



COUNTRY ASSISTANCE STRATEGY
(2010-2014)



JAMAICA

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Glossary and Acronyms

CAS	Country Assistance Strategy
CBO	Community Based Organization
C-CETT	Caribbean Centers of Excellence in Teacher Training
CDC	Centers for Disease Control
CIDA	Canadian International Development Agency
CPI	Corruption Perception Index
DEA	Drug Enforcement Agency
DFID	Department for International Development (United Kingdom)
DHS	Department of Homeland Security
DOD	Department of Defense
DOS	Department of State
DPP	Office of the Director of Public Prosecution
EEH	Expanding Educational Horizons Project
FBI	Federal Bureau of Investigations
GDA	Global Development Alliance
GDP	Gross Domestic Product
GOJ	Government of Jamaica
GSAT	Grade Six Achievement Test
IADB	Inter-American Development Bank
ICE	Immigration Customs Enforcement
ICT	Information Communication Technology
IDP	International Development Partners
JCF	Jamaica Constabulary Force
JLP	Jamaica Labour Party
JUST	Justice Undertaking for Social Transformation
LFMC	Local Forest Management Committees

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MLO	Military Liaison Office
MNS	Ministry of National Security
MOE	Ministry of Education
MSM	Men who have Sex with Men
NAS	Narcotics Affairs Section
NEPA	National Environment and Planning Agency
NGO	Non Governmental Organization
NOX	New Office Annex
NRA	Natural Resource Management
NSP	National Security Policy
ODPEM	Office of Disaster Preparedness and Emergency Management
OFDA	Office of Foreign Disaster Assistance
OGAC	Office of Global AIDS Coordinator
PA	Protected Areas
PARE	Protected Areas and Rural Enterprise Project
PEPFAR	President's Emergency Plan for AIDS Relief
PESP	Primary Education Support Program
PIOJ	Planning Institute of Jamaica
PLHIV	People Living with HIV
PM	Prime Minister
SDC	Social Development Commission
TNC	The Nature Conservancy
UNRC	United Nations Resident Coordinator
UNDP	United Nations Development
USAID	United States Agency for International Development

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USDA United States Department of Agriculture

USFS United States Forest Service

USG United States Government

Introduction: The Country Context

Relevant political, economic, security, environment and social trends:

Located on the United States' third border, Jamaica's interaction with our country is deep and continuous. Approximately 1.5 million people of Jamaican extraction live in the United States, more than half of Jamaica's current population. Three million people travel between our two countries each year, including over 2 million U.S. citizens traveling to Jamaica. The Mission protects and serves more than 3.5 million U.S. citizens visiting Jamaica and the Cayman Islands annually as well as 20,000 American citizens who reside in Jamaica and the Cayman Islands full time.

Jamaica's economic performance has oscillated over the past few decades. Reforms initiated in the 1980s diversified the country's economic and export base, increasing the share of non-traditional exports until a lack of competitiveness and the steady decline of the garment sector stalled the diversification process after the mid-1990s. Bouts of macroeconomic instability during the 1990s prompted demand management measures, led by monetary contraction. Tight monetary policy helped to slow inflation and stabilize Jamaica's exchange rate, but resulted in high interest rates, stymied growth, and high fiscal deficits (largely due to an increase in debt servicing costs). Debt service and personnel costs leave less than 15% of the budget available for government operating costs and capital expenditures in health, education and infrastructure.

In September 2007, the island's political landscape changed dramatically when Prime Minister (PM) Bruce Golding's Jamaica Labor Party (JLP) won national elections after 18 years in opposition. The Government of Jamaica (GOJ) is constrained by a lack of resources, anemic economic growth, high unemployment and inflation, and a debt-to-GDP ratio of 126%. Progress on debt repayment and modest budgetary efficiencies is stymied by recent recurrent natural disasters as well as catastrophic increases in global food and fuel prices. With over 1,400 murders committed since January 2008 (including 77 children), the high levels of violent crime compounded by deep and entrenched corruption also pose severe threats to stability in Jamaica.

The new government has appointed energetic reformers to key positions and placed critical champions of national integrity in important agencies. With the help of foreign experts and public opinion increasingly intolerant of high-level corruption, these reformers are beginning to use their legislative and statutory authority to act as change agents in a country long accustomed to "business as usual". There is concern that as security is tightened in Mexico and Central America that narcotics traffickers will view the Caribbean as an exploitable weak link in the drug and larger governance enforcement chain in the Americas. Efforts to clean up ghost employee and sub rosa procurement mechanisms have resulted in at least one well-publicized assassination. State and society appear to be reaching a new tipping point: either they go forward with new energy not seen thus far or continue to tolerate the presence of rogue elements within the state, which will inevitably lead to criminal networks penetrating and weakening the justice system, government and the political process; a condition that could eventually lead to the demise of the state.

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How the GOJ responds to corruption and crime is critical for Jamaica's economic recovery. With no changes to the political status quo, a high proportion of economic activity will remain outside the formal sector. Without needed revenues, Jamaica cannot hope to manage its catastrophic debt re-servicing agreements, estimated to equal annual income from the entire tourism sector, and provide social services to its people at the same time. Political corruption thus directly causes the economic shortfall Jamaica endures today. According to estimates supplied by the Jamaica Chamber of Commerce, 50-60% of the island's economic activity already lies in the grey sector, part of which is easily explained by Jamaica's burdensome and counter-productive system of business licensure and tax enrollment.

Relevant analytical documents and third-party assessment of country performance and conditions:

Jamaica is a lower middle income country that has experienced modest long-term growth over the past several decades. The United Nations Development Programme's (UNDP) Human Development Report for 2007/2008 places Gross Domestic Product (GDP) in Jamaica at \$4,291 and ranks the country 101 out of 177 on the Human Development Index scale. The country has made notable progress on many social indicators and is expected to achieve most of its Millennium Development Goals. Life expectancy is 72 years and is comparable to many developed nations. Primary and secondary school enrollment is near universal. The incidence of poverty among the general populace has declined for the past ten years reaching a low of 19% in 2003 - down from 30% in 1990. The infant mortality rate fell from 28 per 1,000 births in 1990 to 26 per 1,000 births in 2006 while the maternal mortality ratio stands at 170 per 100,000 (adj.). Contraceptive prevalence is currently 69% and the total fertility rate is 2.5. Despite progress on the social front, Jamaica lags behind other lower middle income countries on several governance and economic indicators. According to the World Economic Forum's *Global Competitiveness Index* - a broad measure of both future economic growth prospects and the effectiveness with which countries utilize existing physical and human capital resources - Jamaica ranks 78th, well below Puerto Rico's 36th and Barbados' 50th ranking. On the World Bank Governance Indicators for 1996-2007, Jamaica ranks well below the Caribbean average in *Voice/Accountability, Political Stability, Government Effectiveness, Regulatory Quality, Rule of Law and the Control of Corruption*. According to Transparency International's *2008 Corruption Perception Index (CPI)*, Jamaica's rank continues to fall, placing 96th out of 180 countries with a 3.1 score compared to 86th position in 2006.

Although Jamaica has achieved near universal primary and secondary education enrollment, these advances have been largely overshadowed by the relatively poor performance of students. The fact that only 63.5% of students achieved mastery on the Grade 4 literacy test exemplifies the performance dilemma within the education system. Grade Sixth Achievement Test (GSAT) scores fluctuate between 40% and 50%, with girls outperforming boys by 20 percentage points. The wide disparity in performance that exists between boys and girls only exacerbates the high unemployment rates of males between the ages of 15-24. Estimates place 145,000 youth, most of them males, out of work. Lack of education is perceived to be a major driver of crime and

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political instability in the country.

With regard to the HIV/AIDS epidemic in Jamaica, there is a need to consolidate gains and prevent backsliding. The overall HIV prevalence rate is increasing (from 1.5% to 1.6%) as more people receive treatment and live longer. While overall prevalence may seem low compared to other countries, the prevalence rate among commercial sex workers is 9% while the rate for men who have sex with men tops 30%. Complicating the situation is the fact that almost 60% of people living with HIV/AIDS do not know their status. This is very concerning in a country where multiple concurrent sex partners, intergenerational sex and transactional sex are common, particularly in view of the fact that safe sex practices have shown no increase in a decade.

Jamaica's natural resources contribute significantly to the island's economy. Major industries such as tourism, bauxite, and agriculture can have negative impacts on the natural resources on which their continued sustainable growth depends. This is exacerbated by natural disasters such as hurricanes and floods that have intensified as a result of severe weather events, haphazard rather than planned development, and deforestation. USAID/Jamaica will continue to support where possible all environmental issues including disaster reduction measures related to the priority areas outlined in the Country Assistance Strategy (CAS) in keeping with the U.N. Millennium Development Goals including *Ensure Environmental Sustainability*.

Host Country Priorities and Political Commitment to Reform:

Initial consultation with various high-level Ministry officials, including the Prime Minister, revealed three major host country priorities: reducing crime and violence, creating economic opportunities and improving basic education, all with a focus on integrating youth into the economy, polity and society. Officials from the Ministry of National Security (MNS) and the Planning Institute of Jamaica (PIOJ) requested that the U.S. Law Enforcement Core Group (DEA, FBI, ICE, NAS, U.S. Marshals) continue to assist with drug control and law enforcement, that DOD through the MLO office continue to improve the Jamaican military's counter narcotics and counter terrorism capacity, and that USAID continue to provide assistance in community security, crime prevention, restorative justice, and community involvement in identifying and addressing areas of greatest needs. GOJ representatives also encouraged USAID to focus on the nexus between education and security by expanding on currently existing approaches to improving literacy at the primary school level. The GOJ also suggested that USAID assist in addressing the re-engagement of youth and reinforcement of values through civic and life skills education. In addition, the GOJ recognizes the strong linkages between poverty and crime and urged the USG through USAID and the State Department to support their efforts to reform key sectors of the Jamaican economy, boost agricultural production and reduce the debt burden to permit increased investment in social services such as education and health.

Jamaica boasts sophisticated national development strategies that guide U.S. assistance. The first is Vision 2030, Jamaica's long-term, people-centered development plan to achieve developed nation status. This plan outlines several strategic priorities: the development of human resources; international competitiveness; environmental sustainability; health; social

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protection; science and technology innovation; effective governance; and law and order.

Another key strategy is the National Security Policy (NSP), particularly relevant for U.S. law enforcement agencies operating in Jamaica. This plan is the government's holistic blueprint for coordinating the country's major security policies, goals, responsibilities, and actions. Moreover, it lays out a vision for establishing a safe and secure environment in which all Jamaicans can enjoy a better quality of life and realize their full potential.

How the U.S. relationship with the host-country affects its ability to implement programs:

Relations between GOJ and U.S. officials remain strong, facilitating the implementation of USG programs. U.S. representatives across all agencies enjoy unfettered access to GOJ counterparts, political leaders, and business and civil society leaders. The Ambassador regularly consults with the Office of the Prime Minister on issues of mutual concern. Likewise, strong coordination between the U.S. Law Enforcement Core Group (DEA, FBI, ICE, NAS, U.S. Marshals) and Jamaica's Security Forces (Police, Military, Customs and Immigration) produces fruitful results against drug trafficking, homicides of police officers, passport/visa fraud, illegal immigration, lottery and financial scams, human, arms, cash, and technology smuggling, commercial fraud, peonage, and apprehension of U.S. fugitives.

The USAID Mission is an equally valued partner among all GOJ Ministries, maintaining notably good relations with the Office of the Prime Minister as well as the ministries of Education, Agriculture, National Security, Health, Commerce and Industry, Finance and Tourism. Recent coordination between the Office of Disaster Preparedness and Emergency Management (ODPEM) and USAID's Office of Foreign Disaster Assistance (OFDA) in response to Tropical Storm Gustav characterizes the openness of the bilateral relationship and the degree to which the U.S. government is able to implement programs. The close working relationship between the two nations is further demonstrated by the Office of the Prime Minister's interest in U.S. assistance programs, as the Prime Minister himself often meets directly with U.S.-funded assessment teams. Obstacles to policy dialogue and project implementation are rare.

Overall Strategic Approach and Priorities:

Embassy Kingston's central objective is to foster a more secure, democratic, prosperous, and stable partner for the benefit of the United States and the international community. The 2010 Mission Strategic Plan outlines the top USG priorities as supporting anti-corruption, transparency, and good governance, promoting economic prosperity and sustainable development, and countering organized illicit activities, including narcotics trafficking. To date, U.S. foreign assistance to Jamaica also has supported domestic and international security, economic reform, law enforcement, education, family planning, and HIV/AIDS.

To obtain higher impact, U.S. government agencies, including USAID, are adopting a narrower, more focused approach in responding to selected GOJ priorities. The 2010-2014 Country Assistance Strategy for Jamaica will address social and economic issues that contribute most

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directly to the high level of violent crime and vulnerability to transnational criminal activity.

1. Increasing Peace and Security by Reducing Crime and Corruption

U.S. assistance, through NAS, ICE, MLO, and USAID, will strengthen Jamaica's capability to fight domestic and transnational crime and corruption and counter terrorism by focusing on programs that build institutional capacity and support security sector reform within the Ministry of National Security and the Jamaica Constabulary Force. Likewise, it will facilitate the capture, extradition, and prosecution of major criminals engaged in organized crime. Resources will be used to further institutionalize community policing within the Jamaica Constabulary Force and expedite its expansion island-wide. As part of community policing efforts, U.S. assistance will strengthen civil society's role in community transformation and in fostering partnerships with the police, with the ultimate goal of managing conflict and crime at the community level.

Additionally, U.S. assistance will raise public awareness regarding the impact of corruption on Jamaica's security and economy, reduce opportunities for corruption through policy and regulatory reform and enhance the capability of the GOJ to investigate and prosecute both public and private sector corruption. Moreover, U.S. resources will assist in engaging youth through civic participation and awareness campaigns, helping to inculcate a culture of lawfulness among this population. These and other activities undertaken in the Promoting Economic Prosperity and Sustainable Development and Investing in People priority goals will seek to reinforce and create synergies with USG efforts highlight above.

2. Promoting Economic Prosperity and Sustainable Development

The USG, through USAID, will help the GOJ achieve economic growth by promoting free market economic policies, streamlining government regulations, and improving the job-relevant skills of the workforce. Programs and activities will fall under the trade and investment enabling environment program element as well as the agricultural program area within the Foreign Assistance Framework. Support will continue for sustainable rural development in order to increase food security and mitigate the effects of losses stemming from recurring hurricanes by reinforcing key risk reduction strategies including improving land management in our upland areas to reduce land degradation and resource vulnerability.

USDA will work with Jamaican officials to improve food security by providing technical capacity to address food safety, animal and plant health, including preparedness to address transboundary animal and plant diseases. Working toward sanitary and phytosanitary regulatory frameworks and harmonization within the region will be an important part of USDA's capacity building activities. Improving the regulatory framework will allow Jamaica to increase both imports and exports of agricultural products, thereby enhancing Jamaica's food security.

USAID will continue to work in biodiversity-sensitive rural areas, including the Cockpit Country and the Blue and John Crow Mountains but not exclusively, in order to address environmentally degrading agricultural practices, support the revitalization of higher-value tree crops such as

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cocoa and coffee, and increase producer and buyer access to better market information. U.S. assistance also will foster economic empowerment through workforce development training and access to credit programs, focusing on urban and rural communities that receive complementary community policing support. Programs will give particular consideration to youth, as their economic empowerment is a condition for active participation in community life, reducing crime, and sustaining peace in violence-prone communities. Other cross-cutting themes such as disaster risk reduction and sustainable environmental strategies will be intertwined with priority areas.

3. Investing in People

U.S. assistance, through USAID, will continue supporting programs that strengthen the quality, efficiency, and equity of the primary education system, with a focus on improving literacy and numeracy skills. This will be accomplished through a combination of policy dialogue, technical assistance, and commodity support for the education transformation initiative within the GOJ's Ministry of Education. USAID will take advantage of opportunities to engage in private sector partnerships in order to build programming synergies and leverage private resources to cover funding gaps in the sector. USAID will also explore programs for out-of-school youth and programs that foster a successful transition from school to work.

4. HIV/AIDS Prevention

The advent of a Caribbean Regional HIV/AIDS Compact, if it brings significant additional budgetary resources to Jamaica, makes the addition of a fourth priority area feasible. Provided such an opportunity presents itself, USG efforts would focus the brunt of its assistance on prevention programs and strengthening the role of civil society actors to deal with issues associated with HIV/AIDS prevention.

By the end of the Country Assistance Strategy period, the USG envisions the following transformation-based development scenario for Jamaica: improved trade and economic growth; more efficient business processes; improved agricultural production and food security; ; improved environmental conservation practices; improved disaster risk reduction strategies; improved literacy at the primary school levels; reduction in the perception of corruption and the acceptance of corruption; increased public confidence in law enforcement; community policing being practiced across the island; and a reduction in violent crime nationwide. The expected end state reflects the impact that programs and initiatives will have on confronting some of Jamaica's most obstinate socio-economic challenges.

The broader cross-cutting themes of youth, anti-corruption, and good governance will reinforce synergies among technical areas throughout the life of the strategy. Addressing the needs, concerns, and perceptions of youth will be integral to reducing crime and violence in Jamaica. At the same time, legislative and regulatory reform--specifically business process streamlining and anti-corruption measures--will provide a better enabling environment for private sector growth and job creation. Institutional capacity development initiatives will place a premium on

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good governance practices and seek to mainstream accountability, transparency, and inclusiveness among the various GOJ entities, non-governmental organizations, and private sector businesses that receive development assistance.

Priority Goal 1 – Increasing Peace and Security by Reducing Crime and Corruption

A. Situational Analysis/Problem Statement:

In July 2008, public opinion polls listed crime and violence and, for the first time, corruption as the two most serious problems facing Jamaica. Jamaica's onerous obligation to servicing debt (126% of GDP) severely constrains public expenditure for critical investments in education, health, and justice, which are the foundation of a functioning society that respects the rule of law. Crime and violence is the single most debilitating factor in attempts to build Jamaica's economy – in turn, a critical condition for creating alternatives to engagement in criminal activities. The high cost of security constitutes a serious barrier to investment and the competitiveness of key sectors such as tourism and manufacturing. The nexus between crime, corruption, and entrenched political culture of patronage, and waste and abuse of state resources fuels Jamaica's crime epidemic and social instability. Weak, or in some cases absent, community-level governance structures limit access to and availability of social services and licit economic pursuits, leaving the populace few alternatives outside of criminal ventures.

Jamaica's youth, particularly boys and young men, are the main perpetrators and victims of crime. The age of participation in gangs is as early as six years. Sustainable change will require addressing at-risk youth populations, starting at the elementary level, in order to reverse the acceptance of violence and provide real alternatives to a life of crime.

Addressing youth crime and violence requires an approach that focuses on prevention and includes: improving the quality of education to increase basic literacy and numeracy; reawakening citizenship and engendering a culture of lawfulness and compliance; workforce development; reducing youth unemployment to provide alternatives to crime as a career; enabling and encouraging youth to take on leadership roles within communities; and, improving parenting skills.

Jamaica's inefficient police and judicial systems are weak links in addressing both corruption and crime. The justice system lacks the capacity to investigate and adjudicate crime in a timely fashion and fails to inspire confidence in Jamaicans that it is accessible, fair, and capable of delivering justice. Organized crime poses a significant risk. As resources flow into Central America to fight gangs, terrorism, and drug trafficking, there are concerns that Jamaica will become a more attractive target for criminal networks because of its weak governance systems. The situation is now dire and there is an extremely narrow window of opportunity which, if missed, will lead to Jamaica's further decline if crime and corruption continue unabated. Concerted efforts are required to deal with the illicit drug trade and the counterpart trade in black and grey market weapons that have replaced the legitimate economy in parts of Jamaica. These efforts include interdiction, building investigative capacity to protect Jamaica's borders, and

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supporting the GOJ's anti-corruption efforts. A one-sided approach that simply strengthens state actors will not work. The communities, who are victims of criminal gangs, must begin to see the police not as enemies, but as allies if crime is to be prevented. Therefore, continued substantial investment in building the capacity of both police and citizens to develop problem-solving partnerships must be part of the solution.

The time is especially opportune to support and build on the apparent momentum within the GOJ to seriously pursue anti-corruption measures. The USG is already leading an effort to engage the broader donor community in supporting a comprehensive GOJ action plan for anti-corruption reforms. Many of the elements of such an action plan have been identified in a recent USAID Corruption Assessment and which has been endorsed by the GOJ.

B. Critical Assumptions and Risks:

Successful implementation of U.S. anti-corruption assistance necessitates the continued political will of the current Golding administration to reform the judiciary system and various elements of the government. The U.S. approach to law enforcement is contingent on the continued partnership, leadership, and cooperation of GOJ officials. Sustained efforts to reduce crime and violence also will require an appropriate allocation of resources to concerned ministries and national enforcement agencies. Although political action against crime and corruption may produce political backlash against key reformers, inaction carries a much higher opportunity cost for Jamaica. The GOJ cannot hope to manage its catastrophic debt re-servicing agreements and provide much needed social services to its people without stemming the flow of economic activity that lies outside the formal sector.

C. Assistance Approaches:

U.S. assistance in Jamaica aims to advance peace and security by reducing the endemic proportions of crime and violence that exist throughout the island. This goal will be advanced through concerted efforts in law enforcement restructuring and reform. The U.S. Law Enforcement Core Group (DEA, FBI, ICE, NAS, U.S. Marshals) and USAID maintain a well-established presence in Jamaica. These agencies will continue to address the conditions that undermine peace and security on the island by providing training, needed equipment, and material to the relevant security elements in Jamaica. The introduction of anti-corruption support, through ICE, NAS and USAID during this strategy period seeks to capitalize on opportunities that exist within the reform agenda of the current government.

On the prevention side, a major objective of U.S. assistance will be to implement programs that resolve the underlying political, economic and social causes related to crime and corruption. The Jamaica Constabulary Force has adopted the recommendations of a comprehensive strategic review which forms the basis of a reform process that is now underway. The GOJ has identified culture change, corruption, oversight and accountability, recruitment and training and communication, and information management as its priorities from the review. In support to these GOJ priorities, USG assistance will target culture change, anti-corruption and managerial

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systems. For example, NAS and ICE have committed to target the Anti-Corruption Branch, which was also identified in the strategic review as a key element of reform.

Community policing is also one of the elements recommended for implementation and is apart of a holistic approach to reducing the levels of crime and violence in Jamaica. Community policing promotes the active participation of citizens in the policing procedure. This procedure goes beyond the traditional reactive role of the officer and incorporates proactive and creative strategies for solving crimes and other social problems. It emphasizes the need for long term solutions and eradication of criminal activity and is dedicated to the overall improvement of the quality of life in the community. Key components of this approach include fostering partnerships with the community; a force-wide commitment from all personnel; maintaining immediate response and proactive problem solving; and community policing officers serving in established policing areas.

USAID has gained considerable traction with its Community Policing initiative, obtaining strong endorsement from the Ministry of National Security (MNS). Based on the recommendation of a JCF and USAID sponsored evaluation, the JCF has adopted community policing as a national policy and developed a model for island-wide implementation. USAID, with the collaboration of UNDP and the Department for International Development (DFID), is financing the rollout of Community Policing across the country and is now in the process of accelerating efforts to provide institutional support to the JCF and the Social Development Commission (SDC).

An integral part of USAID assistance will be the introduction of new activities that emphasize a youth-centric approach to crime and violence prevention. These programs will entail increasing the civic awareness and participation of adolescents and young adults, while simultaneously creating positive social space within vulnerable communities. Pilot mentoring programs that foster and develop youth leadership skills will complement this programming. Education programs and workforce development activities highlighted under the Investing in People and Promoting Economic Prosperity priority goals will reinforce efforts to reduce crime among youth.

Anti-corruption assistance from USAID will also focus on raising societal awareness. Initiatives will include a public education campaign targeting youth populations through an integrated civic education program. Such an initiative will dovetail with the objectives of the Expanding Educational Horizons project and build on efforts to integrate civic education into the primary and secondary school curricula. The intent of the public awareness campaign is to raise the consciousness of citizens on good citizenship issues. Likewise, the campaign aims at breaking down the culture of non-compliance with laws, regulations, and procedures, ultimately undermining support for the entrenched sense of public entitlement.

The USG, through NAS and USAID, will provide critical assistance to the GOJ's efforts to implement anti-corruption reforms. U.S. assistance in this area largely follows the recommendations of a recent corruption assessment for Jamaica prepared for USAID by a team of local and international experts. The report urged financial and organizational support from

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USAID/Jamaica in several priority areas, the first of which is to provide organizational support for a forum of top anti-corruption champions in the justice sector, key ministries, and public sector agencies. The purpose of such a forum would be to bring together the country's anti-corruption champions to close ranks, share best practices, interact with multinational counterparts from comparable jurisdictions, and support operational efforts to institute stronger prevention systems and a culture of voluntary ethical conduct within state bodies. The USG will also provide financial support for key short-term personnel secondments in the Directorate of Public Prosecutions, the Customs Department, or the Anti-Corruption Branch of the Constabulary and other entities as opportunities arise.

While support for reforms contained in the strategic review (including capacity building of the MNS and JCF, anti-corruption measures and community policing) remains the USG priority, the report also recommends that the donor community coordinate efforts to address weaknesses in the justice sector. The recently approved Canadian multi-year Justice Undertaking for Social Transformation (JUST) program will take on the task of strengthening the justice system. If funding levels permit, USAID and NAS will explore possibilities that would harmonize with Canadian efforts to modernize the justice system. Activities would provide institutional capacity support-such as training for judges, prosecutors and police as well as technical assistance to the Office of the Director of Public Prosecution (DPP), police, and key elements in the judicial system. Depending on the extent of Canadian International Development Agency (CIDA) funding, further USG support may include training to successfully prepare and prosecute cases and in particular focus on improving legislation that deals with forfeiture of criminal assets.

The priority interventions required to address the multi-dimensional and complex crime problem in Jamaica have been identified. However, in the event of diminished funding, the USG could maintain an optimum mix of assistance approaches by facilitating the continued focus of the US law enforcement agencies on addressing the needs of the relevant GOJ law enforcement agencies combined with USAID's focus on the youth-centric approach to crime and violence prevention and continued support for police reforms including community policing. Both areas of work to be supported by USAID are core to creating the conditions for sustainable change and will allow targeted interventions in support of anti-corruption efforts.

D. Coordination of USG Efforts:

Peace and Security programs within the Embassy have a solid foundation for coordination and take place through a Law Enforcement Working Group led by the US Ambassador. This group meets routinely to systematically discuss and share opportunities for collaboration as well as examine performance and progress of various activities. International donor coordination is carried out by the United Nations Resident Coordinator (UNRC) and involves all international donor partners as well as government officials in relevant Ministries and Agencies. Separate and apart from the UN-led process, the Mission places strong emphasis on coordination between the U.S., Canadian and British missions, traditionally the three largest donors in the peace and security arena.

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The U.S. Law Enforcement Core Group (DEA, FBI, ICE, NAS, U.S. Marshals) and the MLO are best suited to provide support to security initiatives given their operational remit. Activities and programs may include drug and weapons interdiction; local capacity building programs for enhanced border security and control; support for anti-corruption reforms within the JCF and among Customs agents; capacity building for local law enforcement and military to deal with national/transnational organized crime and more sophisticated crimes (financial, cyber crimes), counter terrorism operations, regional initiatives and operational support to address organized transnational crime. USAID, as a member of the expanded U.S. Law Enforcement Group, will complement the Core Group's efforts by implementing prevention related programs and activities.

E. Role of Host Country/Regional Organizations/Private Sector Partnerships:

The role of the host country government is to provide clear and decisive leadership and take ownership of the programs. It is critical that the GOJ accept and support the role of local governments and facilitate the empowerment of NGOs and CBOs. These non-state actors have the ability to reach communities in ways the government cannot. They are also in a position to provide advocacy on behalf of their constituents. Moreover, regional organizations that have a law enforcement mandate or that are involved in the drafting of legislation can play an important role in addressing transnational crime. Private sector partnerships are necessary to provide the support for important programs at local and national levels and to sustain them beyond the life of foreign assistance programs. There is a growing sense of awareness among businesses of all sizes of the cost of crime and violence. Many have also awakened to the benefit they would receive from contributions that support crime prevention and help assure a well-educated and productive workforce in the future. USAID will seek active collaboration and partnership with private sector entities where feasible to ensure that stakeholders are fully vested in the enhancement and promotion of peace and security issues.

F. Anticipated Results

With the strategy that has been outlined, U.S. assistance, along with other donor support and GOJ commitment to these efforts, will result in reduction of the levels of crime and corruption over the long term. Through the support provided for the police force, manifestations of success will include increases in the number of law enforcement officers trained with USG assistance, the number of programs conducted to enhance police management with USG assistance and the number of communities in USG assisted areas using community policing methods. The support for anti-corruption reforms will increase the prosecutorial capacity of key agencies resulting in more convictions for corruption and building an atmosphere for greater compliance. Possible indicators include increases in the number of Government officials receiving USG supported anti-corruption training and the number of USG supported anti-corruption measures implemented. Through an emphasis on youth and broader public engagement, there will be an increased exposure to citizenship and character education resulting in healthier attitudes toward democracy and respect for the law. Another tangible outcome will be an institutionalized and well-established civics curriculum in elementary schools. A possible indicator of success and

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reach of USG programs include a significant increase in the number of people who have completed USG assisted civic education programs. These efforts should also help Jamaica realize the political and social re-engagement of its citizenry. USG assistance will also result in the building of stronger NGOs and CBOs to implement, manage and sustain crime prevention programs. The increased number of civil society organizations using USG assistance to improve internal organization capacity will also be reflective of the USG's success in supporting sustainable crime prevention programs.

USG programs will improve national crime and violence indicators, measure police effectiveness and performance, and contribute to medium term socio-economic improvement. Programs will also address national security and more specifically crime and violence prevention indicators as articulated in Jamaica's National Security Sector Plan – National Development Plan Vision 2030. Because of the cross-cutting focus on anti-corruption, education and economic growth programs will also contribute to the above peace and security goals.

Priority Goal 2 – Promoting Economic Prosperity and Sustainable Development

A. Situation Analysis/Problems Statement:

Jamaica's small and import dependent economy makes it vulnerable to natural and external economic shocks. These shocks, combined with frequent bouts of macro-economic instability characterized by high inflation, an exorbitant debt burden and rising fiscal deficits have led to anemic economic growth rates. This stagnation has been further compounded by high levels of crime, increasing unemployment and underemployment, bureaucratic red tape, high energy costs and out migration of skilled labor. Despite these structural bottlenecks, Jamaica has been able to attract record levels of foreign investment in the last decade, especially in the tourism and telecommunications sectors. Unfortunately, these investments have had little impact on GDP growth and job creation; suggesting relatively low absorptive capacity.

Jamaica has made significant strides in recent years particularly in telecommunications; boasting one of the most robust ICT backbones for a developing country and near 100 percent cell phone penetration. Tourism, remittances and bauxite remain by far the three largest foreign exchange earners. Domestic investment continues to be hindered by lack of access to affordable credit and ineffective use of land for collateral. Slow progress on the government's efforts to create a business-friendly environment, high security costs and a poorly educated workforce hamper both domestic and foreign direct investment. In 2008, the World Bank rated Jamaica among the worst places in the world to pay taxes, and the country slid downward on the *Doing Business* report ranking from 50 in 2007 to 63 in 2008 as other countries have streamlined their business environments. In addition, Transparency International ranked Jamaica 96th out of 180 countries in 2008, indicating that corruption is a factor that further stifles economic growth. A recent study by the World Economic Forum on tourism competitiveness cited crime as a major impediment to Jamaica's competitiveness.

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While agriculture only accounts for between six and eight percent of total GDP in Jamaica, it accounts for almost one fifth of the employed labor force. Additionally, Jamaica continues to have one of the most fragmented land holding patterns in the world, with most parcels less than five acres and without bankable titles. Other structural bottlenecks in the sector include low technology, imperfect market information and rudimentary research and development support. Vulnerability to natural disasters in general and hurricanes in particular, remain the single largest threat to the viability of the sector.

B. Critical Assumptions and Risks

Several critical assumptions underscore the successful implementation of USG initiatives in Jamaica, the most important of which is the continued political will of the land as well as a consistent supply of skilled labor within the sector. The threat of recurring hurricanes presents risks to the economy as a whole, but the agricultural sector is particularly vulnerable. Natural disasters substantially diminish production gains. Therefore, USG assistance will, to the extent possible, adopt technical approaches that mainstream disaster mitigation practices and techniques.

C. Assistance Approaches

Given the economic realities that confront a small, heavily-indebted island economy, foreign assistance funding will focus programmatic support towards the following: fostering an enabling environment for increased trade and investment; increasing agriculture revenues by supporting high value production; and reducing energy costs by expanding efforts to develop alternative sources for power generation. Programs that seek to promote economic reform based on sound market principles will lead USG efforts to assist the GOJ achieve consistent and meaningful economic growth. Support will also aim to build a stronger nexus between private associations and government entities. Stronger linkages between public and private sectors will ensure that the reforms are adequately meeting the needs of the business community and creating a climate conducive to economic growth.

USAID's efforts will concentrate on providing technical assistance to reduce bottlenecks within the current legislative and regulatory environment. Within the new political context, opportunities exist for funding activities that specifically address land policy and titling, tax policy and administration, access to credit for micro, small and medium-sized enterprises and tourism competitiveness. Continued streamlining of the development approval and other business processes will enhance Jamaica's competitiveness within the region.

Complementing the policy reform agenda process will be initiatives that strengthen private sector competitiveness and reduce costs associated with doing business in Jamaica. Reducing energy costs and increasing available energy supplies will require a comprehensive set of initiatives. Department of State support will leverage various assistance packages to promote the further development of alternative and renewable energy resources throughout the country. In addition, USAID will take advantage of opportunities that may arise for increasing efficiencies in energy

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supply and use and for supporting necessary sector reforms that will enhance the governance and financial viability of the sector.

The declining importance of agriculture within the economy is an indication that the sector is seriously under performing and not fully taking advantage of the production potential of strategic high value cash crops such as coffee and cocoa. As a result, and in line with the Ministry of Agriculture's objective to replace high priced grains (corn, wheat and rice) with locally produced roots and tubers, USAID assistance will seek to develop programs that diversify production towards alternative staples, high value vegetables, condiments and selected cash crops such as coffee and cocoa. This will require activities that focus on increasing access to market information and financial services, as well as exposing Jamaican farmers to improved production, value-added and disaster mitigation practices. USAID will also continue to expand the utilization of improved production technologies across the island as a means of increasing production and of discouraging environmentally damaging hillside farming practices.

Once more efficient production techniques are adopted, the USG's programmatic approach will be to strengthen linkages between farm producers and the processors, buyers, and exporters of fresh produce in order to replace imports and expand exports. Related technical assistance will also be provided to assist in the privatization and rehabilitation of both the cocoa and coffee sectors. Activities that engage the participation of youth will be incorporated into agricultural programs. Workforce development would include job training in life skills, information technology, appropriate technical training, and entrepreneurial skills that respond to the needs of selected growth sectors, and/or the starting of small businesses. This will allow young people to be placed in decent jobs either in existing businesses or in their own business start-ups. In addition, it is critical to ensure that national agricultural policies address local projected food demand and encourage self reliance while reducing the negative environmental impacts. USG programs will seek an integrated approach in key sectors such as agriculture, tourism and bauxite mining. These programs will take into particular account environmental concerns and aim to achieve sustainable development through environmentally friendly means.

D. Coordination of USG Efforts

The success of this strategy will require close coordination between USAID and the Political/Economic section of the Embassy, especially on the economic policy aspects. Similar coordination will also take place with other relevant Agencies, namely Peace Corps, USDA and the Agricultural Plant Health Inspection Service regarding agricultural production, marketing and exporting.

E. Role of Host Country, Regional and Private Sector Partnerships

USAID has a strong relationship with all government stakeholders in the economic policy and

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agriculture sectors including the Cabinet Office, and key individuals within the Ministries of Agriculture, Environment, Tourism and Industry. USAID/Jamaica and the Political/Economic Section of the Embassy enjoy strong working relationships with the Jamaican private sector and will continue to work through member organizations like the Jamaica Developers' Association, the Jamaica Chamber of Commerce, the Jamaica Exporters' Association, the Jamaica Manufacturers' Association, the Private Sector Organization of Jamaica and farmers' associations to improve the legislative, regulatory and process framework of the economy.

Building strong private-public partnerships in all program areas will be an integral part of USG assistance. USAID will strengthen the use of Global Development Alliances (GDA) with firms like Alcoa, which has one of their largest mining operations in the world in Jamaica. For example, Alcoa has expressed interest in expanding its current greenhouse and agriculture development work. USAID will continue to explore alliances and partnerships with the Jamaican agro-industry as well as local business associations in relevant communities.

F. Anticipated Results

The USG anticipates positive movement on key indicators of competitiveness and economic growth by the end of the five-year planning horizon. Specific performance indicators will be developed and tracked on a routine basis in order to ensure that USG assistance is, in fact, fostering market-friendly legislative and regulatory changes that lead to expanded business opportunities, increased employment and incomes for the majority of Jamaicans.

The policy reform process is expected to lead to the following results and outcomes: reduction of the development approval process to 90 days or less; introduction of a national land policy that will provide land titles to 70% of landowners; incorporation of an additional 50% of GOJ public land into effective use and, continued reduction in time to start a business. Furthermore, a reduction in the factors that limit tourism competitiveness will be an additional anticipated outcome during the strategy period.

In addition to streamlining business processes in Jamaica, the USG will carry out an ambitious agricultural strategy which will aim to achieve an overall reduction in basic grain imports and a corresponding increase in local production of roots and tubers. Production gains will be complemented by an effective national marketing information system. The marketing information system alone is expected to stimulate local production by 80% and increase the value and/or volume of agricultural exports by 200%.

The agriculture strategy will also focus on deregulating the cocoa and coffee markets. This is expected to triple cocoa production in Jamaica from 300 kilograms per acre to 1,000 kilograms per acre with a 75% increase (up from 40%) in market prices for farmers. The privatization of the coffee market will be more complex, making it difficult to set targets at this time. Underlying increases in business and agricultural sector efficiencies will include the expansion of effective microfinance services and products to farmers and small businesses by 15% each year. By the end of the strategy period, assistance to the energy sector is expected to generate an increase of

up to 15% in renewable energy use throughout the country.

Priority Goal 3 – Investing in People

A. Situational Analysis/Problem Statement:

Education is acknowledged as one of the most decisive factors for national progress. In some countries in Latin America and the Caribbean, fewer than 60 percent of children who start school reach Grade 5 and illiteracy rates remain high. This is definitely the case in the English-speaking Caribbean in general and Jamaica in particular. Several factors contribute to Jamaica's poor performance in education. First, Jamaica's educational policy and curriculum is based on the British system—a system which is very academically oriented and which separates students into academic and vocational tracks at a very early age, in essence closing the door on the futures of many by age 11.

At the school and classroom level, most teachers and school administrators in Jamaica have limited materials, little support in the classroom and training that is ill-suited for dealing with disadvantaged students. In addition, education financing is heavily skewed toward tertiary education, leaving pre-school, primary and secondary education underfinanced. In the case of Jamaica, the lack of sufficient investment in basic education (a mere 12.6% of the national budget) was one of the key factors that thwarted Jamaica's bid for a Millennium Challenge Account threshold program in 2007. This has resulted in inadequate school infrastructure and staffing, which in turn, leads to severe overcrowding of primary school classrooms. In the rural area, teacher/student ratios of 1:60 are common in the primary grades.

Access to primary education is relatively high. The Ministry of Education (MOE) reports a gross primary school enrollment rate of 94.4% but a net enrollment rate of 89.3%. In the lower secondary grades 7-9, the situation begins to worsen with a gross enrollment rate of over 100% but a net enrollment rate of only 87.3%. By the time students reach grades 10-11, gross enrollment has fallen to 85% with net enrollment a mere 64.2% (only 59% for boys.) The Planning Institute of Jamaica's Economic and Social Survey of 2007 revealed that the main issues facing the primary education system relate to efficiency, quality and equity. In the absence of a repetition and drop-out study, it is difficult to discern the magnitude of the efficiency problem in Jamaican schools. According to official statistics, repetition rates are in the single digits during the early primary grades; however, boys repeat at double the rate of girls. Repetition peaks at approximately 9% for both sexes between grades 6 and 7, when students take the Grade Six Achievement Test or GSAT to enter secondary school. Those who go on through the 9th grade only experience promotion rates of nearly 110% (includes repeaters) between grades 8 and 9, presumably to flush them out of the system by the end of grade 9. Among the more fortunate students who are on the full secondary education track, the drop-out rate climbs to nearly 8% between grades 10 and 11 and over 25% between grades 12 and 13 (the college prep O levels).

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Poor educational quality is manifested in poor student achievement at the primary level and low secondary and tertiary continuation rates, especially for boys. For example, only 63.5% of the students who sat the Grade 4 literacy test in 2007 achieved mastery. There was a difference of 20 percentage points between boys and girls. This implies that by the end of Grade 4, when basic literacy should already have been achieved, 36% of Jamaican children cannot read or write. Nearly 50% of boys cannot.

The wide disparities between girls and boys in terms of academic achievement and continuation rates manifest themselves starkly in recent enrollment statistics for the University of the West Indies in Jamaica. Freshman enrollment in 2008 was only 28% male. Were the rest of the young males gainfully employed, this statistic would not be so unfortunate; however, unemployment and underemployment among males aged 15-24 is high. The Government of Jamaica estimates that there are in excess of 145,000 unemployed youth in the country, most of them male.

Lack of meaningful access to education or employment for males is a major driver of crime and political instability in Jamaica. Membership in partisan gangs engaged in arms and drug trafficking as well as violent crime and political violence is burgeoning.

Against this backdrop, the USG, through USAID, has had major success in introducing new educational technologies that have conduced to impressive results as measured by student achievement even in the absence of major policy reform or improvements in educational finance.

B. Assumptions and risks:

It is clear that the education sector is woefully underfinanced, in part due to Jamaica's crushing debt burden, but also because most of the sectoral budget is devoted to paying salaries and basic operating costs, leaving few domestic resources for reform. While the ultimate success of a nationwide transformation effort will hinge on improved sector financing from both public and private sources, evidence suggests that much can be accomplished even within the current resource envelope. Hence, the critical assumption underlying the strategy in the sector is continued commitment on the part of the GOJ and the opposition to forging a consensus around reform and making the best possible use of donor resources to jump-start it until the financial picture improves. As support for this sector has only intensified over the past year, the Mission perceives the risk of backsliding as minimal.

C. Assistance approaches:

A recent evaluation of USG education assistance programs points up the need to move beyond pilot or demonstration projects to: 1) embark upon meaningful education policy reform geared toward improving the quality and equity of primary and secondary education; 2) roll out proven methodologies to improve student achievement (with special attention to boys) in subjects such as reading and mathematics system-wide, and 3) introduce a combination of civic education and behavior management approaches in primary schools to inculcate a culture of lawfulness in

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Jamaica and foster a safe school environment conducive to learning.

Specifically, the USG through USAID plans to support the Government of Jamaica's announced Education Transformation effort by financing a series of policy studies, public consultation and workshops to forge a national consensus around the need to reform the educational system to increase quality, efficiency and equity across socioeconomic strata, between genders, and between mainstream and special needs students. USAID plans to capitalize on the strengths of its Expanding Educational Horizons (EEH) and Centers for Excellence in Teacher Training (C-CETT) programs by providing training, technical assistance and commodity support for rolling out proven educational technologies (especially for reading and math) across the island. This will include mainstreaming the C-CETT methodology for teachers of reading in all of the teacher training colleges in Jamaica as well as developing and implementing similar pre-service training for numeracy based on the work of the EEH project. In addition, USAID will support the Ministry's efforts to decentralize education administration and improve the quality of school management and classroom instruction at the primary level. This will include support for educational technology and instructional materials, including e-learning modules, and software and training for monitoring and evaluation. As the Minister of Education devolves routine functions to the local level and/or independent agencies, USAID may provide technical assistance and support for organizational development and reform.

Finally, USAID and State will support the introduction of a "Culture of Lawfulness" civics curriculum or its equivalent in order to educate young people about their rights and responsibilities in a democratic society, the perils of corruption and the importance of the rule of law. This initiative will complement the Jamaica Constabulary Force's efforts to promote safe schools as part of the community policing initiative. If sufficient funding is available, USAID will consider expanding training programs for high risk and out-of-school youth, which buttress community transformation and community security programs.

D. Coordination of USG Efforts

At the country level, USAID will work jointly with the State Department Narcotics Affairs Section to pilot the "Culture of Lawfulness" curriculum or its equivalent in primary and possibly secondary schools. In addition, USAID and the Military Liaison Office will work together to identify sites for possible future school construction as well as possible use of its small grants program to purchase books and learning materials for selected schools. The Peace Corps has historically collaborated with USAID programs in teaching language arts, information and communication technology and providing technical services for learning centers. The Public Affairs Section will contribute to the education effort by attracting relevant speakers and experts through its public diplomacy efforts.

E. Role of Host Country, Regional Organizations and Private Sector Partnerships

USAID/Jamaica will work with the Ministry of Education and specifically the Professional Development Unit, the National Council on Education, the National Center for Youth

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Development and the Curriculum and Support Services Unit. Other implementation partners will include institutional contractors, NGOs and CBOs, the private sector and the Diaspora. In the case of the at-risk youth, USAID/Jamaica will seek to leverage the support of other agencies working with this group. The main project and programs supporting primary education are the GOJ/Inter-American Development Bank (IADB) Primary Education Support Program (PESP), the GOJ/USAID/Jamaica's Expanding Educational Horizons project, and the MOE primary Textbook program. The World Bank currently supports early childhood education and plans to provide some assistance to the Education Transformation effort. In addition, USAID, the UNDP and the European Union are working in concert to encourage the GOJ to devote increased financial resources to elementary education.

Collaboration among international development partners (IDPs) in addressing the needs of the system will reduce duplication of effort and allow for more effective and comprehensive planning. USAID has been asked to spearhead a donor theme group on education comprised of the World Bank, Inter-American Development Bank and the UN Agencies. USAID also plans to draw upon the regional expertise of the Inter-American Dialogue (PREAL) program funded by the Latin America Bureau in order to incorporate Jamaica into regional dialogue on education and cross national evaluation and data analysis. As mentioned, the USG plans to support the Ministry of Education in forging strong public/private partnerships in the area of educational finance.

Finally, USAID will work with a broad array of private sector actors in Jamaica and the U.S. to establish one or more large education partnerships designed to leverage private funding for educational infrastructure, information technology and other quality improvements as a complement to efforts to improve educational financing. This may include technical assistance to the MOE to establish a national trust for education.

F. Anticipated Results

By the end of the strategy period, the U.S. Government expects that assistance in primary education will lead to the full adoption of C-CETT/EEH methodologies in primary schools across Jamaica. The direct implications of full integration of these methodologies in primary schools will be the greatly increased mastery of literacy and numeracy skills among elementary students, in-service training of teachers and administrators and greater community involvement in basic education. By the end of the strategy period, 100% of students in teacher training colleges will be taught how to teach reading and mathematics. Consequently, nationwide, the percentage of students achieving mastery in reading will surpass 70% and the percentage of those no longer at risk by grade four will top 80%. The Ministry of Education will have the capacity to accurately report on repetition and drop-out as well as other indicators of internal efficiency and equity and monitor the progress of educational reform through declines in these rates and concomitant improvement in Grade 4 Literacy Test mastery rates and GSAT pass rates for both genders.

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The ultimate impact of the USG program should be a more literate, numerate workforce with a skill set relevant to the economy of the island in the 21st century, a smaller proportion of at-risk and out-of-school youth, fuller employment and diminished involvement of youth in criminal activity.

Priority Goal 4 - HIV/AIDS Prevention

A. Situational Analysis/Problem Statement

At an estimated 1.6%, the HIV/AIDS epidemic in Jamaica has features of both a low-level generalized epidemic and a concentrated epidemic. For example, Jamaica has an HIV prevalence rate of 1.3% in public sector antenatal clinic attendees but 9% among commercial sex workers (prostitutes) and an estimated 25-30% among men who have sex with men (MSM). According to sentinel surveillance, there has been no significant change in HIV prevalence among the general population over the last decade. This is quite remarkable in a country that has all of the main risk factors for an explosive epidemic including: sexual debut at an early age (often forced); multiple concurrent sex partners for both men and women; high rates of commercial, transactional and cross-generational sex, and extreme stigmatization of homosexuality making MSMs very hard to reach.

It is estimated that 2/3 of those infected with HIV do not know their status. The highest rate of growth in transmission is among youth aged 10-19. Counterbalancing these factors is a relatively high rate of condom use at last sexual encounter (53% among women; 67% among men). Yet, there has been little change in reported safer sexual behaviors in the past 10 years. In sum, the HIV situation in Jamaica reflects either a major success story (particularly as it relates to condom use) or a serious problem with the statistics. A recent assessment concludes that it is probably a bit of both. For example, condom use is indeed high; however, little progress has been made on abstinence among youth or fidelity to one partner. These high risk behaviors are widespread and there is some suspicion that gaps in the sentinel surveillance system lead to underreporting of the true magnitude of the epidemic.

USG assistance to combat the epidemic has thus far been limited. The USG contribution of approximately \$1.25 million per year is dwarfed by the current Global Fund grant of over \$40 million and a recently-negotiated \$10 million World Bank loan. Consultations within Jamaica and through the inter-agency process revealed that, at such a low funding level, HIV/AIDS could not be considered to be a strategic priority for the Country Assistance Strategy going forward. Further, within the current budget envelope, the U.S. Mission felt obliged to narrow its focus to three programmatic priorities, for fear of achieving little or no impact in any sector if more were attempted. The USG's status as a minor player, strong consensus around the first three priorities contained in this document and the presence of significant infusions of other donor resources for HIV/AIDS relegated this sector to fourth priority.

Nevertheless, the reauthorization of PEPFAR and the advent of a Caribbean Regional Compact,

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if it brings significant additional budgetary resources to Jamaica, make the addition of a fourth priority area feasible. The Government of Jamaica values the technical assistance that the USG can provide as an important input to its national program but is desirous of a more substantial program of assistance. The program outlined below, focused on the areas of sexual prevention and other prevention, is contingent upon the approval by the Office of the Global AIDS Coordinator (OGAC) of a Caribbean Regional Compact that devotes significant resources to country-level programming in Jamaica as part of a regional approach.

B. Critical Assumptions and Risks

There are a number of critical assumptions, some based on GOJ and the Jamaican non-governmental organization and private sectors' actions, and others on USAID and U.S Government actions. Among the most important assumptions are the following: HIV/AIDS prevention, treatment, care and support remain priorities for the Government of Jamaica and the U.S. Government; the U.S. Congress reauthorization of PEPFAR at the \$47 billion level translates into significant additional budgetary resources to combat HIV/AIDS in Jamaica; and development partners, especially the Global Fund to Fight HIV/AIDS and the World Bank, meet their commitments; and, the GOJ exhibits the political will to tackle sensitive issues such as behavior change and reduction of stigma and discrimination.

C. Assistance Approaches

The goal for the next 5 years is to reduce HIV transmission among the most at-risk groups. This will be achieved by building on the USG (specifically USAID's) comparative advantage in prevention and by integrating a strong focus on both reducing denial and stigma, and on gender, as these are all critical to an effective prevention response. Success will hinge upon prioritizing prevention and treatment for high risk but neglected groups, such as MSMs, as opposed to the general population and upon the willingness of government and civil society to broach taboo subjects such as transactional sex, intergenerational sex, and multiple concurrent sexual partners.

There remains a paucity of information about the underlying factors associated with high risk behaviors, and these gaps would need to be filled to craft an effective, nonjudgmental public health approach to HIV prevention. Further, the prevalence of HIV/AIDS among the uniformed services is unclear as are policies for testing troops and addressing the needs of those who are seropositive. Anthropological studies, ideally population-based behavioral studies with linked HIV seroprevalence measurement, would complement the national sentinel surveillance system and provide the data to underpin effective prevention messages and services. The Centers for Disease Control (CDC) would be ideally suited to strengthen both national surveillance and conduct specific studies. The Department of Defense (DOD) would be an important partner in integrating prevention, testing and treatment approaches for the uniformed services into the national program.

USAID/Jamaica can make a real difference to the Jamaican national response by focusing on sexual prevention through civil society actors. This is particularly necessary as other

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International Development Partners (IDPs), are paying minimal attention to civil society organizations and NGO strengthening for key HIV/AIDS organizations. This should include administrative, financial and program strengthening for faith-based and civil society organizations, including working towards sustainability through the ability to apply for and manage sub-grants from the Global Fund. Furthermore, support for a coordinated private sector response to HIV/AIDS to eliminate stigma and discrimination as well as work with other donors to consolidate the Ministry of Health's monitoring and evaluation system and improve data for decision making are key areas where USAID can make a difference. With additional funding from PEPFAR, the U.S. Mission would strengthen the capacity of the Country Coordinating Mechanism to help the GOJ to more strategically manage donor funds, work on the enabling environment to reduce stigma and discrimination, embark upon behavior change and outreach programs, particularly for high risk groups, and expand technical assistance to strengthen the sentinel surveillance system and conduct key population-based studies.

In the context of a wider Jamaica donor environment for HIV/AIDS, Jamaica was approved for a Round 7 Global Fund grant for HIV/AIDS of \$15,219,930 with a five year budget of \$44,176,429. In addition, a World Bank \$10 million five year loan for selective activities of the National HIV/AIDS Strategic Plan (NSP) through the National HIV/STI Prevention and Control Program was also approved for Jamaica. The national program aims to curb the spread of the HIV epidemic through an expansion of the preventive programs focused on high risk populations as well as the general population, strengthen treatment, care and support for people living with HIV (PLHIV) and building capacity and institutional strengthening for an intensified multisectoral response to HIV/AIDS.

D. Coordination of USG Efforts

As part of the Regional Compact, USAID, the U.S. Embassy, CDC and the Department of Defense can work together to solidify the International Development Partners' ability to play a leadership role and provide a more coordinated response to the epidemic. This is also an area where the U.S. Ambassador might play a role influencing the highest level of government and the private/business sector. A further area where USAID might influence the National program is through the Country Coordinating Mechanism for the Global Fund Grant. The magnitude of the USG contribution to the Global Fund warrants USAID's support to strengthen the Country Coordinating Mechanism's technical and programmatic oversight, ensuring that the greatest impact is achieved.

E. Anticipated Results

It is anticipated that any USG intervention in the area of HIV/AIDS prevention will achieve the following; enhanced International Development Partners coordination; improved oversight of Global Fund grants through USAID representation on the Country Coordinating Mechanism; increased capacity of NGOs to carry out effective, nonjudgmental, public health approach to prevention information and services that focus on risky behaviors; the implementation of population-based behavioral-sero-surveys as well as the general institutional strengthening of

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civil society organizations to emphasize risk reduction including consistent correct use of condoms by all sexually active at-risk person irrespective of age, income, gender or sexual orientation. As part of the Regional Compact, Jamaica would expect to experience a 25% reduction in new HIV infections and near universal access to anti-retroviral treatment by 2012.

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APPENDIX I: Resource Assumptions FY 2010 – FY 2014*

Top USG Priorities	FY 2010 \$'000	FY 2011 \$'000	FY 2012 \$'000	FY 2013 \$'000	FY 2014 \$'000	Total for FY 2010 – 2014 \$'000
Reducing Crime and Corruption –						
1.3 Stabilization Operations and Security Sector Reforms	6,160	7,084	8,146	9,368	10,772	41,530
2.2.4 Anti-Corruption Reforms	900	1,035	1,191	1,369	1,575	6,070
Investing in People –						
3.2 Education	3,169	3,644	4,191	4,820	5,543	21,367
3.1 Health	300					
3.1 Regional Compact (request)	5,000	5,000	5,000	5,000	5,000	25,000
Promoting Economic Prosperity –						
4.2 Trade and Investment	2,485	2,858	3,287	3,780	4,347	16,757
4.5 Agriculture	1,000	1,150	1,322	1,520	1,748	6,740
TOTAL	19,014	20,771	23,137	25,857	28,985	117,464

*This is an illustrative budget. Actual resource levels may vary based on congressional approval.

A. General Discussion on Resource Levels:

The Jamaica Mission estimates that approximately US\$92,464,000 will be required to execute the new strategy at its optimal level, exclusive of the \$25,000,000 requested for AIDS through the Caribbean Sub-regional Compact. Moving the country forward along the development trajectory will require a significant level of injection in the top three priorities. Over the past three years, the assistance budget for Jamaica declined by 40% resulting in a dilution of the effect of the programs which initially sought to improve the lives of disadvantaged persons in the society by stimulating growth in key sectors of the economy and increasing the opportunities for their economic and social development. Although there has been notable achievement of some sectoral and lower level objectives, it was evident that the mission could no longer achieve the higher level objectives as the funds received over that period were too small to have that broad range of impact.

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This budget intends to take the new strategy program closer to that optimal level, thereby fulfilling the identified priorities. The FY 2010 projection reflects current estimates, with a 15% annual increase thereafter. Anti-corruption and youth are critical factors that will cut across all three priorities and this three-pronged approach is intended to result in greater effectiveness in the use of resources. The anticipated activities will also involve limited micro enterprise related interventions.

B. Proposed Shifts in the Allocation of Resources:

Faced with on-going resource constraints, a deliberate effort has been made to concentrate the program around three key objectives which the mission and other host government, private sector and NGO stakeholders have agreed will have the greatest impact. Notable exclusions from this strategy budget are HIV/AIDS and Environment (see Annex I). The mission acknowledges that these are important development areas; however, given the size of the budget and the recent reductions in the staffing level, it is clear that the mission can only have a meaningful impact only if significant resources from the proposed Caribbean Regional HIV/AIDS Compact flow to Jamaica. The Mission is requesting \$5 million per year from the Caribbean Regional HIV/AIDS Compact. Some environment related activities will also be undertaken under the agriculture program area.

C. Expected Contributions from Host Country Entities and Others:

The proposed strategy is designed with the expectation that the host government, the private sector, NGOs, and other donors will play an integral part in the execution of critical aspects of the program. During recent Country Assistance Strategy consultation sessions, the USAID Mission received overwhelming support from these organizations for the proposed program, and discussions were initiated with several of these partners on areas of possible collaboration and public-private partnerships. In these meetings, the host government outlined its areas of priority, and this strategy encompasses the basic tenets of their proposals. Both monetary and non-monetary contributions are expected, and these will provide the needed boost to the overall program to allow for wider application of the proposed interventions within each selected sector.

D. Alternate Scenario with a 10% increase:

If the mission received an overall 10% increase in funding above the resource assumptions above, this would give the mission an additional \$9.2 million for the strategy and some of these additional funds would be used within the same three priorities to implement more activities at the community level, along with more non-policy initiatives. If HIV/AIDS funds are received, these funds would be used to continue efforts to reduce stigmatization among the populace, to increase HIV/AIDS awareness among youth, and to increase the detection and data collection and storage capabilities of the Jamaican government and NGOs. If biodiversity funds are received, these would be used to enhance the use of environmentally friendly practices mainly within farming communities.

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E. Alternative Scenario with a 10% Decrease:

If the mission received an overall 10% decrease in funding from the resource assumptions above, this would have the effect of reducing the mission's 5-year strategy budget to \$82.9 million or approximately \$1.84 million per year. At this annual level, the mission would have to revise some of its higher level targets, and concentrate its intervention activities in areas that would require smaller amounts of funding but still have big impact. Areas where the mission has solid public-private partnerships are key to the success of our program while we are operating on a reduced budget. We would need to significantly increase such partnerships in order to ensure achievement of the revised higher level objectives of the program.

F. Program Management:

Over the last two to three years the mission reduced its workforce from a size of 77 to 17, moved office to the New Embassy Compound, consolidated certain functions with State, and centralized other functions which are now being carried out by the Dominican Republic mission. These have resulted in a number of changes to the way in which the mission goes about implementing projects. The mission now has only one technical office and all systems are being adjusted to realize greater efficiencies as the remaining human and other resources are limited. The movement from five to three objective areas is one prime example. The mission is still in this process and this may pose challenges during rollout of the new strategy. The Mission has requested additional program-funded staff resources to manage its proposed role in the Caribbean Regional HIV/AIDS compact.

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