

United Nations Development Programme



Country: JAMAICA

PROJECT DOCUMENT

Project Title:

Strengthening the operational and financial sustainability of the national Protected Area System

UNDAF Outcome(s): Outcome 3: Environment and Poverty – By 2011 national capacity to ensure equity and equality strengthened, and the population of targeted vulnerable communities enabled to reduce poverty, improve their livelihoods and better manage hazards and the environment.

UNDP Strategic Plan Environment and Sustainable Development Primary Outcome: N/A

UNDP Strategic Plan Secondary Outcome: N/A

Expected CP Outcome(s):

3.3 Integrated land, coastal zones, water and energy management practices improved

Expected CPAP Output (s)

3.3.1 Institutional capacity strengthened to efficiently implement policies and plans

3.3.2 Land, water and sanitation management strengthened in targeted communities

Executing Entity/Implementing Partner: Planning Institute of Jamaica

Implementing Entity/Responsible Partners: National Environment and Planning Agency

Brief Description

The project's goal is to safeguard Jamaica's globally significant biodiversity. The project's objective is to consolidate the operational and financial sustainability of Jamaica's national system of protected areas. The objective will be achieved through three components: (1) Strengthening of planning and revenue generation; (2) Rationalizing and integrating the national system of protected areas; and, (3) Increasing the effectiveness of protected area management.

The project follows the guidance of GEF's Strategic Objective One and Strategic Program One. Project activities will help secure the long-term financial sustainability of Jamaica's protected area system by: (i) harmonizing management practices to secure cost-effective conservation, (ii) building capacity for strategic conservation and financial planning, (iii) creating new protected areas to serve as replicable models for improved practices, and, (iv) establishing additional income sources for protected area management.

Jamaica is a global conservation priority with more than 1,400 known endemic species. This project's efforts will deliver the global benefits associated with a national protected area system better equipped to conserve globally significant, but currently vulnerable, ecosystems and allied species.

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Atlas Award ID:	0059298
Project ID:	00074120
PIMS #	3832
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End Date	February 2016
Management Arrangements	NEX/NIM
PAC Meeting Date	February 2010

Total resources required	\$ 7,820,585
Total allocated resources:	
• Regular	
• Other:	
○ GEF	\$2,770,585
○ Government	\$500,000
○ TNC	\$2,750,000
○ KFW	\$1,600,000
○ UNDP	\$200,000
In-kind contributions	\$2,000,000

Agreed by (Government):

Date/Month/Year

Agreed by (Executing Entity/Implementing Partner):

Date/Month/Year

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Date/Month/Year

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List of Acronyms

CANARI.....	Caribbean Natural Resource Institute
CARICOM.....	Caribbean Community
CBD.....	UN Convention on Biological Diversity
CBO.....	Community Based Organization
EIA	Environmental Impact Assessment
EFJ.....	Environmental Foundation of Jamaica
ENACT.....	Environmental Action Programme
EU.....	European Union
FNA	Financial Needs Assessment
GEF	Global Environmental Facility
GLISPA	Global Island Partnership
GNI.....	Gross National Income
GOJ.....	Government of Jamaica
HDI.....	Human Development Index
IUCN	International Union for Conservation of Nature and Natural Resources
JCDT.....	Jamaican Conservation and Development Trust
JNHT	Jamaica National Heritage Trust
JNPTF.....	Jamaica National Parks Trust Fund
JPAS	Jamaican Protected Area System
JPAT	Jamaican Protected Areas Trust Fund
NBSAP	National Biodiversity Strategy and Action Plan
NEGAR	National Ecological Gaps Assessment Report
NEPA.....	National Environment and Planning Agency
NEST	National Environmental Societies Trust
NGO	Non-Governmental Organization
NHT.....	National Heritage Trust
NRCA.....	Natural Resource Conservation Act
NSPA.....	National System of Protected Areas
PA.....	Protected Area
PAC	Protected Areas Committee
PASMP	Protected Areas System Master Plan
PATF	Protected Areas Trust Fund
PES	Payment for Environmental Services
PIF	Pre-Investment Feasibility
PoWPA.....	CBD's Programme of Work on Protected Areas
PPG.....	Project Preparation Grant
RAPPAM.....	Rapid Assessment and Prioritization of Protected Areas Management
SEA	Strategic Environmental Assessment
SIDS	Small Island Developing State
TF	Trust Fund
TNC	The Nature Conservancy
UDC.....	Urban Development Corporation
UN	United Nations
UNCCD	United Nations Convention to Combat Desertification
UNDP	United Nations Development Programme
UNEP.....	United Nations Environment Program
UNFCCC	UN Framework Convention on Climate Change
USAID.....	United States Agency for International Development
USD	United States Dollars
USFS.....	United States Forest Service

Part 1. Situation Analysis

1.1 Context and Global Significance

1. **Geographic Context:** Jamaica lies in the Greater Antilles, approximately 145 km south of eastern Cuba and 161 km west of Haiti. The country is the third largest island nation in the Caribbean with a land area of 10,991 km² and a coastline of 1,022 km. The archipelagic state encompasses approximately 12,000 km² comprising the main island, numerous cays and several offshore banks. The exclusive economic zone covers nearly 275,000 km².
2. **Social and Economic Context:** Jamaica is a middle income, small island developing state (SIDS). Jamaica's population is approximately 2.7 million. Annual population growth is 0.47% and life expectancy is 72.4 years. The Human Development Index (HDI) for 2007 was 0.766, with a gender-related development index (GDI) of 0.76. The GDP for 2008 was \$15.1 billion and the Gross National Income (GNI) per capita was \$4,870 (103rd out of 210 nations and territories). The UN ranks Jamaica in the medium human development category with per capita income estimated to be \$4,011. The nation has the world's fourth largest debt-to-GDP ratio.
3. Jamaica struggles to overcome low economic growth, large fiscal deficits, high unemployment and weak export performance. In 1990 the proportion of the population living below the poverty line was one in four and this has decreased to one in ten in 2007. In the 2008 Environmental Performance Index (EPI) Jamaica ranked 54th out of 147 countries out performing many developed countries, and was one of the leaders in the Caribbean with respect to environmental protection and sustainability. In the 2008 Environmental Vulnerability Index (EVI) Jamaica was ranked as extremely vulnerable.
4. The country's economy relies upon several sectors. Remittances represent the leading source of foreign exchange. In 2007, remittances totaled almost US\$ 2 billion. Jamaica's tourist industry attracts 2.9 million visitors a year. The bauxite industry has been historically important. The country provides global niche agricultural products such as Blue Mountain Coffee, ginger and cocoa.
5. Industries have historically grown around coastal centers and today more than half of the population lives in coastal areas. For decades the country's marine ecosystems have provided the resource underpinnings for tourism (Jamaica's biggest foreign exchange earner and industry), fisheries, shipping and craft. Fishing is an important social and economic sector. The main fishery resources include: coral reef fish, Spiny lobsters, Queen Conch, small coastal pelagic finfish and large offshore pelagic fish. There is also recreational fishing for Marlin and other finfish. Sea grasses found in shallow coastal waters are important sources of food for turtles, manatee, and for Jamaican folk medicine.
6. **Environmental Context:** Jamaica has a diverse physical environment, with a wide range of microclimates, soils, and physical features that support a great variety of forest types, including lower montane mist, dry limestone, wet limestone, mangrove, woodland, herbaceous swamp and marsh forest. Forests are the main biodiversity repositories making forests a crucial component of the overall biodiversity conservation strategy. In 1998, the most recent data year, nearly 30.1% of the total land area (approximately 336,000 ha) was classified as forest. Jamaica's tropical maritime climate is influenced by northeast trade winds and land and sea breezes. Rainfall is marked by monthly, annual and spatial variability. The average annual rainfall is 200 cm. The country's topography consists of a highland interior formed by a backbone of peaks, hills and plateau running the length of the island. More than 60% of the island has an elevation of over 230m. The country's highest point is Blue Mountain Peak (2256 m).
7. There are 10 hydrological basins throughout the island containing over 100 streams and rivers, in addition to a multitude of subterranean waterways, ponds, springs and blue holes. Jamaica depends on

water from these sources for domestic, agricultural and industrial purposes. The flora and fauna of these waters also serve as a food source and as a commercial activity for rural and inland communities.

8. As recently as 1996, wetlands covered 2% of Jamaica's total surface area. Although current numbers are unknown, wetlands have declined drastically due to road construction, port expansions, and tourism development. Wetlands are now found mainly in low-lying coastal areas along the south coast. These are important habitats for fish, oysters, birds, crocodile and turtles, including the endemic pond turtle. Coastal wetland ecosystems play an important role in maintaining shoreline stability and preserving biodiversity, by functioning as a sediment trap and providing a habitat for wildlife, such as West Indian Manatee (*Trichechus manatus*). The largest remaining wetlands are the Negril Morass in Westmoreland, the Great Morass in St. Thomas, Lower Morass in St. Elizabeth, and Black River Upper Morass and the Black River Lower Morass. Jamaica has three Ramsar sites: The Black River Lower Morass, Palisadoes-Port Royal and Portland Bight Wetlands and Cays. The Black River Lower Morass is approximately 5,700 ha. The area has high levels of biodiversity and strong ecotourism potential, but no conservation status at this time.

9. Jamaica's main coastline is approximately 886km long and boasts coastal and marine habitats such as white and black sand beaches and dunes, bays, sand spits and bars, rocky cliffs, salinas, swamps, lagoons, sea-grass beds, shallow reef flats and coral reefs. Jamaica enjoys a rich marine diversity. The majority of living marine resources is found on the island shelf and on the nine oceanic banks that cover an area of 4,170 sq. km. The rugged topography of the sea floor gives rise to a diverse pattern of marine environments including deep-water trenches, coral reefs and extensive offshore banks. The island shelf is widest on the south coast extending to 24 km. The north coast shelf averages 1.6 km.

10. Coral reefs are of major social, economic, and biophysical importance to Jamaica. Reefs act as natural barriers by protecting coastlines from erosion, are a source of food and income for local communities, support tourism, and recreational activities. The northcentral coral reefs of Jamaica are some of the best studied in the world. In the 1950s and 1960s, these reefs boasted live coral cover of more than 50%. In the late 1970's, nine of these reefs had coral cover averaging 52% at a depth of 10m. By the late 1990's, this declined to 3%. Today's percentages average 5% or less with recent studies revealing increased coral cover percentages in some areas of the country.

11. Globally Significant Biodiversity: Jamaica has a very high level of endemism. There are over 500 endemic snail species, 31 endemic bird species, 3 endemic fish species, 1 endemic turtle, 7 endemic plant genera and over 900 endemic plant species, including 60 endemic orchid species. Jamaica is ranked 18th in the world for endemic avian species and is an important refuge for birds migrating from North and Central America. At least 3,304 species of vascular plants are known to occur in Jamaica.

Table 1: Jamaica's Indigenous and Endemic Species

Category	Indigenous	Endemic	Percent of Total
Plants	3,304	923	27.9%
Invertebrates	1,000	625	62.5%
Fish - freshwater	6	4	66.6%
Amphibians	22	22	100%
Reptiles	43	33	76.7%
Birds – shore and sea	39	1	2.6%
Birds - land	67	30	44.8%
Bats	21	2	9.5%
Mammals	2	2	100%

Source: National Biodiversity Strategy and Action Plan and NEGAR

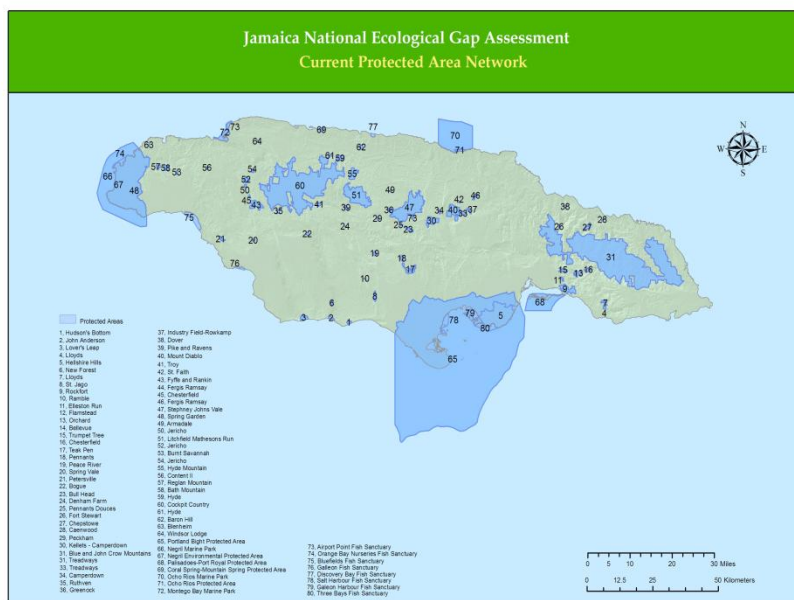
12. The country is home to 65 species of corals and 38 species of gorgonians. A large and productive fishing ground, Pedro Bank, is the habitat for globally significant population of Queen

Conch (*Strombus gigas*). This area is also an important seabird nesting and roosting area for endangered Masked boobies (*Sula dactylactra*), Roseate terns (*Sterna dougallii*), Hawksbill (*Eretmochelys imbricate*), and Loggerhead turtles (*Caretta caretta*).

13. Knowledge of Jamaica’s flora is incomplete and the abundance unknown. The only published status information is based on decades old IUCN data. At least six species of terrestrial vertebrates are thought to have become extinct in Jamaica in the last 150 years and many more are considered endangered, threatened, or rare. There are currently 417 IUCN Red Listed species.

14. **Protected Areas:** The first forest reserves (Blue Mountains, Clydesdale and Hardware Gap) were declared in 1950. Jamaica's first national park was established in 1992. Jamaica's first marine park (Montego Bay Marine Park) was established in 1991. The first national park (Blue and John Crow Mountains National Park) was established 1993.

Map 1: Jamaica’s reserved areas



15. Over eighty locations are currently conserved under approximately seventeen different land use categories. (For a complete list, please see Annex 5.) However, Jamaica generally recognizes only thirty-two distinct protected areas as members of the NSPA. These thirty-two locations are listed below along with commensurate METT scores. Terrestrial protected areas within the NSPA currently cover over 200,000 hectares or approximately 18% of Jamaica’s lands. The NSPA covers approximately 180,000 hectares or 15% of the archipelagic waters.

Table 2: Jamaica's current system of protected areas

	Name	Resp. Agent	Area (Ha)	IUCN	Protected Area Type	M/T	Staff	METT '09
1	Montego Bay Marine Park	NRCA/NEPA	1,432	II	Marine Park	Marine	3 part	44
2	Blue and John Crow Mountains National Park	NRCA/NEPA	49,521	II	National Park	Terrestrial	35 full	72
3	Negril Environmental Protection Area	NRCA/NEPA	40,670	IV	Environmental Protection Area	Terrestrial	0	32

	Name	Resp. Agent	Area (Ha)	I U C N	Protected Area Type	M/T	Staff	METT '09
4	Negril Marine Park	NRCA/NEPA	18,540	II	Environmental Protection Area	Marine	2 part	39
5	Palisadoes - Port Royal Protected Area	NRCA/NEPA	6803	n/a	Protected Area	Marine Terrestrial	0	27
6	Coral Spring-Mountain Spring Protected Area	NRCA/NEPA	163	n/a	Protected Area	Terrestrial	0	19
7	Portland Bight Protected Area	NRCA/NEPA	197,321	n/a	Protected Area	Marine Terrestrial	3 part	36
8	Ocho Rios Marine Park	NRCA/NEPA	13,318	II	Marine Park	Marine	0	19
9	Mason River Protected Area	NRCA JNHT Institute of Jamaica	49	Ia	Protected National Monument	Terrestrial	2 full 2 part	54
10	Bogue Lagoon, St. James	Fisheries	n/a	IV	Fish Sanctuary	Marine	n/a	14
11	Bowden, St. Thomas	Fisheries	n/a	IV		Marine	n/a	13
12	Airport Point in St. James	Fisheries	303	IV	Fish Sanctuary	Marine	n/a	46
13	Discovery Bay Lagoon, St. Ann	Fisheries	168	IV	Fish Sanctuary	Marine	n/a	34
14	Bluefields Bay in Westmoreland	Fisheries	1,359	IV	Fish Sanctuary	Marine	5 full	33
15	Orange Bay at Negril, Westmoreland	Fisheries	536	IV	Fish Sanctuary	Marine	5 full	36
16	Galeon Bay, St. Elizabeth;	Fisheries	253	IV	Fish Sanctuary	Marine	2 full 1 part	30
17	Salt Harbour, Clarendon	Fisheries	1,032	IV	Fish Sanctuary	Marine	5 full	37
18	Galleon Harbour, St. Catherine	Fisheries	1,669	IV	Fish Sanctuary	Marine	n/a	32
19	Three Bays Area in Old Harbour, St. Catherine	Fisheries	1,211	IV	Fish Sanctuary	Marine	n/a	32
20	Forestry North East	Forestry	412	VI	Forest Reserve	Terrestrial	16 full 2 part	58
21	Forestry South East	Forestry	11,971	VI	Forest Reserve	Terrestrial	15 full +6 part	56
22	Forestry North West	Forestry	23,134	VI	Forest Reserve	Terrestrial	36 full	40
23	Forestry South West	Forestry	23,293	VI	Forest Reserve	Terrestrial	19 full	45
24	Port Royal and Palisadoes (Kingston)	JNHT	n/a	III	Protected Area	Terrestrial and marine	8 full 13 part	52
25	Black River (St. Elizabeth)	JNHT	n/a	III	Protected National Monument	Terrestrial		21
26	Spanish Town (St. Catherine)	JNHT	n/a	III	Protected National Heritage	Terrestrial	2 full 2 part	41
27	Titchfield Hill (Portland)	JNHT	n/a	III	Protected National Heritage	Terrestrial	0	43
28	Falmouth (Trelawny)	JNHT	n/a	III	Protected National Heritage	Terrestrial		35
29	Seville (St. Ann.)	JNHT	n/a	III	Protected National Heritage	Terrestrial	0	74
30	Rio Nuevo Taine Site	JNHT	n/a	III	Protected	Terrestrial		17

	Name	Resp. Agent	Area (Ha)	I U C N	Protected Area Type	M/T	Staff	METT '09
	(St. Mary)				National Heritage			
31	Mountain River Cave (St. Catherine)	JNHT	n/a	III	Protected National Heritage	Terrestrial	3 part	44
32	Mason River Reserve (Clarendon)	JNHT	89	III	Protected National Monument	Terrestrial	2 full and 2 part time	54

16. Protected areas provide important ecosystem functions and services. The headwaters of many of Jamaica's main rivers are located in the Blue Mountain and the Cockpit Country forest reserve. These are the primary sources of water for Kingston and the major tourist area of Montego Bay. Coral reefs are of major social, economic and biophysical importance. Reefs protect coastlines from erosion, are a source of food and income for local communities, and support tourism and recreational activities. The Jamaican fishing industry relies on protected reefs and stocks renewed in protected mangroves and offshore cays for both commercial and artisanal fishing.

17. Tourism depends directly on the quality of protected areas not only for ecosystem services (e.g., good coastal water quality provided by healthy forests and wetlands), but also as a tourism product. More than 90% of the Jamaica's tourist destinations are concentrated within and around protected areas. Tourism contributes to 50% of the country's exports, almost 22% of the GDP and 32% of the labor force. According to the financial analysis presented in the Sustainable Financing Plan for the PASMP, every dollar invested in the protected area system would generate \$100 additional dollars to the Jamaican economy. And yet, tourism invests very little in protected area management presenting an extraordinary investment opportunity with private, public, social and ecological benefits.

18. Policy Context: Jamaica does not benefit from a coherent legal framework to facilitate efficient and cost-effective protected area management. Twenty-one laws and nearly twenty national policies and plans describe the NSPA. This regulatory framework allows for the establishment of more than seventeen types of protected areas. In addition to this complex regulatory matrix, individual protected areas may be subject to contracts agreed between primary agencies and their designated proxies that further describe management responsibilities and terms. A Draft Policy for the National System of Protected Areas was prepared in 1997. Please see Annex 8 for an extended summary of the institutional and policy framework. Jamaica is a signatory to numerous international agreements relevant to protected areas and biodiversity conservation, including the United Nations Convention on Biodiversity. Jamaica completed a Biodiversity Strategy and Action Plan in 2003.

Table 3: Protected Area Management Legislation

Legislation	Date	Description/Assessment
Beach Control Act	1956	Declares protected areas
Forest Act	1996	Declares forest reserves
Forest Regulations	2001	Set up rules applicable to forest reserves
Morant & Pedro Cays Act	1907	Controls access and use of Morant and Pedro Cays
National Resources Conservation Authority Act	1991	Enables the creation of national parks, marine parks and environmental protection areas. Enables delegation of functions
Natural Resources Conservation (Marine Parks) Regulations	1992	Establishes the regulatory framework for marine parks
Natural Resources Conservation (National Parks) Regulations	1992	Established the regulatory framework for national parks
Natural Resources Conservation (Marine Parks) (Amendment) Regulations	2003	Amends the Marine Park Regulations
Natural Resources Conservation (National Parks) (Amendment) Regulations	2003	Amends the National Parks Regulations
Natural Resources Conservation (Ocho Rios Marine Park Protected Area) Order	1999	Establishes the Ocho Rios Marine Park
Natural Resources Conservation (Portland Bight Protected Area) Order, 1998	1998	Establishes the Portland Bight Protected Area
Natural Resources (Coral Spring Mountain - Spring Protected Area) Order, 1998	1998	Establishes the Coral Spring – Mountain Spring Protected Area Order
Natural Resources (Blue & John Crow Mountains National Park User Fees) Regulations, 2003	2003	Establishes user fees for Blue & John Crow Mountains National Park
Fishing Industries Act	1975	Establishes fish sanctuaries
Fishing Industry Regulations	1976	
Jamaica National Heritage Trust Act	1985	Promotes national monuments and protects national heritage
Wildlife Protection Act	1945	Establishes game sanctuaries
Watershed Protection Act	1965	Declares watershed areas
Town & Country Planning Act	1948	Regulates development
Endangered Species (Protection, Conservation & Regulation of Trade) Act	2000	Regulates trade in endangered species

Table 4: NSPA: National strategies and plans

Strategy/Plan	Link with NSPA
Beach Policy	Impacts on marine parks
Draft Watershed Policy	Impacts on national parks
Draft Coral Reef Protection & Preservation Policy	Impacts on marine parks; seeks to ensure the conservation of coral reefs
Draft Mangrove and Coastal Wetlands Policy	Impacts on fish sanctuaries and marine parks
Draft National Policy on the Conservation of Seagrass	Impacts on fish sanctuaries and marine parks
Policy for Jamaica's System of Protected Areas	Applies to all protected areas
National Biodiversity Strategy and Action Plan (NBSAP)	Applies to all protected areas
Forest Policy	Has application to national parks and forest reserves
National Land Policy	Has application to national parks and forest reserves
National Forest Conservation and Management Plan	Details forest management
Draft Fisheries Policy Framework	Would also apply to fish sanctuaries
Draft Dolphin Policy	Applies to dolphins
Draft Mari-culture Policy	Impacts on marine parks and fish sanctuaries
Water Sector Policy	Principles for the allocation of water resources
Policy on Environmental Management Systems	Promotes environmental management systems
Jamaica National Environmental Action Plan	Highlights environmental problems and proposes corrective measures

19. Institutional Context: Four organizations are principally responsible for Jamaica's NSPA: the Forestry Department, the Fisheries Division, the Jamaica National Heritage Trust, and NRCA/NEPA. Each agency has full financial, enforcement and administrative independence. Coordination of management and financial planning between these entities is limited. To help integrate management, the Government established an inter-institutional Protected Areas Committee (PAC). Members are: Forestry Department (Chair); National Environment and Planning Agency (NEPA); Environmental

Management Division, Office of the Prime Minister; Jamaica National Heritage Trust (JNHT); Director, Fisheries Division; and, Dr. Elaine Fisher, biodiversity expert. The Nature Conservancy (Jamaica) and NEPA provide a Secretariat. The mandate of the PAC is narrow. PAC is organized to prepare the Protected Area System Master Plan for Jamaica in accordance with CBD guidelines and national needs. This master plan is intended to serve as a road map to improve management effectiveness, support sustainable financing, and increase protected area system coverage. The plan was to be completed in 2009, but has been delayed until December 2010.

Table 5: Government Agencies Responsible for the NSPA

Organisation	# of PA	Total Hectares	Annual PA Budget	Description of Management Authority
NRCA/NEPA	9	259,797	\$ 900,953	Responsible for many marine and terrestrial reserves. Agency has few site based activities and limited number of technical staff. Many conservation areas under co-management and most agreements have expired.
Forestry Department	4	192,998	\$ 3,006,000	Responsible for forest management and forest reserves. Large forestry managed areas divided by 2 Zones and 4 Regions nationally. Some site based conservation activities supported by community forest management committees.
Fisheries Department	10	1,781	\$ 20,000	Responsible for fisheries management and some marine reserves. Very limited conservation activities. Operate mainly through management arrangements with civil society and public sector
Jamaica National Heritage Trust	9	NA	\$ 170,759	Primary responsibilities oriented towards maintaining historical sites and buildings. A few important biodiversity conservation landscapes under authority.

20. Many of Jamaica's protected areas are co-managed. The four principal government agencies commonly delegate authority to local partners, other government entities, NGO's and/or the private sector. These proxies manage protected areas through co-management agreements. This model has met significant challenges. Many co-management arrangements were not able to survive in spite of Government resource injections and trust fund support. Local partners frequently do not have solid management and financial foundations. Only one co-management agreement remains in effect. As a result, the management status of many protected areas is not entirely secure.

21. Each principal agency is independently responsible to secure and allocate funding. Finances are managed under clear accounting and auditing procedures, but are not customized and/or strategically allocated to meet protected area needs. For example it is difficult for agencies to identify precise protected area investments. Three trust funds have historically provided support for protected areas management: The Jamaica National Parks Trust Fund, the Environmental Foundation of Jamaica, and the Forest Conservation Fund. These funds offer short term and long-term project funding for protected areas and other environmental activities within Jamaica. Other funds such as the Tourism Enhancement Fund and the CHASE Fund also inject resources for protected management opportunistically. Trust Fund financing is an important element of the proposed project and is covered in detail during the baseline discussion.

1.2 Threats, Impacts and Root Causes

22. Summary of Problem to be Addressed: Jamaica's biodiversity is threatened on a variety of fronts. The cumulative impacts include the accelerated loss of vulnerable habitats and associated species, the reduction of ecological functionality and the growing insecurity of ecosystem services. As links are broken between remaining natural areas, Jamaica's marine and terrestrial eco-systems are becoming ever more fragmented. Opportunities for communities to realize the potential social and economic benefits accruing from biodiversity are lost. These issues are compounded and accelerated by the current institutional capacity that fails to ensure appropriate site and system level protected area management. A host of globally significant species and associated habitats will be lost if overexploitation, habitat conversion, and climate change continue to erode ecosystem functionality.

23. The UNDP Country Programme Action Plan for 2007 – 2011 (CPAP), CCA, UNDAF, and the “Energy and Environmental Security” programme area of the CPD 2007-2011 support these findings. Maintenance of the integrity of biodiversity and of environmental services is closely associated with addressing socio-economic vulnerabilities of poor rural communities. For instance, the UNDAF identifies five main areas of focus. Two are linked with enhanced rural living standards and sustainable management of the natural resources.

24. Threat #1: Overexploitation of biodiversity: Both within and outside the boundaries of protected areas the use of biodiversity resources is beyond sustainable limits. Jamaica has the infamous title of being the most overfished country in the Caribbean. Studies by marine experts completed over the last 20 years have shown marked reductions in the sizes and diversity of species. Common fishing practices include “river poisoning” using agricultural chemicals to kill shrimp and fish. Coral reef destruction has led to a reduction of an array of important fish habitats. Domestic trade has seriously affected populations of Jamaican orchids.

25. Threat #2: Conversion and/or destruction of habitat: Jamaica's biodiversity is strongly impacted by inappropriate and unsustainable habitat modifications. Mining, farming, grazing, forestry and illegal land appropriation degrade and accelerate the loss of globally significant species and ecosystems. The expansion of coffee production, particularly in the Blue Mountains, adversely impacts intact forests. Removal of trees for yam sticks, lumber or fuel and poor agriculture practices have led to soil erosion, river siltation, flooding, water pollution, beach erosion and coral reef damage. This poses a threat to the marine habitats (both fauna and flora) including many endangered species such as the leatherback and green turtles, the West Indian manatees, important sea grass beds and coral reefs. Erosion and degradation of both fresh water and marine ecosystems is rampant. Seventeen of Jamaica's twenty-six watershed management units are in a critical state or in need of remedial action to return them to normal ecological function. Nutrient loading results in periodic fish-kills. Virtually all reef communities have been negatively affected by algal overgrowth due to pollution, runoff and siltation. Tourism has traditionally relied upon Jamaica's natural beauty for support. Ironically, tourism now represents a key threat to Jamaica's biodiversity. Tourism drives habitat destruction as evinced by mangrove destruction, artificial beach development, and pollution from run-off and sewage.

26. Threat #3: Invasive Species: Inappropriate habitat modifications frequently lead to the introduction and proliferation of non-native invasive plant and animal species. For instance, Australian Redclaw (*Cherax quadricarinatus*) has overtaken some river systems and outcompetes the local shrimp with both social and ecological impacts.

27. Threat #4: Climate Change: Climate change represents a significant and over-arching threat to biodiversity in Jamaica and the integrity of its protected area system. Climate change will likely alter the spatial requirements of most species. If these species will be able to access required habitats, elasticity must exist within the landscape managed specifically for biodiversity. Jamaica's current network of protected areas does not contain adequate representation and/or quantity of habitat types. The system does not include landscapes that link various conservation areas. The current protected areas do not provide housed species with cohesive, complimentary, and/or rigorous management regimes either within or between protected areas. As a result, the current system will likely have limited resilience to allow adaption and responses to climate change necessary to promote long-term species survival.

28. Direct and underlying causes: While the causes of these threats to biodiversity stem from many sources and their impacts are readily visible, the causes are largely derived from macro-economic and policy factors. The impoverished country's economy is heavily reliant on the exploitation of natural resources. National policies and approaches seem to tolerate unsustainable fishing, agriculture, forestry, tourism, and mining practices. Jamaica lacks an adequate institutional and legal framework

to make certain development is balanced. Most importantly, national policies and approaches do not provide clear legislative mandates and/or provide for the financial support necessary to protect biodiversity both within and outside of protected areas.

1.3 Long-term solution

29. The long-term solution to the ongoing loss of biodiversity in Jamaica's protected areas is a consolidated NSPA supported by a unified institutional framework equipped with the legislative mandate, management capacity and financial support required to ensure protected area conservation.

30. Jamaica's protected area system is critically important to maintaining the island's globally significant biodiversity. In line with the recommendations of the draft PASMP, the protected area network should reflect landscape ecology principles, e.g. the conservation of core habitats and their linkages. This protected area system should include adequate examples of all biomes present in Jamaica. The system should promote the long-term health of ecosystems and globally threatened species that rely upon these systems. The network should be resilient and reflect the pre-cautionary principle, incorporating sufficient ecological elasticity so that the system is more likely to withstand catastrophic threats such as disease and climate change.

31. The network should be well managed and sustainably financed. Protected area staff should have the capacity and support necessary to execute their jobs professionally. Financial, administrative, and conservation management of protected areas should be efficient and benefit from a consolidated and integrated institutional framework. Management should be defined by informed decision-making and benefit from an increasingly sophisticated supply of sound data. This should include active monitoring of biodiversity and the use of findings to guide daily and long-term supervision. The system should have the full support of local communities and government. Productive sector activities both within and beyond the boundaries of protected areas should be operating sustainably, without substantially degrading biodiversity integrity. Protected areas should be contributors to improving the nation's quality of life, including providing ecosystem services, low-impact economic opportunities, recreational opportunities, and centers for science and education.

32. This will involve: a) making provision for a policy and institutional framework that clarifies and consolidates institutional responsibilities; b) ensuring financial sustainability; c) increasing strategic management capacities; and d) improving targeting of investments in line with identified priorities for ecological coverage.

1.4 Barriers to achieving the solution

33. As a party to the CBD, Jamaica is committed to implementing the Programme of Work on Protected Areas (PoWPA). During the preparation of this proposal the country with support from NGOs and other stakeholders assessed the major gaps relevant to PoWPA implementation. The comprehensive review of the current protected area system's effectiveness revealed that several PoWPA Goals stood out as urgent concerns including: provide an functional enabling policy, institutional and socio-economic environment for protected areas; evaluate and improve the effectiveness of protected areas management; develop and adopt minimum standards and best practices for national protected area systems; build capacity for the planning, establishment and management of protected areas; and, strengthen communication, education and public awareness. Diverse projects (including a small PoWPA grant from the GEF Early Action Grants programme) are supporting some of these goals. However, the following barriers stand out as requiring major attention over and above the current national and international assistance. They currently impede the ability of the protected area system to conserve biodiversity effectively.

Barrier #1: Policy instruments are inadequate to support efficient and effective financial management

34. Jamaica's ability to cost-effectively protect biodiversity within protected areas is constrained by a fragmented, inconsistent and incomplete legal and institutional framework. Twenty-one laws and nearly twenty national policies and plans describe the NSPA. This regulatory framework allows for the establishment of seventeen types of protected areas. Four agencies govern the island's thirty-two protected areas considered as part of the NSPA. Many of these agencies further delegate management responsibilities to co-management proxies through separate legal agreements. This highly complex and tangled regulatory matrix challenges the achievement of cost-effective, strategic and integrated conservation programming.

35. There is little coordinated fundraising or allocation within the protected areas system. Most management entities – including proxies - are ultimately responsible for generating their own budgets. Jurisdiction and management responsibilities are not always clear. There are many geographical overlaps between different types of protected areas. The system lacks any framework for cost-effective landscape level approaches. The weak legal structure leaves protected areas vulnerable to development projects both within and near the boundaries of protected areas. Separate institutional arrangements and approaches apply to each of the International Environmental Agreements to which the country is signatory. Protocols for exchanging information exist, but deficiencies in implementation are common even when information is available. Management agreements between responsible government agencies and their proxies are weak and many have expired. This further magnifies inconsistencies and commensurate financial challenges. There are no formal state policies to facilitate mutual benefit opportunities between conservation and tourism.

36. Jamaica recognizes the issue and important progress was made with the creation of the Protected Areas Committee (PAC). However, the PAC's mandate is limited and focuses primarily upon the development of the long-delayed PASMP. The PASMP initiative will help establish a basis for improvement, but significant issues and uncertainty remain. Without GEF support the PASMP will likely remain a blueprint with limited implementation potential.

Barrier #2: Limited institutional capacity for management of protected areas

37. Inadequate technical and financial management capacities constrain conservation effectiveness throughout the protected area system. There is no coordinated approach to building necessary capacity. For instance, only one Jamaican protected area benefits from an operational management plan. None have business plans. Jamaica's protected areas are not effectively zoned to prioritize conservation and use. The capacity to generate these tools is limited, let-alone the experience required to integrate best international principles and practices. This barrier severely impacts the ability of protected area managers to strategically plan for the use and generation of precious financial resources. These issues were strongly noted in the National Report on Management Effectiveness and Capacity Development Planning prepared in January 2007 and reinforced during the preparatory phase. The METT assessment showed low management capacity in all of Jamaica's protected areas.

38. Managers are only marginally successful at identifying, implementing, and monitoring long-term conservation objectives. This is a serious concern as pressure to develop ecologically sensitive and economically valuable areas such as coastal zones increases dramatically. There is no planning strategy based on a comprehensive and scientifically rigorous view of conservation priorities, costs and benefits. As a result, the system lacks the planning tools required to present high quality projects and ensure sustainability of funded activities. Investments are not strategically allocated to ensure maximum conservation impact. Protected areas do not adequately identify and capture emerging funding opportunities. Managers do not substantially capitalize upon prospects to generate funding synergies with the private sector. Protected areas throughout the system fail to properly identify types of suitable resource use and locations where appropriate uses may occur. Because of this barrier, protected areas do not substantially benefit from appropriate and profitable economic activity.

39. Management capacity to capture the participation of local stakeholders is low. As a result, participation is not mainstreamed and advantage is not taken of potential management contributions. Local stakeholders obtain few direct benefits from PAs and view them principally as potential sources for extraction of natural resources. This stymies contributions and increases conflicts while exacerbating the financial burdens placed on Government by distracting resources from core conservation programming. Practical experiences with mechanisms creating incentives for conserving biodiversity on private lands within protected areas are still limited. Each of these challenges relate back to existing management and business planning gaps.

40. Biological data is not widely available to protected area managers or decision-makers to inform the planning process. This further hinders capacity, cost-effective management and targeted investment. Although Jamaica's CBD Clearing House Mechanism website collects and shares biological information, data on the location of endangered and endemic species is limited. When data is available, management agencies do not generally approach data in a consistent and integrated manner.

Barrier #3: Inadequate funding sources and corresponding financial management mechanisms.

41. The financial sustainability of the NSPA is hindered by its limited income sources. The system's financial inadequacies were strongly noted in the Financial Scorecard completed during project preparation. This scorecard and associated assessment revealed a large gap between existing and needed funding as well as system wide challenges related to strategic financial generation and allocation. Protected area institutions annually request government budgets commensurate with required conservation tasks, but approvals rarely meet requirements. Other funding available to protected areas comes from depleted trust funds, visitors, *ad hoc* grants to NGOs, and opportunistic project financing. Each protected area is largely responsible for generating and managing operational budgets. One justification for outsourcing protected area management was the belief that proxies would be able to mobilize adequate resources for protected area maintenance. The entire system is now under financial stress, partly because funding for NGO and CBO management is quite limited. Financial mechanisms such as the Environmental Foundation of Jamaica (EFJ), the Jamaica National Parks Trust Fund (JNPTF) and the Forest Conservation Fund (FCF) established over the last eighteen years are not capable of providing the sustained financial support the NSPA requires. This was not their intent. These funds were designed to address specific projects not long-term management programs.

Barrier #4: Limited public support for PA's and understanding of the benefits of the PA's.

42. Adequate public concern and understanding for protected area conservation is a large barrier to achieving necessary financial support. There is limited understanding, particularly amongst key decision-makers, of the social and economic contributions made by the NSPA. For instance, few recognize the financial importance of ecosystem services and/or how much key economic sectors such as tourism depend upon the existence of a vibrant and healthy NSPA. The National Biodiversity Strategy and Action Plan takes specific note of this barrier. As a first step, GEF is funding a project designed in part to generate information detailing the economic value of the nation's protected area system. However, this project is very small (less than US\$ 150,000 GEF) and does not have the capacity to use information generated to campaign decision-makers for increased NSPA funding support. Without greater conservation enthusiasm and understanding by decision-makers, the probability of increased and stable financial support by citizens, businesses, and government entities is limited.

Barrier #5: Inadequate protected area coverage

43. Jamaica completed a National Ecological Gap Assessment Report in May 2009. This report notes that the current system captures examples of most Jamaican biological features. However, the

system is not designed to accommodate connectivity and is therefore unable to maintain ecosystem functionality and respond adequately to impacts of climate change. Only small, isolated patches of terrestrial ecosystems are protected under the current system. Forest Reserves make up the vast majority of Jamaica's protected landscapes. The current NSPA is under-representative of shorebird wintering habitat with five per cent or less under protection. There are also significant gaps for marine systems, including coral reefs. Offshore Banks are absent from any designated protected area. Freshwater gaps include large rivers, wetlands, ponds, lakes and caves. Of the twelve freshwater conservation targets that occur within protected areas, only half are in sufficient replication to meet the CBD's 10% goal. There are no protected area complexes currently operational and providing cost-effective examples of landscape level, integrated management that conserves ecosystem functionality.

1.5 Stakeholder Analysis

44. The preparatory phase of the project placed strong emphasis on stakeholder participation. In depth discussions were held with a host of stakeholders, including national and regional government agencies, NGO's, donors and, most importantly, local stakeholders in the pilot areas. Activity included holding several workshops for stakeholders, including an innovative participatory METT scoring exercise and a facilitated logical framework workshop to generate in-depth discussions and agreement regarding project strategy. PAC was heavily involved in the process. The final project document was designed with stakeholders' full involvement and thorough vetting by representatives of key organizations listed below. The following table presents all key stakeholders and their roles/responsibilities relevant to protected area management nationally and within the pilot areas.

Table 6: Stakeholder Organizations

Stakeholder Organizations	Protected Area System Role
Forestry Department	Technical support, PAC member, input per Forest Act, and its regulations, Forest Policy and National forest Conservation and Management Plan and financial support as per Government of Jamaica recurrent and capital funding for forest reserves declaration and management
Jamaica National Heritage Trust	Technical support, PAC member, declaration of heritage and cultural assets under the JNHT Act and its regulations, and financial support as per Government of Jamaica recurrent and capital funding for the PA sites under its jurisdiction that environmental value alongside the cultural/heritage value
Fisheries Division	Technical support, PAC member, input per Fishing Industry Act, declaration of 8 new fish sanctuaries in 2009 and financial support as per Government of Jamaica recurrent and capital funding for the sanctuaries which are to be under co-management agreements with local entities, in addition to its core fisheries industry management role
The Nature Conservancy	Technical support, PAC advisory member, financial support, and input per mandate/ TNC objectives in nature conservation in general, but marine conservation specifically in Jamaica.
Environment Division – OPM	Central government policy support and PAC member.
NRCA/NEPA	Technical support, PAC member, input per NRCA and all other Acts and regulations under NEPA responsibility and financial support as per Government of Jamaica recurrent and capital funding. Management activities include declaration and management of different kinds of protected areas under its Acts.
Institute of Jamaica	Technical support, input per IOJ mandate and financial support as per Government of Jamaica recurrent and capital funding for the management of Mason River Protected area. Research is a feature of their management.
Planning Institute of Jamaica	Technical support and advisory body on national planning.

Stakeholder Organizations	Protected Area System Role
Ministry of Finance and Public Service	Financial and policy support/advice/approval required for PA trust fund implementation especially if GOJ resources from any source are to be channelled to the PA trust fund.
Urban Development Corporation	Manage a portion of the Portland Bight Protected Area. Technical support for this site, financial support as per Government of Jamaica recurrent and capital funding for its PA and other sites where there is environmental value found within and surrounding their developments
University of the West Indies	Technical and advisory support on PA research and implementation of plans for environmental and developmental matters in general through various sections of the natural and social sciences faculties and institutes such as the Institute for Sustainable Development
United Nations Development Programme	Technical, financial and project support as per UNDP mandate.
Montego Bay Marine Park Trust	Conduct aspects of PA management in Montego Bay Marine Park including, research, fund raising for their organisation.
Jamaica Conservation and Development Trust	Manage the Blue and John Crow Mountains National Park under a delegation agreement with NEPA. Protected area management activities include research (especially on birds and invasives), fund raising for their organisation.
Caribbean Coastal Area Management Foundation	Had a management role in Portland Bight Protected Area under a delegation agreement that has expired. They are developing a new management plan and continue to conduct aspects of PA management, research and fund raising.
Windsor Research Centre	Research entity in the Cockpit Country Forest Reserve.
Portland Environmental Protection Association	Conduct public education and awareness activities in Portland. Also conduct some research, fund raising for their organisation
Negril Coral Reef Preservation Society	Conduct public education and select other PA activities in, around and in support of the Negril Marine Park
Local forest or watershed management committees	Provide on the ground support for initiatives within PA's and are vehicles for funding and select actions within PAs
Negril Environmental Protection Trust	Had a delegation agreement with NEPA for managing the Negril Environmental Protection Area, but it has expired. Maintain some presence in the PA and conduct aspects of protected area management, research, and fund raising.
Parties interested in protected area co-management and concessions	Organizations and micro enterprises that may be interested in entering into shared management agreements and/or in implementing activities through already established protected area concessions.
Landowners, resource users, recreationalists, business sector, and others with social and/or economic interests within or near protected areas boundaries.	Large number of individuals with economic, recreational, land titles, land usage rights that will be affected by the establishment and management of protected areas. This may include companies or individuals interested in different forms of investment to promote conservation of natural resources and biodiversity, especially within or in proximity to PAs.

1.6 Baseline Analysis: Business as Usual

Improved Legal Framework: Under the baseline scenario, slow progress will be made towards identifying legal gaps and filling these gaps with solutions reflecting best international principles and practices. The existing legal framework for biodiversity conservation and protected area management will remain haphazard and not provide the structural support required for efficient, effective and economical management. The Government of Jamaica adopted the Protected Areas Policy in 1997. Cabinet has accepted the National Forest Management and Conservation Plan and the National Strategy and Action Plan on Biological Diversity on Jamaica (NBSAP). The Forest Plan addresses in some detail methods to develop local mechanisms for generating financial resources that could be applied to natural resource management in general. Government has enacted several policy documents that address other relevant sectors, but these were developed at different times and stages, and are fragmented and not wholly articulated. However, these various policies and legislation that impinge on or govern the management of Protected Areas are not harmonized.

45. Revisions drafted and proposed for laws such as the Jamaica Natural Heritage Trust Act and Fishing Industry Act assessed during the project design period reflect a more collaborative and cohesive approach to protected area management. The Forestry Department's proposed revisions to the Forest Act would increase collaboration with private sector and landowners. NEPA and OPM are modifying existing legal instruments and drafting additional statutes. The PASMP is intended to serve as a management improvement tool. This was originally to be completed in 2008. The government continues to struggle to complete this plan and hopes that it will be operational by December 2010. The enforcement of complex and often contradictory conservation laws both inside and outside of protected areas is limited. None of these efforts have been finalized due to manpower and financial constraints. And, more importantly, they do not address the basic need of a legal mandate that creates a unified protected area management approach and institutional framework. Agencies are not likely to consider merging certain areas where duplication and overlap are taking place such as financial management, procurement and administrative management unless legally mandated to do such. Without the GEF increment, it is highly unlikely that any legislative regime would successfully result in a strong legal framework that comprehensively addresses conservation concerns such as landscape level approaches, harmonized and efficient management, and financial sustainability. Without technical support for capacity building, little attention will likely be given to clarifying and harmonizing management roles and responsibilities, including national legislation reforms and strengthening of individual protected area management agreements.

46. Management Planning and Capacity: Under the baseline scenario, protected area management agencies and their proxies will continue to provide limited opportunities for training and capacity building. Due to capacity and funding constraints, technical strengthening will not likely focus upon improving core functions such as management planning and financial sustainability, e.g., business planning and capitalizing upon alternative revenue generation options. There are several examples that indicate baseline trends. The Forestry Department is developing, with USFS support, regional plans and local forestry management plans. However, these are not necessarily focused upon protected area conservation and management. The Fisheries Division intends to develop conservation and management plans for its sites, but no tangible action has yet materialized. Decentralized management of protected areas by NGO's and perhaps even private tourism businesses will continue. However, only a handful of NGO's responsible for protected area management benefit from even preliminary, draft management plans. A single NGO has developed and implemented a management plan. As of November 2009, the average METT score for protected areas within Jamaica's national system was a very low 38.375. Without the GEF increment, this level of capacity will likely persist. The ultimate result will be inadequate conservation measures and accompanied by the continued decline of Jamaica's rich and globally significant biodiversity resources.

47. Investment and Sustainable Financing: Biodiversity conservation is expected to continue to rely on inadequate government support and unreliable donor funding. Financing will be insufficient and expenditures less than strategic. Current global economic factors may very well compound this challenging situation. Primary capacity needs such as biodiversity monitoring, effective business planning, community awareness and outreach, etc. will receive little funding and attention. Existing trust funds will continue to offer only limited resources for mostly short-term projects. Equipment and infrastructure required for activities such as law enforcement and monitoring will be challenged. Sustainable and reliable funding sources allowing for long-term, strategic planning will continue to be absent. Implementation of key elements of strategic plans such as the PASMP will not occur. Resources to support management proxies (e.g., NGO's and community groups) to carry out the conservation actions will be limited. Except for the Forestry Department, all agencies manage a larger set of activities and priorities that are not related to protected areas. This makes it very difficult for agencies to assess the current amount of their budget allocated in PA's. However, as illustrated by the following table generated during the PPG phase analysis, there are severe budget gaps across the protected area system.

48. Contributions by Existing Trust Funds: Three trust funds currently exist in Jamaica to support activities related to protected areas management. Under the baseline, these Trust Funds will continue to be challenged by issues summarized below. They will provide lessons learned, but will not significantly improve the strategic financing and strengthening of Jamaica's protected areas system.

49. The Jamaica National Parks Trust Fund was established in approximately 1998 and capitalized through a debt for nature swap. This is the first trust fund created to attend to protected areas in Jamaica. Founded as a mechanism for ensuring the financial sustainability of the protected areas across the system, original expectations crashed after the trustee, JCDT, was unable to capitalize the fund. The fund currently benefits two areas (Blue Mountain/John Crow and Montego Bay Marine Park) through direct allocations to NGO's after submission of budget and report from previous year. This fund is undercapitalized with no specific fundraising activities or additional capitalizations. Government protected area agencies are not eligible funding partners.

50. The Forest Conservation Fund was started in year 2004 and became operational in 2005. The fund was capitalized through a debt for nature swap (United States Government, TNC, Government of Jamaica) with US\$ 15.9 million over 19 years. An Oversight Committee manages the fund. The Jamaica National Parks Trust Fund is the fund administrator. Thirty-percent (30%) of the total annual allocations are set-aside in endowment. Under the baselines, this relatively new trust fund will certainly help strengthen financing for protected areas. There are priority areas based on declared terrestrial protected areas. However, this trust fund was established for forest conservation and not the needs of the national protected area system.

51. The Environmental Foundation of Jamaica (EFJ) was created in 1993 under a "Debt for Nature Swap" between the Governments of Jamaica and USA. The EFJ has supported the NSPA through grants to NGO's and policy development, but the fund was not established to solely attend to protected areas. The EFJ has a broad mandate to support environmental management and child development. Established as a sinking fund, the EFJ is currently exploring options to extend operations beyond the original 2012 close date.

Table 7: Existing Trust Funds support for protected areas

Trust Fund	Protected Area Contributions (2007 - 2008) (USD\$)
Jamaica National Parks Trust Fund	\$ 28,158
Forest Conservation Fund	\$ 181,425
Environmental Foundation of Jamaica	\$ 192,940
Tourism Enhancement Fund	\$ 663,333
Total	\$ 1,065,856

52. Expansion, Integration, and Rationalization of the Protected Area System: Under the baseline, the protected area estate will likely continue to be fragmented and not adequately represent the country's ecological diversity. Jamaica recognizes the need to create a more cohesive protected areas system. The Government is committed to increasing coverage through the declaration of additional forest reserves, developing sustainable fisheries and declaring selected protected areas. However, the protected area system will likely expand at a very slow rate with little consideration for integrated, synergistic management principles.

53. The Government established PAC to develop a Protected Areas System Master Plan. This Plan included a review of the current parks and protected areas in Jamaica and built on the first national parks system plan that was developed in 1992 by the Jamaica Conservation and Development Trust (JCDT). A review of Jamaica's Protected Areas undertaken by the Caribbean Natural Resource Institute (CANARI) in 2001 recommended the development of a comprehensive Protected Areas System Plan. Consequently, the National Environmental Societies Trust (NEST) administered a Protected Areas System Plan Project (PASP) with funding from the Environmental Foundation of

Jamaica and the Canada/Jamaica-Green Fund. The lead government agency for the project was the National Environment and Planning Agency (NEPA). The Nature Conservancy provided technical assistance. The PASP Strategic Action Plan details activities required for setting up the protected area system. The project did not complete the system plan and a complementary activity to develop a Protected Areas System Master Plan was embarked upon in June 2006, building on the outputs of the PASP project. The draft PASMP now includes the following components: ecological gap assessment, management effectiveness and capacity development, legal, heritage and cultural, public awareness, and sustainable financing for the system. This is an important step. However, the plan will not create the legal, institutional, management and financial capacities required to consolidate the system. The GEF project will build upon and facilitate the implementation of the PASMP due to be completed December 2010.

54. In 2003, the Government of Jamaica published a White Paper: National Strategy and Action Plan on Biodiversity for Jamaica (known as the NBSAP). This strategy reiterates Government's commitment to proceeding with the expansion of the protected areas network through the declaration of additional forest reserves, developing sustainable fisheries and declaring selected Protected Areas, including Black River as a high priority. The Ministry of Agriculture and Fisheries declared 8 additional fish sanctuaries in 2009, including Memorandums of Understanding with local community groups identified as co-management entities. The NEGAR identifies 21 new sites and 10 adjustments to current protected area boundaries. These are important conservation advances that will likely continue under the baseline scenario, but they do not remove the conservation barriers resulting in a protected area system fragmented on both management and ecological levels. Without the GEF increment, the country will lack replicable models showing potential conservation success and the financial benefits of cooperatively managing integrated landscapes. Under the baseline, the protected area estate will not be designed and managed as an integrated complex adequately representing the nation's rich ecosystem diversity. Resources to support the community groups to carry out the conservation actions is limited and already waning given the tight fiscal measures being required under the financial crises being faced by the country.

55. Declaration of the highest biodiversity priority sites listed in the NEGAR - Cockpit Country Forest Reserve add-on and Black River Upper and Lower Morass area – are unlikely to occur in the immediate future given the current constraints facing protected area management. These sites are known for high endemism, locally, regionally and internationally rare and threatened species, and high potential for sustainable use through eco-tourism and other activities. Communities around Cockpit Country are working with The Nature Conservancy in a USFS/PARE funded project build capacity to manage projects within the existing forest reserve. The Upper and Lower Morass were designated as Game Reserves under the Wild Life Protection Act. The Lower Morass was designated as a Ramsar Site. However, without the GEF increment's assistance to build the capacities of diverse institutions to cooperatively engage in landscape level management, these globally significant locations will remain outside Jamaica's protected area system.

56. The main investments related to protected area management currently include:

57. Developing Sustainable Land Management to Address Land Degradation in Jamaica. \$ 545,000 UNDP and GEF Funded. Implemented by the Forestry Department. The objective of the project is to enhance effective sustainable land management (SLM) by building capacities for SLM in appropriate government and civil society institutions and user groups and mainstreaming SLM into government planning and strategy development. Outcomes are: 1) SLM is mainstreamed into national institutions, policies, strategies and plans; 2) Capacity for management, application and adaptation of SLM is enhanced; and 3) Effective management and adaptive learning is achieved. After a lengthy recruitment process a Project Manager has been hired and project commenced in January 2010. The original completion date of the project is 2010 but a request for extension is expected.

58. The Integrated Watershed and Coastal Area Management (IWCAM) Project: \$601,000/UNEP-CAR and \$630,000/GOJ. Completed October 2009. This project met its objectives of: (1) Capturing of best lessons and practices for formulation of a model watershed area management mechanism (WAMM); (2) Capturing of pertinent information necessary for the formulation of a WAMM through participatory process; (3) Development of a model Watershed Area Management Mechanism (WAMM); (4) Implementation of model WAMM in Eastern Portland Area; (5) Implementation of programs to remove barriers and resolve threats; and, (6) Identification of transfer and replication mechanisms.

59. Biodiversity Add-On Project (Assessment of Capacity Building Needs, Preparation of The 3rd National Report The Clearing House Mechanism): Implemented by NEPA and the IOJ. US\$ 243,620.00/UNDP and US\$ 154,670.00/GOJ. Commenced September 2009. Objectives of the project are: (1) Assessing capacity needs in the areas of preservation of indigenous knowledge, access to genetic resources and benefit sharing; (2) Conducting initial assessments and identify monitoring programs, including taxonomy for biodiversity; (3) Increasing the capacity of the JACHM to provide relevant data to assist in the country's development of the various sectors; (4) Sensitizing the public to the JA-CHM and its potential to assist in economic planning and hence development; and (5) Completion of the Third National Report to the CBD.

60. Mitigating the Threats of Invasive Alien Species (IAS) in the Insular Caribbean: US\$ 2.5 million/UNEP/GEF. Project close scheduled for Mid-2011. The project goal is to conserve globally important ecosystems, the species and genetic diversity within the insular Caribbean. The project objective is to mitigate the threat to local biodiversity and economy from IAS in the insular Caribbean, including terrestrial, freshwater, and marine ecosystems. Project components are: (1) Collate gaps in existing plans and policies as baseline for strategic review under the full-size project (FSP); (2) Outline national and regional communication and capacity-building strategies for the FSP, also with a view towards the development of a Caribbean-wide cooperation and strategy under FSP; (3) Develop criteria and initiate baseline surveys for species and sites selection for pilot projects, define pilot projects and provide incipient technical for tentative project design and activity costing at national level – including coordination and monitoring & evaluation plan; (4) Eradication of newly established and undesirable alien species; and, (5) Preparation of an IAS management strategy.

61. Sustainable Management of the Shared Marine Resources of the Caribbean Large Marine Ecosystem (CLME) and Adjacent Regions: US\$400,000/GEF/UNDP/IOC(UNESCO). Lead entity: Fisheries Division. Implemented by: The Nature Conservancy. Commenced 2010. Scheduled close 2014. The project will support reef fish and biodiversity demonstration projects in Jamaica on the Pedro Bank (as well as in the Dominican Republic and Haiti), thereby complementing the activities of this project in identifying livelihood support activities compatible with the conservation of marine protected areas. The GEF Early Action Grant will enable Jamaica to assess the value of PAs to the national economy and to understand how to incorporate natural resource valuation into policy, and create the capacity to consistently apply the information to relevant decision-making. This will complement the activities of this project in relation to raising awareness of the importance of the NSPA and developing commitment at political level. The GEF regional invasive species project will provide data on invasives for the PA system database, complementing the initiatives of this project in improving the flow of information to PAs and its incorporation into decision-making.

62. Pedro Bank and Cays Conservation Project: US\$ 690,000/The Nature Conservancy. Commenced 2005. The project involves all the relevant government partners, including Ministry of Fisheries and Agriculture, Ministry of Health, Fisheries Division, Jamaica Defense Coast Guard, National Environment and Planning Agency, National Solid Waste Management Authority and the community residents and fishers of the Pedro Bank and Cays; and donors from private sector and individual sponsors for aspects of the work such as moving the field station from mainland Jamaica to the Bank. Activities over the past 4 years have included ecological and socio-economic analyses, public education and awareness, including a fisher exchange between Pedro Bank and Belizean

fishers; community engagement and capacity building, including training persons in turtle monitoring; purchase and construction of a field station for research and providing a base for Fisheries Division staff and other GOJ staff for monitoring.

63. MacArthur Foundation Conservation Grants: Support to a number of projects in Jamaica related to biodiversity conservation. Selected projects include: (1) Fairchild Tropical Garden (Miami, Florida) US\$ 270,000 for Cockpit Country of Jamaica plant conservation strategy (2007 - 2010); (2) University of the West Indies, Mona Department of Life Sciences, Mona (Kingston, Jamaica) US\$ 250,000 for applied research contributing conservation of Cockpit Country and Black River Morass, Jamaica (2007 - 2010), and (3) Windsor Research Centre (Trelawney Jamaica) US\$ 320,000 to establish economic incentives for and strengthening community involvement in conservation of the Cockpit Country and Martha Brae Watershed, Jamaica (2007 - 2010).

64. Piloting Natural Resource Evaluation Tools into Environmental Impact Assessment Procedures: US\$ 470,250/UNDP/GEF - US\$ 132,000 co-financing. Approved by GEF July 2009. Planned close June 2011. The project strengthens the implementation of Environmental Impact Assessments (EIAs) and contributes to the implementation of Strategic Environmental Assessments (SEAs) through the development and application of natural resource valuation tools. The project will work with the Environmental Action Programme (ENACT) as SEAs are undertaken. The project will top-up ENACT's capacity development activities of training and sensitization of the value of SEAs, and enforcement and compliance of EIAs with training and sensitization on the utility of natural resource valuation as means to meeting both national and global environmental objectives over the long-term. This project will strengthen the implementation of the SEA and EIA processes, facilitating greater compliance to national environmental legislation, which in turn will contribute to helping Jamaica to meet its obligations under the CBD, UNCCD and UNFCCC.

65. Economic Valuation of Three Protected Areas In Jamaica: UNDP GEF Early Action Grant implemented by NEPA. US\$ 150,000/UNDP/GEF – US\$ 150,000/GOJ (In Kind). Commenced August 2008. To be completed June 2010. As a part of the Programme of Work under the Convention on Biological Diversity Jamaica is one of the Caribbean countries in the process of developing the Protected Areas System Master Plan. One collaborating activity is to attempt to value the resources within Protected Areas and incorporate this into policy and decision-making. The objectives of the project are to: (1) Assess the value of protected areas to Jamaica's economy; (2) Initiate the incorporation of natural resource valuation into policy; and, (3) Create the capacity to consistently apply the information to relevant decision-making.

Part 2. Strategy

2.1 Project Rationale and Policy Conformity

66. GEF Strategic Objective and Strategic Programme: The project is consistent with GEF Biodiversity Strategic Objective 1: *Catalyze sustainability of protected areas within the context of national systems* and Strategic Program #1 (SP-1): Sustainable Financing of Protected Area Systems at the National Level. The proposed project will adopt a system-wide approach to ensuring the management effectiveness and sustainability of protected areas. The project will enable the NSPA to satisfy the three criteria for protected areas system sustainability by: 1) developing instruments to ensure the existence of sufficient and predictable revenue for the system; 2) ensuring that protected areas investments are targeted in a representative and therefore cost-effective manner across priority ecosystems; and 3) ensuring the operational effectiveness of protected areas management. Actions in specific protected areas will have clear justifications at the systemic level, as a means of rationalizing protected areas coverage, increasing management effectiveness and generating replicable models of financial sustainability and cost-effective management strategies. The proposed project also fits well

within the Strategic Program's emphasis upon strengthening both the marine protected area and terrestrial protected area networks.

67. Convention on Biological Diversity: The Project also represents a significant advancement towards fulfilling the agreements made at the 7th Meeting of the Conference of the Parties to the CBD. The Project will contribute to the achievement of each of the four elements of this Work Programme by:

Table 8. Project conformity with CBD

Programme Element 1	<ul style="list-style-type: none"> - Strengthening a national system of protected areas. - Substantially improving site-based PA planning and management. - Preventing and mitigating the negative impacts of key threats to PAs.
Programme Element 2	<ul style="list-style-type: none"> - Establishing mechanisms for the equitable sharing of both costs and benefits arising from the establishment and management of PAs. - Enhancing and securing the involvement of local communities and relevant stakeholders.
Programme Element 3	<ul style="list-style-type: none"> - Providing an enabling legal, policy and institutional environment for PAs. - Building capacity for the planning, establishment and management of PAs. - Contributing to long-term financial sustainability of PAs and the national PA System.
Programme Element 4	<ul style="list-style-type: none"> - Developing and adopting minimum standards and best practices for the national PA system. - Developing and adopting frameworks for monitoring, evaluating and reporting PA management effectiveness at the site and system level. - Promoting the dissemination of, and facilitation access to, scientific and technical information from and on PAs.

68. Programme of Work on Protected Areas: The project will contribute directly to the objective of the Caribbean Challenge of ensuring that Caribbean countries meet the goal of the CBD's Programme of Work on Protected Areas (PoWPA) of achieving 10% protection of representative marine ecosystems by 2012. The increased financial sustainability of the NSPA, which will result from project actions, will also increase the country's ability to meet this target and to manage the expanded protected area estate in a sustainable and effective manner. Jamaica is one of the countries included in the PoWPA Early Action project and the results of that project, in terms of making the business case for protected areas in the country, will provide a solid base for the political lobbying planned in this project in support of increased allocation of funds to the NSPA.

69. Caribbean Challenge: The project aligns with the "Caribbean Challenge", a regional, multi-country initiative supporting the Global Island Partnership (GLISPA). Launched in March 2006, GLISPA aims to build leadership and partnerships committed to actively address critical island issues and support the implementation of the Island Biodiversity Programme of Work under the Convention for Biological Diversity (CBD). CARICOM has endorsed the Caribbean Challenge and UNEP has been granted GEF funding to enable a regional coordination mechanism. The "Caribbean Challenge" will increase marine protected area coverage in each country by at least 20% by 2020. Work includes developing sustainable conservation finance mechanisms for national protected area systems and ecosystem-based adaptation projects to address climate change impacts.

70. Baseline, Co-funded and GEF-funded Alternative Costs: The total cost of the project, including co-funding and GEF funds, amounts to US\$ 7,820,585. Of this total, co-funding constitutes 65% or US\$ 5,050,000. The GEF financing comprises the remaining 35% of the total, or US\$ 2,770,585. The incremental cost matrix in Annex 10 provides a summary breakdown of baseline costs, co-funded and GEF-funded alternative costs.

71. Baseline Scenario: Under the baseline scenario described above, a weak regulatory, management and strategic planning structure continues to enfeeble the financial stability and effectiveness of Jamaica's protected area system.

72. GEF Alternative: The GEF alternative will address both the income and cost sides of the protected area ledger, resulting in a much more capable and financially stable conservation model.

GEF investment will create an enabling environment for improved revenue generation. The availability of financial resources will be increased through the introduction of financial mechanisms tailored to the country's conservation needs. Cost-effectiveness will be enhanced through the consolidation and rationalization of the NSPA, the institutionalization of strategic planning regimes, the promotion of alternative business models designed to contribute to - rather than compete with - protected area objectives, increases in management technical capacities, better monitoring of investment effectiveness, and increased public commitment to and financial support for protected area management.

73. The GEF alternative will improve the NSPA's financial strength by setting in place a much more effective regulatory, management and strategic planning structure. The project will support the development and implementation of more unified and coordinated approaches to funding of the NSPA, including a combination of policy reforms, and the use of appropriate economic instruments. The project will eliminate sources of institutional inefficiencies by clarifying decision-making, management, and financing responsibilities. A new protected area management framework will integrate current disjunctive practices, creating a much more efficient and strategic conservation regime for the NSPA. GEF investment will expedite the process of reviewing and finalizing necessary legislation. Strategic planning models for both conservation and financing will be operational. Planning will boost cost-savings and help ensure that resource use is maximized. Monitoring and evaluation programs will inform the planning process and make certain investments are results oriented.

74. A Trust Fund will be established as an effective means to stabilize financing, and professionalize fundraising and financial planning. This new financing mechanism represents a paradigm shift from agency driven systems towards a systemic management framework. This mechanism is expected to diversify current sources of funding by making Jamaican PA system a more attractive destination for donor and corporate funding.

75. A new landscape level conservation complexes will demonstrate both the financial and conservation benefits of integrated management. This new complex will present a new and improved way of doing business and conserve nearly 40,000 ha of land and 14,000 ha of cays, bank and sea currently outside the protected area estate. This represents a 9% increase in the total protected area estate.

76. The project will result in demonstration effect, higher capacities, replicable experience and standards necessary to identify and hone management interventions at under-represented habitats. Lasting skills for financially strong business models and conservation approaches will be developed and tested. Jamaica's NSPA will become the focus of a systemic capacity-building program to manage protected areas effectively and to demonstrate clearly the efficacy of collaborative institutional and community participatory approaches. Links between successful conservation of biodiversity and economic benefits accruing to the local communities will be demonstrated, and the entire system will be on the path to sustainable financing.

77. Incremental Value: The long-term security of a protected area system housing hundreds of globally significant species will be ensured. With GEF inputs, Jamaica's protected area network will move significantly closer to conserving biodiversity on a landscape level that is ecologically meaningful. The project will immediately result in an improved legislative framework upon which to base this model; new and improved protected areas for habitats and species currently under-represented; examples of protected area management that are much more community inclusive and supportive; and, prototypes of a suite of management improvement tools to prepare protected area managers, including opportunities to link protected areas with the country's socio-economic development priorities. Human capacity will be built on both community and government levels required for sustainable operation of complex protected areas. The legal framework required to guide establishment and sustainable operation of protected areas will be improved. Additional results will include reduction of immediate threats to several species, a more harmonized management regime,

prototypes of a suite of management improvement tools to prepare protected area managers, an efficient and informed management system, and 54,000 ha of under-represented habitats brought under protection. The lessons learned and the mechanisms developed in these establishment processes will then be made available so that they can be replicated elsewhere in the country. None of these elements critical to effective landscape level conservation would likely be realized without GEF inputs.

78. Global Benefits: The GEF investment will deliver major global benefits in the form of improvements in the protection status of globally important biodiversity (ecosystems and species, including large numbers of endemics) resulting from improved financial security for the protected area estate. The project will contribute to the global effort to combat climate change by enhancing sustainable land management of vulnerable landscapes and protecting ecosystem services. The project will also support adaptation by providing resilience in the protected area system that will, ideally, allow for biological communities to adjust behaviors and conditions in response to climate changes.

79. National Benefits: Jamaica will realize a number of benefits from this project. The country's protected area system will be strengthened and expanded significantly. The capacities of several institutions, agencies and communities will be improved. The country will have several models in place for the future development, expansion and improved management of protected areas, including sustainable financing. Biological resources sustainably used and relied upon by many of citizens will be better managed. Jamaica's obligations under the CBD will be supported. Standards of living and quality of life will be enhanced nationally as well as locally with improved ecological stability and delivery of ecosystem services. Given the fact that Jamaican economy relies heavily in the use of natural resources, in the long term this project would support the sustainability of current economic model, by taking care of the material base upon which this economic activities such as tourism depend.

80. Local Benefits: Local beneficiaries will include NGOs, communities, government agencies, agricultural interests, the fishing and tourism industries. These groups will gain from improved capacity building, enhanced business opportunities, and more stable resource access and use schemes. The project will help secure ecosystem services that will provide social and economic benefits to local residents, including a more stable investment environment particularly for resource dependent industries such as tourism. The project will stimulate the development of self-reliance and sustainable economic use of biodiversity resources. Local benefits will include the identification and implementation of model alternative livelihood activities. Improved relations with regional government agencies will also facilitate the flow of other social and economic benefits. The project will directly benefit private landowners by setting in place opportunities to benefit from conservation, e.g., easements and taxation structures. By revising the current legal and policy framework, the project will help clear pathways for new financial incentives to support local level conservation initiatives.

2.2 Country ownership: country eligibility and country drivenness

81. Jamaica ratified the Convention on Biological Diversity in 1995 and actively participates in its processes. The country submitted its Biodiversity Strategy and Action Plan in 2003. Various policy documents frame government policy for biodiversity conservation and the establishment and management of protected areas. Protected Areas Policy was adopted in 1997 by the GOJ after an extensive consultation process. Its goals include sustainable resource use, public education, environmental conservation, economic development, recreation, public participation, local responsibility and financial sustainability. Cabinet has accepted the National Forest Management and Conservation Plan and the National Strategy and Action Plan on Biological Diversity on Jamaica (NBSAP). The National Biodiversity Strategy and Action Plan (NBSAP) highlights the critical need to ensure a sustainable financial framework for the protection and management of PAs in Jamaica and

to add new areas to the PA system, particularly to protect marine and coastal resources. The project is consistent with the spatial priorities and protected area targets identified in the Millennium Development Goals. The recommendations of the National Ecological Gap Assessment Report (December 2007) and the Management Effectiveness and Capacity Development Plan (January 2007) similarly focus on the need to fill gaps in BD representation in conservation actions, to increase Marine Protected Areas in size and to improve governance and management effectiveness in PAs. These recommendations will form part of the PASMP. The Policy for Jamaica's System of Protected Areas, National Environmental Action Plan, Forest Policy, National Integrated Watershed Management Programmatic Framework, and operational plans and programs of the 5 PAC members all refer to the development and implementation of the PA system as key plans of their work.

82. Jamaica's Rapid Assessment and Prioritization of Protected Areas Management (RAPPAM) completed in 2006 identified the following priority challenges: (1) Funding for protected areas; (2) Law enforcement and improvement; (3) Wider array of conservation mechanisms (i.e., conservation incentives for private landowners); (4) Sustainable land use practices; and, (5) Comprehensive inventory of biodiversity. Likewise, the National Report on Management Effectiveness Assessment and Capacity Development Plan for Jamaica's System of Protected Areas finalized in 2006 emphasized critical management issues including protected area zoning and boundary demarcation, community outreach and conflict resolution. Both identified capacity and financial gaps as important reasons for the lack of critical conservation functions such as threat abatement, ecosystem restoration, monitoring and research.

83. The proposal to establish new protected areas is in accordance with the finding of the National Ecosystem Gap Analysis Review, e.g., the representation of critical marine conservation targets in the eastern coast is insufficient. Of particular concern is the complete absence of Offshore Banks in any designated protected area throughout its distribution across Jamaica. Moreover, the current protected areas system of Jamaica is not designed to accommodate seascape-scale connectivity (ridge to reef), including functions and processes that are necessary to maintain overall marine biodiversity health.

84. The GEF project will build upon and facilitate the implementation of the PASMP due to be completed December 2010. Preliminary recommendations of the PASMP Capacity Development and Strategic Directions Plan include: changing behavior through social marketing; increasing knowledge and promoting awareness, appreciation and skills; research planning, management and evaluation for an effective protected areas system and rationalization of resources for more effective management of protected areas.

Table 9. Project related conventions ratified by Jamaica

Convention/Agreement	Signed	Ratified
Convention on Biological Diversity, Rio de Janeiro, 1992	11.6.1992	6.1.1995
Convention on International Trade in Endangered Species of Wild Flora and Fauna (CITES)	23.4.1997	22.7.1997
Kyoto Protocol to the United Nations Framework Convention on Climate Change, Kyoto, 1997	28.6.1999	16.2.2005
Cartagena Protocol on Biosafety to the Convention on Biological Diversity, Montreal, 2000	6.1.1995	6.4.1995
Convention to Wetlands of International Importance especially as Waterfowl Habitats [RAMSAR]	7.10.1997	7.2.1998
United Nations Convention to Combat Desertification, Paris, 1994, [UNCCD]	12.11.1997	10.3.1998
Convention for the Protection and Development of the Marine Environment of the Wider Caribbean Region, Cartagena de Indias, 1983 [Cartagena Convention]	1.5.1987	N/A
United Nations Convention on the Law of the Sea, Montego Bay, 1982 [UNCLOS]	21.3.1983	16.11.1994

2.3 Design principles and strategic considerations

85. PIF Conformity: The project design is aligned with the approved PIF. Project design did not deviate substantively from the anticipated structure. Based on additional reports commissioned and stakeholder consultation undertaken during the project preparation phase, additional information has been added. The project framework is updated to reflect the agreements reached with institutional

stakeholders during the preparation stage. Not all co-financing expected at PIF stage was confirmed for the estimated amounts. TNC's cash commitment remains the same. TNC's parallel co-financing (in-kind) was reduced to a figure that they feel more accurately reflects the current and attainable reality given concerns and impacts resulting from the global recession. The debt for nature swap was not pursued due to United States Government regulatory changes. Jamaica entering into another debt-swap at this time is not considered likely. This represents a loss of at least US\$2.25 million from PIF estimates as contributions to the Trust Fund. However, KfW contributions to the Trust Fund rose by US\$ 600,000 due to favorable currency rates to a total of US\$ 1.6 million.

Table 10. Sources of project co-financing

Sources of Co-Financing	Type (cash/in-kind)	Amount in PIF	Co-financing Letter
Project Government Contribution (NEPA)	In-kind	\$ 250,000	\$ 250,000
Government Contribution (NEPA)	Cash	\$ 250,000	\$ 250,000
GEF Agency (UNDP Jamaica TRAC)	Cash	\$ 200,000	\$ 200,000
NGO (TNC) for on the ground activities	In-kind	\$ 2,539,500	\$ 1,750,000
GEF Agency (UNDP Jamaica TRAC) for PPG	Cash	\$ 60,000	-
NGO (TNC) for PPG	In-kind	\$ 60,500	-
NGO (TNC) for Trust Fund	Cash	\$ 1,000,000	\$ 1,000,000
Bilateral Agency KfW for Trust Fund	Cash	\$ 1,000,000	\$ 1,600,000
Debt for nature swap	Cash	\$ 2,250,000	\$ 0
Totals		\$7,610,000	\$5,050,000

86. UNDP's Comparative Advantage: This project will take full advantage of UNDP's comparative advantage in the areas of human resource development and institutional strengthening. UNDP has a long-established Country Office in the country that has allowed it to develop strong relationships with diverse institutional actors at all levels in both public and private sectors. It is thereby ideally placed as an agency to facilitate the kind of multi-stakeholder discussions that will be necessary in this project, in relation to the raising of awareness in Government of the importance of adequate budget allocation for protected areas, and the negotiation of public/private partnerships for the funding of protected areas.

87. Coordination with other related initiatives: As noted, the GEF project was designed, in large part, upon the on-going PASMP process. PAC members facilitated making certain that the GEF project is well-aligned with and will be well-coordinated with related programming. This project will be implemented in the context of other initiatives, some of which are also funded by the GEF, including the Piloting Natural Resource Valuation within Environmental Impact Assessments project, the Capacity Building for Sustainable Land Management Portfolio Project, and the Additional Enabling Activities: Convention on Biological Diversity. Both The Nature Conservancy and the Jamaican Protected Areas Trust assisted project design to make certain their ongoing activities will be aligned with this project. The GOJ through a debt for nature swap has established a US\$15M+ Forest Conservation Fund to support forest management. The beneficiaries of the Fund are NGOs, CBOs, universities or other research institutions and not-for-profit organizations. The GEF project will coordinate closely with this established fund to make certain synergies exist. USAID has funds earmarked for biodiversity conservation in Jamaica. The Government of Jamaica will ensure that these initiatives are fully coordinated with the proposed GEF project. Each of these initiatives is discussed in the business as usual scenario.

2.4 Project objective, outcomes and outputs/activities

88. The **project goal** is to safeguard Jamaica's globally significant biodiversity. The **project's objective** is to consolidate the operational and financial sustainability of Jamaica's National System of Protected Areas. The objective will be achieved through three components: (1) Strengthening of

planning and revenue generation; (2) Rationalizing and integrating the NSPA; and, (3) Increasing the effectiveness of PA management.

Outcome 1: Strengthening of financial planning and revenue generation.

(Total cost: US\$ 4,187,600; GEF \$ 1,265,000; Co-financing: \$ 4,607,959)

Output 1.1 Protected Area Trust Fund (PATF)

89. The design, capitalization and implementation of a national Protected Area Trust Fund (PATF) is at the core of project's design. This will fill existing NSPA funding gaps not met by any of the existing three trust funds outlined above, and generate long-term financing from a variety of sources such as tourism fees, environmental offsets, payment for environmental services, fiscal instruments and corporate social responsibility schemes. The PATF will increase effectiveness by improving financial coordination and planning. Unlike any of the existing three trust funds, the PATF will be able to act as the financial mechanism common to all four management agencies and will represent a major step towards an integrated system level approach. Management agencies will begin to merge their financial and administrative systems into one unit under the trust fund to improve management effectiveness and scale economies. The PATF will build a specialized full time financial sustainability unit incorporating ideally one representative from each agency, in order to ensure technical oversight and a resource center for agencies and specific PA's. In order to avoid exceeding capacities for budgetary execution, GEF investments will be used to support the development of operative regulations for fund. The project will draw upon relevant experiences with similar instruments such as that of the EFJ. The PATF would become the major vehicle for PA self-generated revenues, donor and corporate allocations, and other governmental sources of funding. The PATF will function as an umbrella mechanism with both a true endowment and a revolving fund. During project implementation funding sustainable replenishment opportunities for revolving fund will be identified and secure. This will likely include a mixture of user and entrance fees and multi-lateral and bi-lateral funding. Legal parameters for trust fund establishment and operations would be supported by Outcome 2 activities. Subject to work completed in the implementation phase, additional funds may be raised through fees levied on international visitors. The allocation formula will allow disbursements to be buffered against annual fluctuations in investment return while ensuring endowment growth over time.

90. The capitalization level of the Endowment Fund is estimated at US\$5 million, made up of GEF funds (US\$750,000), co-financing from TNC (US\$1 million), KfW (US\$1.6 million), with the remaining US\$1.65 million still to be determined. The endowment, once fully capitalized, will disburse approximately US\$300,000 per year based on a disbursement rate of 7% of the endowment's previous three year's monthly average, with remaining investment returns reinvested. This disbursement formula will allow disbursements to be buffered against annual fluctuations in investment return while ensuring endowment growth over time. It is further expected under the auspices of this project that the GoJ will create new sustainable finance mechanisms to generate at least another US\$1 million per year, which will be passed through the PATF's revolving fund window. These new mechanisms could include but are not limited to, user and entrance fees for PAs or the attractions that they contain, fees levied on all international visitors, and multi-lateral and bi-lateral funding designated for the NSPA. Together, these new funding mechanisms will add at least US\$1.25 million per year to the pool of resources available to the national marine and terrestrial PA system. Please see Annex 9 and 15 for a more complete description of Trust Fund activity.

Output 1.2 Model site-level business plans

91. No Jamaican protected area currently benefits from a complete and operational financial planning system. GEF financing will build financial planning capacity while institutionalizing a process for systematically improving site and financial management based upon a continuing learning cycle. The project will support the formulation of model business plans for 8 pilot protected areas.

These site-level business plans will address issues related to strategic generation and allocation of financial resources and will result in much more effective and efficient management. Business plans will cost operational and capital needs, identify revenue sources from the central budget, develop mechanisms for local income-generation and business opportunities related to rational use of resources, adapting the staffing tables and management plans to the scenario in which revenues are optimally matched with the cost needs. The project will invest in training for protected area managers and other key stakeholders in business planning, accounting practices, budgeting, and grant writing. Additional activities will include creation of working groups to bring in expertise and opinion from diverse stakeholders, comprised of site managers, community leaders, and project experts to develop draft elements. Business plans will be based upon best international experience and provide realistic, locally scaled guidance. Financial plans will interlock with overall protected area management planning with particular emphasis upon designing, financing and demonstrating cost-effective approaches to conserving globally significant biodiversity and the integrity of associated ecosystems. Financial planning will also help coordinate and build synergies between currently disparate management institutions. By project end, each pilot site will have an operational model for sustained and consistent management and financing required for securing biodiversity values.

Output 1.3 Revenue generation mechanisms in five key protected areas

92. Diversification of revenue sources is a powerful strategy to reduce vulnerability to external shocks. Jamaica's protected area system possesses highly significant opportunities for resource mobilization that are not yet realized. The business planning process institutionalized under Output 1.2 will help protected area managers identify innovative and technically sound concepts for generating and administering conservation revenue. Under Output 1.3, the project will demonstrate these results in five model protected areas. The project will pay special attention to assisting managers to capture prospects associated with the tourism sector, working to increase user fees, donations, and appropriate revenue-generating opportunities associated with concessions. With more than 2.9 million visitors actually within protected area limits each year, successful models for tourism-based revenues in only a few protected areas could easily raise the financial baseline of the entire system. There is also substantial scope for protected area managers to develop cost-recovery mechanisms, as well as for protected areas to realize investments associated with ecosystem services. These revenue demonstrations by protected areas will evince sustainable practices that benefit both conservation and community development objectives. These demonstrations, as with all project activity, will be reflected in the project's aggressive up-scaling and replication strategies presented in this proposal and particularly activities associated with Outcome 3.

Output 1.4 Operational plan for PA system financial strategy

93. The project will support the finalization and implementation of a system-wide financial management strategy. GEF investment will benefit from and build upon the draft financial assessment and strategy compiled with the assistance of TNC in 2008. The strategy will be refined based upon the findings of the completed PPG phase, lessons learned from on-going monitoring of the GEF Financial Scorecard, a detailed assessment conducted during the early stages of project implementation, the PASMP, and lessons gleaned from the model protected area business plans. The updated and expanded strategy will prioritize allocation with a focus upon stimulating further improving the efficiency and effectiveness of NSPA financial support and management. Reporting on expenditure and results of investments in protected areas will be important to show the cost-effectiveness of protected area management and the value in budget allocations to improve protected area management. As a capacity building process, strategy finalization will further catalyze integration of NSPA management. Critically, the process will fully involve key stakeholders and decision-makers sometimes alienated from conservation investment frameworks, e.g., the Ministry of Finance and Public Service. The implemented strategy will allow for greater revenue capture and strategic allocation. The strategy's objective will be long-term conservation of globally significant biodiversity and maintaining the functionality of associated ecosystems. The strategy will provide the foundation for the trust fund, informing the Trust Fund's allocation priorities. The strategy will complement the

project's other finance related endeavors, including sustainable business planning and development, and will advance a greater level of integration for protected area management. Activities under Output 1.4 will build upon and integrate with Output 1.3, bringing these results to a more “macro” system-wide scale. The strategy will be an organic and living document that integrates learning loops for constant evaluation and improvement. To ensure implementation, drafting and implementation of the NSPA financial strategy will be recognized as a legal requirement within Output 2.1's regulatory framework. Ideally, a financial sustainability unit in place and operating with sufficient economic, financial and marketing profiles to facilitate systemic PA operation will support this output's results.

Outcome 2: Rationalizing and integrating the NSPA.

(Total cost: US\$ 950,500; GEF \$ 375,500; Co-financing: \$575,000)

Output 2.1 National protected areas legislation and supporting legal framework

94. The project will ensure that the NSPA is integrated and supported by a comprehensive and unified legal and institutional framework. The fundamental purpose of activities undertaken within this Output will be to consolidate protected area management, thereby assertively dismantling key barriers to effective and efficient NSPA management identified during the project development phase. Specifically, the project will support the drafting of: (i) a national protected areas law, (ii) regulations to compliment and further define national legislation, and (iii) model protected area co-management contracts suitable for national replication. These three legal instruments (law, regulation and contract) will merge institutional responsibilities and clarify management authority. These instruments will rationalize the NSPA and offer unambiguous conservation mandates. They will describe a protected area system designed to enhance landscape conservation approaches. The instruments will promote increased stakeholder involvement in management as well as the conservation of biodiversity on private lands, e.g., legalize the establishment of conservation easements. The legal framework will institutionalize resource monitoring and management planning that promotes cost-effectiveness and strategic investment. The instruments will ensure sustained funding and reflect improvements for the generation, administration and strategic allocation of financing. The instruments will build upon and facilitate the implementation of key recommendations of the PASMP. GEF funds will be used to strengthen the national capacity required to generate and implement these three instruments. These efforts will include organizing forums for learning and exchange with the participation of diverse decision-makers, management authorities, private enterprises and others. GEF resources will provide the training and technical assistance needed to draft legal instruments reflecting best international conservation principles and practices.

Output 2.2 New and expanded PA network

95. Based upon project design assessment and the results of the NEGAR, the project has initially selected Black River (mountain, coast and marine) and Pedro Bank as new priority protected areas. These two areas will demonstrate the financial advantages of integrated, landscape level conservation while bringing currently under-represented habitat types within the NSPA domain. The locations will allow Jamaica to make operational the “ridge to reef” concept within the NSPA. Mass tourism has not yet inundated these regions, providing an opportunity to test protected area financing and management approaches that incorporate low impact livelihood programs such as eco-tourism and provide examples for planned development. The existing complex of protected areas will be expanded to bring currently under-represented species and habitats into the NSPA, e.g. critical habitat for masked boobies, roseate terns, endangered hawksbill and loggerhead turtles and the largest global population of Queen Conch (*Strombus gigas*). The proposed protected area complexes include areas under the regulatory authority of communities, private landowners, and diverse agencies, including forestry, fisheries, NEPA, and others. Managing the protected area complex as a single, interlinked landscape will demonstrate coordination challenges and responses. This, in turn, will show the conservation and financial advantages of harmonized management. GEF financing will be used to support the establishment of these complexes and the subsequent capacity building. These complexes

will become the focus of activities implemented under a variety of project outputs so that they may serve as replicable models. Please see Annex 7 for a more detailed description of the proposed sites.

Outcome 3: Increasing the effectiveness of PA management.

(Total cost: US\$ 1,897,785 GEF \$ 851,785; Co-financing: \$ 1,045,000)

Output 3.1: Eight new and updated protected area management plans

96. As noted, only one of Jamaica's protected areas has an operational management plan. Absent a well-informed and effective planning process, the NSPA lacks context and a platform for strategic generation and allocation of monetary resources. GEF investment will target this barrier by generating model management plans for 8 protected areas while using this process as an innovative tool to build system-wide capacity. Selected pilot areas will represent ecologically diverse landscapes overseen by a variety of management agencies and regimes. This approach will help to catalyze cooperation between a wider array of management agencies and generate models for diverse examples of landscapes and conservation issues. Finalized management plans will synergize with Outcome 1 (financial and business planning) and Outcome 2 (rationalizing the NSPA), incorporating concepts of financial and operational sustainability. The process will be accompanied by a system wide, peer supported training program. This approach will bring together representatives from several diverse protected areas to participate in the development of model plans. A primary target for planning activity will be the new protected area complexes established with project support. Black River, in particular, will be used to demonstrate integrated, ridge-to-reef management approaches. The cohort based, capacity building exercise will include development of curricula and training materials for protected area management. Individual management plans will be advanced as replicable models. Firm emphasis will be placed upon development of organic planning approaches to avoid "dust on the shelf" results. This will include incorporating planning loops requiring regular M&E and subsequent plan improvements. To further advance institutionalization, GEF investment will support the development of "management planning guidelines" to be approved and adopted by PAC. These guidelines will present minimum standards for protected area planning and management. This comprehensive approach to management planning will result in several replicable management plans and, more importantly, a revolutionized management environment that is far more strategic, results oriented, and cost-effective.

Output 3.2: Monitoring and evaluation system for protected area management

97. The effectiveness of the current management system is limited by a lack of comprehensive data to inform investment. Improved targeting and impacts of protected area management will be achieved by supporting the development and adaptation of tools and systems to carry out monitoring and evaluation, as well as the development of methods for enhancing the management of biodiversity data in support of M&E and zoning. Indicators for system effectiveness will be agreed on by stakeholders and will be measured and assessed on a regular basis. The project will harmonize existing data to: a) provide for effective *in situ* conservation planning and b) guide physical development in ecologically sensitive areas. It will also strengthen the capacities of all entities involved in protected management to monitor the state of the environment in the areas for which they are responsible. Activity to support the comprehensive monitoring and evaluation system for the protected area system will focus upon ways to increase the efficiency and cost-effectiveness of conservation by helping to target investments. Information and data for high priority areas will be made available to stakeholders and to the Clearing House Mechanism database.

Output 3.3: Conservation based economic development established in or near five protected areas

98. During the project's early phase, site level business plans will be completed under Output 1.2. These plans will be used as a mechanism to identify appropriately scaled and technically sound opportunities for sustainable resource use by local stakeholders to be modeled with project support in

five protected areas. Examples of potential opportunities include sustainable fisheries, agriculture, tourism and recreation. The demonstration exercise will include assisting local "green" entrepreneurs to build the capacity necessary to design profitable business ventures that will, ideally, create revenue streams for local residents and protected area management. Corporate social responsibility schemes will be developed along with business plans presenting a number of mutual benefit opportunities with the private sector. Local enterprises will receive assistance with designing business plans that identify potential economic opportunities, breakdown investment costs, examine potential markets, and provide instructions on how to develop and maintain a sustainable business by the protected area management unit and/or engaging local entrepreneurs and communities. The project will support activities that improve private property conservation compatible with proximate protected area management objectives, including conservation easement schemes. Activity may pilot ecosystem based management and adaptation planning and development of a sustainable harvest strategy and testing.

99. Initiated activities will seek to make involvement in protected area conservation more attractive to local stakeholders. The project will identify possibilities for sustainable alternative livelihoods in PAs and buffer areas, in accordance with protected area management objectives. Using the examples of work being done under a USAID Protected Areas and Rural Enterprise project to develop alternative livelihood programs within pilot sites and the successful local efforts to develop eco-tourism in upper watersheds, such as Ambassabeth in the Rio Grande area, lessons learned and approaches will be assessed and shared with the communities and government stakeholders for their concept development and design.

100. Tourism represents both a conservation challenge and opportunity in Jamaica. The project will work with stakeholders in the pilot areas to create comprehensive models for tourism management within or near protected areas. These models will be appropriately scaled to protect biodiversity integrity and designed to create synergy between tourism and fundamental biodiversity conservation values. Part of this effort will include working to design mechanisms to use tourism as a sustainable revenue source for biodiversity conservation and a tool to promote conservation education and ethics. Investments will only support tourism that is low impact, does not require significant infrastructure development, increases management financing, and improves the community's quality of life. Training will be provided to both community members and entrepreneurs in best international "green" tourism practices and experiences. Practical training will include how to provide guest services, implement destination marketing, and complete realistic business plans. Community members and business interests will work together to determine and implement best tourism development schemes. Additional project investments may support model tourism routes (e.g., hiking trails), low cost infrastructure (e.g., garbage collection sites, picnic areas), installing use fees/permits, certification programs, and the creation of interpretative materials. Important aspects of tourism development will be monitored throughout the project life cycle. The project will monitor the relationship between management improvements and viewable wildlife to determine if a correlation exists between increased tourism revenue and increased opportunities for wildlife viewing, including in marine environments. The project will conduct attitudinal surveys of visitors to determine if the purpose of visitation, biodiversity knowledge, financing and level of conservation advocacy change during the period of project implementation.

Output 3.4: Communication strategy to raise key stakeholder awareness and build national constituency to support NSPA operational

101. Jamaica's NSPA delivers economic benefits to critically important industries such as fisheries and tourism. The ecosystem services of the NSPA contribute to social stability and improved quality of life, e.g., recreational opportunities and alleviation of catastrophic landslides. In spite of these obvious benefits, most Jamaicans - including important decision-makers - continue to undervalue the NSPA's role as a key engine of economic development and social stability. This lack of appreciation and understanding has a chilling effect upon financial support for the NSPA from both private and government sources. Without strong public support for NSPA it is very difficult to implement fiscal

policies such as dedicated taxes that will ensure predictable and sufficient resources for the protected area system. To address this situation and increase public support and financing for the NSPA, GEF funds will be used to design and implement a national strategy for public communication and awareness. This campaign will target decision-makers to build a stronger constituency for protected area support to quickly increase overall levels of revenue mobilization by a substantial percentage. Project efforts will link with and benefit from the results of the on-going resource valuation project. A separate set of activities undertaken within the parameters of this output will be the design and implementation of a replication strategy for project activities such as business and protected area management planning. A primary activity under this Output will be supporting the implementation of the NSPA financing strategy under Outcome 1. This will include campaigns to improve innovative conservation funding partnerships with commercial sectors such as tourism, coffee, shipping, transportation, commercial fisheries and the international Jamaican community.

2.5 Key indicators, risks and assumptions

102. The project indicators are detailed in the results framework attached in Section II of this document.

Table 11. Objectives, outcomes, and indicators

Objectives/Outcomes	Indicators
Project Objective: To consolidate the operational and financial sustainability of Jamaica's National System of Protected Areas	Increase in NSPA operational sustainability measured by average METT score for all PAs based on the following definitions: High (75-100), Medium (55-74), Low (<55).
	Increase in NSPA financial capacity measured by Financial Sustainability Scorecard
	Change in area of broad-leaf forest within NSPA
	Change in area of living reef within 10 NSPA monitoring sites
Outcome 1: Strengthening of planning and revenue generation	Change in population number of 3 key indicator species: endemic Giant Swallowtail Butterfly (<i>Pterouus homerus</i>), endemic Jamaican Blackbird (<i>Nesopsar nigerrimus</i>), and Loggerhead turtles (<i>Caretta caretta</i>).
	Increase in Protected Area Trust Fund principle and annual disbursement to NSPA
	Increase in annual government funding for PAs
	Increase in annual non-government resources
Outcome 2: Rationalizing and integrating the NSPA	Percentage of PAs with business plans that reflect NSPA standards
	Number of PAs with clearly designated lead and support entity
	Number of new PA landscapes gazetted and implementing management plans that reflect integrated landscape/seascape wide approaches to combating PA threats
Outcome 3: Increasing PA management effectiveness	Increase in PA management effectiveness measured by METT scores
	Number of PAs that access and contribute to biological information through CBD Clearing House Mechanism.
	Percentage of PAs with management plans that reflect NSPA management guideline standards

103. The risks confronting the project have been carefully evaluated during project preparation, and risk mitigation measures have been internalized into the design of the project. A careful analysis of barriers has been conducted and measured designed to lower or overcome these barriers. Main risks are summarized below. Other assumptions behind project design are elaborated in the Logical Framework.

Table 12. Risks, assumptions and mitigation measures

Risk/Assumptions	Rating	Mitigation Measure
Changes in political circumstances and economic priorities affect Government or other stakeholders - including NGO PA managers – financial commitment to NSPA	L	From the outset of the PPG phase, the project has involved relevant institutional stakeholders, such as heads of agencies/Ministries and boards and key NGO's and others to ensure their support for and participation in the project. In addition, the project has high-level political support from the relevant agencies. Decision-makers (national and local) should be poised to support and approve financial commitments to the NSPA. In addition, the project is designed (e.g., financial commitments from co-funders) to be feasible even with increasing decline in global economy.
Weak management and technical capacity undermines	M	Increasing management effectiveness is one of the key components of the project. The project will build the capacity of protected area managers

Risk/Assumptions	Rating	Mitigation Measure
project outcomes		and stewards of public and private reserves. Management effectiveness tracking tools will deliver information on progress of project activities.
Climate change, natural disasters, and other environmental impacts beyond national borders exceed current expectations.	M	The project is designed specifically to help build resilience in the NSPA in light of pending climate change impacts.
Critical legal and institutional framework necessary to improve management efficiency – including adoption of protected areas law and consolidation of NSPA management regime - will be resisted and not changed	M/H	During project design, stakeholders unanimously agreed that the legal framework (law, regulations, and charters) concerning NSPA must be improved. The project is designed to provide superior international technical support while building local capacity to insure that draft policy changes reflect best principles and practices. However, there are always risks that government will not take decisive action necessary to overcome potential political barriers.

2.6 Financial modality

104. The total cost of the project is US\$ 7,820,585.

Table 13. Total project budget/outcome

	GEF	%	Co-Financing	%	Total
Outcome 1: Strengthening of financial planning and revenue generation.	\$1,265,000	30%	\$2,922,600	70%	\$4,187,600
Outcome 2: Rationalizing and integrating the NSPA	\$375,500	40%	\$575,000	60%	\$950,500
Outcome 3: Increasing the effectiveness of PA management	\$852,785	45%	\$1,045,000	55%	\$1,897,785
Project Management	\$277,300	35%	\$507,400	65%	\$784,700
Total Project Costs	\$2,770,585	35%	\$5,050,000	65%	\$7,820,585

Table 14. Project Management Budget

Item	Per Week	Estimated person weeks	GEF (\$)	Other sources (\$)	Project Total (\$)
Locally recruited consultants*					
Project Manager (full time)	\$850	288	\$144,800	\$100,000	\$244,800
Project Administrator (full time)	\$425	288	\$0	\$122,400	\$122,400
National M&E Specialists	\$1,500	10	\$15,000	\$0	\$15,000
Audits			\$0	\$48,000	\$48,000
Internationally recruited consultants*					
Contractual Management Services			\$0	\$87,000	\$87,000
International M&E Specialists	\$3,000	10	\$30,000		\$30,000
Office facilities, equipment, vehicles and communications**					
Travel			\$15,000	\$45,000	\$60,000
Workshops (e.g., project inception)			\$20,500	\$0	\$20,500
Office facilities, equipment, vehicles, communications, data provision, utilities			\$40,000	\$93,000	\$133,000
Miscellaneous (petty cash, stationery, etc)			\$12,000	\$12,000	\$24,000
Total			\$277,300	\$507,400	\$784,700

Table 15. Consultants Working for Technical Assistance Components

Item	Per Week	Estimated person weeks	GEF (\$)	Other sources (\$)	Project Total (\$)
Locally recruited consultants					
Biodiversity Conservation Specialist	\$1,500	70	\$105,000	\$0	\$105,000
Legal Advisor	\$1,500	70	\$105,000	\$0	\$105,000
Financing and Business Specialist	\$1,500	70	\$105,000	\$0	\$105,000
Protected Area Management Specialist	\$1,500	100	\$150,000	\$0	\$150,000
Public Affairs Specialist	\$1,500	70	\$105,000	\$0	\$105,000
Subtotal		380	\$570,000	\$0	\$570,000
International consultants					
Trust Fund Management	\$3,000	30	\$90,000	\$0	\$90,000
Protected Areas Management	\$3,000	30	\$90,000	\$0	\$90,000
Legal Expert	\$3,000	40	\$120,000	\$0	\$120,000
Business Financing and Management	\$3,000	40	\$120,000	\$0	\$120,000
Subtotal		140	\$420,000	\$0	\$420,000
Total			\$990,000	\$0	\$990,000

Table 16. Co-financing Sources

Name of co-financier	Classification (Government, NGO, Donor)	Type (cash, in-kind)	Amount (\$)	Status	
				Confirmed	Un-confirmed
NEPA	Government	Cash	\$ 250,000	X	
NEPA	Government	In-kind	\$250,000	X	
UNDP, Jamaica	Donor	Cash	\$200,000	X	
The Nature Conservancy	NGO	Cash	\$1,000,000	X	
The Nature Conservancy	NGO	In-kind	\$1,750,000	X	
KfW	Bilateral	Cash	\$1,600,000	X	
Total			\$ 5,050,000		

2.7 Cost-effectiveness

105. During project design, several alternative scenarios were considered from the point of view of cost-effectiveness. These included the selection of different pilot sites, purchasing of hardware and other tactical equipment, construction of major facilities for administration and tourism, expensive international training programs, etc. Stakeholders eventually abandoned these options after they carefully considered conservation priorities relevant to a limited budget. In the end, the most strategic and, therefore, cost-effective investments rested on a number of principles, each integrated within the activities and expenditures of this proposed project.

106. Investment in protected area management represents a pro-active expenditure that usually pays significant down-stream dividends. The immediate strengthening of a protected area mosaic will create a more secure future for a great number of species and landscapes currently vulnerable to the threats identified during project. This one-time timely and pro-active investment will alleviate the need for later and much more costly conservation expenditures such as habitat restoration and species re-introduction, which generally entail greater economic conflicts and costs.

107. Building institutional, policy and sustainable financing improvements represents the most cost-effective conservation approach. Done properly, the long-term policy and management direction of an

entire country can be improved for decades as a result of a relatively small capital investment in technical assistance and associated capacity building. Ideally, this investment results in both institutions and communities given the fundamental policy tools required to actively engage in conservation and development initiatives leading to even greater conservation returns.

108. The project is designed to create working examples of conservation tools currently not operational in Jamaica, e.g., protected area management and business plans, coordinated management models, etc. The use of the permanent protected areas Trust Fund is preferable to the alternative of a one-off “disappearing” fund as it will enable protected areas management costs to be met in the long term and in a stable manner. This will reduce the amount of staff resources that need to be invested in seeking funding sources on a recurrent basis. The project will improve the enabling systemic and institutional environment for protected area expansion, and enhance the capacities of the protected areas management bodies to manage this expanded protected area estate. Again, these are cost-effective design approaches. As lessons learned are disseminated throughout Jamaica and the region, the project’s impacts will be amplified further increasing the overall cost-effectiveness.

109. Project activities were designed to work with proposed and on-going conservation initiatives. The project is designed to achieve the proposed outcomes while only incurring essential incremental expenses. To accomplish this, the project will build upon the existing baseline activities and national and local capacities, as well as available infrastructure, and will target increased co-financing commitments during project design and implementation. The project will seek to contribute to the existing government efforts to expand and strengthen the national protected area system, and will strengthen the capacity of protected area institutions to meet biodiversity conservation priorities in a more ecologically holistic way in compliance with international standards. This increases the project’s cost-effectiveness by leveraging and extending the buying power of project funds. Technical assistance, both national and international, is designed to be strategic and efficient. This means that properly selected individuals can provide support for several project outputs, alleviating the need to recruit, transport, and otherwise support a large team of experts to support project implementation.

110. The project is designed to support Government and community priorities. This will translate into more efficient implementation as the project works in concert with these key stakeholders. The project outcome and outputs have been appropriately scaled to match local capacity and needs. The framework allows for the gradual ramping up of activities as local capacities are built and allows for a significant period of time for project implementation. UNDP, national and local government and other stakeholders will each be dedicating large amounts of staff time to see that the project is properly executed.

111. Pilot sites were selected for their ability to conserve a maximum area of under-represented habitats and species and help coordinate management, making conservation more efficient and, thereby, cost-effective. Sites were selected based upon practical considerations such the desire to limit project expenses by choosing a single geographic region that supports several diverse sites representing a wide spectrum of conservation challenges and opportunities. The strategy of including new protected areas into the NSPA will deliver cost-effectiveness in the long term as it will generate highly replicable models of landscape-wide approaches to protected areas management which will result in significant economies of scale.

2.8 Sustainability

112. Environmental Sustainability: The project will support the long-term viability of globally significant biodiversity in Jamaica by improving the regulatory, planning, institutional, and financial frameworks for protected area management. The project’s results will include the removal of existing conservation barriers and the prevention and/or mitigation of negative impacts of key threats to protected areas. In addition, the project will expand the protected area system to include currently under-represented species and associated habitats. Strengthening the protected area management

framework should result in preservation of valuable ecosystem services and significantly improved resilience to pending climate change impacts. Both of these represent meaningful contributions to long-term environmental sustainability.

113. Financial Sustainability: Much of the project is directed towards guaranteeing the financial security of Jamaica's protected areas. Activities undertaken through each of the project's three components will contribute to making certain the NSPA is much better equipped to finance and implement initiated conservation measures. The project is designed to catalyze sustainable financing tools such as the Trust Fund while simultaneously assisting protected area managers to capture opportunities for increased revenue generation. Stimulating more cooperative and strategic financial planning will result in cost-saving measures. This increased efficiency and cost-effectiveness will further buoy financial sustainability. The project was thoughtfully designed by national stakeholders to make certain activities are locally scaled. This approach helps ensure that national interests will be well positioned to finance activities after benefiting from initial GEF investments in capacity building. The ultimate result should be a much more financially stable NSPA better equipped to continue and expand project-initiated activities.

114. Social Sustainability: This project preparatory phase benefitted from very active stakeholder involvement. This cooperative and inclusive approach set the stage for continued social sustainability. Much of the project's activities are focused upon improving the prospects for local residents to generate revenue and ecosystem service benefits from the sustainable use and management of protected area resources. In addition, the project will be working to redesign management planning and regulatory frameworks that are specifically tailored to improve stakeholder access to protected area management decision-making particularly through improvement of management planning regimes. These same principles are reflected in each of the project's components.

115. Institutional Sustainability: Building institutional sustainability through improved management, legislation, and financial processes is paramount to this project's investments. Direct capacity building will take place through training programs. In-direct capacity building will result from implementation of various project activities. Much of the project's efforts are focused upon providing institutions with the tools required for long-term institutional integrity. For instance, strengthening the country's legal framework in Component I will alleviate current institutional inconsistencies and conflicts creating an environment much more likely to maintain long-term conservation efforts. The proposed project will result in a much more cohesive and well-funded institutional framework and staff better equipped to efficiently and effectively conserve globally significant biodiversity.

2.9 Replicability

116. This project is based upon the premise that the efficiency and effectiveness of Jamaica's NSAP is constrained by the inadequacy of existing legislative, financial and management models required to stimulate success. Therefore, each of the proposed project's outputs is constructed to specifically generate a critical mass of demonstration effect capable of reversing current trends. For instance, the process of generating management plans will be used as a tool for collaboration to maximize the number of protected area managers familiar with both the models and the process required for model development. To further expand replication effect beyond the core outputs, the project will sponsor two national level workshops to disseminate findings and activities. One purpose of this activity is to make certain project investments result in sustained activity within each pilot site and promote national level improvements. These workshops should serve as a forum for inter-active learning, question and thought regarding the successes and failures of project activity in achieving discreet outcomes and outputs. Local and national project managers, community members, government representatives, and protected area staff will be expected to make individual presentations explaining their personal project related activities and the conservation results of those activities, e.g., legal framework improvements, biodiversity monitoring, community management, tourism development,

management planning, etc. The workshop results/presentations will be collated into a brief document (less than 40 pages) summarizing what the project has done, why and what are the results. These documents, one developed at project mid-term and a second developed at project close, will serve as teaching guides for protected area managers, community members and others to assist with replication of project results. The summary will be presented in a form suitable for incorporation within national strategies and action plans related to protected areas management. The preparation of lessons learned from the various types of co-management across the PA system could be beneficial for the Caribbean Government to share and avoid some of the challenges experienced in Jamaica. CARICOM is interested in environmental management and, through dialogue at the right levels, CARICOM could become a vehicle for sharing these tools.

Part 3. Project Results Framework

3.1 Strategic Results Framework

This project will contribute to achieving the following Country Programme Outcome as defined in CPAP or CPD: Integrated land, coastal zone, water and energy management practices improved
Country Programme Outcome Indicators: Amount of soil eroded and number of flora and fauna under threat. Area of land and sea protected.
Primary applicable Key Environment and Sustainable Development Key Result Area (same as that on the cover page, circle one): 1. Mainstreaming environment and energy OR 2. Catalyzing environmental finance OR 3. Promote climate change adaptation OR 4. Expanding access to environmental and energy services for the poor.
Applicable GEF Strategic Objective and Program: Strategic Objective 1: Catalyze sustainability of protected areas within the context of national systems. Strategic Program #1 (SP-1): Sustainable Financing of Protected Area Systems at the National Level.
Applicable GEF Expected Outcomes: PA systems secure increased revenue and diversification of revenue streams to meet total expenditures required to meet management objectives; Reduction in financing gap to meet PA management objectives.
Applicable GEF Outcome Indicators: Total revenue and diversification in revenue streams.

Objective and Outcomes	Indicator	Baseline	Targets End of Project	Source of verification	Risks and Assumptions
Project Objective: To consolidate the operational and financial sustainability of Jamaica’s National System of Protected Areas	Increase in NSPA operational sustainability measured by average METT score for all PAs based on the following definitions: High (75-100), Medium (55-74), Low (<55).	High: 0 number of PAs Medium: 4 number of PA Low: 28 number of PA	High: 2 number of PAs Medium: 9 number of PA Low: 21 number of PA	METT scorecard applied at project start, MTE and FE	– Changes in political circumstances and economic priorities affect Government or other stakeholders (including NGO PA managers) commitment to NPSA – Climate change, natural disasters, and other environmental impacts beyond national do not exceed current expectation affect the viability of management options and distract attention from PA issues.
	Increase in NSPA financial capacity measured by Financial Sustainability Scorecard	Financial Score (Part 2): 53	Financial Score (Part 2): 122 (The highest score possible is 225)	Financial Sustainability Scorecard applied at project start, MTE and FE	
	Change in area of broad-leaf forest within NSPA Change in area of living reef within 10 NSPA monitoring sites Change in population number of 3 key indicator species: endemic Giant	Broad-leaf: 88,000 hectares Reef: 3% - 30% living Number of individuals of: endemic Giant Swallowtail Butterfly (<i>Pterouus homerus</i>),	Broad-leaf: 88,000 hectares Reef: 3% - 30% living Status of 3 key indicator species: endemic Giant Swallowtail Butterfly (<i>Pterouus homerus</i>), endemic	PA reports Biodiversity CHM reports Broad-leaf: Forestry Department annual report submitted to FAO Annual “Status of the Reef Report” submitted by Jamaica Coral Reef	

	Swallowtail Butterfly (<i>Pterouus homerus</i>), endemic Jamaican Blackbird (<i>Nesopsar nigerrimus</i>), and Loggerhead turtles (<i>Caretta caretta</i>).	endemic Jamaican Blackbird (<i>Nesopsar nigerrimus</i>), and Loggerhead turtles (<i>Caretta caretta</i>). (Exact figures to be determined at project inception)	Jamaican Blackbird (<i>Nesopsar nigerrimus</i>), and Loggerhead turtles (<i>Caretta caretta</i>). (Exact figures to be determined at project inception)	Monitoring Network (JCRMN) to NEPA.	
Outcome 1: Strengthening of planning and revenue generation	Increase in Protected Area Trust Fund principle and annual disbursement to NSPA	Trust Fund Principle: 0 Annual Disbursement to NSPA: 0	Trust Fund Principle: US\$ 3.35 million Annual Disbursement to NSPA: US\$ 300,000	Trust Fund reports Trust Fund bank statements	– Government, NGO's and other donors maintain and/or improve investment and support for NSPA and Trust Fund. – Exchange, inflation and interest rates remain within predictable ranges.
	Increase in annual government funding for PAs	US\$ 4,097,000	US\$ 4,916,400 (20% increase.)	Government and NSPA budget reports	
	Increase in annual non-government resources	US\$ 1,575,987	US\$ 1,891,184 (20% increase.)	NSPA budget reports	
	Percentage of PAs with business plans that reflect NSPA standards	0 PAs with business plans that reflect NSPA standards	8 PAs with business plans that reflect NSPA standards (25% increase)		
Outputs: 1.1 Protected Area Trust Fund (PATF) 1.2 Model site-level business plans 1.3 Revenue generation mechanisms in five key protected areas 1.4 Operational plan for PA system financial strategy					
Outcome 2: Rationalizing and integrating the NSPA	Number of PAs with clearly designated lead and support entity	One (1) PA within NSPA legal agreement designating PA management authority	32 of PA's within NSPA with legal agreements designating PA management authority (100% of PA's)	PAC, PA and Project reports	– Decision-makers (national and local) will support and approve various legal agreements. – Authorities will follow collaborative PA management relationship.
	Number of new PA landscapes gazetted and implementing management plans that reflect integrated landscape/seascape wide approaches to combating PA threats	0 new coastal and marine PA landscapes gazetted and implementing management plans that reflect integrated landscape/seascape wide approaches to combating PA threats	1 new coastal and marine PA landscape gazetted and implementing management plans that reflect integrated landscape/seascape wide approaches to combating PA threats	Official Gazette PA management plans Project reports	
Outputs: 2.1 National protected areas legislation and supporting legal framework 2.2 New and expanded PA network					

Outcome 3: Increasing PA management effectiveness	Increase in PA management effectiveness measured by METT scores	METT Scores for 32 PA's: <ul style="list-style-type: none"> ● Montego Bay Marine Park - 44 ● Blue and John Crow Mtn National Park – 72 ● Negril EPA - 32 ● Negril Marine Park – 39 ● Palisadoes-Port Royal Protected Area – 27 ● Coral Spring-Mountain Spring – 19 ● Portland Bight Protected Area – 36 ● Ocho Rios Protected Areas – 19 ● Mason River protected Area - 54 ● Bogue Islands Fish Sanctuary - 14 ● Bowden Fish Sanctuary - 13 ● Airport Point Fish Sanctuary - 46 ● Discovery Bay Fish Sanctuary - 34 ● Bluefields Bay Fish Sanctuary - 33 ● Orange Bay Fish Sanctuary - 36 ● Galeon Bay Fish Sanctuary - 30 ● Salt Harbour Fish Sanctuary - 36 ● Galleon Harbour Fish Sanctuary - 32 ● Three Bays Fish Sanctuary - 32 ● Forestry Northeast - 58 ● Forestry Southeast - 56 ● Forestry Northwest - 40 ● Forestry Southwest - 45 ● Port Royal and Palisadoes - 52 ● Black River - 21 ● Spanish Town - 41 ● Titchfield Hill - 43 ● Falmouth - 35 ● Seville - 74 ● Rio Nuevo - 17 ● Mountain River Cave - 44 ● Mason River Reserve - 54 	METT Scores for 32 PA's increase an average of 25%: <ul style="list-style-type: none"> ● Montego Bay Marine Park - 55 ● Blue and John Crow Mtn National Park – 90 ● Negril EPA - 40 ● Negril Marine Park – 48 ● Palisadoes-Port Royal Protected Area – 34 ● Coral Spring-Mountain Spring – 23 ● Portland Bight Protected Area – 45 ● Ocho Rios Protected Areas – 23 ● Mason River protected Area - 67 ● Bogue Islands Fish Sanctuary - 18 ● Bowden Fish Sanctuary - 16 ● Airport Point Fish Sanctuary- 57 ● Discovery Bay Fish Sanctuary - 42 ● Bluefields Bay Fish Sanctuary - 41 ● Orange Bay Fish Sanctuary - 45 ● Galeon Bay Fish Sanctuary - 37 ● Salt Harbour Fish Sanctuary - 45 ● Galleon Harbour Fish Sanctuary - 40 ● Three Bays Fish Sanctuary - 40 ● Forestry Northeast - 72 ● Forestry Southeast - 70 ● Forestry Northwest - 50 ● Forestry Southwest - 56 ● Port Royal and Palisadoes - 65 ● Black River - 26 ● Spanish Town - 51 ● Titchfield Hill - 53 ● Falmouth - 43 ● Seville - 92 ● Rio Nuevo - 21 ● Mountain River Cave – 55 ● Mason River Reserve - 67 	METT Scorecard	– Continued GoJ support for PA management improvement. – PA management will complete and implement management and business plans. – Institutions and individuals successfully apply new skills. – Weak management and technical capacity undermines project outcomes
	Number of PAs that access and contribute to biological information through CBD Clearing House Mechanism.	One (1) PA contributing to and accessing CBD CHM.	32 PA's contributing and accessing CBD CHM. (100% of PA's)	Project reports Biodiversity CHM monitoring reports	

	Percentage of PAs with management plans that reflect NSPA management guideline standards	0 PA's with management plans that reflect NSPA management guideline standards	8 PA's with management plans that reflect NSPA management guideline standards (25% of PA's)	PA management plans Project reports	
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Outputs:

- 3.1 *New and updated protected area management plans*
- 3.2 *Monitoring and evaluation system for protected area management*
- 3.3 *Conservation-based economic development established in or near five protected areas*
- 3.4 *Communication strategy to raise key stakeholder awareness and build national constituency*

3.2 Total Budget and Workplan

Award ID:		00059298		Project ID(s):		00074120						
Award Title:		PIMS 3832 BD PDFa: JAM Strengthening the Operational and Financial Sustainability of the National Protected Area System										
Business Unit:		JAM10										
Project Title:		Strengthening the operational and financial sustainability of the national Protected Area System										
PIMS no		3832										
Implementing Partner (Executing Agency)		National Environment and Planning Agency (NEPA)										
GEF Outcome	Responsible Party	SoF	UNDP B/L	UNDP B/L Description	Amount Year 1 (USD)	Amount Year 2 (USD)	Amount Year 3 (USD)	Amount Year 4 (USD)	Amount Year 5 (USD)	Amount Year 6 (USD)	Total (USD)	Note
Outcome 1: Strengthening of financial planning and revenue generation.	NEPA	GEF	71200	International Consultants	\$48,000	\$48,000	\$28,000	\$30,000	\$28,000	\$28,000	\$210,000	1
			71300	National Consultants	\$25,000	\$25,000	\$13,750	\$13,750	\$13,750	\$13,750	\$105,000	2
			71600	Travel	\$10,000	\$10,000	\$3,750	\$3,750	\$3,750	\$3,750	\$35,000	3
			72100	Service Contracts	\$7,500	\$7,500	\$7,500	\$20,000	\$20,000	\$7,500	\$70,000	4
			72200	Equipment	\$2,000	\$2,000	\$1,500	\$1,500	\$1,500	\$1,500	\$10,000	5
			72300	Materials and Goods	\$2,000	\$2,000	\$1,500	\$1,500	\$1,500	\$1,500	\$10,000	6
			72600	Trust Fund	\$750,000	\$0	\$0	\$0	\$0	\$750,000	7	
			74200	Audiovisual & Printing	\$2,000	\$2,000	\$1,500	\$1,500	\$1,500	\$1,500	\$10,000	8
			74500	Miscellaneous	\$7,500	\$7,500	\$2,500	\$2,500	\$2,500	\$2,500	\$25,000	9
			75700	Training	\$15,000	\$15,000	\$2,500	\$2,500	\$2,500	\$2,500	\$40,000	10
SUBTOTAL GEF OUTCOME 1					\$869,000	\$119,000	\$62,500	\$77,000	\$75,000	\$62,500	\$1,265,000	
Outcome 2: Rationalizing and integrating the NSPA.	NEPA	GEF	71200	International Consultants	\$40,000	\$50,000	\$7,500	\$7,500	\$7,500	\$7,500	\$120,000	11
			71300	National Consultants	\$30,000	\$30,000	\$11,250	\$11,250	\$11,250	\$11,250	\$105,000	12
			71600	Travel	\$8,000	\$8,000	\$4,875	\$4,875	\$4,875	\$4,875	\$35,500	13
			72100	Service Contracts	\$3,750	\$3,750	\$10,000	\$10,000	\$3,750	\$3,750	\$35,000	14
			72300	Materials and Goods	\$2,000	\$2,345	\$2,001	\$1,218	\$1,218	\$1,218	\$10,000	15
			73400	Rental (Vehicles)	\$3,000	\$3,000	\$1,000	\$1,000	\$1,000	\$1,000	\$10,000	16
			74200	Audiovisual & Printing	\$3,000	\$3,000	\$2,250	\$2,250	\$2,250	\$2,250	\$15,000	17
			74500	Miscellaneous	\$3,250	\$3,250	\$3,000	\$3,500	\$3,500	\$3,500	\$20,000	18
			75700	Training	\$5,350	\$4,590	\$4,590	\$3,490	\$3,490	\$3,490	\$25,000	19
SUBTOTAL GEF OUTCOME 2					\$98,350	\$107,935	\$46,466	\$45,083	\$38,833	\$38,833	\$375,500	

Outcome 3: Increasing the effectiveness of PA management.	NEPA	GEF	71200	International Consultants	\$10,000	\$20,000	\$20,001	\$13,333	\$13,333	\$13,333	\$90,000	20
			71300	National Consultants	\$55,500	\$55,500	\$45,600	\$67,800	\$67,800	\$67,800	\$360,000	21
			71600	Travel	\$32,785	\$25,000	\$10,000	\$15,000	\$10,000	\$10,000	\$102,785	22
			72100	Service Contracts	\$10,000	\$10,000	\$20,500	\$20,500	\$18,500	\$20,500	\$100,000	23
			72300	Materials and Goods	\$15,500	\$20,000	\$11,500	\$30,000	\$11,500	\$11,500	\$100,000	24
			73400	Rental (Vehicles)	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$5,000	\$30,000	25
			74200	Audiovisual & Printing	\$1,500	\$1,500	\$1,750	\$1,750	\$1,750	\$1,750	\$10,000	26
			74500	Miscellaneous	\$1,500	\$1,500	\$1,750	\$1,750	\$1,750	\$1,750	\$10,000	27
			75700	Training	\$10,000	\$10,000	\$15,000	\$5,000	\$5,000	\$5,000	\$50,000	28
			SUBTOTAL GEF OUTCOME 3					\$141,785	\$148,500	\$131,101	\$160,133	\$134,633
Project Management	NEPA	GEF + UNDP TRAC	71200	International Consultants: GEF	\$0	\$0	\$15,000	\$0	\$0	\$15,000	\$30,000	29
			71300	National Consultants: GEF	\$0	\$0	\$7,500	\$0	\$0	\$7,500	\$15,000	30
			71400	Service Contracts (Ind): UNDP TRAC	\$15,000	\$17,000	\$17,000	\$17,000	\$17,000	\$17,000	\$100,000	31
			71400	Service Contracts (Ind) GEF	\$25,800	\$23,800	\$23,800	\$23,800	\$23,800	\$23,800	\$144,800	32
			71600	Travel: UNDP TRAC	\$0	\$0	\$2,500	\$0	\$0	\$2,500	\$5,000	33
			71600	Travel: GEF	\$5,000	\$5,000	\$1,250	\$1,250	\$1,250	\$1,250	\$15,000	34
			72100	Service Contracts: UNDP TRAC	\$6,500	\$5,000	\$7,625	\$7,625	\$7,625	\$7,625	\$42,000	35
			74100	Professional Services: UNDP TRAC	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000	\$8,000	\$48,000	36
			74500	Miscellaneous, including premises alterations, vehicles, workshops: UNDP TRAC	\$5,000	\$0	\$0	\$0	\$0	\$0	\$5,000	37
			74500	Miscellaneous, including premises alterations, vehicles, workshops: GEF	\$25,000	\$10,500	\$9,500	\$8,500	\$9,500	\$9,500	\$72,500	38
SUBTOTAL PROJECT MANAGEMENT					\$90,300	\$69,300	\$92,175	\$66,175	\$67,175	\$92,175	\$477,300	
GEF PROJECT TOTAL					\$1,199,435	\$444,735	\$332,242	\$348,391	\$315,641	\$330,141	\$2,970,585	

Summary of Funds

	Amount Year 1	Amount Year 2	Amount Year 3	Amount Year 4	Amount Year 5	Amount Year 6	Total
GEF	\$1,164,935	\$414,735	\$297,117	\$315,766	\$283,016	\$295,016	\$2,770,585
UNDP (cash)	\$34,500	\$30,000	\$35,125	\$32,625	\$32,625	\$35,125	\$200,000
KFW (cash TF)	\$1,600,000	\$0	\$0	\$0	\$0	\$0	\$1,600,000
TNC (cash TF)	\$1,000,000	\$0	\$0	\$0	\$0	\$0	\$1,000,000
TNC (in-kind)	\$295,000	\$291,000	\$291,000	\$291,000	\$291,000	\$291,000	\$1,750,000
NEPA/GOJ (cash)	\$42,000	\$41,600	\$41,600	\$41,600	\$41,600	\$41,600	\$250,000
NEPA/GOJ (in-kind)	\$42,000	\$41,600	\$41,600	\$41,600	\$41,600	\$41,600	\$250,000
TOTAL	\$4,178,435	\$818,935	\$706,442	\$722,591	\$689,841	\$704,341	\$7,820,585

Budget Notes

Note	Atlas Number	Category	6 year Total	Description of Expenditures (to be finalized at project inception phase)
Outcome 1: Strengthening of financial planning and revenue generation.				
Total GEF: US\$ 1,265,000				
1	71200	International Consultants	\$ 210,000	Business and Finance Expert (\$120,000) Trust Fund Expert (\$90,000) To support training and technical support for development of national Trust Fund and generate/trial financial plan/strategy for protected areas
2	71300	National Consultants	\$ 105,000	Financing and Business Expert (\$105,000) To support training and technical support for development of national Trust Fund and generate/trial financial plan/strategy for protected areas
3	71600	Travel	\$ 35,000	National travel to field sites (\$15,000) International travel for technical support (\$20,000)
4	72100	Service Contracts	\$ 70,000	Development, monitoring, and reporting of model income generation schemes for protected areas, e.g., visitor fees, tourism operator certification, etc. Specifics to be determined during planning process (\$70,000)
5	72200	Equipment	\$ 10,000	Equipment required to establish and initial operation of Trust Fund management office (\$10,000)
6	72300	Materials and Goods	\$ 10,000	Materials required to establish and monitor model income generation by protected areas (\$10,000)
7	72600	Trust Fund	\$750,000	Cash contribution to Trust Fund from GEF
8	74200	Audiovisual & Printing	\$ 10,000	Public information materials to generate Trust Fund investment and information (\$10,000).
9	74500	Miscellaneous	\$ 25,000	Sundry expenses (\$10,000). Trust fund board and inter-agency meetings: (\$5,000).

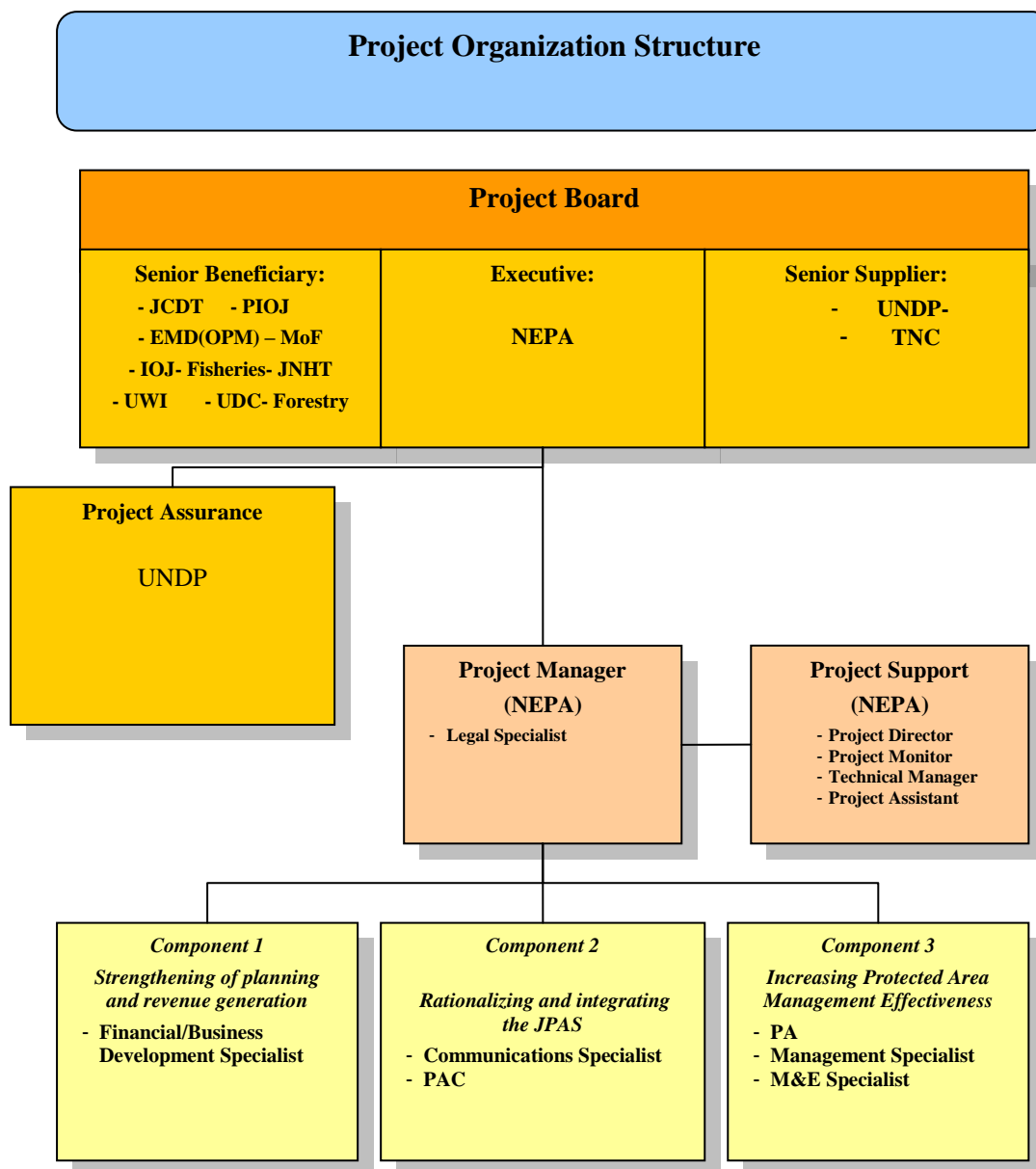
				Events to disseminate business plans (\$10,000).
10	75700	Training	\$ 40,000	Training programs for Trust Fund management (\$5,000) Training programs for PA income generation (\$10,000) Training programs for PA business planning (\$15,000) Training programs for PA national financial strategy (\$10,000)
Outcome 2: Rationalizing and integrating the NSPA.				
TOTAL GEF: 375,500				
11	71200	International Consultants	\$ 120,000	Legal Expert (\$120,000) Support for assessment of national legal framework, generation of national protected areas legislation, national protected areas regulations, development of model management agreements, Trust Fund management parameters, national and regional training programs and other law and policy related capacity building issues.
12	71300	National Consultants	\$ 105,000	Legal Advisor (105,000) Support for assessment of national legal framework, generation of national protected areas legislation, national protected areas regulations, development of model management agreements, Trust Fund management parameters, national and regional training programs and other law and policy related capacity building issues.
13	71600	Travel	\$ 35,500	National travel to field sites (\$22,500) International travel for technical support (\$12,500) This component will require significant travel for the development of new protected areas.
14	72100	Service Contracts	\$ 35,000	Biological and social assessments of new protected areas. This will be coordinated with broader activities under Component 3. (\$30,000) Support for development of law/policy activities (\$5,000)
15	72300	Materials and Goods	\$ 10,000	Infrastructure support for new protected areas (\$10,000) This may include monitoring equipment, structures, computers, communications systems, etc.
16	73400	Rental (Vehicles)	\$ 10,000	Transportation (including water craft) necessary for training and creation of new protected area complexes (\$10,000)
17	74200	Audiovisual & Printing	\$ 15,000	Generation of information materials for new protected areas (\$10,000) Generation of information materials for law and policy support (\$5,000)
18	74500	Miscellaneous	\$ 20,000	Stakeholder participation events to finalize support for new protected areas (\$10,000) Stakeholder participation events related to law and policy development (\$10,000)
19	75700	Training	\$ 25,000	Training programs/workshops to enhance national capacity for strategic protected area design rationalizing NSPA (\$15,000) Training programs/workshops enhancing legal capacity to create national protected areas law, unified protected areas administration, regulatory framework and model management agreements (\$10,000)
Outcome 3: Increasing the effectiveness of PA management				
TOTAL GEF: US\$ 852,785				
20	71200	International Consultants	\$ 90,000	Protected Areas Management Expert (\$90,000) Support for building capacity to design, implement and monitor protected areas management planning
21	71300	National Consultants	\$ 360,000	Biodiversity Conservation Specialists (\$105,000) Support for building species monitoring and information management to improved targeted investments. Protected Area Management Specialist (\$150,000)

				Support for building capacity to design, implement and monitor protected areas management planning for eight protected areas. Public Affairs Specialist (\$105,000) Capacity building support for the design, implementation, management, and monitoring of public information campaign that links project performance with public support for increased protected areas financing.
22	71600	Travel	\$ 102,785	International travel for management experts (\$ 12,785) National travel to build management, monitoring, and public awareness. This component will be very travel intense with project working in at least eight protected areas - including both marine and terrestrial - over a six-year period. (\$90,000)
23	72100	Service Contracts	\$ 100,000	Financial support for the implementation of national public awareness campaign (\$25,000) Financial support for biodiversity monitoring activity. This may take the form of competitive grant to qualified research organizations. (\$25,000) Financial support for the implementation of model community development initiatives (\$50,000)
24	72300	Materials and Goods	\$ 100,000	Materials required for implementing species monitoring program to inform strategic and cost-effective management decision-making. (\$30,000) Materials required for support of public awareness campaign. (\$20,000) Materials required to support community model development initiatives (\$40,000) Materials required to support protected areas management planning (\$10,000)
25	73400	Rental (Vehicles)	\$ 30,000	Vehicles - including boats - required to support intensive field programs under this component (\$30,000)
26	74200	Audiovisual & Printing	\$ 10,000	To be distributed in support of component's activities. It is foreseen that public awareness and protected area management planning will require significant support, particularly development of comprehensive protected area management training program. (\$10,000)
27	74500	Miscellaneous	\$ 10,000	To be distributed in support of component's activities (\$10,000)
28	75700	Training	\$ 50,000	Series of training programs for the design, implementation and monitoring of protected area management planning (\$30,000) Various training programs/workshops required to support public awareness, monitoring, and "green" development (\$20,000)
Project Management				
TOTAL GEF and UNDP: US\$ 477,300				
29	71200	International Consultants: GEF	\$ 30,000	International evaluation consultants: exclusive of DSA and travel. Mid-term (\$15,000), Final (\$15,000)
30	71300	National Consultants: GEF	\$ 15,000	National evaluation consultants: Exclusive of DSA and travel Mid-term (\$7,500), Final (\$7,500)
31	71400	Service Contracts (Ind): UNDP TRAC	\$ 100,000	UNDP contribution to project manager salary (\$100,000). Total salary \$40,800/year.
32	71400	Service Contracts (ind) GEF	\$ 144,800	GEF contribution to project manager salary (\$144,800). Total salary \$40,800/year.
33	71600	Travel: UNDP TRAC	\$ 5,000	International travel for mid-term and final project evaluations (\$5,000)
34	71600	Travel: GEF	\$ 15,000	Travel to support project management (\$15,000)
35	72100	Service Contracts: UNDP TRAC	\$ 42,000	This project has a relatively low project management staff investment for a six year, full-sized project It is foreseen that the project manager may occasionally require additional short-term support. Various contracts may be demanded to enhance project management including support for report preparation, enhanced project monitoring, external project management consultations, support for M&E, etc. (\$42,000)

36	74100	Professional Services: UNDP TRAC	\$ 48,000	An annual audit will be completed. Audits for similar Jamaican projects cost approximately \$8,000/year. (\$48,000)
37	74500	Miscellaneous, including premises alterations, vehicles, workshops: UNDP TRAC	\$ 5,000	UNDP contribution to miscellaneous costs. Incorporated below.
38	74500	Miscellaneous, including premises alterations, vehicles, workshops: GEF	\$ 72,500	NEPA will cover most costs associated with establishing and operating a project management office, e.g. office space and utilities. The project will require additional support from UNDP and GEF funds. Illustrative numbers appear below. These must be finalized during project inception and implementation: Employee benefits for national project manager (\$10,000) Office equipment (computers, printers, photocopier, projector, telephone, etc.) (\$17,000) Office updates, maintenance and furniture (\$15,000) M&E Workshops (\$15,500) Miscellaneous Funds (\$15,000)

Part 4. Management Arrangements

4.1 Project Organizational Structure



117. Project Board: Will be responsible for making management decisions for a project in particular when guidance is required by the Project Manager. The Project Board plays a critical role in project monitoring and evaluations by quality assuring these processes and products, and using evaluations for performance improvement, accountability and learning. It ensures that required resources are committed and arbitrates on any conflicts within the project or negotiates a solution to any problems with external bodies. In addition, it approves the appointment and responsibilities of the Project Manager and any delegation of its Project Assurance responsibilities. Based on the approved Annual Work Plan, the Project Board can also consider and approve the quarterly plans (if applicable) and also approve any essential deviations from the original plans.

118. The Project Board will consist of the various organizations involved in environmental sustainability in Protected Areas and will include representatives from all of the relevant government sectors. Other members may be co-opted at the discretion of the permanent membership. The Project Board may also choose to create technical sub-committees to advise it on specific issues. Such technical bodies may be given a permanent status for the life of the demonstration project, where appropriate, and at the discretion of the Project Board.

119. In order to ensure UNDP's ultimate accountability for the project results, Project Board decisions will be made in accordance to standards that shall ensure management for development results, best value money, fairness, integrity, transparency and effective international competition. In case consensus cannot be reached within the Project Board, the final decision shall rest with the UNDP Project Manager.

120. Executive: NEPA will serve as the Board's Executive and will be responsible for chairing the Board.

121. Senior Supplier: individual or group representing the interests of the parties concerned which provide funding for specific cost sharing projects and/or technical expertise to the project. The Senior Supplier's primary function within the Board is to provide guidance regarding the technical feasibility of the project. The following Senior Suppliers will be represented on the Board: UNDP.

122. Senior Beneficiary: individual or group of individuals representing the interests of those who will ultimately benefit from the project. The Senior Beneficiary's primary function within the Board is to ensure the realization of project results from the perspective of project beneficiaries. The following Senior Beneficiaries will be represented on the Board: PAC.

123. Project Assurance: supports the Project Board by carrying out objective and independent project oversight and monitoring functions. A UNDP Staff member will hold the Project Assurance role.

124. Project Manager: The Project Manager has the authority to run the project on a day-to-day basis on behalf of the Implementing Partner within the constraints laid down by the Board. The Project Manager's prime responsibility is to ensure that the project produces the results specified in the project document, to the required standard of quality and within the specified constraints of time and cost.

125. Project Support: The Project Support role provides project administration, management and technical support to the Project Manager as required by the needs of the individual project or Project Manager.

4.2 Results of capacity assessment of implementing partner

126. A micro-assessment of the National Environment and Planning Agency (NEPA) was conducted on Monday, February 9, 2009. The objective of the assessment was to review the financial management capacity of the partner to manage funds for the implementation of projects by UN Agencies. It is intended to identify the most suitable cash transfer modality under the Harmonized Approach to Cash Transfers (HACT).

127. An overall risk rating of 'low' is applied to the National Environmental and Planning Agency (NEPA) financial management system. This indicates that this partner's system for managing cash transfers is "considered capable of correctly recording all transactions and balances, supports the preparation of regular and reliable financial statements, safeguards the entity's assets, and is subject to acceptable auditing arrangements."

4.3 Institutional Coordination and Support

128. The project will be executed under National Execution (NEX), according to the standards and regulation for UNDP cooperation in Jamaica. The Project Executing Agency will be The National Environment and Planning Agency (NEPA). NEPA will sign the grant agreement with UNDP and will be accountable to UNDP for an efficient and effective use of project resources and the achievement of the project goals, according to the approved work plan.

129. The duration of the project will be 6 years. The Project will comprise the following management, oversight and coordination structures: (i) A *Project Board* with strategic decision-making, non-executive powers would tentatively be composed by: NEPA, UNDP and TNC-Jamaica. The GEF Project coordinators from other partner projects, including GEF funded projects, will be invited to participate in sessions as observers to ensure proper project coordination and cross-fertilization if necessary. (ii) A *Project Management Unit* (PMU) will be responsible for directing, supervising and coordinating the project implementation. The PMU will be located in NEPA.

130. In terms of key Project staff, a nominated senior NEPA staff will become the *National Project Director*, while a *National Project Manager* (PM) will be contracted by NEPA based on a recruitment process and will be responsible for the day-to-day Project implementation, leading and managing the PMU. In addition to the Project Manager, the PMU will be composed of the following staff: administrative assistant and accountant (part-time). Administrative and professional personnel collaborating as advisors will interact on an ongoing basis with the NPM and the PMU technical and professional teams, according to needs arising during project implementation. An important and common part of the staff ToRs will be to identify measures on how to sustain the capacity development activities and results beyond the Project duration. The initial part of these measures will be integrated into the project work plans.

131. A 3-month *Inception Phase* will be used to carefully plan the whole project implementation process, culminating in the Inception Workshop. In addition, the necessary communication structures will be established between the main project components and partners to ensure optimal coordination and that key stakeholders are in full agreement with project objectives and hence committed towards the outcomes to be achieved.

4.4 UNDP Support Services

132. UNDP will provide technical support to the PMU and will be responsible for the required budget revisions, donor reporting, advance of funds, and monitoring of the project. UNDP will act as the GEF Implementing Agency for this project and as such the responsibility for managing GEF funds will be administered by UNDP CO. UNDP will advance funds for a three-month period to the PMU. At the end of each three-month period, the PMU will submit a report on activities and a financial report for expenses incurred along with a request for funds for the next period. UNDP will also facilitate communication between the PMU the Implementing Partner and the GEF as and if required. Other services support that UNDP can offer are outlined in the Universal Price List (UPL).

4.5 Collaborative arrangements with related projects

133. As noted and described throughout this document, there are several projects currently being implemented in Jamaica that may impact this GEF project. These projects were carefully considered and consulted during the PPG phase. This includes in many cases, such as the Natural Resource Valuation Project, the direct connection between associated activities. In addition, this GEF project's

management framework is designed to accommodate consultation with related projects during management and planning processes. Following is a description of a few key projects and how they will relate to the GEF project.

134. The GEF Caribbean Large Marine Ecosystem (CLME) project will support reef fish and biodiversity demonstration projects in Jamaica on the Pedro Bank (as well as in the Dominican Republic and Haiti), thereby complementing the activities of this project in identifying livelihood support activities compatible with the conservation of marine protected areas. The GEF Early Action Grant will enable Jamaica to assess the value of PAs to the national economy and to understand how to incorporate natural resource valuation into policy, and create the capacity to consistently apply the information to relevant decision-making. This will complement the activities of this project in relation to raising awareness of the importance of the NSPA and developing commitment at political level. The GEF regional invasive species project will provide data on invasives for the PA system database, complementing the initiatives of this project in improving the flow of information to PAs and its incorporation into decision-making.

135. This project forms part of the Caribbean Challenge, and, while the main motivation for the proposed establishment of new PAs is to promote economies of scale and cost-effectiveness in PA management, this will also contribute directly to the objective of the Caribbean Challenge of ensuring that Caribbean countries meet the goal of the CBD's Programme of Work on Protected Areas (PoWPA) of achieving 10% protection of representative marine ecosystems by 2012. The increased financial sustainability of the NSPA, which will result from project actions, will also increase the country's ability to meet this target and to manage the expanded PA estate in a sustainable and effective manner. Jamaica is one of the countries included in the PoWPA Early Action project and the results of that project, in terms of making the business case for PAs in the country, will provide a solid base for the political lobbying planned in this project in support of increased allocation of funds to the NSPA.

136. Additionally, the project will be implemented in close coordination with USAID's recently funded US\$12 million Global Sustainable Tourism Alliance project, which will support the project's initiatives related to livelihood support and economic development activities with potential to contribute to PA management.

137. Jamaica is one of the leaders in the region in use of co-management for managing PAs, having delegated management since 1996, and having material for case studies to be developed on this matter. The preparation of lessons learned from the various types of co-management across the PA system could be beneficial for the Caribbean Government to share and avoid some of the challenges experienced in Jamaica. CARICOM is interested in environmental management and, through dialogue at the right levels, CARICOM could become a vehicle for sharing these tools.

4.6 Prior obligations and prerequisites

138. There are no prior obligations and/or prerequisites for this project.

4.7 A brief description/summary of the inputs to be provided by all partners

Partner	Expected Inputs
Planning Institute of Jamaica	The national Executing Agency and is the agency representing the Government of Jamaica in all multi-lateral and bi-lateral agreements.
UNDP/GEF	Will be the Implementing Agency for the project. The UNDP CO, and UNDP-GEF Regional Coordination Unit (Panama) will give oversight and guidance to the project implementation, as well as monitoring of the project, and be responsible for transparent practices, appropriate conduct and professional auditing. UNDP has a wealth of experience working with governments in the area of reform and is well-positioned to assist in both capacity building and institutional strengthening. Staff and consultants will be contracted according to the established rules, regulations and procurement guidelines of the United Nations and all financial transactions and agreements will follow the same rules, regulations and procurement guidelines.
NEPA	Will be the national Implementing Partner under NEX/NIM Guidelines with technical assistance from UNDP as the implementing agency. Management of the project will be the direct responsibility for the Project Management Unit supported by a Project Manager and Assistant, that will be hired under the present project. NEPA will be responsible for the achievement of the results expected from the project and for ensuring that the outputs are produced through effective management and use of the project funds. NEPA is accountable for the quality, timeliness and effectiveness of project-funded outputs. NEPA is expected to apply the rules and procedures of the Government of Jamaica, provided that these rules and procedures are compatible with UNDP principles. In cases of incompatibility or where no GOJ procedure exists, UNDP procedures and practices will be applied.
Protected Areas Committee	An existing committee and will form the core the Project Steering Committee (PSC) which must be constituted. The Project Steering Committee must include senior representatives from the full cross-section of agencies responsible for protected areas management including but not limited to NEPA, PIOJ, JNHT, UDC, Forestry Department, and Fisheries Division. Eh PSC will be responsible for strategic decision-making, guidance of the project and will have non-executive powers. Other relevant GOJ agencies should be invited to sit on the Project Steering Committee. The Project Steering Committee will also include an environmental NGO representative and /or a protected areas NGO, selected by UNDP on the basis of stakeholder consultations. UNDP and TNC will sit on the Project Steering Committee. The GEF National Operational Focal Point will also sit on the PSC. The PSC will meet once a month for the first six months of the project, and then every three months thereafter. More frequent bilateral meetings may be necessary in order to ensure timely supervision and follow-up of project activities.
TNC	Parallel, in-kind co-financing: staff time, including technical expertise in country, across the region and within the wider TNC; cash for the PA trust fund.

4.8 Audit arrangements

139. The Government will provide the Resident Representative with certified periodic financial statements, and with an annual audit of the financial statements relating to the status of UNDP (including GEF) funds according to the established procedures set out in the Programming and Finance manuals. The Audit will be conducted by the legally recognized auditor of the Government, or by a commercial auditor engaged by the Government.

4.9 Agreement on intellectual property rights and use of logo on the project's deliverables

140. In order to accord proper acknowledgement to GEF for providing funding, a GEF logo should appear on all relevant GEF project publications, including among others, project hardware and vehicles purchased with GEF funds. Any citation on publications regarding projects funded by GEF should also accord proper acknowledgment to GEF.

Part 5: Monitoring Framework and Evaluation

141. The project will be monitored through the following M& E activities. The M& E budget is provided in the table below.

142. Project start: A Project Inception Workshop will be held within the first 3 months of project start with those with assigned roles in the project organization structure, UNDP country office and where appropriate/feasible regional technical policy and program advisors as well as other stakeholders. The Inception Workshop is crucial to building ownership for the project results and to plan the first year annual work plan.

143. The Inception Workshop will address a number of key issues including: (a) Assist all partners to fully understand and take ownership of the project. (b) Detail the roles, support services and complementary responsibilities of UNDP CO and RCU staff vis à vis the project team. (c) Discuss the roles, functions, and responsibilities within the project's decision-making structures, including reporting and communication lines, and conflict resolution mechanisms. (d) The Terms of Reference for project staff will be discussed again as needed. (e) Based on the project results framework and the relevant GEF Tracking Tool if appropriate, finalize the first annual work plan. Review and agree on the indicators, targets and their means of verification, and recheck assumptions and risks. (f) Provide a detailed overview of reporting, monitoring and evaluation (M&E) requirements. The Monitoring and Evaluation work plan and budget should be agreed and scheduled. (g) Discuss financial reporting procedures and obligations, and arrangements for annual audit. (h) Plan and schedule Project Board meetings. Roles and responsibilities of all project organization structures should be clarified and meetings planned. The first Project Board meeting should be held within the first 12 months following the inception workshop.

144. An Inception Workshop report is a key reference document and must be prepared and shared with participants to formalize various agreements and plans decided during the meeting.

145. Quarterly: Progress made shall be monitored in the UNDP Enhanced Results Based Management Platform. Based on the initial risk analysis submitted, the risk log shall be regularly updated in ATLAS. Risks become critical when the impact and probability are high. Note that for UNDP GEF projects, all financial risks associated with financial instruments such as revolving funds, microfinance schemes, or capitalization of ESCOs are automatically classified as critical on the basis of their innovative nature (high impact and uncertainty due to no previous experience justifies classification as critical). Based on the information recorded in Atlas, a Project Progress Reports (PPR) can be generated in the Executive Snapshot. Other ATLAS logs can be used to monitor issues, lessons learned etc... The use of these functions is a key indicator in the UNDP Executive Balanced Scorecard.

146. Annually: Annual Project Review/Project Implementation Reports (APR/PIR): This key report is prepared to monitor progress made since project start and in particular for the previous reporting period (30 June to 1 July). The APR/PIR combines both UNDP and GEF reporting requirements.

147. The APR/PIR includes, but is not limited to, reporting on the following: (a) Progress made toward project objective and project outcomes - each with indicators, baseline data and end-of-project targets (cumulative); (b) Project outputs delivered per project outcome (annual); (c) Lesson learned/good practice; (d) AWP and other expenditure reports; (e) Risk and adaptive management; (f) ATLAS QPR; (g) Portfolio level indicators (i.e. GEF focal area tracking tools) are used by most focal areas on an annual basis as well.

148. Periodic Monitoring through site visits: UNDP CO and the UNDP RCU will conduct visits to project sites based on the agreed schedule in the project's Inception Report/Annual Work Plan to assess first hand project progress. Other members of the Project Board may also join these visits. A Field Visit Report/BTOR will be prepared by the CO and UNDP RCU and will be circulated no less than one month after the visit to the project team and Project Board members.

149. Mid-term of project cycle: The project will undergo an independent Mid-Term Evaluation at the mid-point of project implementation (insert date). The Mid-Term Evaluation will determine progress being made toward the achievement of outcomes and will identify course correction if needed. It will focus on the effectiveness, efficiency and timeliness of project implementation; will highlight issues requiring decisions and actions; and will present initial lessons learned about project design, implementation and management. Findings of this review will be incorporated as recommendations for enhanced implementation during the final half of the project's term. The organization, terms of reference and timing of the mid-term evaluation will be decided after consultation between the parties to the project document. The Terms of Reference for this Mid-term evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF. The management response and the evaluation will be uploaded to UNDP corporate systems, in particular the UNDP Evaluation Office Evaluation Resource Center (ERC). The relevant GEF Focal Area Tracking Tools will also be completed during the mid-term evaluation cycle.

150. End of Project: An independent Final Evaluation will take place three months prior to the final Project Board meeting and will be undertaken in accordance with UNDP and GEF guidance. The final evaluation will focus on the delivery of the project's results as initially planned (and as corrected after the mid-term evaluation, if any such correction took place). The final evaluation will look at impact and sustainability of results, including the contribution to capacity development and the achievement of global environmental benefits/goals. The Terms of Reference for this evaluation will be prepared by the UNDP CO based on guidance from the Regional Coordinating Unit and UNDP-GEF.

151. The Terminal Evaluation should also provide recommendations for follow-up activities and requires a management response which should be uploaded to PIMS and to the UNDP Evaluation Office Evaluation Resource Center (ERC). The relevant GEF Focal Area Tracking Tools will also be completed during the final evaluation.

152. During the last three months, the project team will prepare the Project Terminal Report. This comprehensive report will summarize the results achieved (objectives, outcomes, outputs), lessons learned, problems met and areas where results may not have been achieved. It will also lay out recommendations for any further steps that may need to be taken to ensure sustainability and replicability of the project's results.

153. Learning and knowledge sharing: Results from the project will be disseminated within and beyond the project intervention zone through existing information sharing networks and forums. The project will identify and participate, as relevant and appropriate, in scientific, policy-based and/or any other networks, which may be of benefit to project implementation through lessons learned. The project will identify, analyze, and share lessons learned that might be beneficial in the design and

implementation of similar future projects. Finally, there will be a two-way flow of information between this project and other projects of a similar focus.

M& E Workplan and Budget

Type of M&E activity	Responsible Parties	Budget US\$ <i>Excluding project team staff time</i>	Time frame
Inception Workshop and Report	<ul style="list-style-type: none"> ▪ Project Manager ▪ UNDP CO, UNDP GEF 	Indicative cost: \$10,000	Within first two months of project start up
Measurement of Means of Verification of project results.	<ul style="list-style-type: none"> ▪ UNDP GEF RTA/Project Manager will oversee the hiring of specific studies and institutions, and delegate responsibilities to relevant team members. 	To be finalized in Inception Phase and Workshop.	Start, mid and end of project (during evaluation cycle) and annually when required.
Measurement of Means of Verification for Project Progress on <i>output and implementation</i>	<ul style="list-style-type: none"> ▪ Oversight by Project Manager ▪ Project team 	To be determined as part of the Annual Work Plan's preparation.	Annually prior to ARR/PIR and to the definition of annual work plans
ARR/PIR	<ul style="list-style-type: none"> ▪ Project manager and team ▪ UNDP CO ▪ UNDP RTA ▪ UNDP EEG 	None	Annually
Periodic status/ progress reports	<ul style="list-style-type: none"> ▪ Project manager and team 	None	Quarterly
Mid-term Evaluation	<ul style="list-style-type: none"> ▪ Project manager and team ▪ UNDP CO ▪ UNDP RCU ▪ External Consultants (i.e. evaluation team) 	Indicative cost: \$40,000	At the mid-point of project implementation.
Final Evaluation	<ul style="list-style-type: none"> ▪ Project manager and team ▪ UNDP CO ▪ UNDP RCU ▪ External Consultants (i.e. evaluation team) 	Indicative cost: \$40,000	At least three months before the end of project implementation
Project Terminal Report	<ul style="list-style-type: none"> ▪ Project manager and team ▪ UNDP CO ▪ local consultant 	0	At least three months before the end of the project
Audit	<ul style="list-style-type: none"> ▪ UNDP CO ▪ Project manager and team 	Indicative cost - per year: \$8,000	Yearly
Visits to field sites	<ul style="list-style-type: none"> ▪ UNDP CO ▪ UNDP RCU (as appropriate) ▪ Government representatives 	For GEF supported projects, paid from IA fees and operational budget	Yearly
TOTAL indicative COST Excluding project team staff time and UNDP staff and travel expenses		US\$ 140,000 (+/- 5% of total budget)	

Part 6. Legal Context

154. This document together with the CPAP signed by the Government and UNDP in January 1976 which is incorporated by reference constitute together a Project Document as referred to in the SBAA and all CPAP provisions apply to this document.

155. 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.

156. 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; (b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

157. 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.

158. This project will be implemented by the National Environment and Planning Agency (NEPA) (the National Implementing Partner) in accordance with its financial regulations, rules, practices and procedures only to the extent that they do not contravene the principles of the Financial Regulations and Rules of UNDP. Where the financial governance of an Implementing Partner does not provide the required guidance to ensure best value for money, fairness, integrity, transparency, and effective international competition, the financial governance of UNDP shall apply.

159. 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; (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.

160. 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.

Part 7. Annexes

Annex 1:	Risk Analysis
Annex 2:	Agreements
Annex 3:	Terms of Reference
Annex 4:	Capacity Assessment
Annex 5:	Complete List of Protected Landscapes
Annex 6:	Maps of Jamaican Protected Areas
Annex 7:	Description of Proposed Protected Areas
Annex 8:	Extended Summary of Institutional Context
Annex 9:	Extended Analysis of Existing and Proposed Trust Funds
Annex 10:	Summary of baseline and incremental costs
Annex 11:	Consultants to be hired for the project using GEF Resources
Annex 12:	Summary of METT Scores
Annex 13:	Financial Scorecard
Annex 14:	METT Scores (see separate file)

Annex 1. Risk Analysis



OFFLINE RISK LOG

Project Title: Strengthening the operational and financial sustainability of the national Protected Area System	Award ID: 00059298	Date: January 25, 2010
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#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Changes in political circumstances and economic priorities affect Government or other stakeholders - including NGO PA managers - commitment to NPSA	11.11.09	Political	2	From the outset of the PPG phase, the project has involved relevant institutional stakeholders, such as heads of agencies/Ministries and boards and key NGO's and others to ensure their support for and participation in the project. In addition, the project has high-level political support from the relevant agencies. Decision-makers (national and local) should be poised to support and approve financial commitments to the NSPA. In addition, the project is designed (e.g., financial commitments from co-founders) to be feasible even with increasing decline in global economy.	NEPA	UNDP	25.1.10	
2	Weak management and technical capacity undermines project outcomes	11.11.09	Organizational	2	Increasing management effectiveness is one of the key components of the project. The project will build the capacity of protected area managers and stewards of public and private	NEPA	UNDP	25.1.10	

					reserves. Management effectiveness tracking tools will deliver information on progress of project activities.				
3	Climate change, natural disasters, and other environmental impacts beyond national borders exceed current expectations.	11.11.09	Environmental	2	The project is designed specifically to help build resilience in the NSPA in light of pending climate change impacts.	NEPA	UNDP	25.1.10	
4	Critical legal and institutional framework necessary to improve management efficiency – including adoption of protected areas law and consolidation of NSPA management regime - will not occur during project cycle	11.11.09	Political	4	During project design, stakeholders unanimously agreed that the legal framework (law, regulations, and charters) concerning NSPA must be improved. The project is designed to provide superior international technical support while building local capacity to insure that draft policy changes reflect best principles and practices. However, there are always risks that government will not take decisive action necessary to overcome potential political barriers.	NEPA	UNDP	25.1.10	

Annex 2. Agreements (see separate file)

Annex 3. Terms of Reference

Project Manager

The project manager (PM) shall be responsible for providing critical technical input to project implementation and overall management and supervision of the GEF project. He/she will manage and provide overall supervision for all staff in the Project Coordination Unit (PCU). He/she shall liaise directly with the UNDP-CO, National Project Director and project partners in order to develop the annual work plan for the project. He/she will report to the UNDP-CO Environment Unit and the Project Director located in Kingston.

Duties:

The PM will have the following specific duties:

Management:

- Provide management leadership of the project - both organizational and substantive – budgeting, planning and general monitoring of the project, PMU staff and budget.
- Supervise and coordinate the project's work to ensure its results are in accordance with the Project Document and the project's Results Framework and its specific indicators of success.
- Maintain a close working relationship with key stakeholders.
- Make certain project is implemented according to the rules and procedures established in the UNDP Programming Manual.
- Ensure adequate information flow, discussions and feedback among the various stakeholders of the project.
- Prepare annual work plans, ensure adherence to the project's work plans, and implement project activities in full consultation with UNDP-CO and the Project Director. Make certain workplans are linked directly to the project's Results Framework and its specific "Indicators of Success." The work plan will provide guidance on the day-to-day implementation of the project document noting the need for overall coordination with other projects and on the integration of the various donor funded parallel initiatives. As required by UNDP-CO and the Project Director, the Project Manager will prepare revisions of the work plan.
- Catalyze the adaptive management of the project by actively monitoring progress towards achievement of project objectives vis-a-vis the agreed progress indicators and applying the resulting insights to the project's ongoing work. This will include regularly informing the UNDP-CO and Project Director regarding project progress and setbacks and proposed alterations.
- Assume overall responsibility for the proper handling of logistics related to project workshops and events.
- Prepare GEF quarterly project progress reports, as well as any other reports requested by the Executing Agency and UNDP.
- Guide the work of consultants and subcontractors and oversee compliance with the agreed work plan.
- Monitor the expenditures, commitments and balance of funds under the project budget lines, and draft project budget revisions.
- Assume overall responsibility for the meeting financial delivery targets set out in the agreed annual work plans, reporting on project funds and related record keeping.
- Liaise with project partners to ensure their co-financing contributions are provided within the agreed terms.

Technical Input:

- Provide critical and significant technical input to project implementation based upon professional background and experience. This technical input to be agreed and detailed with UNDP at project inception.
- Provide overall technical guidance and consistency of vision for project's strategic protected area network expansion and protected area management approach as manifested through the development of related sub-contracting documents.
- Effectively and efficiently implement the project activities towards full achievement of its stated objectives and for all substantive, managerial and financial reports from the Project.
- Engage in a constructive dialogue with the Project Director and project partners both within Jamaica and outside of Jamaica to maximize consistency and synergy between the various project components.
- Provide technical input to and be responsible for preparation of the development of Terms of Reference for consultants and contractors.
- Arrange for the timely recruitment and procurement of quality services and equipment and for implementation of project activities of in accord with applicable rules, regulation and standards;
- Foster and establish technical best-practice links with other related protected area initiatives.
- Interact on a technical level with other relevant national and regional protected area initiatives, including but not limited to GEF funded projects.
- Catalyze the development system-wide partnerships for the project.
- Provide overall technical guidance to maintain and develop the project web-site seeking and incorporating data and information from all project partners;
- Provide overall technical guidance to development of web-based mechanism for peer-to-peer training and learning of lessons;
- Represent the project at the Steering Committee meetings, technical meetings and other appropriate fora.
- Undertake any other actions related to the project as requested by UNDP.

Required Skills and Experience

- Advanced university degree in environmental management, e.g. conservation biology, environmental law, natural resource economics.
- At least ten years experience in fields related to the assignment including three years at a project management level.
- Able to make significant technical and management contributions to project and be familiar with the goals and procedures of international organizations.
- Working knowledge of Jamaican biodiversity conservation challenges/opportunities, including strong vision and leadership skills.
- Excellent written/spoken English skills.

Terms of Reference for Short-Term Technical Positions

Based upon the guidance of this document, the Project Manager will prepare Terms of Reference for the following short-term technical positions. Draft Terms of Reference for short-term positions will be presented to the Project Board for approval within three months of project initiation.

National Short-Term Technical Support Experts	
1	Biodiversity Conservation Specialist
2	Legal Advisor
3	Financing and Business Specialist
4	Protected Area Management Specialist
5	Public Affairs Specialist
6	Monitoring and Evaluation Specialists (Mid and Final Project Evaluations)

International Short-Term Technical Support Experts	
1	Trust Fund Management
2	Protected Areas Management
3	Legal Expert
4	Business Financing and Management
5	Monitoring and Evaluation Specialists (Mid and Final Project Evaluations)

Annex 4. Capacity Assessment

A micro-assessment of the National Environment and Planning Agency (NEPA) was conducted on Monday, February 9, 2009. The objective of the assessment was to review the financial management capacity of the partner to manage funds for the implementation of projects by UN Agencies. It is intended to identify the most suitable cash transfer modality under the Harmonized Approach to Cash Transfers (HACT).

An overall risk rating of 'low' is applied to the National Environmental and Planning Agency (NEPA) financial management system. This indicates that this partner's system for managing cash transfers is "considered capable of correctly recording all transactions and balances, supports the preparation of regular and reliable financial statements, safeguards the entity's assets, and is subject to acceptable auditing arrangements."

The National Environment and Planning Agency (NEPA) has been in operation since 2001 as an Executive Agency of the Government of Jamaica (GOJ) and operates under the mandate of several Acts: Natural Resources Conservation Authority Act, Wild Life Protection Act, Beach Control Act, Watersheds Protection Act, Town and Country Planning Act and Land Development and Utilization Act. Its mission is "to promote sustainable development by ensuring protection of the environment and orderly development in Jamaica through highly motivated staff performing at the highest standard." The Government of Jamaica provides financial support for NEPA's operations through monthly warrants, subventions and funding for capital expenditure.

The organization has a good structure, established procedures and developed processes for managing projects and their associated funding. While staff complement given volume of programme and finance activities is adequate plans are in place to increase and improve capacity by hiring a finance project coordinator and assistant. Turnover among programmes and accounts staff was indicated as low, with most persons being with the organization since its inception and having permanent employee status. Managers are hired on a contractual basis with three years duration of tenure. The Programmes Branch Manager as well as Project Management Unit (set up as required by projects) heads attended the Workshop for Partners on Harmonized Approach to Cash Transfer (HACT) jointly put on by UNICEF, UNFPA and UNDP in August 2008.

Financial transactions for UN Agencies are recorded using a computerized accounting system (GMAX) and supplemental ledgers developed in spreadsheets. The GMAX system utilizes project and allotment codes for recording expenditure under each project and is capable of generating requisite financial reports. Relevant programmes personnel have controlled access to the GMAX to facilitate the monitoring/reviewing of project expenditure against budgets in Annual Work Plans.

Reconciliation of bank accounts, general and subsidiary ledgers are done on a monthly basis. Internal control for managing financial activities is done through the separation of duties related to financial transaction processes. Assets are managed by the partner's Facilities and Operations Branch with a procurement committee established to monitor use of assets. Independent annual audits of the partners operations are carried out by the Auditor General and Price Waterhouse Coopers. Audits are also done internally by the partner's internal audit unit.

Advocacy and policy dialogue are engaged in by the partner through the establishment of project steering committees composed of relevant/various stakeholders and partnerships have been formed with several national and international agencies. Transparency regarding the entity's policies, activities, structure, affiliation and funding is governed by The Access to Information Act (attached). Information related to the aforementioned must be tabled in Parliament each year. Public access to information regarding the partner's policies, activities, structure and funding is facilitated through an up-to-date website.

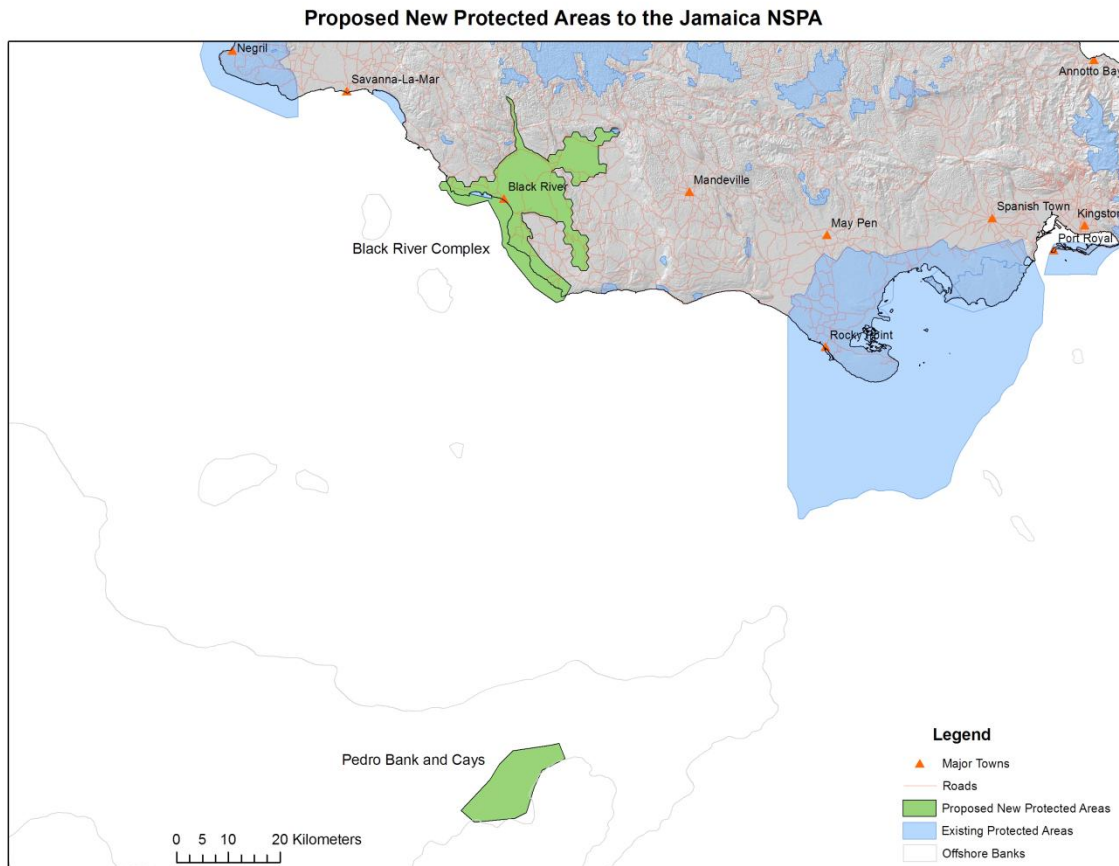
Annex 5: Complete list of protected landscapes

Protected Area Type	Responsible Agency	Areas Designated	Total Hectares
National Park	NEPA (NRCA)	Blue and John Crow Mountains National Park	49,524 ha
Marine Park	NEPA (NRCA)	Montego Bay Marine Park, Ocho Rios Marine Park	1,432 ha 13,319 ha
Protected Area	NEPA (NRCA)	Coral Spring – Mountain Spring Protected Area, Palisadoes – Port Royal Protected Area Ocho Rios Marine Park Protected Area Mason River Protected Area	163 ha 6,804 ha
Environmental Protection Area	NEPA (NRCA)	Negril Environmental Protection Area, Portland Bight Protection Area	40,670 ha 197,320 ha
Game Sanctuary	NEPA (NRCA)	All Forest Reserves except the Peak Bay Forest Reserve.	NA
Game Reserve	NEPA (NRCA)	Kingston and St. Andrew Game Reserve; Blue Lagoon Game Reserve; Black River Upper Morass Game Reserve; Black River Lower Morass Game Reserve; The Great Morass Game Reserve; Cabarita Point Game Reserve; Mason River Savanna Game Reserve; Knapdale Game Reserve; Reigate Game Reserve; Stanmore Hill Game Reserve; Portmore and Greater Portmore Game Reserve; Glistening Waters Game Reserve; Port Antonio Fairy Hill Game Reserve; West Harbour Game Reserve; Holland Bay Game Reserve; Amity Hall Game Reserve; Alligator Pond; Goat River and Canoe Valley Game Reserve; Long Island Game Reserve; West Harbour Peake Bay Game Reserve.	NA
Tree Preservation Order	NEPA (Town and Country Planning Authority)	San San/Blue Lagoon, Negril Royal Palm Reserve, Fern Gully, Bush Cay	NA
Conservation Area	NEPA (Town and Country Planning Authority)	Specified areas in Gazetted Development Orders.	NA
Protected Watershed	NEPA (NRCA)	The whole island	---
Marine Protected Area	NEPA (Beach Control Authority)	Ocho Rios, Port Royal	NA
Ramsar site	NEPA (NRCA)	Black River Lower Morass	NA
Foreshore	NEPA (Beach Control Authority)	1 mile around the island coast	---
Forest Reserve	Forestry Department: Ministry of Agriculture	Forestry North East; Forestry Southeast Environmental Protection Area; Forestry Northwest (Cockpit); Forestry Southwest	111,332 for all gazetted forest reserves
Protected Area	Forestry Department: Ministry of Agriculture	Catadupa, St. James Tulloch Estates, St. Catherine Hampton, St. Catherine	53.4 ha 124.7 ha 120 ha
Fish Sanctuary	Fisheries Division: Ministry of Agriculture	Orange Bay Nurseries (Hanover) Airpoint point (St. James) Bluefields Fish Sanctuary Galleon (St. Elizabeth) Discovery Bay (St. Ann) Salt Harbour B (Clarendon) Salt Harbour A (Clarendon) Galeon Harbour (St. Catherine) Three Bays (St. Catherine) Sandals Bascobel (St. Mary) Bogue Lagoon Fish Sanctuary	535.5 ha 302.8 ha 1359.4 ha 253.2 ha 168.4 ha 197.9 ha 834.1 ha 1668.9 ha 1211.0 ha 99.1 ha Not Available
Morant and Pedro Cays	Fisheries Division: Ministry of Agriculture	Morant and Pedro Cays	Not Available
Protected National Monument	JNHT	Mason River God's Well Clarendon, Nanny Town, Portland, Harmony Hill,	81.83 ha -- -- --

		Chesterfield Caves, Dunn's River Falls, Fern Gully, St. Ann, Mountain River Cave, White Mark, St. Catherine, Black River Spa, Bamboo Avenue, YS Falls, St. Elizabeth, Judgment Cliff, St. Thomas, Windsor Caves, Glistering Waters, Trelawny.	1.25 ha -- -- 0.86 ha 2.87 ha
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Annex 6. Maps of Jamaican Protected Areas (see separate file)

Annex 7. Proposed Protected Areas



Black River Protected Area

The proposed Black River Protected area is primarily a riverine ecosystem that is designed to encompass the river itself, supporting terrestrial habitats as well as coastal and marine habitats.

The Black River is Jamaica's longest river at 53km. Its name refers to the darkness of the river bed that has been lined with thick layers of decomposing vegetation. It begins as an underground stream in the Cockpit Country and emerges north of Siloah on the southern border of the Cockpits. The river flows into the Upper Morass where the waters merge with those of the Smith River and other smaller tributaries. The Black River Lower Morass is the largest freshwater wetland ecosystem in Jamaica and the Caribbean. It is a biologically diverse and extremely complex natural wetland ecosystem that supports a large number of plants, animals and natural communities, including mangroves. The Upper Morass is separated from the Lower Morass by a narrow limestone gorge at Lacovia. The Black River Lower Morass lies on the coastal flood plain. It is situated around the lower reaches of the Black River and receives flow from a number of tributaries and upwellings. It consists of low marshland with limestone islands, which support human habitation, grazing of livestock and cultivation. Both areas have agricultural, commercial, recreational, residential, tourism, solid waste disposal uses. The morasses have a wide variety of habitats including brackish, freshwater, wetlands and lowland terrestrial areas. The Morasses support endemic and endangered species of flora and fauna. Plant associations throughout the wetland have been reduced over the years by stresses such as fires (natural and man-made), removal of trees for timber and fuel, harvesting of palm fronds, thatch and Phragmites for construction material and basket weaving. The most obvious negative impacts occur in the Swamp Forest and Mangrove Forest.

During the NEGAR GIS analysis it was found that this sites makes significant contributions to capturing and protecting identified conservation targets species and habitats in all 3 realms – marine, terrestrial and freshwater. Significant terrestrial contributions include dry limestone forest, mesic alluvium forest and wet alluvium forest that, in conjunction with other areas, are necessary to meet the overall conservation goals for these targets.

The riverine system contributes over 65% towards meeting the conservation goal for wetlands, exceeds the goals for freshwater wetlands, for lakes and ponds in the Western-Central area of Jamaica and contributes over 15% for mangroves that have low occurrences in Jamaica. The area makes equally important contributions to meeting goals for the following fish species targets, 50% *Cubanichthys pengellyi*, and 100% *Gambusia melapleura*. The area also makes significant contributions towards the goals for the endangered West Indian whistling duck (23.5%) and Northern Waterthrush (38.3%) targets. The coastal portion of Black River harbours critical marine habitats including the largest rocky shore area (103.7%), and sandy shore area (101.5%) in Southern Jamaica as well as coastal mangroves (29.7%). The coastal area is of particular importance due to the significant occurrences of critical habitats for various species specific to Southern Jamaica including karstic freshwater caves (33.3%), very dry alluvium forest (14.9%), seagrass areas (39%), overwintering shorebird areas (81.2%), turtle nesting beaches (27.2%) and seabird nesting and roosting areas (141%). It is also an area in which 21.1% of manatee sightings have occurred in the south of the island.

A large number of vertebrates and invertebrates depend on the Black River Lower Morass. At least 150 vertebrate species have been recorded, including endangered species. Just below 50% of the island's avian species have been identified in the morass. The morass, particularly basins around the Middle Quarters, YS and Upper Broad Rivers, is reported to be very important for wetland bird species. Reportedly 149 of the 111 aquatic species and 41 species of migratory birds occur in the Morass. Waterfowl recorded included the endangered West Indian Whistling Duck (*Dendrocygna arborea*), Limpkin (*Aramus guarauna*), Pied-billed Grebe (*Podilymbus podiceps*), Least Bittern (*Ixobrychus exilis*), Cattle Egret (*Bubulcus ibis*), Masked Duck (*Oxyura dominica*), Clapper Rail (*Rallus longirostris*), Yellow-breasted Crake (*Porzana flaviventer*) and Common Gallinule (*Gallinula chloropus*).

The Morass also provides nurseries among the mangroves for shrimp such as *Macrobrachium acanthurus* and *M. faustinum* and fish which are of commercial value such as the tarpon (*Megalops atlantica*), snook (*Centropomus undecimalis*), jack (*Caranx latus*), and snapper (*Lutjanus apodus*) as well as the endemic ticki ticki (*Gambusia melapleura*). Reptiles of the Lower Morass include the American Crocodile (*Crocodylus acutus*), five species of Anolis lizard (*Aristelliger sp.*), the endemic freshwater turtle (*Pseudemys terrapen*), and the endemic freshwater turtle (*Trachemys terrapen*). Amphibians include *Eleutherodactylus luteolus* and the introduced *Bufo marinus*.

The Morass supports a rich indigenous flora and comprises an important genetic reserve with 92 species of flowering plants, 25% of which are considered rare, and 8% endemic to Jamaica.

Threats to the Morasses come from a number of sources, including (a) Contamination by substances that are transported by run-off of storm waters in urban areas; (b) Non point source pollution by agrochemical, nutrients, and other materials used in agriculture that are released to streams and rivers and thence into wetland areas; and (c) Large scale pumping from coastal aquifers which affects the water balance inducing saltwater intrusion. The need for protection of this area has become critical as threats have increased drastically - pollution from agriculture, aquaculture, industrial activities (including rum distillery dunder and other wastes, and tourism which is increasing on the south coast. Specifically, the Upper Morass agriculture has severely affected the Lower Morass. Since the river has been dyked, it has been less able to shed its silt load over the Upper Morass before passing through the Lacovia Gorge to enter the lower areas. The Lower Morass is now influenced by this silt

and high levels of agrochemical pollutants washed into the river from above Lacovia. Large areas of the Upper Morass are reverting to wetlands following the failure of the large-scale drainage and agricultural experiment. Rice production has been replaced with cane production. In 2009, two fish kills were reported along the river, seemingly the result of upstream release of pollutants. Unsustainable fishing practices, including burning of the sedge grasses for easier access to waterways and to facilitate placement of various trapping devices, taking shrimp during breeding season, dynamiting and using seine nets have all been reported.

The use of the Black River by tour boats, jet skis and rafts has been on the increase in the last 5 to 10 years. Erosion of the river banks, oil pollution from oil discharges from poorly maintained engines, and visual, air and noise pollution are all evident.

This area has been proposed for declaration as a protected area of various kinds since 1966. The challenges to managing the area include its relatively large size (7,837 ha); restricting the development rights of property owners; impact of agricultural, residential and commercial squatting; pollution from industries and agriculture; capacity of the responsible agencies to monitor and manage the resources; absence of a local group with the requisite capacity to manage the area in collaboration with a GOJ entity; lack of private sector interest in collaborating with public sector entities to manage the area; and the removal of resources as a result of coastal and other developments through legally permitted processes and others. Additionally, the absence of recent data on the status of the resources limits the ability of responsible agencies to plan and effectively manage the site.

Pedro Bank

The National Ecological Gap Assessment Report (NEGAR) notes that “apart from the Portland Bight Protected Area that is relatively large in size and encompasses a range of ecosystem and species-based targets and functions, the current protected areas system of Jamaica is not designed to accommodate seascape-scale connectivity, functions and processes critical to the overall health of marine environments. In this regard, the ecological and functional significance of Offshore Banks is in all likelihood being underestimated. For Jamaica’s protected areas to be resilient in the long term, these gaps will need to be addressed through appropriate design of the protected area portfolio”. Pedro Bank and Cays meets the seascape connectivity gap but also has other globally important attributes which make this the most appropriate addition to the marine PA’s of Jamaica.

The Pedro Bank, located approximately 80 kilometres off mainland Jamaica, supports a viable fishery. Pedro is one of the biggest offshore banks in the Caribbean Basin – nearly three-quarters the size of mainland Jamaica and one of the most productive Queen Conch grounds in the world. It is composed of coral reefs, sandy areas, deep reefs and sea grass beds, with three low-lying sandy cays breaking the water’s surface. Scientific research conducted in 2006 year identified Pedro Bank coral reefs as among the healthiest in Jamaica. Rare regionally-threatened Elkhorn and Staghorn corals, listed as endangered in US waters, are found at Pedro. Fish populations are high relative to Jamaica’s coastal waters. Also, these waters and cays are a showcase of the country’s natural heritage, including underwater heritage in the form of numerous wrecks.

Identified as an Important Bird Area (IBA) by Birdlife International, the Pedro Cays are regionally and globally important seabird nesting and roosting areas and have most recently been identified as one of the top 25 most threatened seabird colony sites in the Caribbean. One of the largest remaining colonies of the endangered Masked Booby in the wider Atlantic is found here - the only place in Jamaica and only one of two remaining places in the Caribbean region where the bird still breeds. The cays support sixty other bird species, including threatened seabird species and rare winter migrants which use the islands as a critical stopover during their extensive travels between the North and South American continents. Pedro Bank beaches provide nesting habitat for sea turtles, including the endangered hawksbill turtle. The Cays are such an important nesting ground for sea turtles that they were selected as a national index site for monitoring nesting turtles in Jamaica.

Threats to this area are from significant overfishing by local fishermen – more fishermen chasing fewer and smaller fish; poaching of uncertain frequency and catch of unknown quantities (lobster and queen conch) by foreign vessels, pollution – visual and chemical from solid waste; encroachment of humans on the booby nesting area, capture of the Booby eggs and turtles for human consumption; and drug running through the Cays to mainland South Coast Jamaica.

The area is proposed to have a fish sanctuary (being considered now by the Fisheries Advisory Board) and through the actions of this project, a full MPA on sections of the 3 cays of the Pedro Bank. The challenges that have hindered such a declaration before now are significant limitations of the Fisheries Division and Jamaica Defence Force Coast Guard to monitor and patrol the Bank and its cays with the frequency that are merited given the threats. In particular, these organizations suffer from limited boats, personnel, physical infrastructure on the Cays for sanitary living conditions, including access to fresh water. In addition, alternative livelihoods for the fishermen who are arriving in increasing numbers on the Cays to fish as a means of earning a living when fishing nearer mainland is proving less profits due to reduced numbers and weight of catch in some areas.

The site is of archaeological importance due to the underwater national monument status, but little research has been beyond identifying that wrecks exist in the waters. The NEPA has an interest from the perspective of the endangered birds, Queen Conch and turtles present. All 3 government institutions – Fisheries, JNHT and NEPA are limited in their financial resources to mount the required monitoring of the site due to its distance from mainland Jamaica and the costs associated with transport to the Cays and the virtual absence of sanitary living conditions. The Nature Conservancy is, in partnership with a number of government institutions, constructing a field station on the Cays that will provide a research and monitoring base for GOJ staff and researchers. The provision of the staff and relevant equipment is not yet solved but funding is being pursued.

Increasing the financial resources available for managing the site and also increasing the collaboration of institutions monitoring and managing the site would greatly improve the management of the resources and bring to the Cays the official presence that would limit the overfishing and trafficking and allow for sustainable harvesting of the marine resources and conservation of birds and turtles.

Annex 8. Extended Summary of Institutional Context for Protected Area Management

Managing Jamaica's Protected Areas System entails a broad variety of functions, from policy formulation to fundraising to on-the-ground management. The various participants have different roles and responsibilities for these functions in the overall operation of the system. An essential element for the system operation of protected area management is partnerships among other public sector agencies and institutions are necessary as well as delegation of responsibilities to local groups whenever possible.

Primary Management Agencies

The Natural Resources Conservation Authority (NRCA/NEPA)

The Natural Resources Conservation Authority was established by the NRCA Act in 1991 as the successor to the Natural Resources Conservation Department. One of its mandates is to "manage such national parks, marine parks, protected areas and public recreational facilities as may be prescribed". NRCA responsibilities related to the Protected Areas System include: (a) providing the policy framework, procedures and guidelines for all aspects of establishing, planning, managing and financing protected areas declared under the NRCA Act; (b) stimulating and coordinating the participation of other Government agencies, NGOs and private organizations in establishing and managing the system; (c) approving management, operations and financial plans and evaluating the performance of the entity delegated management authority for an area; (d) setting up and participating on planning teams to determine feasibility candidate areas for addition to the system, as well as reviewing management plans; (e) managing those areas where no local or other management capability exists; (f) expanding its own capacity to meet its responsibilities as the system develops; (g) coordinating and guiding research activities, information system development and environmental monitoring within the protected area systems; (h) developing regulations to support management efforts and working to ensure compliance and (i) promoting public awareness and support especially in local communities within or near protected areas.

NEPA (under the Town and Country Planning Act) through its various land use planning and development review functions, can guide development and address the potential negative impacts of proposed development on protected areas.

Some of the policies and the regulations are set out in the Manual for Development. The manual provides guidelines to all those in the Government and private sectors involved in planning, development and project design.

The manual outlines various policies that could affect protected areas including: Where areas of unique terrain, flora or fauna exist, such areas can be declared national parks and large-scale development or urbanization prohibited. A developer may be required to preserve, within a subdivision development, natural features such as large trees and groves, water courses, waterfalls and protected watersheds. The inclusion of seaside parks in coastal developments may also be deemed necessary where there are areas of scenic beauty, recreational or ecological value deserving of conservation. The plan for any coastal development should ensure that special areas are left for fishing beaches and for good bathing beaches with access from the public thoroughfare. Advertisements should be avoided in conservation areas and no building, structure, wall or fence approved which obscures the view of any area of scenic beauty. No continuous wall or building should be allowed which blocks views of the sea. Hotels should also blend in with the surroundings and have the minimum effect on the environment. Alteration of wetland areas for development purposes should not be undertaken as such changes destroy or significantly impair basic wetland functions. If such development is allowed however, a thorough ecological study is required prior to

any development; and, Development not specifically designated as a harbour or industrial site is to be set back from the high water mark.

Forestry Department

The mandate of the Forestry Department, outlined in the Forest Act of 1996, includes functions such as declaring forest reserves, “protected areas” (recommendation for the deletion of “protected areas” from the Forest Act have been made in the new amendments) and forest management areas; preparing management and conservation plans; protecting watersheds; providing recreational facilities; protecting biological diversity and enforcing compliance to laws and regulations. The Blue and John Crow Mountains National Park (BJCMNP), includes/comprises all the Forest Reserves in the Blue and John Crow Mtns. Peake Bay (515 ha) and Hellshire (4856 ha – managed by UDC) are Forest reserves within the Portland Bight Protected Area Thus it is clear that partnerships between the NEPA and the Forestry Department are necessary to avoid conflicts and duplication of effort. A co-management agreement was signed by the NEPA/NRCA, JCDT and the Forestry Department regarding management of the BJCMNP. The FD manages the largest area of terrestrial protected areas, and has facilitated the establishment of 7 Local Forest Management Committees which assist in the management of some of these areas.

Fisheries Division

Fisheries Division interfaces with the protected area system in three important ways. First, through management of designated fish sanctuaries located within or near protected areas such as the Bogue Lagoons Fish Sanctuary within Montego Bay Marine Park. Second, Fisheries Division’s technical experience in fisheries management provides important guidance to marine protected area managers setting up replenishment zones and regulating fishing activities. Third, the Fisheries Division helps fishermen participate as effective stakeholders in marine protected area planning and management activities, such as with the Portland Bight Fisheries Management Council. Fisheries Division is a key partner in five of Jamaica’s first seven protected areas, and in three of the four priority additions to the system.

Jamaica National Heritage Trust (JNHT)

The JNHT has broadly defined responsibilities for protecting both Jamaica’s cultural and natural heritage. This includes sites representing manmade or natural objects, as well as any “species of plant and animal life”. Many buildings, landmarks and sites on JNHT’s National Historic Register are located within existing protected areas. The most historically impressive of such sites (Port Royal Town) are within the Palisadoes-Port Royal protected area, where significant cultural and natural resources exist side by side. Here JNHT and NRCA clearly have shared responsibilities and interests.

JNHT has a number of leases with private institutions. These include a lease of Mason River Field Station and Liberty Hall to the Institute of Jamaica, lease of Firefly to Chris Blackwell, management agreement with Rio Nuevo Battle Site Association and a community group to manage Rio Nuevo. Co-management agreements are also being developed for the Palisadoes-Port Royal Protected Area. The other parties to such co-management agreement would include: UDC, NEPA, JDF Coast Guard, Morgan’s Harbour, etc.

Partnerships with other Government agencies and institutions

While many Government agencies and public institutions have a role to play in the protected area system, the following, because of their mandates and jurisdictions are seen as key partners for protected areas management.

Parish Councils

National protected area policy calls for parish councils to play an increasingly active role in the identification, establishment and management of protected areas and parish wide protected area planning. As parish councils become more effective at providing community services and expanding

their levels of responsibility, they could be delegated management authority for a protected area, either solely, or in partnership with other community based organizations.

National Lands Agency (NLA)

The NLA has four main areas; Titles Division; Estate Management Division (Commissioner of Lands); Surveys and Mapping and Land Valuation. The NLA is of central importance for the planning and management of protected areas and the majority of GOJ's land holding is held by the Commissioner of Lands. Gives management responsibility of some of these lands to GOJ agencies such as FD. The NLA also has considerable experience in land and estate management.

The main functions of the Commissioner of Lands are: requesting the valuation of land and buildings for purchase or lease by Government; negotiating purchase or lease of land and building on behalf of the Government; acquiring land and buildings under the Land Acquisition Act; maintaining records of lands purchased, rented or leased by Government; maintaining custody of all documents relating to the purchase, sale and lease of land and buildings on behalf of the Government.

Partnerships with Non Government Organizations (NGOs) and the Private Sector

One of the most important lessons learned from managing protected areas around the globe is the importance of stakeholder participation, local benefits and sense of community ownership. Related to this is the new concept of "co-management", meaning the sharing of authority, responsibility and benefits between Government and local communities. Through co-management, each player (national and local government, NGO and CBO, as well as business interests) has something to contribute, as well as something to gain. While a co-management approach requires significantly more time and resources spent in coordination and working towards agreements, it promises greater long-term success and a more equitable sharing of benefits. The key national non-government partners include NCRPS, Jamaica Conservation and Development Trust, Caribbean Coastal Area Management Foundation, Friends of the Sea and South Trelawny Environmental Association.

Protected Areas Committee (PAC)

The PAC should be comprised of the following: Office of the Prime Minister – Environmental Management Division; Ministry of Finance and Planning; Forestry Department; Fisheries Division; Institute of Jamaica; Jamaica National Heritage Trust; National Environment and Planning Agency; Planning Institute of Jamaica; the Nature Conservancy; Tourism Product Development Company; Urban Development Corporation; Private Sector Organization of Jamaica; two NGOs (marine and terrestrial; to be rotated every two years); one LFMC (to be rotated every two years); one private landowner (to be rotated every two years).

The Ministry with responsibility for the environment portfolio chairs the PAC. The functions of the PAC include: coordinating implementation of the PASMP; monitoring implementation progress of the PASMP for both effectiveness and efficiency; reviewing updates provided by respective agencies on ongoing partnerships/collaborative agreements between stakeholders and review requests for new agreements; making recommendations to Cabinet through individual or joint submissions through the relevant ministry or ministries; reviewing proposals for declarations of new protected areas (this should address overlapping jurisdictions regarding management and future plans to declare new protected areas); functioning as the reporting mechanism for the PASMP and a forum for individual agencies to discuss issues for either individual or collective action; recommending protected area policy guidelines; developing and implementing communication strategies for the PAC (among PAC members and to partners and wider stakeholders) and developing and implementing a fundraising strategy for the PAC.

An analysis of protected areas management stakeholders in Jamaica starts with the NRCA Act, which has the objective to protect and conserve Jamaica's natural resources and mandates NEPA to lead the process. The legislation guides government policy decisions whose current key objectives centre on

economic development and crime mitigation. New legislation is currently in the works but will take considerable time to implement.

The Office of the Prime Minister (OPM) is responsible for the creation, management and evaluation of a range of natural resource management legislation and policy. OPM which oversees NEPA, currently recognizes the need to revamp protected areas legislation to reflect the proposed PASMP as a priority. OPM is also working on the implementation of a revised protected areas act and serves other functions such as the focal point for a number of international conventions, including the Convention on Biological Diversity (CBD).

NEPA is given the overall responsibility of regulating and managing the current protected areas system, which does not include all the areas declared under the other Acts. While legislation clearly puts NEPA in the lead role for the protected areas system, its lack of [jurisdiction over the other protected areas] institutional support, financial and human, leave it unable to fulfil its primary obligation. Instead, the agency, divided into various branches, is left to focus much of its attention on planning, permitting and licensing. While these functions are important to NEPA's objectives, other functions such as environmental monitoring and evaluation are neglected. Therefore, planning and guidance for the existing protected areas are often based on assumptions rather than scientific processes. This very premise is highlighted by the fact that NEPA is unable to assess the current biological target levels for the present protected area system.

NEPA's jurisdiction does not include areas under management by the Forestry, Department, Fisheries Division and the JNHT. These other areas are the greater percentage of the declared PAs. These, each managed by their respective agencies, are mainly led under their own management plans or in partnership with a local manager.NGO or community group. As an example, the BJCMNP where the delegated manager, JCDT, works with both NEPA and the Forestry Department. (This is the only example of such an arrangement.) In particular, the partnership between NEPA and the Forestry Department highlights a situation that can be replicated throughout the 12 protected areas identified within the PA system. While, in essence, the objectives of each agency are highly complementary, it does not alleviate the problem of the lack of a central lead agency that can take final responsibility and delegate roles for the management of Jamaica's protected areas system. Currently, Fisheries and Forestry are both taking initiatives to pursue their direct mandates by realigning resources and designating crucial functions as priorities. Forestry is guided by their 2001 National Forest Management and Conservation Plan and Draft Strategic Forest Management Plan (2009) and works in close partnership with NEPA.

Over the years, NGOs have taken a significant role in protected areas management through management delegation agreements with NEPA and other GOJ agencies. The original concept envisioned a single lead management partner, JCDT, but management authority extended to other organizations as the system grew beyond JCDT's capacity in the mid to late 1990s. Currently, only one of the NGOs have been delegated management authority for a protected area while delegation status is pending for several others. NGO managers stated, during recent one on one interviews, that their priorities are research, monitoring and environmental management through a delegated management agreement. Surprisingly, the same NGOs reported, during focus group meetings held in October 2005, that their current priorities centered on public education, community engagement and fundraising. Institutional capacity assessments of the existing NGO partners, commissioned by the Nature Conservancy in 2004 noted an acute lack of core competencies among all of them.

The above organizations make up the core of protected areas management in Jamaica but it is important to recognize that other stakeholders such as private landowners, buffer zone communities and private industry also have an important role to play. Each of these stakeholders' economic objectives and level of resource capacity has the potential to impact the protected areas system in both positive and negative ways, and success will require a strong level of engagement.

Annex 9. Extended Analysis of Existing and Proposed Trust Funds

Part 1: The Existing Financial Capacity and Gap

A thorough financial assessment of Jamaica's NSPA was completed in late 2009 during the PPG phase. The PPG assessment built upon work inaugurated by TNC in 2008. The result is a comprehensive "Financial Scorecard and Assessment" benefitting from two years of comparable data. The assessment concludes that Jamaica's NSPA is quite underfunded. The NSPA struggles with an estimated deficit gap of approximately US\$ 4.48 million. This represents the difference between the current situation and a basic conservation scenario. This figure does not consider the management costs associated with expanding the protected area regime to incorporate currently under-represented species and habitats. The financial scorecard completed during the PPG phase ranks Jamaica's NSPA at an extremely low 53 from a total possible of 225. Jamaica's average METT score is less than 40. The total possible is 100. The financial assessment clearly indicates that under the existing regime there is little hope of closing the financial gap.

There are 32 protected areas within Jamaica's NSPA. Total annual spending on protected area management from all sources is estimated to be approximately US\$ 5.67 million each year. Approximately US\$ 3.83 million of this total covers the broadly defined "systemic" costs of the four government agencies responsible for protected areas. The remaining US\$ 1.8 million is invested directly in individual protected areas to support operational costs.

Of the US\$ 1.8 million invested directly in protected area management, about 17% (US\$ 321,279) is invested exclusively in four relatively small JNHT managed reserves. About 35% of the total (US\$ 648,000) is allocated to the country's four forest reserves. About 37% of direct investment (US\$ 685,499) available is allocated to the nine PA's managed by NEPA. The remaining 11% (\$187,007) is allocated to the ten PA's managed by the Fisheries Division. Sixteen protected areas - 50% of the total NSPA - received no direct investment by government or any other source in 2009. Under this scenario, a relatively small amount of revenue generated from a Trust Fund and strategically invested in protected area management would likely result in relatively large conservation benefits.

Part 2: The Example of Blue and John Crow Mountains National Park

In the past, proxies co-managed several of Jamaica's protected areas. The only agreement still active is between the Natural Resource Conservation Authority (NRCA) and Jamaica Conservation and Development Trust (JCDDT) covering their co-management of Blue and John Crow Mountains National Park. This is Jamaica's largest terrestrial protected area and covers an area of approximately 49,000 hectares. The protected area benefits from dedicated staff and is the only protected area with an operational management plan. Although Blue and John Crow Mountains is a location with significant conservation pressure, including land degradation driven by increased urbanization and unsustainable coffee production, many consider this to be Jamaica's best managed protected area. Blue and John Crow Mountains has an METT score of 72. Over the last three years, the protected area's total operating budget has ranged between approximately US\$ 280,000 and US\$ 340,000 per year.

Table: Total Annual Budget for John Crow - Blue Mountain Protected Area

BUDGET ITEM (2008 - 2009)	BUDGET (US\$)
Personnel	
Park Manager/Administrative Manager	\$42,537
Booking Clerk/Receptionist	\$5,637
Accounting Staff	\$11,385
Chief of Corps and Conservation Officer-	\$33,151
Rangers (7)	\$52,647
Environmental Education Officer and Assistant Education Officer	\$20,202
Subsistence	\$4,092
Subtotal	\$169,651
Supplied and Services	
Transportation (maintenance/servicing, fuel/oil, insurance/licensing)	\$12,037
Communications	\$4,735
Office Supplies, stationery and equipment	\$4,307
Technical Equipment and Supplies	\$20,930
HQ and Ranger Station Rental, Utilities and Maintenance	\$12,632
Fundraising and other governance programme activities	\$16,911
Audit and Bank Charges	\$5,592
Recreation Areas Operations and Maintenance	\$12,507
Subtotal	\$89,652
Capital and Project Costs	
Vehicles	\$20,549
Subtotal	\$20,549
Total	\$279,852

JCDT relies upon a great variety of sources to generate their Blue and John Crow Mountains National Park operational budget. In both 2007 and 2008, less than 7% of the protected area's operational budget came from the Government of Jamaica. In 2008, existing trust funds provided 50% of the budget and over 25% came from donor funding and grants. Still, Jamaica's largest and best-managed protected area had an average operations deficit of nearly 8%. JCDT filled this deficit by holding fund-raisers and soliciting charitable contributions.

Table: Blue and John Crow Mountains National Park - Sources of Revenue and Expenditures

Income Sources	2007	2008
GOVERNMENT	Percent of Total 6%	
GOJ/ NRCA	\$12,837	\$22,033
ON-SITE TOURISM OPERATIONS	Percent of Total 7%	
Recreation Areas	\$27,949	\$26,945
TRUST FUNDS	Percent of Total 50%	
EFJ: Environment Foundation of Jamaica	\$85,388	\$134,450
FCF: Forest Conservation Fund	\$0	\$16,761
JNPTF: Jamaica National Parks Trust Fund	\$11,274	\$28,185
GRANTS	Percent of Total 26%	
NMBCA: Neotropical Migratory Bird Conservation Act Grant from US Government	\$63,749	\$69,837
USAID PARE	\$23,969	\$10,185
CTO: Caribbean Tourism Organization	\$0	\$5,919

IDB: Inter-American Development Bank	\$15,254	\$3,627
EU PSDP (Private Sector Development Program)	\$44,809	\$3,818
WH Fund (World Heritage Fund)	\$6,503	\$1,671
OTHER	Percent of Total 0%	
Other Donors/sponsors	\$25,913	
TOTAL INCOME	\$317,645	\$323,432
Expenditures		
Personnel	\$138,734	\$132,918
Office, Equip. & Supplies	\$23,489	\$37,692
Project Expenses	\$178,237	\$181,801
TOTAL EXPENDITURES	\$340,460	\$352,410
Surplus/ (Deficit)	-\$22,815	-\$28,979

Part 3: Existing Government Financial Support for Protected Areas

The GOJ does provide financial support to protected areas. Following is an estimate by Government agencies of their total annual contributions to protected area management. Although the lack of strategic NSPA financial and management planning limits the ability of government agencies to provide precise investment figures, these general sums are indicative. For instance, NRCA/NEPA is responsible for the management of 327,719 ha or approximately 80% of Jamaica's protected landscape (marine and terrestrial). In 2008, the combined NRCA/NEPA/Urban Development Corporation (UDC) protected area budget was US\$ 900,000. In 2008, as noted, the Government of Jamaica contributed US\$ 22,033 to JCDT's Blue and John Crow Mountains management budget.

Table: Total annual central government budget allocated to protected area management (2008)

Organization	# of PA	Total Hectares	Annual PA Budget	Description of Management Authority
NRCA/NEPA/UDC	9	327,719	\$ 900,953	Responsible for many marine and terrestrial reserves. Agency has few site based activities and limited number of technical staff. Four of five protected areas under co-management have currently expired agreements.
Forestry Department	4	58,810	\$ 3,006,000	This US\$ 3 million is distributed over both protected and non-protected landscapes. Responsible for forest management and forest reserves. Large forestry managed areas divided by 2 Zones and 4 Regions nationally. Some site based conservation activities supported by community forest management committees.
Fisheries Department	10	6,500	\$ 20,000	Responsible for fisheries management and some marine reserves. Very limited conservation activities. Operate mainly through management arrangements with civil society and public sector
Jamaica National Heritage Trust	9	NA	\$ 170,759	Primary responsibilities oriented towards maintaining historical sites and buildings. A few important biodiversity conservation landscapes under authority.
TOTALS	32	393,029	\$4,097,712	

Part 4: Existing Trust Fund Support for Protected Areas

Several Trust Funds support the NSPA. Existing Trust Funds are estimated to have allocated over US\$ 1 million to the NSPA in 2008. In spite of this valuable contribution, established

funds are not adequate to improve the financial stability and conservation effectiveness of Jamaica's NSPA.

Existing funds are not designed specifically to support the NSPA. The Jamaica National Parks Trust Fund (JNPTF) was originally created to fund the NSPA, but its mandate has narrowed to cover only two protected areas rather than the entire system. In addition, the JNPTF is quite small and currently allocates approximately US\$ 30,000 a year. The other funds provide very important financial support to protected areas, but they are not mandated to strengthen the NSPA. Individual protected areas must compete with many other sectors to capture Trust Fund grants. The opportunistic support these funds provide could easily shift from and strand the NSPA. Importantly, existing funds offer their financing exclusively to NGO's. Government agencies are not eligible grant recipients.

Table: Current Trust Funds support for protected areas

Trust Fund	PA Contributions (2008) (USD\$)
Jamaica National Parks Trust Fund	\$ 28,158
Forest Conservation Fund	\$ 181,425
Environmental Foundation of Jamaica	\$ 192,940
Tourism Enhancement Fund	\$ 663,333
Total	\$ 1,065,856

Environmental Foundation of Jamaica

The Environmental Foundation of Jamaica (EFJ) was created in 1993 under a "Debt for Nature Swap" between the Governments of Jamaica and USA. The EFJ has supported the NSPA through grants to NGO's and policy development, but the fund was not established to solely attend to protected areas. The EFJ has a broad mandate to support environmental management and child development. Established as a sinking fund, the EFJ is currently exploring options to extend operations beyond the original 2012 close date.

Jamaica National Parks Trust Fund

The Jamaica National Parks Trust Fund was established in approximately 1998 and capitalized through a "Debt for Nature Swap" facilitated by USAID. The JNPTF was created as a mechanism for ensuring the financial sustainability of protected areas across the system. However, the fund currently benefits only two protected areas (Blue/John Crow Mountains and Montego Bay Marine Park). Only NGO's are eligible to receive funding. This fund is undercapitalized with no specific fundraising activities or additional capitalizations.

Forest Conservation Fund

The Forest Conservation Fund was started in year 2004 and became operational in 2005. The fund was capitalized through a debt for nature swap (United States Government, TNC, Government of Jamaica) with US\$ 15.9 million over 19 years. An Oversight Committee manages the fund. The Jamaica National Parks Trust Fund is the fund administrator. Thirty-percent (30%) of the total annual allocations are set-aside in endowment. The fund was established for forest conservation and not exclusively for the needs of the national protected area system. This fund will strengthen financing for terrestrial protected areas associated with forest conservation only. The fund does not support the marine conservation needs.

Tourism Enhancement Fund

The TEF is mandated to collect US\$ 10 from each arriving international airline passenger and US\$ 2 from each arriving international cruise ship passenger. The trust currently holds approximately US\$ 17 million. JNHT received more than US\$ 600,000 from this fund for protected areas conservation in 2008. However, TEF's mandate is not exclusive to protected area support. Funds are allocated through grants for proposals that enhance the island's tourism industry.

Part 5: Proposed Trust Fund

A. Summary

Current revenue generation and allocation modalities are generally not considered strategic and coordinated. There is a severe funding gap within the NSPA and a lack of funding stability to promote strategic and cost-effective planning and management. Jamaica's current NSPA does not have access to the sustainable financing required to raise management regimes to a level required to achieve basic conservation objectives. The Trust Fund established through this project will be designed specifically to help address this situation.

The Trust Fund's conservation objective will be to help secure the long-term conservation of biodiversity within Jamaica's national system of protected areas. The Fund will provide a dependable source of financing allowing for strategic planning and more cost-effective management. The fund will focus upon building protected area management capacity by increasing financial support for on-the-ground efforts currently beyond Jamaica's funding horizon. The new Trust Fund represents an opportunity to significantly increase stable conservation funding with a relatively small GEF investment. With nearly 75% of Jamaica's protected areas currently un-funded or severely under-funded, the potential conservation impacts are high.

The new Trust Fund will coordinate with, but will fundamentally differ from and improve upon, existing funding structures. The protected areas Trust Fund will be Jamaica's first to:

- Exclusively support the NSPA and fund both government entities and NGO's;
- Benefit from both a minimum endowment and a revolving fund window; and,
- Be legislated thus demonstrating government commitment.

The Fund will be created and managed in Jamaica. However, this endowment along with the endowments from seven other Caribbean countries will be housed in a new entity, the Caribbean Biodiversity Fund (CBF), to most likely be held at the Caribbean Development Bank. This offers Jamaica's new Trust Fund several important advantages. Combining the endowments of seven countries will lower investment management expenses and increase investment return. Total endowments under management in the CBF will likely be approximately \$40 million. Over \$36 million are identified to date. As an additional benefit, the Caribbean Development Bank is waiving its management fees to serve as Secretariat to the CBF. This initiative is strongly supported by KfW, one of the Jamaica NSPA Trust Fund's main benefactors.

B. Structure - Endowment and Revolving Fund

The PA Trust will serve as an umbrella entity with a minimum of two funding windows – an endowment and a revolving fund. Tables prognosticating the Trust Fund's flows and costs are attached below.

The endowment's capitalization goal will be at least US\$5 million. The endowment will provide an annual stream of income, based on investment returns, to Jamaica's NSPA. Based on a long-term investment strategy, the endowment should return at least 7% per annum. The endowment will pay out 5% of its total value annually (based on the endowment's average monthly value over the previous three years – this will smooth out the ups and downs associated with the endowment's value due to investment gains and losses), with any remaining investment income reinvested in the endowment.

The Trust Fund's unique revolving fund will receive and manage other funds designated for the NSPA. These may include, but are not limited to, user fees, protected area fees derived from international tourist visits (similar to Belize's protected area fee), developer fees (derived from Head of Government Agreements), environmental levies, and multi-lateral and bi-lateral funding designated for the national system of protected areas.

The NSPA Trust will serve as a fiduciary body, managing both the endowment and revolving funds for the NSPA. The Trust will receive annual requests for funding support in the form of proposals from entities with protected area management responsibility, including government agencies and NGO's. Trust investments will be in addition to funding that these entities already receive from government and/or other sources. Monies will be strategically allocated to maximize the return on conservation investment with priority given to the support of "on-the-ground" activities that measurably build the NSPA's ability to conserve globally significant biodiversity.

C. Capitalization

The capitalization level of the Endowment Fund is estimated at approximately US\$5 million. The fund will be established with US\$ 3.35 million composed of GEF funds (US\$ 750,000) and already committed co-financing from both TNC (US\$1 million) and KfW (US\$1.6 million). An additional US\$ 1.65 - US\$ 2 million will be captured during project implementation. Although Jamaica is a poor country, there are ample opportunities to further capitalize and grow the fund's endowment beyond this conservative figure. The project has set aside significant resources to build government, private, and donor support for expanded investment in Jamaica's NSPA. A major part of this six-year effort will include securing resources to grow the endowment. Once fully capitalized, the Trust Fund will disburse approximately US\$300,000 per year based on a rate of 5% of the endowment's previous three year's monthly average. This will be a non-depleting fund with returns reinvested into the corpus.

The project has conservatively projected that at least US\$ 1 million will annually pass through the protected area Trust's revolving fund window by 2016. Through this project, the Government of Jamaica will create several new sustainable finance mechanisms to help drive investment. For instance, Jamaica receives over 2.5 million visitors each year. Nearly all tourism activity takes place in or near a protected area. However, tourism invests very little

in protected area conservation. One element of the proposed NSPA financial strategy includes piggy backing upon the TEF to generate US\$ 1 per visitor to support protected areas conservation. This would result in an immediate flow of US\$ 2.5 million.

Other indicative activities may include: (1) Increases in current public Government budgets for NEPA, JNHT, Forestry Department, and Fisheries Division; (2) New resource use fees, including impact fees and service concessions; and, (3) Programs to enhance corporate and social responsibility, including protected area sponsorships, private sector donations, and NSPAS credit cards (Visa/MasterCard) in partnership with local banks.

D. Governance and Staffing

A Board of Directors will govern the Trust. The Board will consist of members from both the private and public sectors, with a majority from the private sector. This allows the NSPA Trust to maintain critical linkages with the government without being unduly influenced by politics. While it is important for the Board to have linkages with diverse sectors, the majority of the Board members should have management and/or institutional interest in the national system of protected areas to ensure that the Trust's mission is met. The exact number of Board members will be determined and set in articles of incorporation finalized during implementation of the Full Size Project. This will include coordinating with and building upon lessons learned from other country members of the Caribbean Biodiversity Fund.

The PA Trust will require a small staff. These professionals will be responsible for managing the Trust's day-to-day business. At a minimum, the Trust will have a Director and Administrative Assistant. As the funds managed by the Trust grow, the Trust's staff may evolve to include a Program Manager(s) and Financial Manager. The Trust's staff will be responsible for organizing Board meetings, review of reports of projects funded by the PA Trust, disbursement of funding, posting of calls for proposals, etc.

The staff and Board will have fiduciary management responsibility for the Trust's funding streams (both endowment investment income and revolving funds). To maximize investment returns on the Trust's endowment, the endowment will be managed by a reputable investment management firm selected via a competitive process.

E. Legal Structure

To demonstrate the government's support and endorsement the PA Trust will be created via legislation. The PA Trust's legislation will include the following minimum standards:

1. The purposes for which the Trust is established, the duration of the Trust (usually "in perpetuity" or "until dissolved by an act of law or a vote of its Trustees"), and the location of the Trust fund's main offices.
2. The composition of the Board of Trustees (which can also be called the Board of Directors) of the fund; its powers; the procedures for appointing and replacing Board members; their responsibilities, their term of office, and their remuneration (if any); the required frequency of Board meetings; the number of Board members whose

- presence is required in order to constitute a quorum; and the number of Board members whose vote is required in order to approve of any proposed action.
3. The mode of appointment and responsibilities of the executive director and other staff of the Trust fund.
 4. The mode of establishment and functions of any non-voting advisory committees or councils.
 5. The potential sources of revenue for the Trust fund (by general category).
 6. Rules on how Trust fund monies can be invested and how they can be expended.
 7. Accounting procedures and provision for outside auditors.
 8. The categories of activities that can (and cannot) be funded by the Trust.
 9. Rules requiring Board members and staff to disclose any potential conflicts of interest.
 10. Conditions and procedures for dissolution of the Trust, if that should ever be necessary.

Proposed funding flow of Jamaica's NSPA Trust Fund. Amounts in US\$

		1/1/11	1/1/12	1/1/13	1/1/14	1/1/15	1/1/16	1/1/17	1/1/18	1/1/19	1/1/20
Endowment Revenue											
UNDP/GEF	750,000	125,000	125,000	125,000	125,000	125,000	125,000				
KfW	1,600,000	1,600,000									
TNC	1,000,000	250,000	250,000	250,000	250,000						
Revolving Fund Revenue											
TBD Mechanism	7,050,000			350,000	700,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000	1,000,000
Expenses											
Fund Management	1,328,899	14,813	16,515	70,709	127,154	176,023	179,495	182,232	184,825	187,263	189,871
Stewardship Grants	7,530,427	83,938	93,585	400,686	720,537	997,465	1,017,137	1,032,649	1,047,340	1,061,154	1,075,935
Total	8,859,325	98,750	110,100	471,396	847,691	1,173,488	1,196,632	1,214,881	1,232,165	1,248,417	1,265,806
Long Term Endowment											
Investment Total (End of Period Balance + New Revenue)		1,975,000	2,389,500	2,822,123	3,394,672	3,757,299	4,145,310	4,436,277	4,746,816	5,079,093	5,434,630
Investment Income	2,674,946	138,250	167,723	197,549	237,627	263,011	290,967	310,539	332,277	355,537	381,466
End of Period Balance	5,816,096	2,014,500	2,447,123	3,019,672	3,632,299	4,020,310	4,436,277	4,746,816	5,079,093	5,434,630	5,816,096

Revenue	Totals Through 2020
UNDP/GEF	750,000
KfW	1,600,000
TNC	1,000,000
Total	3,350,000
Expenses	
Fund Management 1/	271,399
Stewardship Grants	1,537,927
Total	1,809,325
Endowment Ending Value 2/	5,816,096

Fund Management (Years 1 & 2)	25.0%
Fund Management (Year 3 Onward)	15.0%
Endowment Payout Rate	5.0%
Investment Return	7.0%

1/ Capped at 25% for first 2 years and 15% of annual endowment payout thereafter.

2/ Estimated value of the endowment. This assumes a 7% annualized return.

Annex 10. Summary of baseline and incremental costs

Result	Baseline Scenario	Alternative Scenario
Outcome 1: Strengthening of planning and revenue generation	<p>PA's are constrained by inadequate access to funding. Existing Trust Funds fail to target special needs of protected area management.</p> <p>Individual protected areas lack strategic financial planning tools. Capacity to identify, capitalize and strategically utilize currently available and viable new funding mechanisms continues to be lackluster with limited opportunities for improvement.</p> <p>Almost no working models for sustainable protected area revenue generation available. The protected area system continues to rely upon revenue generation approaches based largely upon opportunistic and unreliable donor and government funding sources while missing opportunities for creative and beneficial funding.</p> <p>NSPA does not have strategic plan to guide financial recruitment and investment. Protected area financing continues to be inefficient with four independent government organizations and numerous proxy managers practicing uncoordinated revenue generation and allocation approaches.</p>	<p>Security of NSPA improved from access to sustainable financing sources, including Protected Area Trust Fund (PATF) that is capitalized and operational.</p> <p>NSPA benefits from improved financial planning, allocation and administration tools, including series of national level financial management training programs and at least five site-level model business plans.</p> <p>NSPA realizing and monitoring additional conservation revenue as five representative protected areas demonstrate suite of currently under-utilized money generating mechanisms such as tourism contributions.</p> <p>NSPA capacity built and implementing strategic plan for financial recruitment and investment with unified institutional framework and approach, including functional NSPA financing strategy.</p>
Outcome 2: Rationalizing and integrating the NSPA	<p>Multiplicity of regulatory tools hampers cohesive PA decision-making, resource mobilization, and allocation. The protected area system does not benefit from a cohesive regulatory framework, e.g., protected areas law, and/or unified institutional structure. Although PAC exists and moves baseline forward, the protected area system continues to be defined by more than twenty national laws and policies, very weak management agreements and a largely uncoordinated management approach. This sustains financial and management inefficiencies.</p> <p>NSPA does not include landscape level models for cohesive, efficient, and cost-effective management. Organizations such as TNC and PAC work towards NSPA expansion. However, progress is slow and globally significant habitats continue to be under-represented within the NSPA. Without working models for coordinated management many protected areas within the system continue to be defined by management approaches that do not reflect cost-effective, ecosystem based decision-making structures.</p>	<p>Streamlined regulatory tools strengthen cohesive NSPA decision-making, resource mobilization, and allocation, including NSPA legislation, policies and operational instruments drafted to support rationalized system and integrated unit for NSPA management.</p> <p>On-the-ground cohesive, efficient, and cost-effective landscape level (ridge to reef) protected area management generating conservation benefits, including two new and expanded protected area complexes capturing under-represented habitats and serving as financial administration and strategic conservation management models for NSPA replication.</p>
Outcome 3: Increasing PA management effectiveness	<p>Of the 32 protected areas within the NSPA, only one has an operational management plan. It is very unlikely that other protected areas within the system will have the financial and/or capacity where-with all to generate effective management plans, particularly management plans that improve cost-effectiveness. There will be almost no opportunities for institutionalizing management planning principles and practices within the NSPA. Financial allocations hampered by limited access to</p>	<p>Eight additional protected areas (25% of NSPA) have operational management plans to inform strategic financial management and 100% of NSPA have access to fundamental knowledge required to generate management plans, including ability to monitor effectiveness and accordingly improve management approaches and related financial investments.</p> <p>Strategic financial investments benefitting from informed</p>

	<p>information required for sound decision-making. The national system for monitoring systems and species within the NSPA and the effectiveness of various management investments is extremely limited. No strategies exist for strategically identifying key species and habitats and generating and supplying data necessary to inform investment of limited resources.</p> <p>Very few models of alternative livelihoods delivering financial benefits for PA management. Local communities rarely generate meaningful incomes from protected area associated and supportive activities. Most uses of protected area resources are unsustainable. The protected areas continue to be hampered by expensive and ineffective adversarial management approaches. Little additional revenue flows are created within and/or near protected areas that will potentially contribute financially to conservation success</p> <p>NSPA lacks capacity to design and execute a communication strategy to increase political and private sector interest to garner financial support. NSPA will not have the financial ability and/or organizational experience to implement an outreach program designed to generate public knowledge, concern, and investment in protected area maintenance and commensurate conservation of globally significant species.</p>	<p>decision-making, including a comprehensive monitoring and evaluation system for protected area management.</p> <p>NSPA replicating technically sound, well-reasoned and financially successful models of alternative livelihoods that are ecologically benign while offering meaningful financial benefits for protected area management and proximate community members.</p> <p>Information and public awareness capacity is institutionalized within NSPA management unit, including implementation of a replicable communication strategy that is raising key stakeholder awareness, building a national constituency to support protected areas, and leading to measurable increases in NSPA financial support.</p>
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	BASELINE		ALTERNATIVE		INCREMENT (A-B)	
Outcome 1: Strengthening of planning and revenue generation	Baseline	\$95,000	A) Baseline	\$95,000	GEF	\$1,265,000
	NEPA	\$5,000	B) Co-Finance	\$2,922,600	Co-Finance	\$2,922,600
	Forestry	\$0	NEPA	\$22,600		
	JNHT	\$0	Forestry	\$0		
	FISHERIES	\$0	JNHT	\$0		
	UNDP	\$0	FISHERIES	\$0	TOTAL	\$4,187,600
	TNC	\$35,000	UNDP	\$0		
	Forest Conservation Fund	\$55,000	TNC	\$1,300,000		
			KFW	\$1,600,000		
			C) GEF	\$1,265,000		
Outcome 2: Rationalizing and integrating the NSPA	Baseline	\$236,000	A) Baseline	\$236,000	GEF	\$375,500
	NEPA	\$3,000	B) Co-Finance	\$575,000	Co-Finance	\$575,000
	Forestry	\$63,000	NEPA	\$30,000		
	JNHT	\$0	Forestry	\$0		
	FISHERIES	\$20,000	JNHT	\$0		
	UNDP	\$0	FISHERIES	\$0	TOTAL	\$950,500
	TNC	\$150,000	UNDP	\$0		
	KFW	\$0	TNC	\$545,000		
			KFW	\$0		
			C) GEF	\$375,500		

			D) Total Alternative	\$1,186,500		
Outcome 3: Increasing PA management effectiveness	Baseline	\$649,200	A) Baseline	\$649,200	GEF	\$852,785
	NEPA	\$149,200	B) Co-Finance	\$1,045,000	Co-Finance	\$1,045,000
	Forestry	\$250,000	NEPA	\$250,000		
	JNHT	\$0	Forestry	\$0		
	FISHERIES	\$0	JNHT	\$0		
	UNDP	\$0	FISHERIES	\$0	TOTAL	\$1,897,785
	TNC	\$250,000	UNDP	\$0		
	KFW	\$0	TNC	\$795,000		
			KFW	\$0		
			C) GEF	\$852,785		
		D) Total Alternative	\$2,546,985			
Project Management	Baseline	\$0	A) Baseline	\$0	GEF	\$277,300
	NEPA	\$0	B) Co-Finance	\$507,400	Co-Finance	\$507,400
	Forestry	\$0	NEPA	\$197,400		
	JNHT	\$0	Forestry	\$0		
	FISHERIES	\$0	JNHT	\$0		
	UNDP	\$0	FISHERIES	\$0	TOTAL	\$784,700
	TNC	\$0	UNDP	\$200,000		
	KFW	\$0	TNC	\$110,000		
			KFW	\$0		
			C) GEF	\$277,300		
		D) Total Alternative	\$784,700			
TOTALS	Baseline	\$980,200	A) Baseline	\$980,200	GEF	\$2,770,585
	NEPA	\$157,200	B) Co-Finance	\$5,050,000	Co-Finance	\$5,050,000
	Forestry	\$313,000	NEPA	\$500,000		
	JNHT	\$0	Forestry	\$0		
	FISHERIES	\$20,000	JNHT	\$0		
	UNDP	\$0	FISHERIES	\$0	TOTAL	\$7,820,585
	TNC	\$435,000	UNDP	\$200,000		
	FCF	\$55,000	TNC	\$2,750,000		
	KFW	\$0	KFW	\$1,600,000		
			C) GEF	\$2,770,585		
		D) Total Alternative	\$8,800,785			

Annex 11: Consultants to be hired for the project using GEF Resources

<i>Position Titles</i>	<i>\$ / person week</i>	<i>Estimated person weeks</i>	<i>Tasks to be performed</i>
For Project Management			
Local			
Project Manager ¹	\$ 850	288	<p>Full time position. Experienced project manager with a technical background preferably in protected areas and biodiversity conservation. Possible academic/professional background may include conservation biology, law/policy, and/or sustainable business management. The Project Manager is the maximum authority at the project level for all project execution and for facilitating information to the stakeholders and board. This is a full-time position.</p> <p>Deliver results and manage funds in line with the work plan approved by management body; Analyze and evaluate achieved results regularly to ensure that the project is meeting the target beneficiaries' needs, and communicating them to management body; Record and resolve project issues occurring during the implementation within the tolerance level initially defined by management body; Report issues to management body with recommendations for solutions to project issues that exceed the defined tolerance level; Discuss and deal with local and national authorities on matters pertaining to activities described in the project document; Ensure timely preparation and submission of yearly/quarterly project work plans and reports; Lead the recruitment process of the necessary local experts in the areas identified in the project document in accordance with UNDP rules and regulations; Collect, register and maintain information on project activities by reviewing reports and through firsthand sources; Advise all project counterparts on applicable administrative procedures and ensures their proper implementation.</p>
Project Administrator ²	0	288	<p>Acts as Administrative Assistant. This is a full-time, unshared staff position. The Project Administrator allows the Project Manager to support the development of outcomes. Will provide administrative support to the Project Manager in UNDP-GEF reporting, financial management, and logistical support. Collect, register and maintain all information on project activities; Contribute to the preparation and implementation of progress reports; Monitor project activities, budgets and financial expenditures; Advise all project counterparts on applicable administrative procedures and ensures their proper implementation; Maintain project correspondence and communication; Support the preparations of project work-plans and operational and financial planning processes; Assist in procurement and recruitment processes; Assist in the preparation of payments requests for operational expenses, salaries, insurance, etc. against project budgets and work plans; Follow-up on timely disbursements by UNDP CO; Receive, screen and distribute correspondence and attach necessary background information; Prepare routine correspondence and memoranda for supervisor's signature, check enclosures and addresses; Assist in logistical</p>

¹ This position will be supported by both GEF (\$144,500) and UNDP (\$100,000).

² This position will be supported entirely by NEPA financing.

			organization of meetings, training and workshops; Prepare agendas and arrange field visits, appointments and meetings both internal and external related to the project activities and write minutes from the meetings; Maintain project filing system; Maintain records over project equipment inventory; Provide support to management body, project manager, and others to make certain all financial records are properly maintained and support necessary reporting requirements. Perform other duties as required.
M&E Specialist	\$1,500	5	Support project mid-term evaluation. TOR's to be developed according to M&E plan.
M&E Specialist	\$1,500	5	Support project final evaluation. TOR's to be developed according to M&E plan.
International			
M&E Specialist	\$3,000	5	Conduct project mid-term evaluation. TOR's to be developed according to M&E plan.
M&E Specialist	\$3,000	5	Conduct project final evaluation. TOR's to be developed according to M&E plan.
Justification for travel: Significant travel will be required from Kingston to various project sites to monitor and support implementation activity. Some regional travel may be required to participate in activities promoting greater cooperation on landscape level conservation initiatives.			
For Technical Assistance			
Local			
Biodiversity Conservation Specialist	\$1,500	70	Responsible for supporting activities related to improving biodiversity monitoring, information management, and decision-making. Will also support completion of NSPA strategies, capacity building programs and other project initiatives as required.
Legal Advisor	\$1,500	70	Responsible to support outcomes and project activities related to law and policy, including the review and development of protected areas legislation, completion of model management agreements and providing necessary legal counsel for Trust Fund operations. Will also support completion of NSPA strategies, capacity building programs and other project initiatives as required.
Financing and Business Specialist	\$1,500	70	Responsible to support outcomes and project activities related to sustainable business training and development, including business and financial planning and support for Trust Fund operations. Will also support completion of NSPA strategies, capacity building programs and other project initiatives as required. Position includes designing mechanisms for tourism and other sustainable uses to generate protected area funding.
Protected Area Management Specialist	\$1,500	100	Responsible to support outcomes and project activities related to conservation planning, species monitoring, landscape ecology and sustainable resource use. Will support development of monitoring and evaluation system. Position includes supporting activities related to tourism. Will also support completion of NSPA strategies, capacity building programs and other project initiatives as required.
Public Affairs Specialist	\$1,500	70	Responsible to support outcomes and project activities related to public awareness and education, including communications strategy. Responsible for providing technical support for project activities related to community involvement, education, replication, and training. Will also support completion of NSPA

			strategies, capacity building programs and other project initiatives as required.	
International				
Trust Management	Fund	\$3,000	30	Responsible to support outcomes and project activities related to Trust Fund. Will also support completion of NSPA strategies, capacity building programs and other project initiatives as required.
Protected Management	Areas	\$3,000	30	Responsible to support outcomes and project activities related to biodiversity conservation and protected area management activities, including management planning and sustainable resource use. Will be knowledgeable of sustainable tourism and other “green” development modalities. Will also support completion of NSPA strategies, capacity building programs and other project initiatives as required.
Legal Expert		\$3,000	40	Responsible to support outcomes and project activities related to legal and institutional reforms. Will be knowledgeable of sustainable tourism and other “green” development modalities. Will also support completion of NSPA strategies, capacity building programs, Trust Fund, and other project initiatives as required.
Business Financing and Management		\$3,000	40	Responsible to support outcomes and project activities related to business planning and financial management. Position includes designing mechanisms for tourism and other sustainable uses to generate protected area funding. Will be knowledgeable of sustainable tourism and other “green” development modalities. Will also support completion of NSPA strategies, capacity building programs and other project initiatives as required.
Justification for travel: significant travel will be required from Kingston to various project sites to monitor and support implementation activity. Some regional travel may be required to participate in activities promoting greater cooperation on landscape level conservation initiatives.				

Annex 12. Summary of METT Scores

No.	Mgmt Entity	Protected Area	METT Score Dec 2009
1	NEPA	Montego Bay Marine Park	44
2	NEPA	Blue and John Crow Mountain National Park	72
3	NEPA	Negril Environmental Protection Area	32
4	NEPA	Negril Marine Park	39
5	NEPA	Palisadoes-Port Royal Protected Area	27
6	NEPA	Coral Spring-Mountain Spring	19
7	NEPA	Portland Bight Protected Area	36
8	NEPA	Ocho Rios Protected Areas	19
9	NEPA	Mason River protected Area	54
10	Fisheries	Bogue Islands Fish Sanctuary	14
11	Fisheries	Bowden Fish Sanctuary	13
12	Fisheries	Airport Point Fish Sanctuary	46
13	Fisheries	Discovery Bay Fish Sanctuary	34
14	Fisheries	Bluefields Bay Fish Sanctuary	33
15	Fisheries	Orange Bay Fish Sanctuary	36
16	Fisheries	Galeon Bay Fish Sanctuary	30
17	Fisheries	Salt Harbour Fish Sanctuary	37
18	Fisheries	Galleon Harbour Fish Sanctuary	32
19	Fisheries	Three Bays Fish Sanctuary	32
20	Forestry	Forestry Northeast	58
21	Forestry	Forestry Southeast	56
22	Forestry	Forestry Northwest	40
23	Forestry	Forestry Southwest	45
24	JNHT	Port Royal and Palisadoes	52
25	JNHT	Black River	21
26	JNHT	Spanish Town	41
27	JNHT	Titchfield Hill	43
28	JNHT	Falmouth	35
29	JNHT	Seville	74
30	JNHT	Rio Nuevo	17
31	JNHT	Mountain River Cave	44
32	JNHT	Mason River Reserve	54

Annex 13. Financial Scorecard

Part I

Financial Analysis of the National Protected Area System – INSERT NAME OF SYSTEM	Baseline year ³ 2008 (US\$) ⁴	Year X ⁵ 2009 (US\$) ⁶	Comments
Available Finances⁷			
(1) Total annual central government budget allocated to PA management (excluding donor funds and revenues generated for the PA system)	\$4,097,712		
- Operational budget (salaries, maintenance, fuel etc)	\$2,649,372		NEPA Accounts Branch and the UDC (2007: \$699,178; 2008: \$870,271) Fisheries (2007:0 / 2008: \$20,000) Forestry (2008: \$1,649,000) JNHT (2008 \$109,650) Level of Confidence: Medium
- Infrastructure investment budget (roads, visitor centres etc)	\$1,448,339		NEPA (2007: \$49,067; 2008: \$30,682) FISHERIES (2007: \$0 / 2008: \$0) FOREST (2008: \$1,357,000) JNHT (2008: \$59,942)

³ The baseline year refers to the year the Scorecard was completed for the first time and remains fixed. Insert year e.g. 2007.

⁴ Insert in footnote the local currency and exchange rate to US\$ and date of rate (e.g. US\$1=1000 colones, August 2007)

⁵ X refers to the year the Scorecard is completed and should be inserted (e.g. 2008). For the first time the Scorecard is completed X will be the same as the baseline year. For subsequent years insert an additional column to present the data for each year the Scorecard is completed.

⁶ Insert in footnote the local currency and exchange rate to US\$ and date of rate

⁷ This section unravels sources of funds available to PAs, categorized by (i) government core budget (line item 1), (ii) additional government funds (line item 2), and (iii) PA generated revenues (line item 3).

			Level of Confidence: Medium
(2) Extra budgetary funding for PA management - Total of 2.A +2.B -	\$1,919,712		Specify sources of funds
2.A. Funds channelled through government - total	\$790,834		
- PA dedicated taxes			
- Trust Funds	\$896,498		Tourist Enhancement Fund (TEF) provided to JNHT (\$\$663,333) Forest Conservation Fund provided to Forestry Department (\$ 59,000) Forest Conservation Fund provided to JCDT (\$16,761) Forest Conservation Fund provided to other site level partners (\$105,664) Level of Confidence: High
- Donor funds	NA		
- Loans	NA		
- Debt for nature swaps	NA		
- Others	\$51,740		NEPA trough the Natural Resources Conservation Act, this is source is originated by management and beach licence fees. Level of Confidence: High
2.B. Funds channelled through third party/independent institutional arrangements – total	\$577,515		
- Trust Funds	\$209,583		Environmental Foundation of Jamaica provided to: JCDT (\$133,116); Caribbean Coastal Area Management Foundation (\$35,148); Negril Chamber of Commerce (\$11,688); Oracabessa Foundation (\$12,987). Environmental Foundation of Jamaica allocations were calculated assuming that all projects approved in year 2008 disbursed 100% of resources on the same year. Jamaica National Parks Trust Fund (\$28,158) provided to JCDT. Level of Confidence: Medium
- Donor funds	\$367,932		Canalized from different sources to NGOs such as: JCDT, CCAM, NEPT, MBMP. Out of this total \$188,536 were exclusively allocated to JCDT trough a number of donors and grants. No additional information was received in order to provide a breakdown per source or beneficiary.

			Level of Confidence: Medium
- Loans	NA		
- Others	NA		
(3) Total annual site based revenue generation across all PAs broken down by source ⁸	\$101,974		Indicate total economic value of PAs (if studies available) ⁹
- Total			
A. Tourism entrance fees	\$30,940	N/A	Revenues generated by PA´s managed by the JNHT
B. Other tourism and recreational related fees (camping, fishing permits etc)	\$26,555		JCDT from recreational areas (camping and cabins) Level of Confidence: High
C. Income from concessions	N/A		
D. Payments for ecosystem services (PES)	N/A		
- water			
- carbon			
- biodiversity			
- other			
E. Other non-tourism related fees and charges (specify each type of revenue generation mechanism)			
- scientific research fees	N/A		
- genetic patents	N/A		
- pollution charges	N/A		
- sale of souvenirs from state run shops	N/A		
- other	\$44,479		FORESTRY: Timber sales \$32,429 Seedlings \$13,295 Miscellaneous services such as GIS mapping \$47,700 Level of Confidence: Medium

⁸ This data should be the total for all the PA systems to indicate total revenues. If data is only available for a specific PA system specify which system

⁹ Note this will include non monetary values and hence will differ (be greater) than revenues

(4) Percentage of PA generated revenues retained in the PA system for re-investment ¹⁰	100%		Revenues generated are retained directly in the PA
- national protected areas			
- sub-national (state/regional/municipal) protected areas			
- co-managed protected areas			
- others			
(5) Total finances available to the PA system [line item 1+2.A+2.B]+ [line item 3 * line item 4]	\$5,673,699		
Available for operations			
Available for infrastructure investment			
Costs and Financing Needs			
(1) Total annual expenditure for PAs (all PA operating and investment costs and system level expenses) ¹¹	\$5,673,699		State any extraordinary levels of capital investment in a given year State degree of disbursement/executed – total annual expenditures as % of available finances (line item 5.) If this % is low, state reasons: There is no information regarding degree of execution from any of the existing sources. Therefore it is assumed that the total available funding equals the total annual expenditure for year 2008.
- by government	\$ 4,097,712		
- by independent/other channels	\$ 1,575,987		
(2) Estimation of PA system financing needs			Where possible breakdown by terrestrial and marine sub-systems
A. Estimated financing needs for <i>basic</i> management costs (operational and investments) to be covered	\$10,154,522		Summarize methodology used to make estimate (eg costs detailed at certain sites and then extrapolated for system): A system level financial needs assessment was undertaken in year 2008. Management standards were defined according to technical criteria, and specific items were identified to fulfil the management needs. The basic management scenario projects expenditures needed for PA's to implement the following three management programs: Administration and planning; Patrolling and enforcement; Environmental education

¹⁰ This includes funds to be shared by PAs with local stakeholders

¹¹ In some countries actual expenditure differs from planned expenditure due to disbursement difficulties. In this case actual expenditure should be presented and a note on disbursement rates and planned expenditures can be made in the Comments column.

			Level of Confidence: High
- PA central system level operational costs (salaries, office maintenance etc)	\$ 4,025,455		
- PA site management operational costs	\$ 1,387,763		
- PA site infrastructure investment costs	\$ 2,275,674		
- PA system capacity building costs for central and site levels (training, strategy, policy reform etc)	\$ 722,600		These system capacity building needs are additional to daily operations but critical for system development and are often covered by donors
B. Estimated financing needs for <i>optimal</i> management costs (operational and investments) to be covered	\$18,540,905		In addition to the management programs identified as basic management, the optimal scenario considers financial needs to implement the following management programs in each PA: Research and monitoring; Sustainable livelihoods; Mitigation and restoration; Sustainable use of resources Level of Confidence: High
- PA central system level operational costs (salaries, office maintenance etc)	\$ 6,475,745		
- PA site management operational costs	\$4,108,441		
- PA site infrastructure investment costs	\$ 4,784,833		
- PA system capacity building costs for central and site levels (training, strategy, policy reform etc)	\$ 1,798,700		These system capacity building needs are additional to attaining basic management capacities and may entail additional scientific research, public communications, scholarships etc)
C. Estimated financial needs to expand the PA systems to be fully ecologically representative	NA		Insert additional costs required for land purchase for new PAs: No information is available at the moment to calculate this. It would be necessary to have total amount of new hectares to be added as well as an association to existing PA's in order to extrapolate the results from the financial needs assessment
- basic management costs for new PAs			
- optimal management costs for new PAs			
Annual financing gap (financial needs – available finances)¹²			Where possible breakdown by terrestrial and marine sub-systems
1. Net actual annual surplus/deficit ¹³			

¹² Financing needs as calculated in (8) minus available financing total in (6)

¹³ This will likely be zero but some PAs may have undisbursed funds and some with autonomous budgets may have deficits

2. Annual financing gap for basic management scenarios	\$4,480,823		
Operations	NA		These gaps are not possible to calculate since baseline information does not present a complete breakdown between operations and infrastructure
Infrastructure investment	NA		
3. Annual financing gap for optimal management scenarios	\$12,867,206		
Operations	NA		These gaps are not possible to calculate since baseline information does not present a complete breakdown between operations and infrastructure
Infrastructure investment	NA		
4. Annual financing gap for basic management of an expanded PA system (current network costs plus annual costs of adding more PAs)	NA		
5. Projected annual financing gap for basic expenditure scenario in year X+5 ^{14,15}			
Financial data collection needs	<p>Specify main data gaps identified from this analysis: Accurate expenditures at site and system level for all agencies except the Forestry Department. Expenditures from partner organizations, NGO's and other stakeholders implementing activities at site level. Information about expenditure capacity for every source of funding.</p> <p>Specify actions to be taken to fill data gaps¹⁶: Establish clear protocols to condition future work to sharing of yearly reports. Centralized financial information system.</p>		

¹⁴ This data is useful to show the direction and pace of the PA system towards closing the finance gap. This line can only be completed if a long term financial analysis of the PA system has been undertaken for the country

¹⁵ As future costs are projected, initial consideration should be given to upcoming needs of PA systems to adapt to climate change which may include incorporating new areas into the PA system to facilitate habitat changes and migration

¹⁶ Actions may include (i) cost data based on site based management plans and extrapolation of site costs across a PA system and (ii) revenue and budget accounts and projections

Part II - Assessing Elements of the Financing System

Component 1 – Legal, regulatory and institutional frameworks					COMMENT
<i>Element 1 – Legal, policy and regulatory support for revenue generation by Pas</i>	None (0)	A few (1)	Several (2)	Fully (3)	
(i) Laws or policies are in place that facilitate PA revenue mechanisms		1			<ul style="list-style-type: none"> - User fee regulations for marine parks & terrestrial PAs exist - Some areas are covered by NRCA Act such as scuba diving, mooring buoys etc - For Forestry there are provisions for collection of funds for goods and services, timber sales, charge for use of roads. This is collected on behalf of government, such as ministry of finance...money is not kept
(ii) Fiscal instruments such as taxes on tourism and water or tax breaks exist to promote PA financing		1			<ul style="list-style-type: none"> - Tourism Enhancement Fund exists. The charge is made to tourists and submitted to a fund which is used for issues - No payment for environmental services (such as water) exists - NRCA uses some funds collected from beach licenses (Policy of the Authority). The funds are used to support projects within PAs
<i>Element 2 - Legal, policy and regulatory support for revenue retention and sharing within the PA system</i>	No (0)	Under development (1)	Yes, but needs improvement (2)	Yes, satisfactory (3)	
(i) Laws or policies are in place for PA revenues to be retained by the PA system (central and site levels)			2		<ul style="list-style-type: none"> - Laws exists for the retaining of revenue - NRCA is required by law to put 50% of fees into appropriation of aid - This will increase with the establishment of Executive Agencies (such as Forestry and Fisheries). The Exec Agencies will be able to retain some of the fees collected - Revenue collected within National Parks re

					retained - Of Beach license fees (collected at the system level) that are collected by the NRCA, about 25% of the fees are issued to the system for management
(ii) Laws or policies are in place for PA revenues to be retained at the PA site level			2		- Some PAs collect fees which are used within the area. However, some areas have not defined revenue generated activities - Fees are collected by SITES - 100% of fees collected are retained
(iii) Laws or policies are in place for revenue sharing at the PA site level with local stakeholders	0				- None exists - Local groups may ask for contributions from the NRCA and it may be issued...but this is not the policy of the authority
<i>Element 3 – Legal and regulatory conditions for establishing Funds (endowment, sinking or revolving) [1]</i>					
(i) A Fund has been established and capitalized to finance the PA system		1			- Jam National Parks Trust Fund was initially for the system, but is now only used for Blue & John Crow Mountains Nat Park and the MoBay Marine Park - The fund managers are reviewing if this could be established for system again - Local Forest Fund exists to facilitate issuing of funds to communities. Currently has J\$1m. Money comes from sales of Dendrology manuals not yet being used
	None(0)	A few (1)	Several (2)	Sufficient (3)	
(ii) Funds have been created to finance specific Pas		1			- JNPTF was established for this but is not being used - Various PAs have its own funds established. Trust Funds created but not sustained
	No (0)	Partially (1)	Quite well (2)	Fully (3)	

(iii) Fund expenditures are integrated with national PA financial planning and accounting	0					- If a Park cannot maintain itself outside of the management fees provided by the NRCA, they usually have to close operations. The parks usually have to seek additional funding from other donors etc.
<i>Element 4 – Legal, policy and regulatory support for alternative institutional arrangements for PA management to reduce cost burden to government</i>	None (0)	Under development (1)	Yes, but need improvement (2)	Yes, satisfactory (3)		
(i) There are laws or policies which allow and regulate concessions for PA services	0					- Could be explored in the future
(ii) There are laws or policies which allow and regulate co-management of PAs			2			- Entities providing co-management do not have the capacity to seek additional funds; while at the same time complaining that NEPA is not providing sufficient funds - Pool of funds from which these entities could previously draw on have dried up, therefore the entities are approaching the central government for more funds...but are not receiving the amounts being asked for - The funders also were not keen on funding core functions, therefore the gap existed. The obligations of the partners would therefore need clarification
(iii) There are laws or policies which allow and regulate local government management of PAs	0					- None exists...but there is nothing against this - They have regulatory role but not management
(iv) There are laws which allow, promote and regulate private reserves			2			- Other acts allow for private uses (such as Forestry Act and Wildlife Protection Act)
<i>Element 5 – - National PA financing policies and strategies</i>						
(i) There are key PA financing policies for:	No (0)	Yes, but need improvement (2)	Yes, satisfactory (3)			

- Comprehensive, standardized and coordinated cost accounting systems (both input and activity based accounting)	0					- System exists for disaggregating of figures, but not a requirement
- Revenue generation and fee levels across PAs		2				- None exists - One set fee structure (entrance fee), for instance, is outlined in the law... - In forestry fees for stumping is signed off by the ministry which is signed off but not reviewed. If changes are needed submission would have to be made
- Safeguards to ensure that revenue generation does not adversely affect conservation objectives of PAs	0					- FD...allows for allowable cut for Timber which allows for sustenance of forests - NEPA does not have one
(ii) Degree of formulation, adoption and implementation of a national financing strategy [2]	Not begun (0)	In progress (1)	Completed (3)	Under implementation (5)		
		1				- In progress
Element 6 – Economic valuation of protected area systems (ecosystem services, tourism based employment etc)	None (0)	Partial (1)	Satisfactory (2)	Full (3)		
(i) Economic valuation studies on the contribution of protected areas to local and national development are available	0					- EAG and GEF valuation projects are commencing
(ii) PA economic valuation influences government decision makers	0	(e.g. in the Ministry of Environment	(e.g. in other local ministries)	(e.g. in the Ministry of Finance)		- The lack allows for policies to be developed
		t				
Element 7 – Improved government budgeting for PA systems	No (0)	Partially (2)	Yes (3)			
(i) Government policy promotes budgeting for PAs based on financial need as determined by PA management plans	0					
(ii) PA budgets includes funds to finance threat reduction strategies in buffer zones (eg livelihoods of communities living around the PA) [3]	0					- Concept of Buffer zones exist but not enforced

(iii) Administrative (eg procurement) procedures facilitate budget to be spent, reducing risk of future budget cuts due to low disbursement rates		2			<ul style="list-style-type: none"> - For all agencies and ministries unspent funds are sent back to central govt funds - Procurement procedures allow for money to be spent which in turn allows for increased budget request and allocation - For NEPA money received is always less than requested
(iv) Ministry of Finance plans to increased budget, over the long term, to reduce the PA financing gap	0				<ul style="list-style-type: none"> - Greater investment in PAs due to co-financing (in-kind) from GEF projects to come on-stream
<i>Element 8 - Clearly defined institutional responsibilities for financial management of PAs</i>	None (0)	Partially (1)	Improving (2)	Full (3)	
(i) Mandates of public institutions regarding PA finances are clear and agreed		1			<ul style="list-style-type: none"> - Distinctions bet NGOs and govt is clear on the extent of support for the Pas
<i>Element 9 – Well-defined staffing requirements, profiles and incentives at site and system level</i>	None (0)	Partial(1)	Almost there (2)	Full (3)	
(i) There is an organizational structure with a sufficient number of economists and financial planners in the PA authorities (central, regional and site levels) and sufficient authority to properly manage the finances of the PA system	0				<ul style="list-style-type: none"> - NEPA has post but not filled by trained economist
(ii) PA site manager responsibilities include, financial management, cost-effectiveness and revenue generation [4]		1			<ul style="list-style-type: none"> - It is expected but the performance and accountability is lacking
(iii) Budgetary incentives motivate PA managers to promote site level financial sustainability (eg sites generating revenues do not experience budget cuts)	0				<ul style="list-style-type: none"> - None exists - Increases in salaries are tied in to performance levels..the managers are therefore encouraged to improve performance
(iv) Performance assessment of PA site managers includes assessment of sound financial planning, revenue generation, fee collection and cost-effective management	0				<ul style="list-style-type: none"> - It should be considered

(v) There is auditing capacity for PA finances				3	- FD and NEPA both has internal audit facilities - Auditor General exists and audits public entities
(vi) PA managers have the possibility to budget and plan for the long-term (e.g. over 5 years)			2		
Total Score for Component 1					Actual Score:
					Total Possible Score: 95
					%:
Component 2 – Business planning and tools for cost-effective management					Comment
<i>Element 1 – PA site-level business planning</i>	Not begun (0)	Early stages (1)	Near complete (2)	Completed (3)	
(i) PA management plans includes conservation objectives, management needs and costs based on cost-effective analysis			2		- There needs to be more focus on the cost-effective element
(ii) PA management plans are used at PA sites across the PA system		1			- Local plans for Forestry are in early stages - Some PAs has plans but the extent to which they are used is not known
(iii) Business plans, based on standard formats and linked to PA management plans and conservation objectives, are developed across the PA system [5]	0				- Need recognized
(iv) Business plans are implemented across the PA system	0				
(degree of implementation measured by achievement of objectives)					

(iv) Business plans for PAs contribute to system level planning and budgeting	0				
Element 2 – Operational, transparent and useful accounting and auditing systems	None (0)	Partial (1)	Near completed (2)	Fully completed (3)	
(i) There is a transparent and coordinated cost (operational and investment) accounting system functioning for the PA system	0				- Useful, but not yet in place
(ii) Revenue tracking systems for each PA in place and operational	0				
(iii) There is a system so that the accounting data contributes to system level planning and budgeting	0				
Element 3 – Systems for monitoring and reporting on financial management performance	None (0)	Partial (1)	Near completed (2)	Complete and operational (3)	
(i) All PA revenues and expenditures are fully and accurately reported by PA authorities to stakeholders		1			- Management fees are issued by authority - Under delegation instruments reporting on the management fees component is done
(ii) Financial returns on tourism related investments are measured and reported, where possible (e.g. track increase in visitor revenues before and after establishment of a visitor centre)	0				- No clear relationship between the co-management authority and the authority...relationship needs some clarity and for system to be streamlined
(iii) A monitoring and reporting system in place to show how and why funds are allocated across PA sites and the central PA authority	0				
(iv) A reporting and evaluation system is in place to show how effectively PAs use their available finances (ie disbursement rate and cost-effectiveness) to achieve management objectives	0				
Element 4 – Methods for allocating funds across individual PA sites	No (0)	Yes(2)			
(i) National PA budget is allocated to sites based on agreed and appropriate criteria (eg size, threats, needs, performance)	0				- Not structured. Submissions are made to Authority based on needs and approved accordingly. No specific budget is presented by PA Managers...only for crises
(ii) Funds raised by co-managed PAs do not reduce government budget allocations where funding gaps still exist		2			- Note: this should be a positive as the entity would not be relying on the govt. to fund

<i>Element 5</i> – Training and support networks to enable PA managers to operate more cost-effectively	Absent (0)	Partially done(1)	Almost done (2)	Fully (3)	
(i) Guidance on cost-effective management developed and being used by PA managers	0				
(ii) Inter-PA site level network exist for PA managers to share information with each other on their costs, practices and impacts	0				- Used to be a Jam Protected Areas Network...no longer meeting
(iii) Operational and investment cost comparisons between PA sites complete, available and being used to track PA manager performance	0				- The comparisons that should be made should be bet. PA's
(iv) Monitoring and learning systems of cost-effectiveness are in place and feed into system management policy and planning	0				
(v) PA site managers are trained in financial management and cost-effective management	0				- This is needed
(vi) PA financing system facilitates PAs to share costs of common practices with each other and with PA headquarters [6]	0				
Total Score for Component 2					Actual Score:
					Total Possible Score: 61
					%:
Component 3 – Tools for revenue generation by PAs					Comments
<i>Element 1</i> – <i>Number and variety of revenue sources used across the PA system</i>	None (0)	Partially (1)	A fair amount (2)	Optimal (3)	
(i) An up-to-date analysis of revenue options for the country complete and available including feasibility studies;		1			- TNC had someone looking at revenue options within PAs in Jam. Not necessarily up to date. GEF PA project will be looking at rev. generation.

(ii) There is a diverse set of sources and mechanisms, generating funds for the PA system			2		- TEF, EFJ, User Fees (NRCA), Forestry fund. All exist
(iii) PAs are operating revenue mechanisms that generate positive net revenues (greater than annual operating costs and over long-term payback initial investment cost)	0				- No one is doing this at the moment
(iv) PAs enable local communities to generate revenues, resulting in reduced threats to the PAs		1			- Within BJM Nat Park and through SGP of the UNDP, local communities are growing crops such as pineapple - For Forestry; local groups operate trails, etc.
Element 2 – Setting and establishment of user fees across the PA system	No (0)	Partially (1)	Satisfactory (2)	Fully (3)	
(i) A system wide strategy and action plan for user fees is complete and adopted by government		1			- Not sure if any exists under Jam National Heritage trust and Fisheries
(ii) The national tourism industry and Ministry are supportive and are partners in the PA user fee system and programmes			2		- Tourism sector was involved in the development of fees within the Marine Parks and National Parks. No objections for implementation of fees system as they are aware of carrying cap issue
(iii) Tourism related infrastructure investment is proposed and developed for PA sites across the network based on analysis of revenue potential and return on investment [7]	0				- Exists but cost-effectiveness not considered
(iv) Where tourism is promoted PA managers can demonstrate maximum revenue whilst not threatening PA conservation objectives	0				
(v) Non tourism user fees are applied and generate additional revenue			2		- Exists in some areas such as revenue from pictures
Element 3 – Effective fee collection systems	None (0)	Partially (1)	Completed (2)	Operational (3)	
(i) System wide guidelines for fee collection are complete and approved by PA authorities		1			- Manual developed for collection of fees by PAs - Not yet implemented b/c 1. authority agreed to give start up costs but basic requirements for implementation

(ii) Fee collection systems are being implemented at PA sites in a cost-effective manner		1			<ul style="list-style-type: none"> - JCDT collects for special functions - Heritage trust has fee system for all sites and for special functions - Operational at selected sites (not operational for NEPA) - Forestry does not charge for use of facilities as yet
(iii) Fee collection systems are monitored, evaluated and acted upon		1			<ul style="list-style-type: none"> - JHT this is operational - Beach license fees are monitored - Timber license fees are monitored
(iv) PA visitors are satisfied with the professionalism of fee collection and the services provided		1		Not Applicable	<ul style="list-style-type: none"> - Visitors to Holywell demand the use of the facilities...not sure of complaint regarding services...but visitor log has increased over the years - For Forestry, stumping fees are often said to be too high; after hurricanes, the fees have to be lowered to accommodate clients - JNHT does not have on-going evaluation, but is assessed by repeat visitors. Fees are low and nominal
Element 4 – Marketing and communication strategies for revenue generation mechanisms	None (0)	Partially (1)	Satisfactory (2)	Fully (3)	
(i) Communication campaigns and marketing for the public about tourism fees, conservation taxes etc are widespread and high profile at national level		1			<ul style="list-style-type: none"> - Tourism Fees only are applicable to Jamaica (via TEF) - JNHT communicates their fees to visitors, esp. through special events - Neither Forestry nor NEPA market the fees charged
(ii) Communication campaigns and marketing for the public about PA fees are in place at PA site level	0				<ul style="list-style-type: none"> - Not yet developed b/c user fee system is not yet in place
Element 5 – Operational PES schemes for PAs [8]	None (0)	Partially (1)	Progressing (2)	Fully (3)	
(i) A system wide strategy and action plan for PES is complete and adopted by government	0				<ul style="list-style-type: none"> - Looking at such a system for water - Could not work for Forestry b/c upstream users are not involved - Does not exist really...has been looked at but not finalized or agree
(ii) Pilot PES schemes at select PA sites developed	0				

(iii) Operational performance of pilots is monitored, evaluated and reported	0				
(iv) Scale up of PES across the PA system is underway	0				
Element 6 – Concessions operating within PAs [9]	None (0)	Partially (1)	Progressing (2)	Fully (3)	
(i) A system wide strategy and implementation action plan is complete and adopted by government for concessions	0				
(ii) Concession opportunities are operational at pilot PA sites				3	- JNHT has 2 operational at a site (Seville in the parish of St. Ann and Port Royal in Kingston)
(iii) Operational performance (environmental and financial) of pilots is monitored, evaluated, reported and acted upon				3	- JNHT only
(iv) Scale up of concessions across the PA system is underway	0				
Element 7 – PA training programmes on revenue generation mechanisms	None (0)	Limited(1)	Satisfactory (2)	Extensive (3)	
(i) Training courses run by the government and other competent organizations for PA managers on revenue mechanisms and financial administration		1			- TNC/TPDCo/Tourism ministry offers a course but not at govt. level - Is not opened to all PA managers
Total Score for Component 3					Actual Score:
					Total Possible Score:71
					%:

Annex 14. METT Scores (see separate file)

Annex 15. UNDP-GEF Check List for Environmental Funds

√	Check List		
General Eligibility			
	Activity	Remarks	Jamaica Response/Comments
	<p>Define the general objectives of the Fund. Several key issues should be explored: 1] What are the conservation objectives in the area of intervention? 2] What types of activities are required to satisfy the said conservation objectives? 3] Why might an Environmental Fund be needed as opposed to one-time project investments.</p>	<p>Depending on the legal jurisdiction (whether the country of domicile is a common law or civil law country), trust funds will normally be administered by charitable trusts or foundations. Funds need to be carefully designed to ensure accountability and that they satisfy objectives.</p>	<p>The Fund's conservation objective is to secure the long-term conservation of biodiversity within Jamaica's national system of protected areas. The fund will focus upon supporting on-the-ground efforts that are currently beyond Jamaica's funding horizon, e.g. biodiversity assessments, revenue generation, management capacity building, etc. The Fund is required to provide a dependable source of financing allowing for strategic planning and subsequently more cost-effective management.</p>
	<p>Define the funding gaps hampering conservation efforts. Estimate likely funding needs, to be covered by the Fund.</p>	<p>Trust Funds generally yield modest amounts of income, and may not be appropriate where the funding gaps are large, or where there are major threats, requiring a sizable infusion of moneys.</p>	<p>There is a US\$ 5 million funding gap according to PPG completed assessment. The Trust Fund will provide only US\$ 300,000/year. However, this is significant. This equals the annual operating budget of Jamaica's largest protected area. About 50% of the NSPA (16 protected areas)</p>

			receive no direct funding. The annexes in the ProDoc and CEO Endorsement Request cover these issues in much greater detail.
	Assess whether co-financing is likely to be available.	It can be difficult to raise co-financing for environmental funds. The GEF will not fund stand-alone environment funds without any co-financing. A minimum of US\$ 1 in capital contributions should be secured for every US\$ 1 committed by GEF. In most cases, a ratio of at least 2: 1 is required. The actual ratio will depend on the incrementality of proposed activities.	US\$ 2.6 million of co-financing is secured. GEF will provide an additional \$750,000. This is a ratio of 3.4:1. Concrete plans are in place to bring additional money to the fund through the project's 6-year life. The project under Component 3 will work to generate corporate, private and donor interest in contributing to the Trust Fund.
Project Preparation			
	Activity	Remarks	Jamaica Response/Comments
	<p>Review existing legal structures governing the establishment of Trust Funds. A competent legal firm should be commissioned for this purpose.</p> <p>The report should carefully document all legal provisions governing Trust Funds or similar instruments, including registration requirements, scope of allowable activities for charitable organisations, governance arrangements (i.e. the constitution of the Governing Board,</p>	<p><i>The country should have a legal framework that permits the establishment of a trust fund, foundation or similar organization. Laws governing income and capital gains taxes should allow the fund to be tax exempt, and preferably should provide incentives for private donations</i></p>	<p><i>During the PPG phase, a respected Jamaican attorney was consulted. He found no legal issues of concern. The existing legal framework supports several conservation related Trust Funds that currently operate in Jamaica.</i></p>

	powers and duties of the Governing Board and voting arrangements), conditions circumscribing the receipt of funds, limitations on investment activities, taxation requirements, including regulations governing taxation of assets held outside of the country, and arrangements for dissolution of the Fund.		
	Define whether the Fund is to be set up as an endowment or as a sinking fund.	<i>Much of UNDP-GEF's recent work with Trust Funds has focused on creating endowments to provide long term funding for conservation activities. While the mechanics may vary from case to case, the endowments are usually used to purchase interest bearing equities and bonds (the "assets"). A portion of the proceeds of these investments are made available for environmental management. These devices are generally created to operate in perpetuity. Sinking Funds on the other hand, are designed to exhaust their capital over a pre-defined number of years. Sinking Funds may be more appropriate where the project objectives are time bound (but where activities need to continue beyond the normal life of the project).</i>	<i>As agreed with Government and co-financiers, this will be an endowment fund.</i>
	Undertake a feasibility study to assess the viability of establishing a trust fund or	Where the proposal is to capitalize an existing fund, the feasibility study should ascertain the extent to which that fund	There are Trust Funds established within Jamaica that provide occasional support to the NSPA. However, these were not designed specifically to enhance the NSPA

<p>other organization. A competent technical adviser, with prior experience developing GEF supported environmental funds should be recruited for this purpose.</p> <p>The terms of reference should include the following:</p> <p>1. <u>Eligibility</u> Assess whether the Environmental Fund is likely to satisfy the minimum eligibility requirements for GEF funding:</p> <p>(i) The Fund can be established as a public-private mechanism outside of direct government control.</p> <p>(ii) The Fund has clear goals and objectives, which can be satisfied with the income generated from the proposed</p>	<p>addresses key GEF eligibility criteria. The adequacy of operational and administrative requirements should also be ascertained. The feasibility of adapting governance, administrative and operational arrangements should be verified with the Board of Directors</p> <p>Where a new fund is being proposed in a country with other existing funds, perhaps already funded by the GEF, a clear justification should be presented.</p> <p>(i) A difficult set of negotiations with government and civil society is usually required to obtain agreement on this aspect. The Fund should include representatives from the private sector able to provide sound business management advice.</p> <p>(ii) The capitalization schedule should allow a meaningful program in the chosen area of focus. Capital targets should be established after costing conservation activities to be covered by the Fund.</p>	<p>capacity nor do they provide adequate funding to address the funding gap. However, the proposed Trust Fund will not be capitalized until late 2010. If any existing Trust Fund structure is deemed appropriate for modification to meet the specific needs as identified by the project's co-financiers, the project will carefully consider building upon potential economies of scale.</p> <p><u>1. Eligibility</u></p> <p>The fund will satisfy GEF requirements.</p> <p>The Fund will be a private-public mechanism, has clear goals, will be situated in a country with satisfactory legal framework, will enjoy reasonable administrative costs, and will be domiciled within Jamaica.</p> <p>Operating costs were fixed at 25% (first two years) and 15% (year three and onwards). As illustration, operating costs for years 3 and 4 are estimated at US\$ 70,000 and US\$ 128,000. This represents an estimated increase in both the endowment and revolving fund.</p> <p>Operating costs were determined in concert with co-benefactor The Nature Conservancy (TNC). Operating costs are shown on the</p>
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<p>capital targets.</p> <p>(iii) Existence of a basic fabric of legal and financial practices and supporting institutions (including banking, auditing and contracting) in which the international community has confidence.</p> <p>(iv) The Fund may be operated cost effectively, with operating costs within a range of 20-25% of the available annual income [e.g. a US\$ 10 million fund generating net income of US\$ 500,000 should expend no more than US\$ 125,000 on administration].</p>	<p>For endowments, the capital amounts required to generate sufficient income to finance activities should be determined, assuming a 5% rate of return, net of asset management fees and plow back for inflation. For fixed-term Sinking Funds capital requirements should be estimated assuming 5% growth in assets over the life of the Fund.</p> <p>(iii) This should draw on the results of the legal evaluation. The existence of international banks, auditors and other institutions should be verified.</p> <p>(iv) Operating costs should be estimated. Options for reducing costs while maintaining operational and administrative efficiency should be evaluated. Trust Funds usually incur a high fixed cost element. It may be difficult to satisfy the 25% rule until the Fund has reached its full capital target. In such instances, one-time funding should be sought from the GEF and other donors to cover a portion of operations costs until the Fund's assets grow.</p> <p>(v) Several environment funds are domiciled outside of the recipient country. The GEF frowns upon this practice (the GEF cannot fund the operations of agencies domiciled in</p>	<p>Trust Fund flows table. This endowment along with the endowments from seven other Caribbean countries will be housed in a new entity, the Caribbean Biodiversity Fund (CBF), to most likely be held at the Caribbean Development Bank. This initiative is strongly supported by KfW, one of the Jamaica NSPA Trust Fund's main benefactors.</p> <p>The arrangement offers Jamaica's new Trust Fund several important advantages. Combining the endowments of seven countries will lower investment management expenses and increase investment return. Total endowments under management in the CBF will likely be approximately \$40 million. Over \$36 million are identified to date.</p> <p>The Caribbean Development Bank is waiving its management fees to serve as Secretariat to the CBF, further reducing operating costs.</p> <p><u>2. Asset Management</u></p> <p>Jamaica has a long history of successfully hosting Trust Funds. The concept was fully vetted with TNC an organization that also has a long and established history with the management of Trust Funds in the region and that will be depositing US\$1 m of co financing into the trust fund. UNDP and</p>
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<p>(v) The Fund may be legally domiciled in the recipient country.</p> <p>2. <u>Asset Management</u>: Design measures to ensure the security of assets, from invasion, currency devaluation and attachment, and to manage investment risks.</p> <p>3. Establish whether co-financing targets</p>	<p>countries that are not eligible for GEF support). However, this option could be pursued, as a <u>last resort</u>, where there is explicit agreement of the recipient country, which should be a signatory to the trustee agreement. Other arrangements, such as two tier Funds, with matching offshore and onshore entities are administratively cumbersome and are discouraged.</p> <p>Asset management arrangements should reflect the need to protect the long-term security of the assets and maintain strict fiduciary management standards. The assets of many funds are held in offshore tax havens, and invested in international equity and bond markets. Offshore asset management should be considered where the safety of assets cannot be guaranteed on shore.</p> <p>Funds should not be developed unless there are excellent prospects for securing co-financing at the outset. Co-financing requirements should be established once capital targets have been identified. For endowments, the GEF requires contributions of capital and co-financing for design work and capacity building will not suffice.</p>	<p>TNC will be providing significant oversight and assistance with making the Fund fully operational. As noted, this fund will be part of the Caribbean Biodiversity Fund (CBF) initiative.</p> <p>3. Co-Financing</p> <p>The capitalization level of the Endowment Fund is estimated at approximately US\$5 million. The fund will be established with US\$ 3.35 million composed of GEF funds (US\$ 750,000) and already committed co-financing from both TNC (US\$1 million) and KfW (US\$1.6 million). An additional US\$ 1.65 - US\$ 2 million will be captured during project implementation. Although Jamaica is a poor country, there are ample opportunities to further capitalize and grow the fund's endowment beyond this conservative figure. The project has set aside significant resources to build government, private, and donor support for expanded investment in Jamaica's NSPA. A major part of this six-year effort will include securing resources to grow the endowment. Once fully capitalized, the Trust Fund will disburse approximately US\$300,000 per year based on a rate of 5% of the endowment's previous three year's monthly average. This will be a non-depleting fund with returns reinvested into the corpus.</p> <p>The project has conservatively projected that at least US\$ 1 million will annually pass</p>
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	<p>can be satisfied, and develop a fund raising strategy.</p>		<p>through the protected area Trust's revolving fund window by 2016. Through this project, the Government of Jamaica will create several new sustainable finance mechanisms to help drive investment. For instance, Jamaica receives over 2.5 million visitors each year. Nearly all tourism activity takes place in or near a protected area. However, tourism invests very little in protected area conservation. One element of the proposed NSPA financial strategy includes piggy backing upon the TEF to generate US\$ 1 per visitor to support protected areas conservation. This would result in an immediate flow of US\$ 2.5 million.</p> <p>Other indicative activities may include: (1) Increases in current public Government budgets for NEPA, JNHT, Forestry Department Fisheries Division; (2) New resource use fees, including impact fees and service concessions; and, (3) Programs to enhance corporate and social responsibility, including protected area sponsorships, private sector donations, and NSPAS credit cards (Visa/MasterCard) in partnership with local banks.</p>
	<p>Develop a strategy for fund raising</p>	<p>A clear strategy for raising co-financing for the Trust Fund should be developed. Matching funds from other donors should be secured at a minimum for the first tranche,</p>	<p>Please note comment 3 above. Funding at a level of 3.4:1 is committed. The six-year project is designed specifically to enhance NSPA funding.</p>

		<p>before project submission. Fund raising should be included in the project budget—funded either by the GEF or other sources. The costs will vary depending on the likely source of funding, but typically should be estimated at 7-10% of the capital to be raised.</p> <p>Note UNDP’s regulations prohibit the appropriation of TRAC funds as capital for Trust Funds, although TRAC resources may be used to fund capacity building, operations support and fund raising.</p>	
	<p>Develop a plan for strengthening the management capacity of the Trust Fund.</p>	<p>Trust Funds should not be established without an accompanying capacity building component (training for Board Members, study tours, secondments, membership in regional associations of Trust Funds (such as REDLAC in Latin America and the Caribbean). A mentoring agency should be identified, such as an international NGO with experience supporting Trust Funds, or another Environmental Fund, with which the new Fund can be paired). Capacity building should be costed, and included in the project budget.</p> <p>Note that UNDP is providing mentoring support for several Funds, either by nominating an expert to sit on the Governing Board on its behalf, or designating a staff member, usually a Resident Representative</p>	<p>The Trust Fund will benefit from project activities designed specifically to build Trust Fund management capacity.</p> <p>The fund will enjoy in-direct benefits from project supported capacity building efforts that are designed to improve NSPA financial management, conservation planning and strategic decision-making capabilities.</p> <p>The Trust Fund will be linked to the NSPA financial strategy, management and business plans for protected areas, and legislative improvements. Each of these activities will inform Trust Fund activity and investment integrating it within a broader capacity building effort while simultaneously employing the Trust Fund as a sustainable financing tool to help maintain</p>

		<p>or Deputy Resident Representative to serve on the Board in a personal capacity.</p> <p>In the latter instance, a special dispensation allowing the UNDP staff member to serve on the Board should be obtained from UNDP management.</p>	<p>momentum after project close.</p> <p>These issues are clearly reflected within the project budget, including budget notes that outline training and support for Trust Fund managers.</p> <p>UNDP will certainly be actively involved and will mentor the process, including the GEF RTA.</p>
	<p>Agree on tranching arrangements</p>	<p>Capital is normally injected into Environmental Funds in tranches. Tranching allows capacities to be built before capital is fully committed and provides donor leverage. It also allows GEF funding to be appropriated as a challenge grant-- released over time against the receipt of co-financing. However, Trust Funds have economies of scale, and every effort should be made to reach the full capital target in a reasonable amount of time. The first tranche should be sufficiently large to allow the Fund's activities to commence, and cover a reasonable proportion of operations costs (any deficient in operations costs will need to be covered by the project until the full capital target is met). Given the transactions costs associated with disbursing funds to the capital account (verification that pre-conditions have been met), the number of</p>	<p>TNC and KfW Funds will be made fully available in 2011 (US\$ 2.6 million).</p>

		tranches planned should be strictly minimized.	
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Model Grant Agreement

- I. GEF TRUST FUND GRANT [Insert Reference Number]
- II. [Other Donor] TRUST FUND GRANT [Insert Reference Number]¹⁷

Global Environment Facility Trust Fund Grant Agreement

**[Insert Title(s) of the Project or Projects]
[Insert Reference Number(s)]**

between

[Insert Full Legal Name of the Beneficiary of the Grant]

and

THE UNITED NATIONS DEVELOPMENT PROGRAMME

acting as an Implementing Agency of the Global Environmental Facility

¹⁷ If the Grant Agreement covers funding received from other donor agencies, such as, for example, the United Nations Foundation, reference to the donor should be made here. Note however, that the Agreement should be signed by UNDP alone, in its capacity as Implementing Agency for the donor.

Dated¹⁸ _____, **200**__

¹⁸ This date should coincide with the date of signature at the end of the document.

WHEREAS the United Nations Development Programme (UNDP) and [*insert name of the country*]¹⁹ have entered into a Standard Basic Assistance Agreement [*or Special Fund Agreement*]²⁰ dated _____;

WHEREAS the [*name of recipient*] (the Foundation or Trust ²¹) is an organization established under the Laws of [*insert name of the country*] and has requested financial assistance through UNDP from the Global Environmental Facility (GEF) [*list other donors if appropriate here*] under the Project [*insert project title*] for [*list project objective*] Ref. [*insert reference number*] signed by the Government(s) of [*insert name(s) of the country/ countries*]²² and UNDP on _____;

WHEREAS the United Nations Development Programme (UNDP) acting as an Implementing Agency of the Global Environment Facility (GEF) and [*list other donors if appropriate here*], has [have] agreed to make a grant to the Foundation in an amount not to exceed US\$ [*amount in figures and in words*] (the Grant); and

WHEREAS the Foundation represents that it is authorized to contract and withdraw the Grant for the purposes of the Project and on the terms and conditions set forth or referred to in this Agreement,

NOW THEREFORE the parties hereto agree as follows:

¹⁹ Insert the name of the country where the beneficiary has its legally registered address.

²⁰ While the terms of the assistance provided by UNDP to programme countries are usually governed by Standard Basic Assistance Agreements, in some cases Special Fund Agreements are in force. Please verify and select the option that applies. Relevant information is available in UNDP's Folio database.

²¹ The constitutional documents (Bylaws or equivalent) of the beneficiary should be reviewed in advance of preparing the Grant Agreement and duly legalized copies should be placed in the file for reference.

²² In the event of regional projects, list all countries that have signed the project document.

ARTICLE I

Definitions²³

Section 1.1. Wherever used in this Agreement, the following terms have the following meanings²⁴:

- (a) “Bylaws” means the bylaws dated _____, notarized²⁵ on _____ by _____ and registered at _____ Ministry in [city, country], establishing the _____ Foundation, without amendments or corrections [or *as amended before the date of this Agreement with the contents of all the amendments having been formally made known to UNDP*] ;
- (b) “Eligible Expenditures” means expenditures for goods, works, services or Sub-grants (as hereinafter defined) incurred by the Foundation solely for the purposes of executing the Project, including administrative costs²⁶, and in accordance with the Bylaws and with the provisions of this Agreement;
- (c) “Sub-grants” means the grants that the Foundation may make to third parties in accordance with the provisions of the Bylaws;
- (d) “Assets of the Foundation” means all financial resources made available to the Foundation through the financial mechanism described in the Bylaws;
- (e) “Asset Manager” means the entity entrusted by the Foundation with the management of the Assets of the Foundation; and
- (f) ”Income of the Foundation” means the funds earned by the management of the Assets of the Foundation, in accordance with the Bylaws.

²³ Additional definitions may be inserted into the Agreement as needed, following expert legal input.

²⁴ It is preferable to list the defined terms in the order that they appear in the rest of the document.

²⁵ Requirements for notarization and registration may vary from country to country. It should be verified whether registration has been formally completed. Official copies of constitutional documents (e.g. bylaws) and all amendments made prior to signature of the Agreement should be reviewed and placed on file.

²⁶ Preferably, absolute or percentile limits for administrative expenses should be included in the bylaws of the beneficiary. If this is not the case, limits should be established in this Agreement for those expenses by means of a fixed figure, or percentage of the total grant amount disbursed.

ARTICLE II
The GEF & UNF Trust Fund Grant

Section 2.1 UNDP agrees to make available to the Recipient, on the terms and conditions set forth in this Agreement, the GEF [*or list other donor*] Trust Fund Grant in an amount not to exceed²⁷ US\$_____, as follows²⁸:

- a) An amount not to exceed US\$_____ upon attainment of the following conditions by the Recipient:
- i) signing of contract between the Recipient and the Asset Manager, selected and approved in accordance with Article [*list number of Article*] of the Bylaws;
 - ii) approval by the Foundation's Board of an asset management strategy proposed by the Asset Manager;
 - iii) approval of an Operational Manual²⁹ for the Recipient's operations, with clear procedures for (including but not limited to) staff selection, recruitment and management, selection of Asset Manager, procurement, accounting, management of property and the appropriation and management of Sub-Grants;
 - iv) registration of the recipient as a tax exempt organization in the [*list countries in which the assets will be held and invested*] and elsewhere as required, if legally possible; and
 - v) US\$[*insert amount*] additional to the proceeds of this Grant have been secured to become part of the Assets of the Foundation from other sources³⁰.
- b) An amount not to exceed US\$_____ upon attainment of the following conditions by the Recipient not later than _____

²⁷ The amount of the grant should always be referred to as an "amount not to exceed", since the right of the beneficiary to the grant is conditional in nature and subject to the fulfillment of a series of conditions and requirements during project execution. As a result, the grant may only be partially disbursed.

²⁸ Disbursement of the Grant will usually be effected in two or more stages (or tranches) for amounts consistent with the timeline and budget contained in the project document. This Model Agreement contains an example of a typical set of conditions that may be inserted for a two-stage disbursement schedule.

²⁹ The Operational Manual is an essential requirement and is non negotiable. A UNDP-approved Operational Manual must have been prepared and approved by the beneficiary before grants may be disbursed.

³⁰ The GEF cannot fund "stand-alone" projects and in all cases, parallel financing from other donors will need to be obtained. This can be administered either under the Terms of this Agreement, or parallel agreements negotiated directly with the respective donor. The release of GEF funding into the Environmental Fund will in all cases be contingent upon the release of matching funds from other sources.

[*insert date*] or such later date as UNDP establishes by written notice to the Foundation:

- i) \$[*insert amount*] additional to the proceeds of this Grant and to paragraph a) v) above have been secured to become part of the Assets of the Foundation from other sources³¹;
- ii) acceptance by UNDP of a positive evaluation of trust fund activities carried out by an independent third party appointed by UNDP; and
- iii) full and sufficient disclosure of Sub-Grants making criteria and procedures.

Section 2.2 Notwithstanding the provisions of paragraphs 2.1.a & b above, no withdrawal of funds from the Income of the Foundation will be made or Income of the Foundation may be used :

(a) on account of payments for any taxes on the importation of goods;

(b) for the purpose of any payment to persons or entities, or for any import of goods, if this payment or import is prohibited by a decision of the United Nations Security Council taken under Chapter VII of the Charter of the United Nations; or

Section 2.3 Prior to furnishing to UNDP any request for transfer ³²of Grant funds, the Foundation will open a special deposit account (the Special Account)³³ in a currency and in a commercial bank acceptable to UNDP, on terms and conditions satisfactory to UNDP, including appropriate protection against set-off, seizure or attachment and suitable features in order to manage assets in accordance with the provisions in the Bylaws.

Section 2.4. In order to request transfers of Grant funds, the Foundation will furnish to UNDP a request for transfer of the relevant amount as per the terms of this Agreement, in a format satisfactory to UNDP, signed on behalf of the Foundation by [*authorized official*] or any other person authorized by the Foundation in writing for such purpose, together, in the case of the first such application, with an authenticated specimen signature(s) of the designated person(s). Each such application, other than that for the first transfer of funds, will include: (a) a detailed narrative report setting out the status of the Foundation and the progress in attaining its objectives; and (b) a detailed report on the use of

³¹ UNDP must exercise discretion when judging whether additional financing has been sufficiently secured. A written undertaking from the relevant financier should be obtained as a minimum condition.

³² A model for the request of transfer should be included in the Operational Manual.

³³ Typically this will be an off-shore account where deposits can be maintained in dollars and all asset management operations can be performed by the Asset Manager.

Income of the Foundation during the period between the first transfer of Grant funds and the date of the transfer application in question, to be supported by evidence of payments made with such funds.

Section 2.5 UNDP will deposit the Grant amount in the Special Account. Any interest paid on the amounts deposited in the Special Account will be treated as Income of the Foundation and used exclusively for the benefit of [*state environmental management activit i.e. biodiversity conservation*] in [*list beneficiary countries*] in accordance with the Bylaws.

Section 2.6. If UNDP determines at any time that any payment out of the Special Account was made for an expenditure not eligible pursuant to this Agreement, or was not justified by the evidence furnished to UNDP, the Foundation will, promptly upon notice from UNDP, refund to UNDP an amount equal to the amount of such payment or the portion thereof not so eligible or justified.

Section 2.7. UNDP may at any time, by notice to the Foundation:

(a) suspend further transfer of Grant funds if the Foundation fails to comply with any of its obligations specified in this Agreement. If the Foundation does not remedy the situation within 30 days from the date of UNDP's notice, the Foundation will promptly refund to UNDP any amount of the Grant in the Special Account and any interest accrued thereon, which has not been utilized by the time of such notice; and

(b) cancel any amount of the Grant not yet transferred (A) at any time after withdrawals from the Grant have been suspended pursuant to the provisions of subparagraph (a) above; and (B) after the closing date in Section 2.1.b.

Section 2.8 Without limiting the above provisions, UNDP may cancel the Grant if funds or assets are, or threaten to be, used for purposes other than those listed in the objectives of the Foundation established in the Bylaws, with particular respect to the principle of non-invasion of capital³⁴, or in the relevant donor agreements or other documents binding for the Foundation where conditions have been specified by donors, testators or other parties which shall have contributed funds or assets to the Foundation.

ARTICLE III **Activities of the Foundation**

³⁴ Safeguards should be provided to protect against the invasion of capital for all endowment-type instruments (i.e. use of Foundation assets directly to cover expenditures of the Foundation). Only Foundation income (i.e. proceeds of the investment of the assets) should be used for such purposes.

Section 3.1. The Foundation shall: a) use the proceeds of the Grant with due diligence and efficiency and in accordance with the provisions of this Agreement; (b) promptly provide the funds, facilities, services and other resources required for such purpose; (c) furnish all information on the use of the proceeds of the Grant as specified in Article [*list number of article*]; and (d) from time to time exchange views with the UNDP representatives on the progress and results of the Project³⁵.

Section 3.2 The Foundation shall not amend the Bylaws without prior express approval in writing from UNDP.

Section 3.3 The Foundation shall select and enter into a contract³⁶ with the Asset Manager in accordance with Article 9 and other relevant sections of the Bylaws and with the following provisions:

- a) The Asset Manager shall be selected through an international competitive bidding exercise among financial institutions of international reputation, with excellent credit rating, specialized in the management of trust funds and endowment accounts, operating in international markets and with internationally recognised credibility;
- b) The Asset Manager shall have internal analysis capability, experience in shared risk transactions and informal alliances and an integrated and automated information system for the management of and reporting on different sub-accounts following separate and distinct investment criteria;
- c) In the evaluation of proposals from potential Asset Managers, the following criteria shall be used, with weighting factors allocated to them in accordance with the provisions of the Operational Manual:
 - i. Experience in trust fund management and credit rating;
 - ii. Investment Strategy;
 - iii. Financial Models and Income Projections;
 - iv. Information systems; and
 - v. Knowledge of international and local markets.
- d) The contract with the Asset Manager shall require approval by the Foundation's Board, and shall be for one year, subject to

³⁵ If the project document contains specific periods for project reviews, they may be specified here as a requirement. Otherwise, the Operational Manual should specify the frequency of review (s).

³⁶ UNDP should review the request for proposals prepared for this selection process prior to its issuance by the Foundation. The requirements contained in this Article should be included as a minimum in such requests for proposals. The contract format and the final version of the contract with the Asset Manager is equally subject to approval by UNDP prior to signature by the Asset Manager and the Foundation.

renewal, and the termination clause shall include that the contract may be terminated if the return rates are not attained or if the investment strategy is considered less than optimal at any one time.

- e) The Asset Manager shall formulate and execute an investment strategy, subject to its approval by the Foundation; and
- f) The Asset Manager shall submit monthly and quarterly reports and discuss with the Foundation possible modifications of the investment strategy.

Section 3.4. The Foundation shall ensure that: (a) all goods and services financed out of the Income of the Foundation will be used exclusively for the purposes of *[insert purpose of the project]*; (b) any facilities and goods funded out of the Income of the Foundation are at all times operated and maintained in accordance with appropriate practices and that any repairs or renewals of these facilities are promptly made as needed; (c) all imported goods to be financed out of the Income of the Foundation are insured³⁷ against hazards incident to their acquisition, transportation and delivery to the place of use or installation; and (d) any indemnity for this insurance is payable in a freely usable currency to replace or repair these goods.

Section 3.5. UNDP may conduct periodic evaluations of the Project. To this end, the Foundation will, upon request by UNDP, enable the representatives of UNDP to visit the sites and facilities, and inspect the goods, documents and financial records, related to the Project.

Section 3.6. Goods, works and consulting services to be financed out of the Income of the Foundation will be procured through competitive bidding. Contracts with a value under \$100,000³⁸ may be concluded through national competitive bidding. All contracts with a value over \$100,000 shall be entered into after an international competitive bidding exercise, and their signing shall require prior no-objection from UNDP for the duration of the Project.

Section 3.7 Sub-Grants over \$150,000³⁹ to be made out of the Income of the Foundation shall require prior no-objection from UNDP for the duration of the Project.

Article IV

³⁷ A suitable insurance procedure must be included in the Operational Manual.

³⁸ This monetary limit may be changed if required by the circumstances of the country.

³⁹ This limit should be set taking into account the requirements and provisions of the project document, the operational capability of the UNDP country office monitoring the grant and the experience of the operational personnel of the Foundation.

Records, Audits and Reports

Section 4.1. The Foundation will keep records adequate to identify: a) the goods, works, services and Sub-grants financed out of the proceeds of the Grant and to disclose their use for [*insert objectives of the project*]; b) the deliberations and decisions of the Board of Directors; and c) all documents related to the procurement of good and services and the granting of Sub-Grants financed out of the proceeds of the Grant. UNDP will have the right to inspect such records at any time.

Section 4.2 The Foundation will, within four months of the end of each calendar year in which Grant funds are expended, provide UNDP with a detailed statement of the Special Account, together with the opinion of its external auditors on the statement. The report and auditor's opinion for the final period in which Grant funds are expended will be provided within three months of the date of the last such expenditure.

Section 4.3 The Foundation will prepare and furnish to UNDP an Annual Project Report on the activities of the Foundation. This Report shall be prepared in accordance with Chapter 7.3.3 of the UNDP Programming Manual and the provisions of the Project Document.

Article V Disclosure of Information

Section 5.1. UNDP may include basic information about the Grant in periodic reports it makes available to the GEF Council⁴⁰ and the public at large, including but not limited to opportunities for third parties to obtain Sub-Grants from the Recipient and Board decisions regarding asset management and Sub-Grants.

Article VI Notifications

Section 6.1 For the purposes of notifications under this agreement, the addresses of the parties shall be as follows:

[*insert addresses*]

Article VII

⁴⁰ Insert the name of co-financing parties if appropriate.

Settlement of Disputes

Section 7.1. Any dispute arising out of or relating to this Agreement, which is not settled by agreement of the parties hereto, will be finally settled in accordance with the provisions on dispute resolution contained in the Standard Basic Assistance Agreement dated _____ between UNDP and _____ [or- if the Special Fund Agreement exists in lieu of the SBAA- in accordance with Arbitration Rules of the United Nations Commission on International Trade Law (UNCITRAL)].

IN WITNESS HEREOF both parties sign two copies of this Agreement in the English language on _____ in _____.

On behalf of [*insert full legal name of the Foundation*]

Name & Title

On behalf of the
United Nations Development Programme,

Name & Title