the Regional Bureau for Latin America and the Caribbean, based in Panama.

Utilising this and other resources, the project will facilitate the capacity strengthening of PDCs island-wide, through collaboration with their umbrella body, NAPDEC. The capacity development will take an evidence-based approach by gathering baseline data on the existing capacity of PDCs, especially relating to oversight of public expenditure, as well as their communication with the communities they represent. Based on this data a dedicated capacity-building programme will be designed and implemented to support more efficient and effective participation of PDC members in LPACs, and better communication with their communities.

The project will also support the capacity building of the media, through a long-term approach of institutional development to facilitate continued training of investigative journalists. In a profession highly vulnerable to career attrition it will be important to establish a continuous means for offering training to new journalists as well as refresher programmes for experienced media professionals. This will be ensured through the development of a special syllabus and training manual on coverage of local government. A host institution will be identified to continue to offer this training with the endorsement of the Press Association of Jamaica.

e) Exit strategy

The project will use the existing institutional structures and agencies as much as possible to ensure the sustainability of the project impacts after it finishes. The key institutions whose capacity will be strengthened by the project include the National Association of Parish Development Committees (NAPDEC) and key media training institutions. Some support will also be provided to the Department of Local Governance under the Prime Minister's Office.

NAPDEC, under the new policy and legislation to be supported by the project, will be expected to play a more efficient and effective oversight role in the work and functioning of its member PDCS.

To ensure that even after the completion of the project, media capacity continues to be developed, the project will provide a training module and manual for media capacity development, which will continue to be used after the project finishes, through selected media training institutions.

The Department of Local Governance's central mandate for oversight of local government is scheduled to come to an end in September 2010 with the full implementation of devolution. However, the Department will continue to exist as a small unit, within the Office of the Prime Minister, which will continue to play a critical monitoring role for the effective and transparent functioning of local authorities, in particular the LPACs.

IV. RESULTS AND RESOURCES FRAMEWORK

Intended Outcome: Outcome 5: By 2011, increased capacity of government and targeted communities to attain a more peaceful, secure and just society

Outcome indicators: # of stakeholders participating in budgeting process; # of international conventions ratified

Baseline: Jamaica is likely to succumb to a situation of "state capture" where powerful individuals, institutions, companies or groups within or outside a country use corruption to influence policies, the legal environment and the economy to benefit their own private interests.

Target: To contribute to the enhanced capacity of government to create a safe and secure Jamaica through capacity building support for effective management and monitoring of community development plans that will facilitate delivery of a broad range of services to target communities.

Partnership Strategy: Government of Jamaica, DLG, PDCs, NAPDEC, LPACs, UWI, CIDA, USAID, WB, Press Association of Jamaica

Project title and ID (ATLAS Award ID): 00059452 Building Civil Society Capacity to Support Good Governance by Local Authorities

INTENDED OUTPUTS	INDICATIVE ACTIVITIES	PARTNERSHIP	RESPONSIBLE PARTIES	INPUTS
<p>OUTPUT 1: Capacities of Parish Development Councils (PDCs) developed to ensure financial transparency and accountability of parish councils and municipalities</p> <p>Baseline: Insufficient technical knowledge of members of PDCs of financial transparency and accountability</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Number of PDC members attending training - Annual percentage increase in number of PDC members participating in LC meeting - Percentage of PDCs formulating public communication strategies <p>Targets:</p> <ul style="list-style-type: none"> - A minimum of 350 PDC members receiving training; - 50% increase in active participation in LPACs by PDC members - 50% of PDCs formulating public 	<p>1.1 PDC's capacity assessed</p> <p>1.2 PDC members' participation in LPACs measured</p> <p>1.3 Design and implementation of capacity building strategy</p> <p>1.4. Design of communication strategies</p>	DLG, NAPDEC, SDC	CLG	<p>Consultant</p> <p>Equipment</p> <p>Travel</p> <p>Communication</p>

communication strategies				
<p>OUTPUT 2: Policy and legislation relating to local government financial management developed</p> <p>Baseline: The current laws addressing accountability and transparency in the use of public funds do not adequately define corruption and are weak in areas of enforcement and adjudication</p> <p>Indicators:</p> <ul style="list-style-type: none"> - Progress made in finalising policy for Local Government Financing and Financial Management Act - Progress made in preparing drafting instructions for Local Government Financing and Financial Management Act - Number of experts, policy makers, local authorities and PDCs participating in consultations <p>Targets:</p> <ul style="list-style-type: none"> - Draft policy for local government financing prepared - Drafting instructions prepared - A minimum of 50 participants in consultations 	<p>2.1. Consultations held on draft policy and legislation for local government financing and financial management</p> <p>2.2 Drafting instructions for Local Government Financing & Financial Management Act revised and ready for submission</p>	DLG, NAPDEC	CLG	<p>Consultants</p> <p>Workshops</p> <p>Travel</p> <p>Communications</p> <p>Printing costs</p>
<p>OUTPUT 3: Capacity of Media developed to improve public awareness of local authorities use of funds</p> <p>Baseline: Limited media coverage of local government institutions as well as financial transparency and accountability,</p> <p>Indicators:</p>	<p>3.1 Initial content analysis of media coverage of local authority activities in print and broadcast media</p> <p>3.2 Media capacity training designed and delivered</p> <p>3.3 Production of Syllabus and Training</p>	Press Association of Jamaica, Media Association of Jamaica	CLG	<p>Consultants</p> <p>Printing costs</p>

<ul style="list-style-type: none"> - Number of media houses represented at training - number of media training institutions providing on-going training in local government <p>Targets:</p> <ul style="list-style-type: none"> - A minimum of five (5) national and five (5) local media houses represented at training - At least one tertiary level media training institution providing on-going training in local government and public expenditure 	<p>Manual in Coverage of Local Government and local public expenditure</p> <p>3.4 Final content analysis of media coverage of local authority activities in print and broadcast media</p>			
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V. ANNUAL WORK PLAN BUDGET SHEET

Year: 2010

Year: 2010

EXPECTED OUTPUTS <i>And baseline, associated indicators and annual targets</i>	PLANNED ACTIVITIES <i>List activity results and associated actions</i>	TIMEFRAME 2010-2011						RESPONSIBLE PARTY	PLANNED BUDGET			
		Q1	Q2	Q3	Q4	Q5	Q6		Funding Source	Budget Description	Amount	
Output 1 Capacities of the Parish Development Committees (PDCs) developed to ensure financial transparency and accountability of Parish Councils and Municipalities	Activity Result 1: PDCs Capacity and participation in LPACs assessed - Baseline Study conducted							CLG	DGTTF	71400 Contractual Services - Ind	7,000	
									DGTTF	72800 IT Equipment	2,000	
		X							DGTTF	71600 Travel	1,000	
									DGTTF	72400 Communication	500	
	Activity Result 2: Design and implementation of capacity development strategy - Formulate capacity building strategy - Training in financial transparency and accountability - Training in local governance and decentralization							CLG	DGTTF	71400 Contractual Services - Ind	13,800	
									DGTTF	72500 Supplies	1,000	
		X							DGTTF	72400 Communications	500	
				X	X	X	X		DGTTF	75700 Training, Workshops, Conferences	8,000	
					X	X	X	X		DGTTF	71600 Travel	2,000
	Activity Result 3: Public Awareness of NAPDEC role increased								CLG	DGTTF	71400 Contractual Services - Ind	15,000

	<ul style="list-style-type: none"> - Training of NAPDEC members in advocacy and communications - Communications Strategy Developed 			X	X	X	X		DGTF	75700 Training, Workshops, Conference	8,000	
				X	X				DGTF	71600 Travel	1,000	
									DGTF	72400 Communication	500	
									DGTF	74200 Audio Visual & PPC	2,000	
	Activity Result 4: Monitoring and Work planning of Activities								DGTF	75700 Training, Workshops, Conferences	1,200	
	<ul style="list-style-type: none"> - Stakeholders meeting held quarterly - Field site visits conducted - Project evaluation conducted - Project audit conducted 	X	X	X	X	X	X	CLG	DGTF	71300 Local Consultants	10,000	
									TRAC	74100 Professional Services	5,000	
SUBTOTAL 1											78,500	
Output 2 Policy and legislation relating to local government	Activity Result 1: Government Financing & Financial Management Act revised and ready for submission to Cabinet								CLG/DLG	DGTF	71400 Contractual Services - Ind	15,000
	<ul style="list-style-type: none"> - Review of the Draft 								DGTF	75700 Training, Workshops, Conferences	3,000	

financial management developed	Policy Framework for FFM Act	X	X				X		DGTTF	71600 Travel	1,000	
	- Stakeholders Consultations conducted on draft Policy Framework			X	X	X			DGTTF	72400 Communications	500	
	- Drafting instructions formulated				X	X						
SUBTOTAL 2												
Output 3 Capacity of Media developed to improve public awareness of local authorities' use of public funds	Activity Result 1: Media Capacity Increased	X										
	- Initial and final content analyses of print and broadcast media coverage of local authorities' activities						X		CLG	DGTTF	71200 Int. Consultant	15,000
	- Training in local governance and decentralization			X	X	X	X			DGTTF	71400 Contractual Services - Ind	20,000
	- Training in financial accountability and transparency			X	X	X	X			DGTTF	75700 Training, Workshops, Conferences	7,000
										DGTTF	72400 Communications	500
										DGTTF	71600 Travel	2,000
										DGTTF	74200 Audio Visual & PPC	1,500
Activity Result 2: Production of Syllabus and Training Manual in Coverage of Local Government												
- identification of host institution/s for on-going training	X	X						CLG	DGTTG	71400 Contractual Services - Ind	10,000	
- identification of												

	consultants to produce syllabus	X	X									
	- development of syllabus			X	X							
	- addition of syllabus to institution/s course content					X	X			DGTF	74200 Audio Visual & PPC	1,000
SUBTOTAL 3												57,000
TOTAL												155,000

VI. MANAGEMENT ARRANGEMENTS

The project will be implemented by the Centre for Leadership and Good Governance of the University of the West Indies. The National Association of Parish Development Committees and the Department of Local Government will be the key responsible parties.

The Project Board will be comprised of the Department of Local Government, the National Association of Parish Development Committees as well as stakeholder representatives and it will be chaired by UNDP. The Project Board will be convened quarterly by the Centre for Leadership and Good Governance.

The role of Centre for Leadership and Good Governance as implementing partner will be to:

1. Provide a secretariat for the co-ordination of the project activities
2. Liaise with different responsible parties and ensure that activities are implemented according to the work plan
3. Submit quarterly progress and financial reports to UNDP
4. Coordinate the assessment of the PDCs capacity and participation in LPACs
5. Co-ordinate the design of a capacity-development strategy for PDC members to improve their participation in LPACs
6. Co-ordinate preparation of training materials with the development of relevant tools for PDC capacity-development
7. Co-ordinate delivery of training to the PDC members
8. Coordinate initial and final content analyses of print and broadcast media coverage of local authorities activities
9. Co-ordinate the design and delivery of training for investigative journalists in coverage of local governance and oversight of public expenditure
10. Identification of media training institution/s to deliver ongoing training for investigative journalists and other relevant media professionals
11. Coordinate the development of a syllabus and training manual for delivery of on-going training to investigative journalists

The role of the Department of Local Government as a responsible party will be to:

1. Assist with the revision of current legislation and formulation of drafting instructions
2. Conduct stakeholders consultations on draft Policy Framework
3. Sensitise local authorities to the aims of the project, seeking support for the project aims and activities

The role of the National Association of Parish Development Committees as a responsible party will be to:

1. Assist with the collection of data for the capacity assessment of PDCs
2. Mobilise and assist with selection of relevant PDC members to participate in capacity development activity
3. Provide a platform for dissemination of information to PDCs island-wide

The role of the Social Development Commission as a responsible party will be to:

1. Assist with the design of a capacity-development strategy for PDC members to improve their participation in LPACs
2. Assist with the delivery of training to PDC members

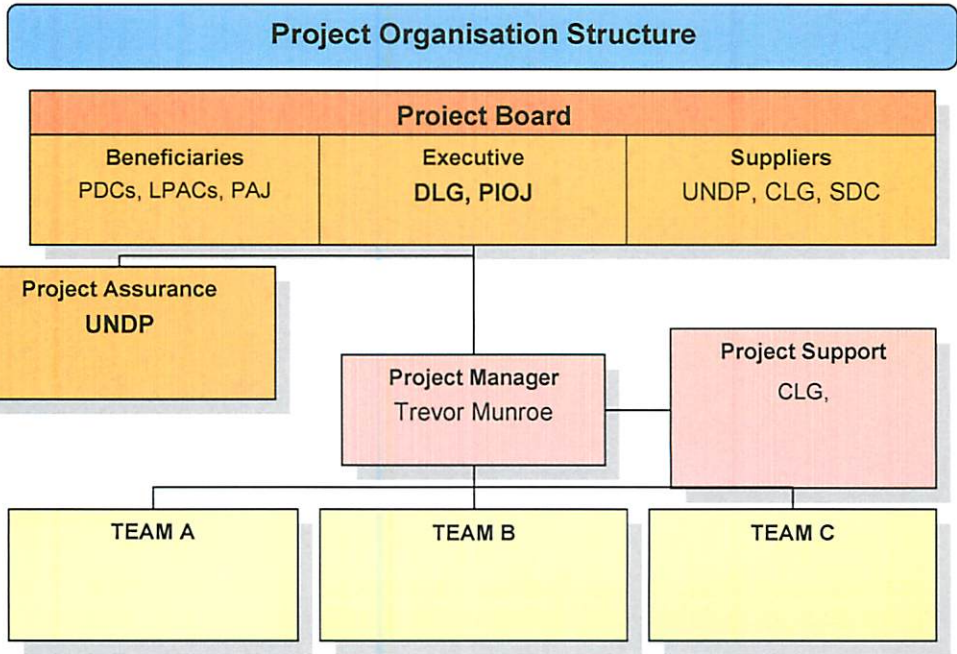
The role of the Press Association of Jamaica as a responsible party will be to

1. Mobilise investigative journalists and other relevant media professionals to participate in training on coverage of local governance and oversight of public expenditure

2. Assist with the identification of a media training institutions to deliver ongoing training for investigative journalists and other relevant media professionals

The role of UNDP will be to provide quality assurance and technical support in the implementation of the project through:

1. Conduct a detailed capacity assessment of the key implementing partner
2. Monitor the progress of the project in compliance with UNDP procedures and providing reports to the Project Board on this monitoring



VII. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

Within the annual cycle

- On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.
- An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.
- Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.
- Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.
- a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project
- a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

Annually

- **Annual Review Report.** An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.
- **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.
- **Project Evaluation:** as mandated by the DGTTF, the project will be evaluated at the end of its implementation (December 2011) by a local consultant. The project evaluation will assess the efficiency and effectiveness of the project in achieving its intended results.

Quality Management for Project Activity Results

Replicate the table for each activity result of the AWP to provide information on monitoring actions based on quality criteria. To be completed during the process "Defining a Project". This table shall be further refined during the process "Initiating a Project".

OUTPUT 1: Capacities of the Parish Development Committees (PDCs) to ensure financial transparency and accountability of Parish Councils and Municipalities		
Activity Result 1 (Atlas Activity ID)	<i>Short title to be used for Atlas Activity ID</i> <i>PDCs Capacity Assessed</i>	Start Date: 1 June 2010 End Date: 31 Aug. 2010
Purpose	<i>What is the purpose of the activity?</i> <i>To identify PDCs' aspects that need strengthening and where to focus training efforts</i>	
Description	<i>Planned actions to produce the activity result.</i> <i>- Baseline Study Conducted</i>	
Quality Criteria <i>How/ with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Level of progress made in developing capacity assessment	NAPDEC survey	Upon submission of report of capacity assessment
	Evaluation of PDCs participation in LPACs	Upon submission of report of evaluation of PDC participation

OUTPUT 1: Capacities of the Parish Development Committees (PDCs) to ensure financial transparency and accountability of Parish Councils and Municipalities		
Activity Result 2 (Atlas Activity ID)	<i>Short title to be used for Atlas Activity ID</i> <i>Capacity development strategy designed and implemented</i>	Start Date: 1 Sep. 2010 End Date: 31 Dec. 2011
Purpose	<i>What is the purpose of the activity?</i> <i>To support more efficient and effective participation of PDC members in LPACs and better communication with their communities</i>	
Description	<i>Planned actions to produce the activity result.</i> <i>- Formulate capacity development strategy</i> <i>- Training in financial transparency and accountability</i> <i>- Training in local governance and decentralization</i>	
Quality Criteria <i>How/ with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Level of progress made in drafting capacity development strategy	Evaluation of PDCs participation in LPACs	Upon submission of capacity development strategy
Number of PDC members trained by the end of 2011	Reports of Workshops	End of project

OUTPUT 1: Capacities of the Parish Development Committees (PDCs) to ensure financial transparency and accountability of Parish Councils and Municipalities		
Activity Result 3 (Atlas Activity ID)	<i>Short title to be used for Atlas Activity ID</i> <i>Public awareness of NAPDEC role increased</i>	Start Date: 1 Sep. 2010 End Date: 31 Dec. 2011

Purpose	<i>What is the purpose of the activity?</i> To increase knowledge by the public about the role of NAPDEC		
Description	<i>Planned actions to produce the activity result.</i> <ul style="list-style-type: none"> - Training of NAPDEC members in advocacy and communications - Communications Strategy developed 		
Quality Criteria <i>How/ with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>	
Percentage of PDCs that have development communication strategies	Documented Communications Strategies for PDCs	End of project	
Annual percentage increase of citizens that participate actively in PDCs	Increase in PDCs, membership	End of project	

OUTPUT 1: Capacities of the Parish Development Committees (PDCs) to ensure financial transparency and accountability of Parish Councils and Municipalities

Activity Result 1 (Atlas Activity ID)	<i>Short title to be used for Atlas Activity ID</i> Monitoring and work planning of activities	Start Date: 1 June 2010 End Date: 31 Dec. 2011
Purpose	<i>What is the purpose of the activity?</i> To ensure that activities are implemented according to the work plan and budget	
Description	<i>Planned actions to produce the activity result.</i> <ul style="list-style-type: none"> - Stakeholders meeting held quarterly - Field site visits conducted - Project evaluation conducted - Project audit conducted 	
Quality Criteria <i>How/ with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Number of stakeholder meetings held	Minutes of meetings	End of each quarter
Number of site visits conducted	Site visits reports	End of project
Evaluation conducted	Project evaluation report	End of project
Audit conducted	Audit report	End of project
Number of quarterly and financial reports submitted in a timely manner	Quarterly progress and financial reports	Quarterly and annually
Annual Review Report drafted and presented to the Project Board	Annual Review Report	Annually

OUTPUT 2: Policy and legislation relating to local government financial management developed

Activity Result 1 (Atlas Activity ID)	<i>Short title to be used for Atlas Activity ID</i> Revision of FFM Act	Start Date: 1 June 2010 End Date: 31 Dec. 2010
Purpose	<i>What is the purpose of the activity?</i> To define how local authorities are financed and establish a financing framework consistent with the concepts of local self-management, empowerment through meaningful public involvement and openness in the process of financing management of Councils	
Description	<i>Planned actions to produce the activity result.</i> <ul style="list-style-type: none"> - Review of the Draft Policy Framework for FFM Act - Stakeholders Consultations conducted on draft Policy Framework - Drafting instructions formulated 	
Quality Criteria <i>How/ with what indicators the quality of the</i>	Quality Method <i>Means of verification. What method will</i>	Date of Assessment <i>When will the assessment</i>

<i>activity result will be measured?</i>	<i>be used to determine if quality criteria has been met?</i>	<i>of quality be performed?</i>
Level of progress in drafting LGFM&F Act	Drafting instructions	Upon submission of drafting instructions
Level of progress made in enacting LGFM&F Act	Record of Parliamentary proceedings	End of project
Number of participants in stakeholder consultations	Consultation reports	End of consultations

OUTPUT 3: Capacity of media developed to improve public awareness of local authorities' use of public funds		
Activity Result 1 (Atlas Activity ID)	<i>Short title to be used for Atlas Activity ID</i> <i>Media capacity increased</i>	Start Date: 1 Jan. 2011 End Date: 31 Dec. 2011
Purpose	<i>What is the purpose of the activity?</i> <i>To enhance knowledge of media about the workings of local government and particularly about public expenditure oversight, focusing on the working of the LPACs</i>	
Description	<i>Planned actions to produce the activity result.</i> - <i>Training in local governance and decentralization</i> - <i>Training in financial accountability and transparency</i>	
Quality Criteria <i>How/ with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Number of investigative journalists trained by the end of 2011	Reports of Workshops	End of each workshop
Annual percentage increase of media coverage of LPAC meetings	Volume of broadcast and print media coverage of LPACs	End of project

OUTPUT 3: Capacity of media developed to improve public awareness of local authorities' use of public funds		
Activity Result 1 (Atlas Activity ID)	<i>Short title to be used for Atlas Activity ID</i> <i>Syllabus and Training Manual Produced</i>	Start Date: 1 Oct. 2010 End Date: 31 Dec. 2011
Purpose	<i>What is the purpose of the activity?</i> <i>To ensure the sustainability of the media capacity building</i>	
Description	<i>Planned actions to produce the activity result.</i> - <i>Identification of host institution/s for on-going training</i> - <i>Identification of consultants to produce syllabus and training manual</i> - <i>Development of syllabus and training manual</i> - <i>Addition of syllabus to institution/s course content</i>	
Quality Criteria <i>How/ with what indicators the quality of the activity result will be measured?</i>	Quality Method <i>Means of verification. What method will be used to determine if quality criteria has been met?</i>	Date of Assessment <i>When will the assessment of quality be performed?</i>
Syllabus/training manual developed	Review and acceptance of deliverables by Project Coordinator/Project Board	End of project
Number of institutions that added syllabus to course content	Course content of institutions	End of project

VIII. LEGAL CONTEXT

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

- a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried; and
- b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via <http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm>. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

ANNEX 1: RISK ANALYSIS

Project Title: Building Civil Society Capacity to Support Good Governance by Local Authorities	Award ID: 00059452	Date: 23 February 2010
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Lack of Political Will	February 22, 2010	Political	<ul style="list-style-type: none"> - Local Authorities resist PDC involvement in LPACs <p>P = 3 I = 3</p>	<ul style="list-style-type: none"> - It is critical to pass legislation establishing in order to validate their authority - Organization of joint meetings (local authorities/PDC members) to share views and understand each other's role - Involvement of the Department of Local Government in sensitising local authorities 	CLG			
2	Legislation giving PDCs full legal status fails to pass	February 22, 2010	Regulatory	<ul style="list-style-type: none"> - Lack of funding for PDCs - Lack of legal status 	<ul style="list-style-type: none"> - Assist with drafting of Policy Framework - Reinforce capacity of PDCs 	CLG			

				P = 4 I = 2					
3	Local Government Election	February 22, 2010	Political	- New administration might not provide same level of support to project P = 3 I = 3	- Ensure involvement of opposition political parties before and during implementation to get buy-in	DLG			
4	Low participation by PDC members in capacity-development activity	February 22, 2010	Other	- Partially successful training sessions - Intended catalytic effect of project will be affected P = 3 I = 3	- Organization of meetings with PDCs members and media to seek buy-in	NAPDEC			
5	Low participation by journalists in capacity development activity	February 25, 2010	Other	- Partially successful training sessions - Intended catalytic effect of	- Endorsement of training by Press Association of Jamaica - PAJ advocacy with newsroom managers to encourage release of journalists for training	PAJ			

				<p>project will be affected</p> <p>P = 3 I = 3</p>					
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