

Reintegration and Rehabilitation of Involuntary Returned Migrants Jamaica Project

FINAL EVALUATION

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By:

Alicia A. Hayman, Ph.D. Evaluation Consultant

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Cover photograph: IRM Project (Flier Developed by the Vocational Training and Development Institute)

Final Evaluation of the "Reintegration and Rehabilitation of Involuntary Returned Migrants Jamaica" Project

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Evaluator: Dr. Alicia A. Hayman, supported by Maurice Mason, Karyll Johnston and Felicia Whyte

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TABLE OF CONTENTS

Α	Acronyms and Abbreviationsviii				
E>	cecutive Si	ummary	xi		
1	Introdu	uction	1		
	1.1	Project Overview	1		
	1.2	Terminal Evaluation Purpose and Scope	3		
2	Approa	ach and Methodology	4		
	2.1	FE Limitations and Constraints	6		
3	Finding	gs	9		
	3.1	Project Timeline Summary	9		
	3.2	Relevance and Coherence	9		
	3.2.1	Relevance	9		
	3.2.2	Coherence	12		
	3.3	Effectiveness	21		
	3.3.1	CPD Outcome Level Results Achieved	21		
	3.3.2	IRM Project Output Level Results	22		
	3.4	Efficiency	29		
	3.4.1	Project Strengths and Challenges	29		
	3.4.2	Project design assumptions in implementation	32		
	3.4.3	Execution of the multi-modal implementation framework	34		
	3.4.4	Management and Coordination	41		
	3.4.5	Donor relationships	52		
	3.4.6	Cost Efficiency	53		
	3.4.7	Cost Effectiveness	61		
	3.4.8	Comparative analysis	64		
	3.4.9	Procurement	64		
	3.4.10	M&E Systems	66		
	3.4.11	Risk Management	68		
	3.5	Impact	69		

	3.5.1	Early and unintended impacts71			
	3.6	Sustainability71			
	3.6.1	Factors affecting sustainability			
	3.6.2	Risks to sustainability73			
4	Summai	ry findings, Conclusions and Recommendations76			
	4.1	Summary of Major Findings			
	4.2	Conclusions 80			
	4.3	Recommendations81			
	4.4	Lessons Learned and Good Practices			
	4.4.1	Lessons Learned			
	4.4.2	Good Practices			
5	Referen	ces87			
6	Annexes	s95			
	Annex 1.	Terms of Reference (Extract)96			
	Annex 2.	Key FE analysis techniques/approaches106			
	Annex 3.	List of Stakeholders Consulted			
	Annex 4.	Stakeholder Analysis (RASCI)			
	Annex 5.	Key Evaluation Questions			
	Annex 6.	TOR, IRM Project Board			
	Annex 7.	Budget Reallocation Justification			
	Annex 8.	Output Indicator Tracking Table			
	Annex 9.	Biography of Evaluator			
	Annex 10.	Code of Conduct Signed by Evaluator			
	. (~ 11				
	st of Tables able 1. Defir	s ned Outcomes and Outputs for the IRM Project2			
Ta	able 2. Inco	nsistencies Across IRM Project Documents and Stakeholder Feedback 7			
	_	Iment of the IRM Project with the Vision 2030 Strategies and MTF Activities 10			
16	Table 4: IRM Project design methods and approaches and their relevance 15				

Table 5. Project Results Chain	19
Table 6. Gender Equality and the IRM Project Design and Implementation	20
Table 7. CPD Outcome Level Indicator	22
Table 8. IRM Project Contribution to the RF Outcome Level Indicators	22
Table 9. IRM Project Output 1 Results	23
Table 10. IRM Project Output 2 Results	24
Table 11. IRM Project Output 3 Results	25
Table 12. IRM Project Output 4 Results	27
Table 13. IRM Project Output 5 Results	
Table 14. IRM Project Design Assumptions in Implementation	
Table 15. Performance of IRM Project design methods and approaches	35
Table 16. Clauses of the Contribution Agreement (2016) that were affected by	project
performance throughout the LOP	46
Table 17: UNDP's role and responsibilities in the IRM Project	46
Table 18. Analysis of the MNS' performance against its role and responsibilities	48
Table 19: Planned versus Actual Expenditure Estimates	55
Table 20: AWP amendments	57
Table 21: Over Target Activities and Reprogrammed Activities	58
Table 22: Total Economic Cost of Implementation	61
Table 23: Available Project Capital	62
Table 24. IRM Project Response to Procurement Challenges	65
Table 25. Observed Monitoring Reports	67
Table 26. Risks to Sustainability of the IRM Project	74
List of Figures	
Figure 1. Process flow for the IRM Project Final Evaluation	4
Figure 2. FE evaluation criteria and associated evaluation questions	5
Figure 3. Timeline of Key Project Activities	9
Figure 4. Key IRM Project Stakeholders (at design)	13
Figure 5. Stakeholder engagement approaches proposed at project design	14
Figure 6. Alignment of Project Outcomes with IRM Priorities and Needs	18
Figure 7. Sample of Certificate Provided to MC Staff for Output 5 related training	28
Figure 8. Stakeholder and beneficiary participation in the IRM project	35
Figure 9: Budget Allocation for the IRM Project defined in CA-UNDP Contribution Ag	reement
(2016)	53
Figure 10: Budgetary Allocation across the five Project Outputs	54
Figure 11: Amendments to AWPs: Annualized Targets	57
Figure 12: Estimated CPI and CV trends	59
Figure 13: Estimated SPI and SV trends	60

Figure 14. IRM Project M&E System Roles and Responsibilities Defined in the Pro (2017)	=
List of Boxes	
Box 1. Objectives of the IRM Project Final Evaluation	3
Box 2. Cities Alliance Catalytic Fund	11
Box 3. Key Assumptions at Design (inferred from Project documents)	14
Box 4. Portland NGO Service Delivery benefits from the IRM Project Training and	Grant Support
	26
Box 5. Key Project Board Functions	43
Box 6. IRM Project Board discussion points	44
Box 7. Feedback on Training on R and R for IRMs	50
Box 8. Feedback on NTWG	
Box 9. Project Benefits	62
Box 10. Procurement Issues Inadequately Addressed by the Project	66
Box 11. IRM Project Risk Management Gaps	69

ACRONYMS AND ABBREVIATIONS

ALGA Association of Local Government Agencies

AWP Annual Work Plan
CA Cities Alliance
CATF Catalytic Fund

CNA Capacity Needs Assessment
CPD Country Programme Document

CPI Cost Performance Index

CRMPP Civil Registration and Migration Policy Project

CV Cost Variance

DAC Development Assistance Committee

EOP End of Project
FE Final Evaluation

GOJ Government of Jamaica

IRM Involuntary Returned Migrants

IRM Project Reintegration and Rehabilitation of Involuntary Returned Migrants in Jamaica

Project

JBDC Jamaica Business Development Corporation

JCF Jamaica Constabulary Force

JRRAP Jamaica Reducing Re-Offending Action Plan

LAC Latin America and the Caribbean

LOA Letter of Agreement

LOP Life of Project

LSDP Local Sustainable Development Planning

M & E Monitoring and Evaluation MC Municipal Corporation

MDAs Ministries, Departments and Agencies

MEGJC Ministry of Economic Growth and Job Creation
MFAFT Ministry of Foreign Affairs and Foreign Trade

MICAF Ministry of Industry, Commerce, Agriculture and Fisheries

MLGCD Ministry of Local Government and Community Development

MLGRD Ministry of Local Government and Rural Development

MLSS Ministry of Labour and Social Security

MNS Ministry of National Security

MOH Ministry of Health

MTC Multilateral Technical Cooperation

MTF Medium-Term Socio-Economic Policy Framework

NIB National Intelligence Bureau NGO Non-governmental Organization NODM National Organization of Deported Migrants

NTWG National Technical Working Group

OECD Organisation for Economic Co-operation and Development

OP Output

PB Project Board

PERT Program Evaluation and Review Technique

PESTEL Political, Economic, Social, Technological, Environmental, and Legal

PICA Passport and immigration and Citizenship Agency

PIOJ Planning Institute of Jamaica

PRM Portland Rehabilitation Management

PSC Project Steering Committee

QA Quality Assurance

R and R Rehabilitation and Reintegration

RF Results Framework
RFP Request for Proposal

RGD Registrar General's Department
SDC Social Development Commission
SDG Sustainable Development Goal
SOPS Standard Operating Procedures
SPI Schedule Performance Index
STATIN Statistical Institute of Jamaica

SV Schedule Variance

SWOT Strengths, Weaknesses, Opportunities and Threats

TOC Theory of Change TOR Terms of Reference

UBRAF UNAIDS Budget Results Accountability Framework

UNDP United Nations Development Programme
UNOPS United Nations Office of Project Services
VTDI Vocational Training Development Institute

Note on names of Ministries

The names of several ministries have changed since project design and implementation. The use of the names throughout the document varies depending on the context being presented.

Former Name (Design and/or	Current Name (2021)
implementation)	
Ministry of Economic Growth and Job	Ministry of Housing, Urban Renewal,
Creation	Environment and Climate Change
Ministry of Health	Ministry of Health and Wellness
Ministry of Industry, Commerce, Agriculture	Ministry of Agriculture and Fisheries
and Fisheries	
Ministry of Local Government and	Ministry of Local Government and Rural
Community Development	Development

EXECUTIVE SUMMARY

Issues related to Involuntary Returned Migrants (IRMs) have been identified as a developmental concern by the Government of Jamaica (GOJ) on account of the vulnerable and at-risk states of IRMs as well as the associated implications for national security. In support of ongoing work to strengthen systems for addressing issues associated with the treatment of IRMs in Jamaica, the United Nations Development Programme (UNDP) in collaboration with the GOJ developed the "Reintegration and Rehabilitation of Involuntary Returned Migrants in Jamaica" (IRM) Project. The overall goal of the IRM Project was to strengthen the policy, legislative and institutional framework that guides the management and treatment of IRMs to the island. The Project was implemented between November 2016 and December 2019, with the Cities Alliance (CA) as Contributing Agency, the UNDP as Recipient Agency, the Ministry of National Security (MNS) as Implementing Partner, and the Ministry of Local Government and Rural Development (MLGRD) as Responsible Party, with a total resource allocation of US\$251,000. At project signature (November 16, 2016), CA, the donor, provided US\$200,894 and the UNDP, US\$50,106 in cofinancing to support execution of the planned activities.

In 2021, the UNDP commissioned the final evaluation (FE) of the IRM Project. The FE was designed to (1) allow national counterparts (MNS, MLGRD), CA and UNDP to meet their accountability objectives, and (2) to capture good practices and lessons learned. The evaluation was intended to evaluate the adequacy, efficiency, and effectiveness of implementation, as well as assess the achievement of project outputs and outcomes. The evaluation was conducted as a project activity defined in the Project Document (2017) and in accordance with the UNDP's Evaluation Plan, Strategic Plan, and Evaluation Policy.

The FE utilized a mixed-methods approach with high value placed on understanding reasons behind the performance and impact—or lack thereof—as well as documenting lessons learned that provide a basis for recommendations going forward. The FE, implemented over the period August – November 2021, utilized a process of triangulation to facilitate validation through cross-verification. Data collection involved document review and consultations with over 46 stakeholders. The lessons learned, findings, and recommendations of the IRM Project's FE are important to the range of key stakeholders, for reintegration and rehabilitation (R and R) of IRMs as well as broader project conceptualization and management. Inadequate access to, and incompleteness of, data and information largely posed a problem and contributed to delays in FE completion.

Key Findings

The IRM Project was aligned with national and sectoral efforts to mainstream migration and R and R of IRMs in policies, plans and programmes that contribute to the Vision 2030 – Jamaica National Development Plan. The Project also aligned well with UNDP's Country Programme

Document (CPD) 2017 -2021 and two Strategic Plans (2014-2017 and 2018-2021) as well as the CA Result Areas and themes for its Catalytic Fund. The Project contributed to achievement of Sustainable Development Goals 1, 5 and 16. Its design utilized lessons and results from previous initiatives and with multi-stakeholder input to inform the Theory of Change (TOC) and in crafting the key activities to generate the desired outcomes. Barriers and gaps to effective R and R of IRMs were also addressed in the selection of the activities and the multi-modal mechanisms utilised (e.g., National Technical Working Group on Deportation (NTWG), capacity building for IRM service providers, including government and non-governmental organizations (NGOs)).

In response to its goal, the Project achieved 50% of the UNDP outcome level indicators included in the Monitoring and Evaluation (M&E) Plan at design, which reflects its contributions to the UNDP Outcome level result of "Access to equitable social protection systems, quality services improved, and sustainable economic opportunities improved." At the output level, 69% of the expected results were achieved on average, as the IRM Project completed several of the activities associated with its five planned outputs. Gender considerations were included in all planned outputs at design, and evidence of these were found in results associated with Outputs 1, 2, 4 and 5. There was inconsistency in efforts to disaggregate sex, which created issues in measurement and reporting against the RF.

- Output 1: Regulatory framework for IRM reintegration and rehabilitation strengthened was 88% completed as three and a half of the four planned outputs were achieved. This includes completion of the Baseline study, Deportation Policy, the R and R Strategy for IRMs, and the minimum Standard Operating Procedures (SOPs).
- Output 2: National coordination for the operationalization of the policy and legal framework established was 67% completed as one and one-third of the two planned results (including sub-components) were achieved as the NTWG TOR was revised, and the Action Plan developed.
- Output 3: Capacity of service providers to network and address long term needs of involuntary returned migrants improved was 78% completed as two and one-third of three indicators were achieved. The Capacity Needs Assessment (CNA) was completed with one of the three selected NGOs¹, and four of the NGOs accessed seed funding from the Project to establish apiaries for expansion of income generation. Of the 22 IRMs trained by the Jamaica Business Development Corporation (JBDC), eight were successful in accessing micro-grants for business ideas.
- Output 4: Framework for monitoring and tracking of reintegration of returned migrants strengthened was 50% (1 out of 2) completed as the Framework was produced, informed by one documented consultation.
- Output 5: Enhanced capacity of local authorities to mainstream migration in planning and service provision enhanced was 63% completed (2 and a half out of 4). This reflects training

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¹ Selected by Project Manager, MNS (JBDC CNA Report).

of 82 Poor Relief staff, development of public education materials, drafting of a Proposed Standardized Strategy with piloting in one Local Sustainable Development Planning (LSDP) process were undertaken.

Actual direct cost incurred for the project was US\$553,704 with actual project expenditure of US\$336,403, with US\$159,832 from CA, US\$176,571 in co-financing from UNDP and MNS and US\$217,301 as in-kind contribution from MNS, MLGRD and UNDP. At End of Project (EOP), 4 of the 5 project outputs remained incomplete. Over the Life of the Project (LOP), implementation was neither cost-efficient nor cost-effective and the FE finds that the Project's resources (financial, human and otherwise) were not utilized in an economically efficient way, signifying that the Project was incurring cost at a faster rate than it was creating value. Value creation amount to 2.2% on average of the planned rate. The Project's net benefit was negative, with the direct and opportunity cost and the cost of implementation delays totalling US\$1,487,296.46 during implementation, while the benefits derived were valued at direct implementation cost of US\$594,766. Over the LOP, implementation was behind schedule with incomplete outputs at EOP, despite the granting of extensions equivalent to 50% of the planned implementation period, and implementation delays valued in excess of the Project budget. Several other issues were identified by the FE, including inadequate management and quality control of contracts, absence of due diligence in grant making, poor linkages between activities, absence of monitoring of quantitative performance indicators, among others. These issues are reflective of the significant project management gaps that existed over the LOP.

The IRM Project Results Framework (RF) and the accompanying M&E Plan did not define specific measures of impact nor collected data to inform its impact assessment. Early impacts associated with the IRM interventions include (a) the continued coordination of NTWG members to improve R and R, and (b) Use of the proposed Standardised Strategy for integration of migration issues developed by the MLGRD in preparation of the Trelawny LSDP. Upon completion of the Vocational Training Development Institute (VTDI) training for Poor Relief staff, 90% of respondents established that they felt confident that they could support IRMs, compared to 62% prior to the training. Trainees felt they better understood the deportation process, roles of key organizations, characteristics of IRMs, the value of R and R, including service delivery and the value of cross-agency collaboration. While capacity was developed within the local authorities, the impact on IRM well-being continues to be limited by resource availability, gaps in interagency coordination and communication as well as messaging to IRMs. Staff and IRMs at the NGO facilities received training in operating and managing apiaries that has been used successfully in operation and planning for expansion. The additional income generated as a result of the apiculture business development support assisted NGO service providers to sustain operations.

Government commitment to R and R of IRMs was implicit in the Project's design as activities were aligned with MDAs' mandates and plans and exemplified by continuity of some project benefits beyond the LOP through the key agencies. Although there was no exit strategy nor a sustainability plan, there is commitment to follow through on submission of the Policy and other documents

to the Cabinet, continue to utilize the NTWG for cross-agency coordination and collaboration around IRM issues, utilize the Standardized Strategy to incorporate IRM issues in LSDP planning, and sustain new NGO-GOJ agency partnerships for income generation to enhance service delivery to IRMs. The FE risk analysis of continuation of results beyond the LOP, however determined that the risks to sustainability are medium to high.

Conclusions

Although the actual cost/spend of the IRM Project was 119% above the original budget, only 1 of the 5 project outputs were fully completed² at EOP. The IRM Project made tangible contributions to governance and coordination of responses related to R and R for IRMs. As a result of implementation delays, the Project incurred cost at a faster rate than it was creating value and with 4 of the 5 project outputs remaining incomplete, the allocation of Project resources did not reflect evidence of being strategically deployed. The Project was overly ambitious for the time and budget allotted and devoid of the required project management capacity and technical expertise. The scoping of the Project's TOC into an implementable multiyear work plan was not consistent with achieving the outcomes in the context of limited project management and procurement capacity, complexities of GOJ procurement processes, and limited availability of relevant skillsets. Despite absence of a clear sustainability plan, there are elements of project results that will continue to accrue benefits beyond the LOP.

Recommendations

Recommendations emanating from the FE for the IRM Project are categorized by: (i) immediate and priority actions and (ii) general project design and management actions.

Immediate and priority actions:

- 1. Prepare and execute a closeout and sustainability plan to secure the Project's investments:
 - a. Review and reflect on the results and lessons of the IRM Project, in terms of technical outputs and outcomes and project management.
 - Jointly discuss the outcomes of the FE and agree on next steps and the lessons learned that need to be applied across all parties, for future programming and projects.
 - ii. Define the UNDP's position, capacity and relationships and establish the requirements for future work in the IRM thematic area. Identify opportunities through strategic programming in the next UNDP programming cycle.

² Completion is qualified by the number of outputs and the respective number of associated indicators for which activities have been implemented.

- b. Accelerate the process to submit the Deportation Policy and other documents to the Cabinet and ensure that this is completed in a timely manner to safeguard the Project's investments.
- c. Ensure the NTWG continues to meet by addressing coordination matters and implementing the Action Plan (2020-2022). Give priority to coordination actions that utilize existing, available resources across its membership.
- 2. Ensure all outstanding project activities are completed and incorporate sustainability actions to secure IRM Project results.
 - a. Close out the VTDI consultancy and disseminate the public education material via electronic media (email mailing lists, organization websites, and social media) in the first instance and plan for wider roll out and dissemination of the material.
 - b. Complete the draft Standardized Strategy to Incorporate Migration in Local Sustainable Development Planning and generate and share with the MLGRD and MCs. Generate and share lessons learned from Trelawny's application of the Standardized Strategy and use the findings to inform the completion of updated LSDPs for other parishes. Where opportunities arise (e.g., new projects with a focus on LSDPs), work with the MLGRD and MCs to update other LSDPs using the Standardized Strategy.
 - c. Complete the data collection protocol with an emphasis on reaching consensus on streamlining data collection methods among the relevant entities and develop strategies for filling identified gaps needed to complete IRM mapping and pilot among key IRM stakeholders. Use this as an early action towards establishing a central repository for IRM datasets to inform decision-making.
 - d. Capitalize on the existence of the TWG associated with the Jamaica National Policy on International Migration and Development (2020) and share IRM Project lessons learned and results with the wider stakeholder grouping to inform future IRM project design for Jamaica and provide updates against the Plan of Action in support of involuntary returned migrants Jamaica (2016).
- 3. Utilise learning gained from business development training with NGOs and IRMs, the Baseline Study and the data collection framework to develop a public-private-partnership for piloting a skills development and employment programme for IRMs that facilitates vocational training certification and job placement of the IRMs. Monitor the initiative and determine the contribution of IRMs to national development.

General project design and management actions

Design

1. Utilise assumptions at design that are tested and well-founded that carry over into implementation and conduct ongoing risk analysis and adaptive management. Ensure that budgets for technical consultancies are well informed and account for the requirements for stakeholder engagement.

- 2. Ensure that project objectives and activities are well-aligned to the mandate and work programmes of the partners as their vested interest is reflected in their ownership of and commitment to activities and outcomes.
- 3. Ensure that there is agreement on the M&E plan developed at design and sensitize key partners on its use. For each outcome and output consider data adequacy and availability to inform reporting requirements. Operationalize the plan across the range of implementing partners, with systems and tools for data collection, validation and archiving of the records. Build partners' capacity to secure the integrity of data collection and to meet reporting commitments.
- 4. Assess the capacity of key implementing partners based on their defined responsibilities and incorporate actions to address gaps in capacity for implementation. Provide capacity support to key implementing partners, especially for the operational activities.
- 5. Ensure future projects are adequately staffed with dedicated personnel to support project management and administration, including procurement and monitoring. Ensure assigned staff receive training in key areas needed for effective project planning, management and administration where capacity gaps are identified. Include project management tools such as PERT and PESTEL analysis for strict adherence to project agreements and efficient and effective delivery of results. Sensitize project staff and oversight bodies to the key project management indicators for triggering alerts and corrective action.

Pre-implementation

- 6. Keep the time between design and implementation short to minimize opportunities for deviation from planned activities, due to changing context and situations. Carry out crucial readiness activities in that window to ensure smooth project start-up. Provide regular updates to key project stakeholders on project status in the pre-implementation stage and action early readiness tasks for efficient start-up. Regularly communicate project timelines and requirements for key project partners and determine any changes to their status and readiness for implementation.
- 7. Establish early project management indices and conduct analysis prior to start-up. At Inception, conduct key project management analyses (e.g., PESTEL and PERT) to inform the establishment of the multi-year work plan. Ensure that procurement lags are accounted for in the plan. Define key performance indicator triggers for intervention by strategic level stakeholders.

Implementation

1. Ensure that multi-year implementation plans and AWPs are reflective of available budget and time constraints and include the desired sequencing for maximum benefit. Strengthen cohesion for overall achievement of desired results by ensuring that linkages between key project activities and key implementing partners are defined and considered in the development of the plan.

Project Monitoring and Evaluation

2. Utilize project evaluations and audits to support implementation of projects. Incorporate evaluations and audits in project M&E Plans and use the results of these to guide adaptive management during implementation and support learning and accountability at EOP.

- 3. Track implementing partners and stakeholders' contributions to activity implementation and project management with regularity and incorporate in co-financing and in-kind project contributions. Include indicators such as personnel time spent on activities, direct financing and use of in-house technical capacity, material and equipment, among others.
- 4. Conduct regular project reviews that assess performance and identify issues and challenges. Use project reviews whose timing is defined in project M&E Plan to continuously assess performance and take corrective action in a timely manner. Share the findings of the reviews with the oversight body and other relevant stakeholders for informed decision-making and adaptive management. Document lessons learned as part of project review and planning processes.

Project Risk Management

5. Integrate risk management as part of the wider project management efforts to deliver project outputs and outcomes. In addition to anticipating and addressing threats to implementation, identify and effectively mitigate risks to continuation of project actions, results, and benefits beyond project closure.

Sustainability

- 6. Establish long-term mechanisms that can provide the extended support around the thematic area for sustained action. Ensure that the requisite resources are provided for sustained operations and continued benefit to be derived from the results.
- 7. Establish a sustainability strategy during project implementation. During the LOP, develop an exit strategy/sustainability plan those transitions project activities to longer term actions. Consider risks and mitigation measures associated with the identified actions contained in the plan.

Highlights of Lessons Learned and Good Practices

Lessons Learned

Design

- 1. For multi-stakeholder, multi-activity projects, make provisions in design for a dedicated project management unit with required expertise to maintain consistent day-to-day operations, communications, financial management, and procurement functions, even where there is support from key partner agencies.
- 2. Market research should be used to inform the budget allocated to project activities and the availability of expertise at local, regional or international levels determined
- 3. Capacity assessment of key partner entities should inform project management and coordination needs and where required actions should be incorporated in the project that address gaps identified.
- 4. Where capacity building is a component of the project, incorporate measures to determine the changes as a result of the intervention(s). For example, pre and post tests should be included in all capacity development activities.

5. Project activities must align well with and support the objectives of the project. Design elements should ensure that the activities are practical and realistic for the time and budget available.

Implementation

- 6. It is important to maintain a document archiving system throughout the project that has a central repository where all project documents are appropriately stored and catalogued.
- 7. Clauses and conditions of Donor Agreements should be regularly monitored as part of project monitoring and review systems and actions taken to ensure that there is strict adherence. Identification of non-compliance should be followed by appropriate communication with the donor and the required adaptive management actions taken.
- 8. On signing of the donor agreement and prior to project start-up, ensure readiness of key parties to enter into formal arrangements to commence implementation that include plans for assignment of human resources to the project and seeking the required fiscal space in reasonable time.
- 9. Projects with a grant making component should be guided by clear and transparent processes using agreed protocols and guidelines that define criteria for selection, including appropriate due diligence for potential beneficiaries, participation, validation and monitoring.
- 10. Consideration of sustainability is an important part of a project's implementation and should be defined and agreed upon prior to closure. The consent of agencies important for sustainability and continuation of project results is important to secure project investment.
- 11. For projects that include vulnerable groups as beneficiaries, mobilisation costs (travelling, accommodation etc.) must be built into the budget for smooth implementation.
- 12. Projects should include built-in mechanisms to withstand shocks and changes in the political and institutional environment so that they are not adversely affected by these changes (e.g., in government and country priorities).

Good Practices

- 1. Livelihood activities that expand income generation for NGOs that serve IRMs and utilising the training to secure the grant investment.
- 2. Alignment of project activities with mandates, responsibilities, and interests of implementing partners, which promoted commitment to, and ownership of, project activities.
- 3. Complementarity between project outcomes that linked policy and operational level activities provides opportunity for generation of results and programme learning.
- 4. By giving NGOs a seat at the table, it empowered them to contribute to improved decision making, and coordination of operations related to R and R of IRMs and increased stakeholder understanding of their roles and IRM issues.
- 5. Complementing training sessions with field-level experience provides greater impact and solidifies the messages being delivered.

1 INTRODUCTION

Issues related to Involuntary Returned Migrants (IRMs) have been identified as a developmental concern by the Government of Jamaica (GOJ) on account of the vulnerable and at-risk states of IRMs as well as the associated implications for national security. Between 2000 and 2019, 46,601 Jamaicans were involuntarily returned to the island, of which the majority (approximately 85%) were males³. Although the number of IRMs received each year declined steadily, moving from 3,234 in 2008 to 1,215 in 2018 (a decline of 62%), issues relating to the treatment of IRMs, particularly in urban centres, were found to be a national concern (MNS, 2019). Additionally, reports from the Jamaica Constabulary Force (JCF) and a study conducted by the Ministry of National Security (MNS) indicated that IRMs are highly vulnerable and at high risk of getting involved in crime, drug abuse, or being homeless (UNDP, 2017). Causative and/or contributory factors include a lack of family ties, limited/no access to basic social services, unemployment, poverty, and unfamiliarity with Jamaica due to their long stay abroad (UNDP, 2017).

In support of ongoing work to strengthen systems for addressing issues associated with the treatment of IRMs in Jamaica, the United Nations Development Programme (UNDP)⁴, in collaboration with the GOJ, developed the "Reintegration and Rehabilitation of Involuntary Returned Migrants in Jamaica" (IRM) Project. The Project complemented and built on other initiatives at the national and local levels that were targeted at IRMs such as the Jamaica Reducing Re-Offending Action Plan (JRRAP) and the Mainstreaming Migration into National Development Strategies projects, which saw the establishment of the National Organization of Deported Migrants (NODM) and the expansion of some services offered to IRMs by existing Nongovernmental Organizations (NGOs).

1.1 Project Overview

The overall goal of the IRM Project was to strengthen the policy, legislative and institutional framework that guides the management and treatment of IRMs to the island. Specifically, the Project sought to (1) fill gaps in the governance framework by ensuring that the revised draft Deportation Policy included a strengthened rehabilitation and reintegration (R and R) (migration) component; and (2) strengthen the institutional arrangements to manage and provide services to IRMs by establishing a coordinating mechanism comprised of national and local stakeholders.

³ This is similar to the 2011-2016 period, in which men accounted for 82.5 per cent of IRMs (Draft National Deportation Policy 2019-2030, (MNS, 2019).

⁴ In addition to aligning with national priorities, the IRM Project was expected to contribute to the Jamaica Country Programme Document (CPD) Outcome # 1, which seeks to improve access to equitable social protection systems, quality services and sustainable economic opportunities.

The Project sought to achieve its overarching goal through three outcomes and five outputs (Table 1).

Table 1. Defined Outcomes and Outputs for the IRM Project

OUTCOME	OUTPUTS
1. Improved policy and legislative framework governing issues related to Involuntary Returned Migrants (IRMs)	 Regulatory framework for IRM reintegration and rehabilitation strengthened National coordination for the operationalization of the policy and legal framework established
2. Enhanced access to services for IRMs	3: Capacity of service providers to network and address long term needs of involuntary returned migrants improved 4: Framework for monitoring and tracking of reintegration of returned migrants strengthened Enhanced capacity of local authorities, to mainstream migration in planning and
3. Enhanced capacity of local authorities to mainstream migration in planning and service provisions	5: Capacity of local authorities to mainstream migration in planning and service provision enhanced

Source: Project Document (UNDP, 2017)

The Project was implemented between November 2016 and December 2019, with the UNDP as Recipient Agency, the MNS as Implementing Partner and the Ministry of Local Government and Rural Development (MLGRD) as Responsible Party, with a total resource allocation of US\$251,000. The Contribution Agreement between the UNDP as Recipient Agency and the United Nations Office of Project Services (UNOPS) as Contributing Agency was signed November 16, 2016, with UNOPS through the Cities Alliance (CA) Catalytic Fund (CATF), providing US\$200,894 and the UNDP contributing US\$50,106 in co-financing to support implementation of the planned activities over a two-year period⁵. Implementation was also facilitated by a project structure that included the Recipient Agency, UNDP; Implementing Partner, MNS; and Responsible Party, MLGRD, with management and technical oversight by a Project Board (PB) and National Technical Working Group (NTWG), respectively. The Project closed in December 2019 after three years of implementation, including one year of extension.

⁵ The Contribution Agreement between UNDP and UNOP was executed on November 16, 2016, and the Project Document (2017) was subsequently signed by the UNDP and the GOJ in April and May 2017, respectively, for implementation of the IRM Project over two years. The Contribution Agreement was later amended to, among other things, reflect an extension to the project end date to December 31, 2019.

1.2 Terminal Evaluation Purpose and Scope

In August 2021, the UNDP Jamaica commissioned the final evaluation (FE) of the IRM Project. The FE was designed to (1) allow national counterparts (primarily MNS and MLGRD), CA and UNDP to meet their accountability objectives, and (2) to capture good practices and lessons learned. The Terms of Reference (TOR) (Annex 1) specified that the FE was to be conducted "in accordance with UNDP's Evaluation Plan, Strategic Plan, and Evaluation Policy, which set out several guiding principles, norms and criteria for evaluation within the organization. In line with standard evaluation practice, the scope of the evaluation went beyond assessing whether UNDP "did things right" in programme execution and management, to a broader assessment of whether (on the basis of evidence available) the approach (as implemented, and in comparison, with similar approaches implemented by others) was the "right approach" to achieve the higher-level results agreed at the start of the Project.

The conduct of the FE was guided by seven FE objectives, related to the Organisation for Economic Co-operation and Development (OECD) Development Assistance Committee evaluation criteria of Relevance, Effectiveness, Efficiency, Sustainability, and Impact. The objectives have been presented in Box 1.

Box 1. Objectives of the IRM Project Final Evaluation

- 1. Assess the project design in terms of its relevance to the overall development situation at the national level, and to beneficiaries.
- 2. Assess relevance and effectiveness of the project's strategy and approaches for the achievement of the project objectives.
- 3. Assess performance of the project in terms of effectiveness, efficiency, and timeliness of producing the expected outputs.
- 4. Identify the underlying causes and issues of non-achievement of some targets.
- 5. Review and assess the project's partnerships with stakeholders governments, civil society, other international organizations and provide recommendations for how these partnerships can be ensure sustainability.
- 6. Document lessons learnt.
- 7. Make recommendations for the design of future programmes.

2 APPROACH AND METHODOLOGY

The FE utilized a mixed-methods approach with high value placed on understanding reasons behind performance and impact—or lack thereof—as well as lessons and recommendations for future work in the IRM thematic area. The evaluation utilized a combination of qualitative (semi-structured interviews, surveys, and documents) and quantitative (project records) data collection methods to gather primary and secondary data. Several FE analyses, described in Annex 2 complemented the data collected and collated. Figure 1 outlines the defined FE process and associated tasks, which were aligned to various milestones and deliverables. As indicated in Step 5 of Figure 1 the FE included analysis of data that utilized a number of approaches and tools as presented in Annex 2. Annex 3 provides the list of stakeholders consulted who were sampled from the range of stakeholder organizations determined through a stakeholder mapping exercise (Annex 4). Stakeholders were important to the FE as consultations allowed for verification and explanation of documented evidence and feedback from project stakeholders were used as highlights throughout the report. In the absence of onsite visits, photographs complemented the narrative, in places.



Figure 1. Process flow for the IRM Project Final Evaluation

The FE, implemented over the period August – November 2021, utilized a process of triangulation to facilitate validation through cross-verification. Mixed methods were used to corroborate findings and draw conclusions against the five core evaluation criteria (Figure 2). Annex 5 provides the key evaluation questions that were administered using a combination of document review, surveys and questionnaires, and consultations to gather data and information. Documentary evidence included over 176 documents that were collected from a range of sources, including the key partner entities, consultants, and beneficiaries. The FE data collection

phase included multiple rounds of consultations through a process of triangulation, especially where data and information were either conflicting or contradictory. Consultations were held with the donor representative; personnel from the Recipient Entity with responsibility for programming, technical oversight and finance and procurement; the former Project Manager from the IA; project consultants; and beneficiaries. These consultations involved over 46 virtual meetings with individual representatives and two focus groups, often with follow up meetings and emails. Meetings were held with 15 IRM beneficiaries, 3 NGO representatives and 6 Poor Relief Staff. Online surveys were administered with the Project Board and NTWG. The low online responses⁶ from PB and NTWG members were supplemented with follow up meetings.

The FE produced the following deliverables: (a) an Inception Report that included the workplan and draft data collection instruments; (b) the draft FE report that presented key findings, lessons learned and recommendations to inform future programming in the IRM thematic area; (c) a stakeholder presentation/validation workshop; and (d) the final FE report. The FE was conducted virtually due to the COVID-19 pandemic restrictions. The FE was also conducted with a focus on ethical considerations using the UNEG 'Ethical Guidelines for Evaluators' as a guide and was conducted by Dr. Alicia Hayman, lead evaluator, with support from a team of experts in financial and economic analysis, risks and procurement management and M&E.

Figure 2. FE evaluation criteria and associated evaluation questions

8	Relevance & Coherence	To what extent were projects outputs and outcomes consistent with national policies, priorities and the needs of beneficiaries?
	Effectiveness	Did the development project achieve its stated objectives and defined results?
Ō	Efficiency	Were the resources used economically to convert inputs to results?
دُمُ	Impact	What changes in human development and people's well -being were brought about by the project?
<u></u>	Sustainability	Are the project improvements/ results likely to continue now that the external assistance has ended?

The lessons learned, findings, and recommendations of the IRM Project FE are important to the range of key stakeholders for R and R of IRMs as well as broader project conceptualization and

⁶ 2 responses from the PB and 4 from the NTWG.

management. CA can take lessons for future programming in the area of migration in urban areas with a focus on different levels of interventions such as policy and operations, capacity development and direct actions to the IRMs. The results of the FE will provide the UNDP with information on opportunities for new IRM initiatives that align with its next cycle of country programming, and national and sectoral goals and outcomes of the GOJ, as well as guidance for improved project management and monitoring. For the GOJ, this FE report provides analysis of the activities implemented to strengthen R and R of IRMs and offers lessons and opportunities for future efforts to sustain results from this project and continue work in the area. It also provides guidance in the area of project management and coordination.

2.1 FE Limitations and Constraints

The FE was implemented approximately 1.5 years following project closure. Inadequate access to and incompleteness of data and information largely posed a problem and contributed to delays in FE completion. Data analysis was limited by the availability of, and timely access to, archived Project documents and records. Limitations included incompleteness of stakeholders' contact information and in instances stakeholders could not be contacted, either since they no longer worked with an organization or contact information was no longer valid. Where contact was made, there were ongoing challenges with reaching specific stakeholders for consultations.

The Evaluator was supported by UNDP in gathering documents and reaching stakeholders, which helped considerably. Notwithstanding, document review was extended and made more difficult due to the absence of a central repository of all project documents. Multiple inconsistencies were found across documents, which required further triangulation for clarification and better understanding (Table 2). Documents were sometimes not appropriately catalogued, which made it difficult to follow the progression of project events. There were instances of contradictions in reporting that required further consultations and probing for clarity, extending the time for data collection and confirmation. Additionally, there were multiple draft versions of some documents and activities undertaken for which there was no record⁷. Adding to these the COVID-19 pandemic and the various changes to Jamaica's protocols was a major constraint to both primary and secondary data collection.

Online surveys were administered to the PB and the NTWG. The low levels of responses to both sets of questionnaires necessitated follow-up telephone calls. The success of follow-up calls was affected by numbers no longer in service and persons having left the offices they previously held.

⁷ For example, there was no report on the South-South exchange with Guatemala nor minutes of the bi-weekly bilateral meetings.

More generally, stakeholders could not always recall details of the Project given the time lapse since completion.

Table 2. Inconsistencies Across IRM Project Documents and Stakeholder Feedback

PROJECT COMPLETION REPORT (AUGUST 2021)	OTHER DOCUMENTS	FE ANALYSIS / FINDINGS
16 service providers from five (5) NGOs and thirty-two (32) IRMs	Business Development Training Report (JBDC): 22 IRMs and 16 NGO service providers	
	Training registers – May 18-19 24 IRM trained – JBDC May 21 – 22 12 NGO service provider representatives on the register for May 21 – 22	
The project supported the development of the framework and protocol for measuring and tracking (database) the reintegration of IRMs was established.	,	Documentary evidence provided by the UNDP and the UWI consultants and FE consultations: Only Framework document completed
Capacity of Eighty-six (86) staff members from the Poor Relief Offices enhanced No sex disaggregation reported	Vocational Training Development Institute (VTDI) Training Report: 82 Poor Relief Staff trained, no sex disaggregation reported	Sex disaggregated data collected by VTDI provided to the FE from their internal database.
In support of wide dissemination of information flyers containing general information on the Return, Reintegration & Rehabilitation process for IRMs were also shared at public meetings, consultation and sensitization sessions Copies of the IECs are attached.		Final approval of IECs received on September 28, 2021. No evidence provided of wide dissemination.
In addition to training, local authorities were equipped with information, education and communication (IEC) material to support returned migrants' access to information about services available to them through public education materials, disseminated from the help desks at municipal corporations as well as other key stakeholders such as the Ministry of Foreign Affairs and Foreign Trade and the Jamaica Constabulary Force.		The IEC material developed under the Project by the VTDI was only approved in September 2021 and had not yet been disseminated (MNS correspondence September 28, 2021)
A draft strategy for mainstreaming was completed and this will be used to inform the inclusion of migration issues in local development planning and provides the opportunity for special focus to be placed supporting and addressing concerns of IRMs.		The draft Strategy was completed in 2017, prior to the start of Project execution, and was therefore not as a result of the project, though it complemented the project well.

PROJECT COMPLETION REPORT (AUGUST	OTHER DOCUMENTS	FE ANALYSIS / FINDINGS
Regarding IRMs who received business development training and grants under the project; long term agreements will be developed between the IRMs and the Jamaica Business Development Corporation to provide additional business support and monitoring of their enterprises.		No evidence of any long-term arrangements. In fact, consultations revealed that there has been no follow up with IRMs following the disbursement of the grants.
Subsequently, in partnership with Jamaica Business Development Corporation (JBDC) and other stakeholders, a comprehensive capacity building plan was developed and executed with primary focus on strengthening the capacity of NGOs to generate required revenue as a funding source to expand their services.		No evidence provided to the FE of a comprehensive capacity building plan.
The project's activities were severely impacted by budgetary shortfalls due to inflation and other related factors.		The Project was not affected by inflation. When adjusted for inflation, the budgetary allocation for the activities were still below the actual cost.
Cities Alliance completion reports: US\$160,000	FR reports provided over the life of the project: US\$154,086 Cities Alliance AAA file: US\$159,783. 07	
Completion report: MNS contributed US\$57,535.00	PIOJ report (November 2019): MNS contribution was US\$75,150	MNS contributed US\$52,769.78
Completion report: UNDP contribution US\$119,348.09	PIOJ report: Total spend was US\$123,874, with US\$17,071 payments being processed as of November 5, 2019 (Total: US\$140,945)	UNDP's contribution was US\$123,801.57 ⁹

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⁸ MNS (November 2021).

⁹ UNDP IRM AAA File TRAC (November 2021)

3 FINDINGS

3.1 Project Timeline Summary

The IRM Project officially commenced on November 15, 2016, with signing of the Contribution Agreement between the UNOPS and the UNDP. It was however not until January 2018 that implementation got underway after the agreements¹⁰ among key entities were signed. The slow pace of implementation led to an extension granting to December 31, 2019. Figure 3 provides a summary of key project timelines during the LOP.

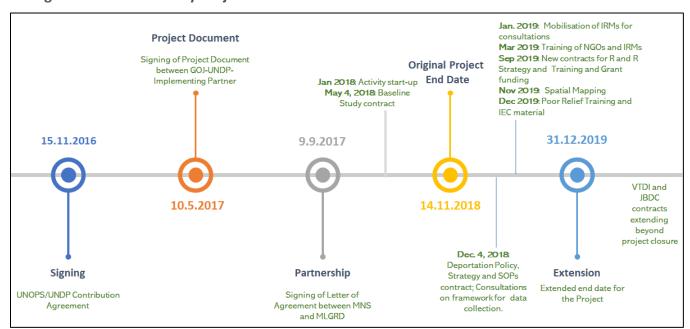


Figure 3. Timeline of Key Project Activities

3.2 Relevance and Coherence

3.2.1 Relevance

The IRM Project aligned with Vision 2030 Jamaica - National Development Plan and the one Medium-Term Socio-Economic Policy Framework (MTF) document that spanned the life of project (LOP). The IRM Project was also well-aligned to its Recipient Agency, Implementing Partner and Responsible Party's policies, plans and programs. Outputs and Outcomes of the Project are directly aligned to aspects of Vision 2030 Jamaica- National Development Plan, including National Goal 1: Jamaicans are empowered to achieve their fullest potential, and

¹⁰ Project document signed between the UNDP and the GOJ and Letter of Agreement between the MNS and MLGRD

National Outcome 1 – A Healthy and Stable Population¹¹, as well as National Goal 2: The Jamaican Society is Secure, Cohesive and Just, and National Outcome 5 - Security and Safety. The Project is also aligned with the Sustainable Development Goals (SDGs), specifically SDG¹² 1, 5 and 16 and SDGs' targets through their alignment with the National Outcomes and National and Sector Strategies, as demonstrated in MTF 2018-2021. These alignments are presented in Table 3 below.

Table 3. Alignment of the IRM Project with the Vision 2030 Strategies and MTF Activities

PROJECT OUTCOMES	NATIONAL STRATEGY	SECTOR STRATEGY MTF	ACTIVITIES MTF 2018-
		2018-2021	2021
Improved policy and	National Strategy 5-5:	Develop the policy,	Complete a
legislative framework	Strengthen the	strategic and operational	comprehensive
governing issues related	Management,	framework for the	Deportation Policy and
to Involuntary Returned	Rehabilitation and	management of the	Standard Operating
Migrants (IRMs)	Reintegration of Clients	rehabilitation and	procedures
	of Correctional Services	reintegration of	
		Involuntary Returned	Develop Rehabilitation
		Migrants (IRMs)	and Reintegration
			Strategy for IRMs
Enhanced access to	National Strategy 1-1:	Position migration as a	Mainstream migration in
services for IRMs	Maintain a Stable	tool for national	local development
Enhanced capacity of	Population	development and create	planning and
local authorities to		an enabling environment	implementation
mainstream migration in		for the	processes
planning and service		empowerment and	
provisions		protection of migrants	

The Project was also aligned with other national efforts to mainstream migration, and its efforts with IRM R and R are included in the International Migration for Development Policy. Additionally, the activities under the five components of the IRM Project related to a range of IRM stakeholders at the policy and operational levels. At the local level, the GOJ is pursuing a Local Government Reform Programme with an aim to transform the local government system to make local authorities more autonomous, efficient, and responsive to the needs of the population and this is expected to include autonomy to respond to the needs of IRMs.

Project design utilized lessons and results of previous initiatives to inform the Theory of Change (TOC) and in crafting the key activities, but these were not utilized to justify the approach and methodologies selected over other alternatives. Furthermore, although a generalized capacity

¹¹ The project's emphasis on the reintegration of IRMS is linked to Jamaica's strategic priorities related to migration.

¹² SDG 1: End Poverty In All Its Forms Everywhere; SDG 5: Gender Equality; SDG 16: Peace, Justice and Strong Institutions

assessment was conducted during design, there was no evidence of specific capacity assessments for key implementing partners to inform project management needs. According to the Project Document (2017), project design built on and considered the outputs and outcomes of other interventions, including the JRRAP and the Mainstreaming Migration into National Development Migrants Projects and the expansion of some services offered to IRMs by existing NGOs. However, as was stated in the Design quality assurance report, these were not used for a comparative analysis to justify the approach selected over other potential alternatives. Consultations revealed that during design, a short assessment was conducted in relation to safeguards, integrated financial assessment and capacity for procurement. However, detailed partner capacity was not assessed, and gaps later became evident, which necessitated structural changes to the project.

The Project was consistent with the programme priorities captured in the UNDP's 2017-2021 Country Programme Document (CPD) and two of its Strategic Plans (2014-2017 and 2018-2021) which also supports achievement of Jamaica's targets for SDGs 1, 5, 16. The Project aligns with CPD (2017-2021) and is reflected in its Theory of Change's (TOC's) Priority Area 1: Access to equitable social protection systems and basic services and its Overall Goal: To strengthen the national institutions to deliver basic services and social protection, particularly to the vulnerable populations, including the involuntary returned migrants. The UNDP sought to utilize its comparative advantage to lead on execution of the national efforts to reintegrate IRMs by mainstreaming migration into parish-level development plans and strengthening the coordination of basic services. The Project's consistency with UNDP's CPD was also anchored in the United Nations Multi-Country Sustainable Development Framework for the Caribbean and the UNDP's Strategic Plans, 2014-2017 and 2018-2021. The Project was built on the focus on both sustainable and human development, important elements of Strategic Plan 2014-2017. It aligned well with this Plan and its outcomes, including: Outcome 1: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded; Outcome 3: Countries have strengthened institutions to progressively deliver universal access to basic services; and Outcome 4. For Strategic Plan 2018-2021, the Project addressed key areas of UNDP's mandate including *Eradicating poverty, Achieving gender* equality and the empowerment of women and girls. Its design's approach was focused on

achieving elements of the SDGs and was also based on multi-stakeholder partnerships. It reflected South-South cooperation and emphasized civil society participation.

The IRM Project also aligned well with goals of Cities Alliance, a global partnership fighting urban poverty and supporting cities to deliver sustainable development and hosted by the United Nations Office for Project Services (UNOPS) and its Catalytic

Box 2. Cities Alliance Catalytic Fund

A global fund which provides grant support for innovative projects that strengthen and promote the role of cities in poverty reduction and in sustainable urban development. It aims to catalyse urban transformation processes that promote more inclusive cities and to facilitate the sharing of the knowledge and learning distilled from innovative project experiences on global urban challenges. (www.citiesalliance.org)

Fund (CATF). Notable was that the project activities were expected to contribute to a number of key results of the CA Results Framework (RF). These included the following:

- CA Result Knowledge products and policy dialogues: Baseline study, Deportation Policy, Reintegration Strategy, Standard Operating Procedures (SOPs) and public education material.
- 2. CA Result National policy frameworks developed and/or enhanced to address urban development needs: SOPs, the Strategy for Reintegration and Rehabilitation of Returned Migrants, the revised Deportation Policy, and the Protocols for Collecting Data and Tracking the Reintegration Process.
- 3. CA Result Local pro-poor and climate-resilient strategies and plans developed, and resources mobilized: The incorporation of IRM issues into Local Sustainable Development Plans.
- 4. CA Result Mechanisms to engage citizens in city/urban governance developed: Stakeholder consultations during the development of various products and results and the reactivation of the NTWG.
- 5. CA Result Capacities of cities in governance and management strengthened: Activities to strengthen the capacity of local authorities and NGOs that provide services to IRMs.

The IRM Project responded to the Call for Proposal from CA's Catalytic Fund and was one of two projects for the Fund in the Latin America and the Caribbean (LAC) region that was focused on returned migrants and was considered a novel project.

3.2.2 Coherence

The Project was designed with multi-stakeholder input and was to be executed using a participatory, consultative, approach but the requirements were not always reflected in the design documents. The multi-stakeholder approach was to be transformative ensuring that decisions made, and documents produced were agreed upon by key stakeholders and that there was active engagement of wider IRM-related stakeholders in project activities. However, the requirements for stakeholder engagement were not fully reflected in the design, specifically in terms of budget and time. For example, budgetary shortfalls had to be supplemented by the MNS (e.g., contracting NODM to transport IRMs to consultations) and alternate arrangements had to be made for some activities (e.g., the modification of the methodology for data collection for the baseline study). As described in the Project Document (2017) the design phase included a stakeholder analysis, that defined stakeholders' roles and responsibilities and how they could be affected by the Project, a summary of which is provided in Figure 4.

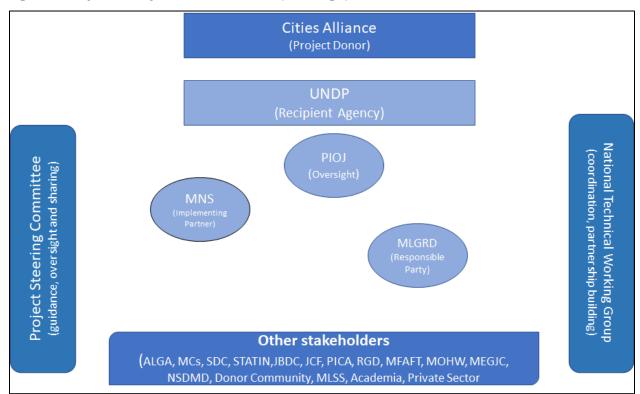


Figure 4. Key IRM Project Stakeholders¹³ (at design)

Component 2 of the Project sought to solidify project coordination mechanisms among stakeholders for R and R of IRMs by resuscitating the NTWG, originally established in 2011. Figure 5 diagrammatizes the focus on stakeholder engagement through a range of approaches.

¹³ UNDP: United Nations Development Programme; MNS: Ministry of National Security; MLGCD: Ministry of Local Government and Community Development; PIOJ: Planning Institute of Jamaica; ALGA: Association of Local Government Agencies; MCs: Municipal Corporations; MLSS: Ministry of Labour and Social Security; MFAFT: Ministry of Foreign Affairs and Foreign Trade; MOH: Ministry of Health; SDC: Social Development Commission; STATIN: Statistical Institute of Jamaica; JCF: Jamaica Constabulary Force; PICA: Passport and immigration and Citizenship Agency; RGD: Registrar General's Department; MEGJC: Ministry of Economic Growth and Job Creation



Figure 5. Stakeholder engagement approaches proposed at project design

3.2.2.1 Project assumptions at design

Key assumptions associated with the relationships in the results chain include timely government action and commitment for governance improvements, adequacy of the budget to undertake proposed actions, implementing agencies having the needed capacity and NGO commitment to serve IRMs. Additional design assumptions are highlighted in Box 3.

Box 3. Key Assumptions at Design (inferred from Project documents)

- Timely Cabinet approval of the revised policy, SOPs and strategic plan.
- GOJ IRM partner agencies have the resources to implement the processes and procedures needed to improve governance for and mainstream reintegration and rehabilitation of IRMs.
- Coordination mechanisms, such as the National Technical Working Group, will continue to function at the end of the IRM Project intervention.
- Increased revenue generation for NGOs that serve IRMs would lead to enhanced service delivery.
- Training and capacity development for NGOs serving IRMs will improve service delivery.
- The mainstreaming of IRM needs in the planning and service provision of local authorities will lead to sustained delivery of the services IRMs need for reintegration and rehabilitation.
- All designed activities would be implemented within the project's life.
- Documents and knowledge sharing products would be disseminated to improve IRMs access to services.
- The Project's budget, inclusive of the Cities Alliance support and the UNDP's contribution would be sufficient to implement project activities.
- Activity budgets and timeframes are sufficient and include provisions for stakeholder engagement through consultations and validation.
- There is buy-in and ownership from the main government partners, MNS and MLGRD, for implementation of the IRM project.
- Capacity within the MNS and MLGRD is adequate to implement the activities.
- The management and coordination capacity with the UNDP and MNS is sufficient to implement the project.

3.2.2.2 Project Design Modalities for Implementation

The Project was designed with a multi-modal implementation framework that sought to utilize and strengthen existing capacities, capabilities and relationships among IRM-related agencies, and NGOs while securing expertise not readily available within the identified stakeholder institutions and groups. It was designed with the aim of implementing a migration project that was unique in its inter-connectedness and implementation that sought to address an array of issues related to R and R of IRMs. The implementation modalities listed in Table 4 are consistent with the needs of, and requirements for supporting, R and R for IRMs and utilize adaptive management in their execution. The approaches and components of the Project seek to address gaps in, and challenges associated with IRMs, including an evidence-based deportation policy, strategy and regulatory standards; coordination for operationalization of the policy and legal framework; expansion of capacity of NGO service providers; development of a framework and protocol for tracking IRMs; and mainstreaming migration into local sustainable development planning (LSDP). These components addressed gaps and issues at the national and local levels.

Table 4: IRM Project design methods and approaches and their relevance

Component	Methods and Approaches	Factors contributing to relevance to the sector and targeted beneficiaries and consistency with overall project outputs, results and intended impacts	
Policy, term technical inform policy and other activities. Reintegration and Rehabilitation Strategy, and Regulatory Standards term technical inform policy and other activities. Inform development of a tracking framework. Update guiding policy framework and supporting of the support of the	 inform policy and other activities. Inform development of a tracking framework. 		
	stakeholder feedback	Sensitize stakeholders on the updated and newly developed	
National	Convening of the NTWG	 Understand roles and responsibilities. Share information. Continue to carry out responsibilities for R and R for IRMs. 	
coordination of the operationalization of the policy and legal framework	Capacity development of the NTWG	Build capacity to carry out coordination and operational level roles and responsibilities.	
established.	Operationalization of the NTWG	Multi-stakeholder approach to addressing IRM issues.	
Expansion of service provision	Studies (capacity needs assessment of NGOs)	 Inform development of training curriculum. Understand status of NGOs in service delivery for R and R of IRMs. 	

Component	Methods and Approaches	Factors contributing to relevance to the sector and targeted beneficiaries and consistency with overall project outputs, results and intended impacts
by NGO through capacity building		 Inform future planning for the NGOs to enhance service delivery for R and R of IRMs.
	Training of NGOs and select IRMs	 Build capacity of NGOs and IRMs to access financing. Build capacity of NGOs and IRMs to improve their financial status and income generation opportunities. Inform development of IRM tracking framework and protocol.
	Grant-making mechanism to support income generation	 Enhance income generation potential of NGOs to improve service delivery for R and R to IRMs. Increase earning potential for select IRMs.
	Equipment and material to support enhanced livelihoods	 Provide inputs to improving incomes for NGOs, which provide services to IRMs. Provide resources to IRMs for business development support.
Framework and protocol for the tracking of IRMs	Consultants – short- term technical assistance assignments	 Provide a means for monitoring and tracking IRMs and their R and R status. Provide enhanced datasets for decision making. Allow for enhancement of support to IRMs.
Mainstreaming migration in local government planning	Consultants – short- term technical assistance assignments	 Build capacity of local authorities' personnel to support IRM R and R. Assess change in knowledge as a result of the capacity development activities. Mainstream IRMs into LSDP processes and plans to increase support to IRMs through autonomous local authorities.
	Material	 Provide information and support to IRMs. Enhance the services provided to IRMs.
	Project Steering Committee	 Provide oversight, direction and decision-making. Multi-agency structure.
Management & Coordination	National Technical Working Group	 Provide technical backstopping for the project, including reviews of technical approaches, documents, consultants' deliverables and provide a space for integrated coordination and management of R and R for IRMs.
	Project Executing Unit (PEU) (UNDP)	 Coordination and administration of day-to-day activities. Co-Secretariat for Project Steering Committee (PSC) and NTWG.
	Project Executing Unit (PEU) MNS	 Project coordination and day-to-day operations and administration. Liaison between donor and government.

Component	Methods and Approaches	Factors contributing to relevance to the sector and targeted beneficiaries and consistency with overall project outputs, results and intended impacts
	Partnership Agreements (MOUs)	 Enhance coordination and collaboration among IRM entities. Improve data and information sharing to inform robust decision making. Implement IRM Project actions in a focused way. Build new ways of enhancing services to IRMs. Create and maintain synergies among donor, recipient entity and government partners. Enhance government -government relationships for R and R for IRMs.

3.2.2.3 Coherence of the Project's Results Chain

The TOC, inherent in the Project design, was found to be credible in effecting the desired transformations. Project outcomes, and the associated activities, were found to be well-aligned to address barriers and gaps to effective R and R for IRMs. The TOC describes that IF the Project (a) strengthens the policy and regulatory framework for R and R for IRMs, and the crossagency coordination; (b) enhances the capacity of organisations that provide service to IRMs at the national and local levels; (c) develops systems for improved tracking and monitoring of IRMs and (d) mainstreams considerations for R and R for IRMs in LSDPs and local authorities' service delivery THEN IRMs will be effectively reintegrated and rehabilitated upon their return, having been duly assessed, registered and having accessed the needed resources and services for R and R (and their R and R tracked), and are able to contribute to national development BECAUSE barriers such as policy gaps are addressed, SOPs are operationalised across multiple agencies to facilitate coordination, monitoring systems are instituted, sustainable financing is available to fund R and R programmes and services, and IRMs needs are mainstreamed in local authorities' decision making.

Project outcomes were aligned with one or more areas of IRM needs and priorities critical for the mainstreaming of R and R objectives. The Project as designed would realise success if all three outcomes are attained:

- Outcome 1. Improved policy and legislative framework governing issues related to IRMs
- Outcome 2. Enhanced access to services for IRMs.
- **Outcome 3.** Enhanced capacity of local authorities to mainstream migration in planning and service provisions

Figure 6 illustrates the alignment between the needs and priorities and each project outcome including policy gaps, financing for service delivery and capacity development needs at the individual and agency levels.

Figure 6. Alignment of Project Outcomes with IRM Priorities and Needs

Outcome 1. Improved policy and legislative framework governing issues related to Involuntary Returned Migrants (IRMs)

- Gaps in the governance framework for effective R and R for IRMs.
- Absence of national standards for the delivery of services to IRMs.
- Insufficient coordination between agencies and organisations supporting R and R for IRMs.

Outcome 2. Enhanced access to services for IRMs

- •Risk of IRM involvement in drug abuse, homelessness, and crime.
- •Inadequate access to R and R services by IRMs.
- •Limited family ties to support IRM reintegration.
- Limited financial capacity of NGOs to sustain delivery of key services to IRMs.

Outcome 3. Enhanced capacity of local authorities to mainstream migration in planning and service provisions

 Limited capacity in local authorities to understand, measure and respond to trends in migration including the influx of IRMs in municipalities.

There were logical and credible relationships between most of the planned activities, and their associated outputs, and outcomes as illustrated in the Project's results chain. As a consequence, most of the planned activities to be undertaken through the five Project outputs, were found to be well aligned to produce the key results and the overall desired outcome. Under Components 1 and 2, the actions to complete the baseline assessment would generate information on key issues and gaps to be addressed in the revised policy, improve operating procedures and the identification of strategies needed to strengthen the governance framework for R and R for IRMs. The baseline would also serve as input to the measurement framework. Successful improvements to the governance framework are reflected in an improved policy and legislative framework governing issues related to R and R for IRMs stated as Outcome 1. Proposed actions under Component 3, such as capacity assessments of NGOs that provide key services to IRMs, would inform actions to build NGO development, while grants to the NGOs for income expansion would lead to IRMs being able to access the key services (e.g., housing and training). NGO assessment would be conducted to align the participants' needs with the capacity development efforts. However, within Component 3, the activities to provide training to IRMs, while valuable, was not well aligned with the activities to generate the output of "increased capacity of service providers" and the outcome of "increased access to services for IRMs". Through Component 4, improved monitoring and tracking of IRMs and their R and R status would, over time, provide information for future decision making and support enhancements. The training provided to autonomous local authorities to sensitise them on the issues facing IRMs and the implications for their decision making through LSDP processes would mainstream migration issues. The associations between the planned component activities and each of the Project's three outcomes are illustrated in the Project's results chain (Table 5).

Table 5. Project Results Chain

Table 5. Project Results			
COMPONENTS	ILLUSTRATIVE ACTIVITIES	KEY OUTPUTS	OUTCOME (RESULT)
→ → →	$\rightarrow \rightarrow \rightarrow$	$\rightarrow \rightarrow \rightarrow$	\rightarrow \rightarrow
1: Policy Reintegration	-Baseline study and	1: Regulatory framework	
and Rehabilitation	spatial mapping	for IRM reintegration and	
Strategy and Regulatory	-Policy Revision	rehabilitation	1: Improved policy and
Standards	-Rehabilitation and	strengthened	legislative framework
	reintegration strategy		governing issues related
2: National Coordination	-Road map an action plan	2: National coordination	to Involuntary Returned
for the Operationalisation	for operationalization for	for the operationalization	Migrants (IRMs)
of the Policy and Legal	the policy framework	of the policy and legal	
Framework		framework established	
3: Expansion in service	-Studies (capacity needs	3: Capacity of service	
provision by NGOs	assessment of NGOs)	providers to network and	
through capacity building	-Training of NGOs and	address long term needs	
	select IRMs	of involuntary returned	
	-Grant-making	migrants improved	
	mechanism to support		
	income generation		
	-Equipment and material		
	to support enhanced		2: Enhanced access to
	livelihoods		services for IRMs
4: Framework and	-Conduct consultations	4: Framework for	
Protocol for the tracking	with key entities for the	monitoring and tracking	
of IRMs	preparation and	of reintegration of	
	validation of the	returned migrants	
	framework and protocol	strengthened	
	for tracking the		
	reintegration of returned		
	migrants		
5: Mainstreaming	-Develop capacity	5: Capacity of local	
migration in Local	development activities to	authorities to	
Government Planning	improve service provision	mainstream migration in	
	& planning by local	planning and service	
	authorities for returned	provision enhanced	
	migrants		
	-Develop public		3: Enhanced capacity of
	education material for		local authorities to
	distribution at help desks		mainstream migration in
	of local authorities		planning and service
	-Prepare Strategy for		provisions
	including reintegration of		
	returned migrants in		
	LSDP process		
	-Develop sustainability		
	strategy for Parish Safety		
	& Security Committees		

Credible relationships were also identified across Project Components and Outputs however, there were activities such as those associated with the Output 4 "IRM monitoring and tracking framework" that could have benefited from greater coherence and integration. Component 2 activities to operationalise the NTWG would provide cross-cutting benefits to overall project implementation through their deliberations. This was implicit in the Project's design and a vehicle for sustainability. The monitoring framework and data collection protocol were also connected to improvements in the governance framework. The review of the results chain revealed a stronger alignment between Output 4 Framework for monitoring and tracking of reintegration of returned migrants strengthened would have been better aligned with Outcome 1 Regulatory framework for IRM reintegration and rehabilitation strengthened as opposed to its associated Outcome 2 The enhanced access to IRM services.

3.2.2.4 Gender Equality and Women's Empowerment

Across the project components there was varying levels of the gender integration needed to achieve gender equality and women's empowerment. Having recognized that gender issues were not effectively mainstreamed in the government's approach to the R and R of IRMs, the Project's design introduced a gender dimension in all its activities. In particular, the follow up to the baseline conducted in 2009, as well as the capacity development for stakeholders would provide an opportunity to better understand the gender issues at play with the R and R of IRMs, and incorporate a gender focus in the national policy, strategy, SOPs and LSDPs. The Project was also focused on ensuring that training opportunities will benefit women as well as men. The Project's implementation reflected significant results in these regards, however, there was little evidence in Component 3 as there was no reference to specific gender considerations in assessing service delivery for the NGO in the capacity needs assessment and the modules provided indicated no specific training on the migration and gender nexus. Table 6 provides detailed analysis of these design features and implementation results.

Table 6. Gender Equality and the IRM Project Design and Implementation

Component	Design	Implementation
1	Inclusion of a gender analysis of the differential impacts of return and reintegration on female vs male involuntary returned migrants in the baseline study report	Findings on the gender dynamics of migration in IRMs, differences in needs and access to services for men and women, and the challenges faced since deportation. Survey instrument used reflected requested sex to inform its analysis.
	Integration of results of gender analysis in Rehabilitation and Reintegration Strategy	Rehabilitation and reintegration strategy included a paragraph on the demographic profile of IRMs, however there was no specific gender responsive strategies that specifically targeted the needs of men versus women.

Component	Design	Implementation
2	Inclusion of gender focused stakeholder participants in National Technical Working Group	Strong representation of women (73%) on the National Technical Working group.
	Inclusion of specific questions related to access to services for women and children in NGO capacity assessments	Report made no reference to specific gender considerations in assessing service delivery for the NGO in the capacity needs assessment.
3	Inclusion of training modules on the nexus between migration and gender in training for local authority representatives	No modules provided indicated a specific training the migration and gender nexus.
4	Recommendation included for at least one (1) gender indicator in framework and protocol for tracking reintegration of returned migrants	Recommendation included for one gender indicator in framework
5	Inclusion of a section on the impacts of migration on men vs women and identification of specialized services for men vs women in the IEC material produced for help desks at local authorities	One of the four products developed (i.e., flier) reflected the image of a woman. Standardised Strategy included gender in the guidance on Analysis of Social Capital and the Situational Analysis.

^{*}no evidence of gender mainstreaming in activity implementation under Component 3

3.3 Effectiveness

Project Goal

The overall goal of the IRM Project was to complement and strengthen the existing national and local initiatives intended to monitor the treatment of IRMs and their seamless integration into society; with the main objective being the creation of an improved coordinating system for the R and R of IRMs that is based on planning, policy and legal standards, participation of all needed stakeholders and capacity enhancement of NGOs and local authorities. Towards achievement of the goal the Project implemented several activities that contributed to the complete or partial realization of the Project's three outcomes.

3.3.1 CPD Outcome Level Results Achieved

At EOP, the project achieved the CPD Outcome level result of "Access to equitable social protection systems, quality services improved, and sustainable economic opportunities improved" as the target for the outcome level indicator "Extent to which migration framework is strengthened to facilitate coordination of migration services" was achieved. A major achievement

was the strengthening of the migration framework to facilitate coordination of migration services that was supported by (a) revising the Deportation Policy and development of a R and R Strategy and Standard Operating Procedures (SOPs), launching of an inter-agency coordination mechanism, the NTWG, and developing the measurement framework for managing returned migrants; (b) increasing the capacity of IRM service providers, including NGOs, the MNS, MLGRD and Poor Relief Officers within the local authorities, to provide more efficient and effective services to IRMs; and (c) preparing a Standardized Strategy for the integration of migration issues in the LSDP process undertaken by local authorities (municipal corporations) and its pilot application in the Trelawny LSDP (see Table 7). A data driven approach was facilitated by the completion of the IRM baseline assessment that informed relevant project outputs.

Table 7. CPD Outcome Level Indicator

Indicator	Baseline	Target	EOP Result
1.1.3: Extent to which migration	Very	Largely	Largely
framework is strengthened to facilitate	Partially		
coordination of migration services			

The IRM Project achieved 50% of the outcome level indicators included in the RF at design (see Table 8). For CPD outcome indicator 1.1.2 *Number of parishes that integrate migration into local sustainable development plan,* the completion of the Trelawny LSDP contributed to the results achieved.

Table 8. IRM Project Contribution to the RF Outcome Level Indicators

Indicator	Baseline	Target	EOP Result
Expected Result (Outcome): Access to e	quitable socia	l protection systems, q	uality services improved, and
sustainable economic opportunities impro	oved		
1.1.2: Number of parishes that integrate	0	5	1
migration into local sustainable			
development plan			
1.1.3: Extent to which migration	Very	Largely	Largely
framework is strengthened to facilitate	Partially		
coordination of migration services			

3.3.2 IRM Project Output Level Results

The EOP average of completed outputs determined that 69% of the expected output level results were achieved, as the IRM Project completed several of the activities associated with its five planned outputs and associated indicators and targets. The outputs of the Project provided the opportunity to strengthen the policy, legislative and institutional frameworks that guide the management and treatment of IRMs. These included finalization of the Deportation Policy and development of a Framework Strategy and SOPs and the Measurement and Tracking Framework for managing returned migrants. Activities also contributed to increasing the capacity

of entities including NGOs, and the MLGRD to provide more efficient and effective services to IRMs. In addition, the Project attempted an early pilot to integrate migration issues in the LSDP process undertaken by local authorities (municipal corporations).

Output 1: Regulatory framework for IRM reintegration and rehabilitation strengthened was 88% completed as three and a half of the four planned outputs were completed. The Deportation Policy was successfully revised and at EOP the MNS will be submitting the policy documents to the Cabinet for review and subsequent approval, however this step is still pending. Output 1 deliverables also include the minimum Standard Operating Procedures and the Reintegration and Rehabilitation Strategy for IRMs developed under the Project. The Project was unsuccessful in preparing the spatial maps due to data quality and availability limitations that led to the consultancy being terminated following the submission of the inception report. Table 9 provides details of Output 1 results.

Table 9. IRM Project Output 1 Results

Table 9. IRM Project Output 1 Results					
Output Indicator	Baseline Value	Life of Project Target	End of Project Result		
Output 1: Regulatory framework for IRM reintegration and rehabilitation strengthened					
OP 1.1 Extent of completion of baseline study and spatial mapping on deported persons	Not Started	Baseline Study Completed	Completed - Baseline study report circulated (1/2*1)		
(not started, partially completed, completed)		Spatial Map Completed	Incomplete – cancelled due to Spatial Mapping data quality and gaps (1/2*0)		
OP 1.2 Revision of draft Deportation Policy for submission to Parliament for approval (not started, partially completed, completed)	Not Revised	Revision Completed	Completed – revision pending Cabinet submission (1*1)		
OP 1.3 Extent to which minimum standard operating procedure (SOPs) on reintegration and rehabilitation of returned migrants revised (not started, partially completed, completed)	Not Started	Revised	Completed – SOPs fully revised (1*1)		
OP 1.4 Development of reintegration and rehabilitation strategy (not started, partially completed, completed)	Not Started	Completed	Completed – strategy pending Cabinet submission (1*1)		

Output 1: 3 ½ out of 4 = 88%

Output 2: National coordination for the operationalization of the policy and legal framework established was 67% completed as one and one-third of the two planned results (including subcomponents) were achieved. The Project advanced efforts to establish the mode of

operation for the NTWG on Deportation with revision and acceptance of its TOR. The TOR for the NTWG informed the purpose and function, membership composition, roles and responsibilities and meeting frequency, among other information. EOP review of the NTWG data determined that of the NTWG membership, female participation was 73%, which exceeded the target of 30%. A two-year Action Plan (2020 – 2022) was also developed in 2019 that was informed by the Deportation Policy, SOPs, Strategy and the Measurement Framework. The accompanying roadmap was not completed due to identified duplication of effort¹⁴ as well as budgetary constraints. The target of 8 NTWG meetings (planning and quarterly) was not achieved. The NTWG met six times¹⁵ over the LOP, inclusive of informal meetings, smaller sub-groups and consultation gatherings on project outputs, including the draft Deportation Policy, SOP and Strategy, and the Measurement Framework for tracking IRMs. Table 10 details Output 2 results.

Table 10. IRM Project Output 2 Results

Output Indicator	Baseline Value	Life of Project Target		End of Project Result	
Output 2: National coordination for	Output 2: National coordination for the operationalization of the policy and legal framework established				
OP 2.1 Extent to which the terms of reference is revised (not started, partially revised, revised)	Not Started	Revised		Revised (1*1)	
OP 2.2 (a) # of workshops / meetings convened NTWG (disaggregated by meeting type – planning / quarterly)	0	Workshops /Planning 2	Quarterly 6	Workshops/ Planning 3 (1/3 *1)	Quarterly 3 (1/3*0)
OP 2.2 (b) Extent to which the Roadmap and Action Plan is developed	Not Started	Developed		Action Plan Roadmap no (1/3*0)	
OP 2.2 (c) Proportion of NTWG members are men	0	30%		27% (1*0)	

Output 2: 1 and 1/3 out of 2 = 67%

Output 3: Capacity of service providers to network and address long term needs of involuntary returned migrants improved was 78% completed as two and one-third of three indicators were achieved. The planned capacity assessment for NGOs was completed by Jamaica Business Development Corporation (JBDC) to identify challenges and gaps faced in operations and service delivery, and for the organization to develop a plan to increase capacity based on the results of the assessment. JBDC then trained 38 participants including 22 IRMs (45% females) and 16 representatives (56% females) from 5 NGOs and the MNS between May to July 2019.

¹⁴ Communication from PIOJ to the MNS (consultation, MNS October 2021).

¹⁵ September 20, 2017; October 25, 2018; July 2, 2018; February 2019; March 7, 2019; December 6, 2019

Participation of NGOs' personnel was limited by the numbers of staff at these facilities at the time while the numbers of IRM participants were affected by budgetary constraints and location for the training (MNS October 29, 2021). The capacity development involved business development and management training. JBDC also delivered a two-day proposal writing workshop to NGOs and staff of the MNS. Four of the NGOs accessed seed funding from the Project to establish apiaries for expansion of income generation. Of the 22 IRMs trained by JBDC eight were successful in accessing micro-grants for business ideas including desktop publishing equipment, and higglering. Table 11 details Output 3 results.

Table 11. IRM Project Output 3 Results

Table 11: INIVITIOJECT Output 3 No					
Output Indicator	Baseline	Life of Project Target	End of Project Result		
	Value				
Output 3: Capacity of service provide	rs to network	and address long term need:	s of involuntary returned		
migrants improved					
OP 3.1 Status of conducting the	Not started	Capacity Assessment	Completed		
capacity assessment of NGOs and		Completed	(1*1)		
target IRMs					
(not started, partially completed,					
completed)					
OP 3.2 (a) # of participating service	0	30	16		
providers trained			(1/3*0)		
OP 3.2 (b) # of IRMs trained	0	50	32		
			(1/3*0)		
OP 3.2 (c) Portion of participants are	0	30%	73%		
women and other vulnerable groups			(1/3*1)		
OP 3.3 # of NGOs provided with	0	Minimum 2 NGO	4		
equipment to strengthen income			(1*1)		
generation					

Output 3: 2 and 1/3 out of 3= 78%

Box 4. Portland NGO Service Delivery benefits from the IRM Project Training and Grant Support

The Portland Rehabilitation Management (PRM), located in the eastern end of Jamaica, has been instrumental in helping returned migrants with shelter, connecting them with family members, jobs and their general reintegration in the Jamaican society. Through on-site social and livelihood activities, returned migrants access counselling, yoga, painting, jewellery, and farming including bee keeping, goat, chickens, and rabbit rearing. Linkages to organisations such as Food for the Poor has assisted IRMs with access to land and housing. Currently there are three IRMs in the facility, along with ten other long-term residents. The organisation's service delivery is challenged by availability of funds, as the main assistance is in the form of a limited monthly subvention for meat and food from the Municipal Corporation. Funding has been worsened by the COVID-19 pandemic which affected fundraising as annual activities such as their film festival, 5K run and walk races, and fish fry are postponed due to the ongoing containment measures.

The organisation is happy however for the apiary it received through its collaboration with the IRM Project. PRM participated in the NGO assessment and the JBDC business development training and benefited from a business development grant. The grant was used to establish an apiary, which remains active, providing the organisation with \$J40,000 to \$J50,000 per month or every two months depending on environmental conditions. The PRM honey is in high demand and is sold in craft shops and directly to clients in neighbouring communities. PRM continues to receive technical support for the operation of the apiary from the Apiculture Unit of the MICAF and All-Island Bee Farmers Association, especially the Portland chapter.

Output 4: Framework for monitoring and tracking of reintegration of returned migrants strengthened was 50% (1 out of 2) completed as the Framework for tracking reintegration of returned migrants was completed and available to inform the IRM governance framework elements. However, the associated data collection protocol was not completed. The Framework for tracking reintegration was driven by three priorities: "reintegration, (re) inclusion, and (re) incorporation of IRMs into Jamaica. Three elements, (a) opportunities to achieve independence, (b) access to social systems, and (c) psycho-social health and culture were recommended for consideration at the policy level. The measurement framework proposed twelve indicators for measuring progress with the data collected disaggregated into sex, age, education level, health status, professional skills, locality and other categories. At least 1 meeting of the NTWG was held in December 2019 to review and validate the measurement framework and additional written feedback provided. Table 12 details the Output 4 results.

Table 12. IRM Project Output 4 Results

Output Indicator	Baseline	Life of Project	End of Project Result
	Value	Target	
Output 4: Framework for monitoring and tracking	of reintegratio	n of returned migran	its strengthened
OP 4.1 (a)# of stakeholder consultations held to	0	2	1
develop and validate framework and protocol			(1/2*0)
OP 4.1 (b) Proportion of participants are women	0	50%	70%
and other vulnerable groups			(1/2*1)
OP 4.2 Extent to which framework and protocols	Not Started	Completed	Partially Completed –
for tracking the reintegration of returned			no protocol developed
migrants is completed			(1*1/2)
(not started, partially completed, completed)			

Output 4: 1 out of 2= 50%

Output 5: Enhanced capacity of local authorities to mainstream migration in planning and service provision enhanced was 63% completed (2 ½ of 4). Through an agreement between the MNS and the Vocational Training Development Institute (VTDI), 82 staff members of six Municipal Corporations' (MCs') Poor Relief Departments were trained in mechanisms to better understand, measure and respond to trends in migration and the influx of IRMs to their municipalities. The activity reports did not provide participant records disaggregated by sex, but following consultations with the project partner VTDI, this information was shared from their internal database. The training workshops were held on December 9-11, 2019, January 22 – 24 and 27 – 29, 2020. Training modules included (a) Mainstreaming the Reintegration of IRMs, (b) Overview of Policy Frameworks that Support Reintegration of IRMs, and (c) Key Issues Impacting IRMs. Poor Relief personnel are now equipped with information, education and communication (IEC) material to support returned migrants' access to information about services available to them. A series of communication material dubbed "Everyone Deserves a Second Chance" including a brochure, two posters and a flier was completed, and approval granted in September 2021. The communication products provide basic information to aid IRM reintegration, including a directory of services they can access through the local authorities' "help desk".

A Standardized Strategy for the integration of migration issues in the LSDP process was drafted to guide the inclusion of migration issues in local development planning. The strategy also provides the opportunity for special focus to be placed on supporting and addressing concerns of IRMs. The enhancement of the strategy to include migrant needs in local sustainable development plans (LSDPs) was not completed, as only the Trelawny MC successfully completed the updates to its LSDP. Table 13 details Output 5 results.

Table 13. IRM Project Output 5 Results

Table 13. IRM Project Output 5 Results					
Output Indicator	Baseline Value	Life of Project Target	End of Project	Result	
Output 5: Capacity of local authorities to	Output 5: Capacity of local authorities to mainstream migration in planning and service provision enhanced				
OP 5.1 (a) # of training sessions conducted to improve service delivery to returned migrants by local authorities	0	4	3 (1/2*0)		
OP 5.1 (b) Proportion of participants are women and other vulnerable	0%	50%	Female 88% (1/2*1)	Other (men) 12%	
OP 5.2 # of public education materials delivered disaggregated by type	0	2 1 – pamphlet 1 – flier	1 brochure 2 posters 1 flier (1*1)		
OP 5.3 Extent to which the strategy for including reintegration of returned migrants in LSDP process completed (not started, partially completed, completed)	Not Started	Fully Developed	Completed – Strategy Document dra LSDP reintegration of the Parish of Tr (1*1)	Developed. Interpretation of the development of th	
OP 5.4 Extent to which sustainability strategy for parish safety & security committees developed (not started, partially completed, completed)	Not Started	Fully Developed	Not Started (1*0)		

Output 5: 2 ½ out of 4= 63%

Figure 7. Sample of Certificate Provided to MC Staff for Output 5 related training



3.4 Efficiency

3.4.1 Project Strengths and Challenges

The IRM Project was designed to address issues at the policy and operational levels for the R and R for IRMs. Project implementation was premised on the involvement of multiple stakeholders through various kinds of engagement. The results achieved and processes utilized for the Project were reflective of a range of implementation strengths and challenges, which are elaborated below.

Implementation Strengths

- Strong commitment to, and ownership of, project implementation by the GOJ partners.
 Strong host government commitment was exhibited through leadership of governance structures such as the PB and NTWG, filling gaps that would otherwise delay project implementation, provision of co-financing that was not obligated from project design and demonstrated staff time.
- Responsiveness of the Recipient Entity to project issues. The UNDP responded to project constraints by transitioning its relationship with the GOJ to a Support to NIM modality. Additional resources were also provided where shortfalls in the budget were identified.
- Enhanced coordination of IRM-related stakeholders. The PB provided oversight and technical guidance and included key project partners. The NTWG was reactivated as a multi-agency, multi-stakeholder coordinating mechanism that gave coherence to broader efforts and improved communication and networking related to R and R for IRMs.
- Sensitization of project stakeholders to IRM issues. Execution of project activities
 allowed for sensitization of a range of project stakeholders and beneficiaries on issues
 affecting IRMs and the challenges and obstacles to effective R and R for IRMs. The
 consultation sessions, training and baseline study contributed to increased sharing and
 capacity for evidence-based decision making.
- Adaptive actions actively employed throughout project execution. The project management actively identified challenges and constraints and took action to address these. Examples include:
 - Hiring of a dedicated Project Coordinator.
 - Reallocating funds across budget line items.
 - o Bi-weekly bilateral meetings to address issues and challenges.
 - Establishment of partnerships to accelerate and enhance project implementation.
 - o Enhanced co-financing from key project partners and complementary projects.
 - Responsive implementation of procurement actions (e.g., changes to procurement methods, grouping procurement activities, revision to TOR scope) to minimize delays.

 A "make or buy analysis¹⁶" that re-scoped tenders to a financially feasible level, by extracting from the TOR, what could be done in-house or by stakeholders and outsourcing elements that required external support.

Implementation Issues and Challenges

- Extended delays to implementation start-up. Implementation start-up was delayed due in large part to the absence of dedicated project-focused staff and the time taken for key agreements to be signed. Although the Project Contribution Agreement between the UNOPS and UNDP was signed on November 16, 2016, it was not until May 10, 2017 that the Project Document was signed and later on September 9, 2017 that the Letter of Agreement between MNS and MLGRD was signed. This process to complete formal arrangements was extended over a period of 10 months and with slowing of activities in the Christmas period of that year, activities did not commence fully until January 2018. Key project initiation activities were therefore not undertaken in the early months following the signing of the UNOPS-UNDP Contribution Agreement and the late start up in 2018 had already set back the project significantly. The result of these was a late start to the implementation of the first Annual Work Plan (AWP), which extended and spiralled throughout the entire project.
- Procurement delays. Procurement challenges were a major cause of implementation delays and included low response to advertised opportunities, poor quality of submissions and financial proposals exceeding the planned activity budget. One or a combination of these challenges sometimes resulted in retendering and/or rescoping of the procurement activity, which impacted implementation performance.
- Design deficiencies that affected implementation. At design, the planned budget and administrative effort required for implementation of project activities were underestimated given the initially agreed multi-year workplan. Further to this, the Project was overly ambitious in its planned activities for the two-year implementation period and based on the administrative capacity to be utilised. Additionally, assumptions made at design did not always hold true. For example, the availability of external expertise for project activities was a significant constraint.
- Inadequate due diligence for IRM training and grant making. There was no evidence of
 a defined beneficiary selection protocol for IRM training and grant making but the MNS
 indicated that a strategy was used for the activity and a partnership with IRM-related
 NGOs was used for preselection. The absence of an agreed protocol limited application
 of checks and balances. Key issues identified through FE consultations included:

¹⁶ Analysis that determines the total cost of a service/product and identifying the cost of what can be done in-house and purchased from an external supplier.

- A good practice to partner with NGOs to preselect IRM participants that was not followed with due diligence and resulted in participation of one identified¹⁷ non-IRM beneficiary as a trainee and grant recipient.
- o Initial grant amount communicated to some IRMs subsequently reduced.
- Significant time passed post-training before eight IRMs were informed of the award of grants.
- Variation in disbursement protocol, including payment to supplier, payment through the IRM to the supplier and payment directly to the IRM as reported by IRMs.
- No evidence of follow through post grant disbursement to (i) determine impact of the grants on R and R for the IRMs and (ii) support relevant business start-up.
- Poor timing of some project activities. The quality of key outputs was affected by weak
 interlinkages across some planned activities. For example, the spatial mapping activity
 was dependent on the output of the baseline study and there was potential for input from
 the baseline study into the framework and protocol.
- Variation in quality of project outputs. The quality of available data affected the production of some outputs, for example, development of the spatial maps could not be completed due to data inadequacies. The quality of key outputs also limited their utility. For example, preparation of the Monitoring Framework without delivery of the data collection protocol limited its readiness for use. In addition, the approach utilised in conducting the capacity needs assessment for the NGOs did not lead to customized roadmaps for improving services to IRMs beyond the training activity. Although the CNA was designed to assess three NGOs, only one of those selected responded to the request for completion of the CNA questionnaire, and for which a report was produced. Furthermore, the CNA did not inform the training curriculum as intended.
- Weaknesses with contract management and monitoring and completion of planned activities. In several instances there was evidence of unmet project deliverables, without documented notation of changes to the relevant TORs and/or contracts. For example:
 - Of the three planned NGO CNAs, one was conducted due to unresponsiveness of two NGOs.
 - Completion of the measurement framework, without the supporting data collection protocol.
 - Draft public education materials with extended approval timeframe well beyond the LOP.
- Inadequacies in risk management efforts. The Project's limited ability to adequately anticipate and mitigate risks contributed to the slow pace of implementation. For example, the impact of the Project not having a dedicated project manager/coordinator

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¹⁷ From the sample of IRMs interviewed for the FE.

- should have been anticipated and addressed as part of risk assessment efforts at the Project's concept stage (which would have impacted design) and/or early in implementation.
- Absence of monitoring of GOJ partners' in-kind contribution throughout project implementation. Although this task was not mandatory, it had utility in understanding the input of GOJ into the Project. An amount for in-kind contribution was only included in the Project's final and completion reports, as there was no evidence of ongoing monitoring and documentation of these on a regular basis. It was therefore difficult to understand the extent of input from the partners in the different activities and in project management. Important GOJ partner in-kind contribution that were not monitored and regularly reported on included estimates of staff time dedicated to the Project and use of organizational physical space and resources.

3.4.2 Project design assumptions in implementation

IRM Project design assumptions did not always hold true throughout implementation and these instances affected efficiency, achievement and quality of results and potential for sustainability. The key assumptions noted and inferred from project design were analysed based on project implementation. Table 14 provides analysis of these design assumptions and whether they held true in implementation.

Table 14. IRM Project Design Assumptions in Implementation

Design Assumption	Status from implementation
Timely Cabinet approval of the	Although these documents were completed in 2019, the Cabinet Submission
revised policy, SOPs and	has not been done. At the time of the FE, a Concept Note was being prepared
Reintegration and	to sensitize the new Cabinet Sub-Committee.
Rehabilitation Strategy for IRMs.	
GOJ IRM partner agencies have	The reactivation of the NTWG was a signal of improvements to the governance
the resources to implement the	of R and R for IRMs. Similarly, the efforts of the MNS and MLGRD to support
processes and procedures	and supplement resource requirements for project implementation (e.g.,
needed to improve governance	efforts to develop the standardized strategy for integration of migration and
for and mainstream	IRMs in LSDP process and one example of an updated LSDP, MNS support and
reintegration and rehabilitation	significant budgetary contribution as further co-financing) were strengths of
of IRMs.	these entities. These efforts highlight the strong alignment of the Project
	activities with the Ministries, Departments and Agencies' (MDAs') mandates
	and plans. However, evidence of ongoing budgetary shortfalls and capacity
	gaps that caused significant delays were indications that the capacity of the
	key GOJ partners was inadequate to allow for smooth project implementation.
	According to the MNS (October 2021), a budget, requested by the Cabinet, is
	to be developed and included in the Cabinet submission for the policy.
Coordination mechanisms, such	Development of the Action Plan (2020-2022) was an indication of effort to
as the NTWG, will continue to	sustain this coordination mechanism. Although the MNS notes that "most of
function at the end of the IRM	the activities are low hanging fruit and does not require much financial
Project interventions.	resources, if any at all", the lack of implementation to date with 22 months for
	implementation elapsed (of 36) makes sustainability questionable. The

Design Assumption	Status from implementation
	communication also notes that a budget for R and R for IRMs is to be compiled and dialogue is underway with the PIOJ regarding specific reintegration activities.
Increased revenue generation for NGOs that serve IRMs would lead to enhanced service delivery.	Strong examples of increased revenue to the NGOs were found from the apiculture initiatives provided to four NGOs. Consultations revealed that NGOs are also considering expansion of the apiaries.
Training and capacity development for NGOs serving IRMs will improve service delivery.	Although the training and capacity building were useful and practical and the NGOs have highlighted the utility of the business planning and proposal writing training, it is difficult to link these and the benefits to improved service delivery to IRMs.
The mainstreaming of IRM needs in the planning and service provision of local authorities will lead to sustained delivery of the services IRMs need for reintegration and rehabilitation.	It is difficult to make a conclusion about this as there was little documentation on the process and discussions on this particular activity and there was no focal point from the MLGRD for FE consultations.
All designed activities would be implemented within the Project's life.	Project implementation had a range of challenges, including an unrealistic budget that was not informed by market analysis; capacity constraints within the key partner entities; issues with quality of respondents to the Request for Proposals (RFPs) for consultancies that required procurements and changes to scopes of work and financial proposals that often exceeded the activity budget. Management and coordination were affected by absence of a dedicated project coordinator to lead day-to-day operations and a governance mechanism that did not sufficiently monitor and make decisions against the planned activities and timelines.
Documents and knowledge sharing products would be disseminated to improve IRMs access to services.	Evidence provided highlights consultations completed for various products. However, the public education material developed was finalized post project and is yet to be disseminated to the MCs and other stakeholders.
The Project budget, inclusive of the CA's support and the UNDP's contribution would be sufficient to implement project activities.	Consultations revealed that the Project's budget at design was not informed by market analysis and in implementation the financial proposals and cost of the consultancies exceeded the budgeted amounts for the activities. Even with additional support from the UNDP and co-financing contribution from the MNS and MLGRD, the shortfall in budget contributed to some activities not being completed at EOP.
There is buy-in and ownership from the main government partners, MNS and MLGRD, for implementation of the IRM Project.	At design, there was strong ownership and commitment to the Project and its implementation. Execution of activities by the key partners was affected by capacity constraints, including availability of personnel to lead on activity execution in addition to competing priorities. There was however evidence that adaptive and corrective actions were taken by these Ministries (e.g., through co-financing, in-house implementation of activities, leadership on project mechanisms and structures, and support and facilitation of activities) to alleviate some of the challenges.
Capacity within the MNS and MLGRD is adequate to implement the activities. The management and coordination capacity with the	In the absence of capacity assessments of these partner entities gaps were not adequately identified and addressed at design. Capacity of these entities varied in implementation, especially with competing priorities across all organizations. This, coupled with absence of dedicated project staff, affected overall management and coordination and activity implementation.

Design Assumption	Status from implementation
UNDP and MNS is sufficient to implement the project.	
The PB would assure sustainability of project interventions.	There was no exit strategy and there was no evidence of a project closure meeting of the PB to discuss the project's performance including achievements and lessons and agree on the way forward. Consequently maintenance and continuity of results will be highly dependent on new and additional sources of financing and efforts by key MDAs to incorporate related activities in their organizational plans and programmes.
Relationships were strong to allow third party selection of IRM participants for capacity building and grants ¹⁸ .	Although the MNS and the NGOs enjoyed good working relationships, strict due diligence was not exercised and resulted in participation of at least one non-IRM (determined through FE consultations) that was in contradiction to the established criteria ¹⁹ for participation. From consultations, IRM #8 (male) was categorized as homeless but not an IRM, who resides at the NGO facility. IRM #8 received training and a grant
The UNDP NIM modality was effective to implement the Project.	As the Project progressed and the MNS challenges and constraints became more evident, it transitioned to a Support to NIM Modality, which proved to be more efficient and effective, allowing the UNDP to take on additional responsibilities where the MNS had difficulties and constraints.
UNDP was well-established in Jamaica, enjoyed strong partnerships and had the capacity to provide support to the Project.	The UNDP's interventions to address project challenges helped to accelerate implementation in some instances, but the Project still had needs which remained unmet. Gaps in monitoring, evaluation and project management support affected overall achievement of results.

3.4.3 Execution of the multi-modal implementation framework

The Project's multi-modal implementation framework was accepted by the key partners at the time of design. During implementation multiple issues affected the smooth execution of these and ultimately quality and achievement of results. The multi-modal implementation framework included a diversity of approaches for achieving project results. Assumptions made in design on external expertise did not hold true in implementation. These included the availability of expertise and technical assistance required for activity implementation, as well as budgets for activities. Further to this, it became evident that the overall project funds could not adequately support all the activities to be implemented. Consequently, in a number of instances, the budget provided for activities had to be revisited and reprogrammed, rescoped, procurements repeated, and approaches to implementation adjusted. Figure 8 outlines the approaches to stakeholder participation, while Table 15 provides the FE analysis of the different methods and approaches within the implementation framework.

¹⁸ MNS consultations.

¹⁹ Although the strategy that was purportedly used for the activity was not available for the FE, one criterion would have been that all participants had to be legitimate IRMs.

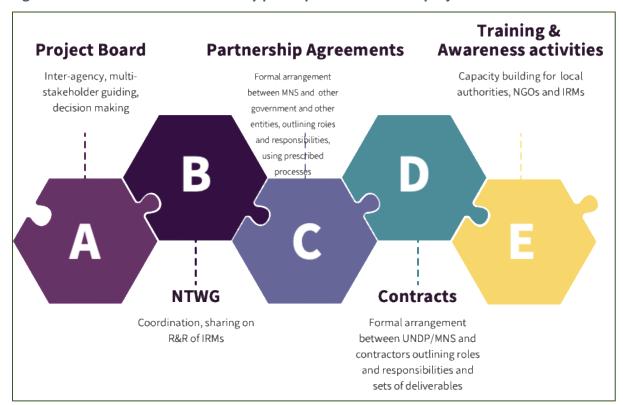


Figure 8. Stakeholder and beneficiary participation in the IRM project

 Table 15. Performance of IRM Project design methods and approaches

Component	Methods and Approaches	IRM Project methods and approaches utilized for implementation
Policy, Reintegration and Rehabilitation Strategy, and Regulatory Standards	Consultants – short- term technical assistance assignments	 The Baseline Study was a priority activity for the Project and was the first to be implemented, as it was expected to inform other activities. Consultations revealed tweaking of the approach to data collection, which would have affected the quality of the output²⁰. The Baseline Study had gaps in its selection of IRMs for the assessment (the convenience sampling method used reduced randomization and limited the inference derived towards IRMs with NGO association). This limitation was as a result of budget inadequacy, but its impact was that the Study was not able to capture the full gamut of IRMs²¹ on the island.

²⁰ According to its TOR, the baseline study was to be an island-wide assessment with sampling by parish. However, the consultant explained that the NODM facility was used as the base for survey administration. This tweaking of the approach limited the participating IRMs to those who had contact with the NGO.

²¹ These would include those that reside with families and those with no formal connections to an NGO.

Component	Methods and Approaches	IRM Project methods and approaches utilized for implementation
		 The Baseline Study informed updating of the Deportation Policy and the R and R Strategy. Inadequate linkages among specific sub-activities, resulting in underperformance (e.g., inability to conduct the spatial mapping due to poor data quality). This issue, if left unresolved, can have long term impacts on decision-making at multiple levels within the IRM sector. Inadequacy of data collected that reduces opportunities for use in R and R for IRM decision making and information provision. Weaknesses in sequencing affected interconnected activities by causing delays and reducing the quality of associated outputs and by extension value creation. MNS-NODM partnership established for the provision of data through contractual arrangements.
	Appropriate fora for stakeholder feedback and agreement	 Consultation and validation exercises: Provided forums for sensitization, dialogue and discourse related to R and R for IRMs. Allowed for discussion on and consideration of key actions to enhance R and R for IRMs. Facilitated diverse stakeholder participation.
National coordination of the	Convening of the NTWG	 Sensitized key stakeholders on roles and responsibilities of the coordinating body and finalized the Terms of Reference. Served as an information sharing and networking forum. Promoted collective and individual roll out of roles and responsibilities. Improved coordination among members, with an operational subgroup meeting. Evidence of six formal meetings and consultations between September 2017 and December 2019. Little evidence on the quality of discussions and outcomes of the meetings.
operationalization of the policy and legal framework established.	Capacity development of the NTWG	 Consultation on the Deportation Policy and the Measurement Framework expanded understanding of the role of the NTWG. No evidence of other capacity development.
establistieu.	Operationalization of the NTWG	 An NTWG Action Plan was developed and based on communication from the MNS (October 29, 2021) the process for development of the Action Plan, led by the MNS, included revisiting a previous Action Plan, selecting "low hanging fruit" from the R and R Strategy and seeking feedback from stakeholders. No associated budget was developed for the Action Plan. To date implementation of the 2020-2022 Action Plan has not commenced and a budget has not yet been completed.
Expansion of service provision	Studies (capacity needs assessment of NGOs)	 One of three selected NGOs participated in the CNA, two being non- responsive.

Component	Methods and Approaches	IRM Project methods and approaches utilized for implementation
by NGO through capacity building	Training of NGOs and select IRMs	 The request²² for completion of the CNA questionnaire was for one member of staff to complete (with a junior staff member also completing). The CNA for the participating NGO was completed by one member of staff²³. The current manager/administrator is unaware of the CNA and its results. This poses a risk to the continuity of the intervention and use of the results. Although the CNA report indicates the NGO that was assessed, the report provides no context on the organization's relationship to IRMs. The CNA report (JBDC, undated) includes "areas for strengthening" and "potential approaches to strengthen weak domains" but these did not result in an action plan/strategic road map for the specific NGO, with an emphasis on its role in service provision to IRMs. NGOs indicated that the training in proposal writing was good, and one has since used the information for project development for funding support. IRMs indicated that the business training helped them to take a structured approach to income generation activities in which they are engaged.
		 It was unclear how the CNA training informed development of the IRM tracking framework and protocol and whether the consultants (JBDC and UWI) collaborated.
	Grant-making mechanism to support income generation	 Evidence from two (of the four) NGOs awarded grants suggests that the apiculture support allowed for increased income of \$40,000-\$50,000 every 1-2 months. Partnership was forged with the Apiculture Unit of the then MICAF to implement the apiaries at the NGO facilities, inclusive of the apiaries and training, and this relationship has been sustained. NGOs have indicated plans to expand the apiaries to increase income including one with plans to develop a "purpose-built" structure for storage and bottling of honey. Two NGOs indicated that they are registered with the Ministry of Agriculture. One NGO is awaiting guidance from the Jamaica Bureau of Standards for packaging and labelling. NGOs have trained IRMs to manage the apiculture activities. Indication that IRMs have gone on to establish their own apiaries.

²² Emails from JBDC to Salvation Army personnel January 31, 2020, February 1, 2020

²³ Usually, as a self-assessment tool, a CNA is completed by multiple stakeholders (Board, staff and others) and consensus reached on the final score. Also, for a first attempt (baseline), the exercise is facilitated, with participation of members of the beneficiary organization as a "learning by doing" tool.

Component	Methods and Approaches	IRM Project methods and approaches utilized for implementation
		 IRM Grants There was no evidence of training and grant making protocols to guide the roll out of this activity with IRMs. The MNS advised that a strategy was used for execution of the activities. Participation of IRMs in the training and grant making was based on pre-selection by NGOs. Although communication from the MNS indicates that there was an agreement between the MNS and the NGOs, subsequent due diligence was weak and resulted in involvement of at least one identified non-IRM. A small number of IRMs were provided with grants to support their 'pitch" during the training. Consultations with IRMs who received grants revealed that the grants were administered in different way including: where the supplier was paid directly, or through the IRM, and in other cases the funds were paid directly to the IRM. No follow-up support or monitoring was provided following disbursement of grants.
	Equipment and material to support enhanced livelihoods	 Apiaries provided to 4 NGOs. Technical capacity and support provided through a partnership between MNS and MICAF. Technical support from the All-Island Bee Farmers Association sustained beyond the LOP. Support to 8 IRMs for a range of micro-businesses.
Framework and protocol for the tracking of IRMs	Consultants – short- term technical assistance assignments	 A CARICOM study report, under a non-IRM Project, was shared with the FE that provides recommendations for monitoring IRMs and utilized Jamaica's draft Deportation Policy to develop the data collection protocols for tracking IRMs. Detailed data collection protocols are provided in the document (February 20, 2019). It was not clear if and how the document was used by the Project consultants in their work. A Measurement Framework report was completed (August 2019) but there is no evidence of the detailed data collection protocols to be used by the MNS and others. A UWI delivered "measurement framework" was presented to the NTWG (December 12, 2019). No evidence of a "measurement framework toolkit" presented for this FE.

Component	Methods and Approaches	IRM Project methods and approaches utilized for implementation
Mainstreaming migration in local government planning	Consultants – short- term technical assistance assignments	 82 Poor Relief staff sensitized and trained through the VTDI-led training. TORs developed for capacity development of MCs and development of public education material for a duration of 5 months (August-December 2018). The consultancy was also to implement a three-months pilot of the help desk with use of the public education material. Subsequent to this, and as a result of the short time left and available budget, a contract was awarded to the VTDI on December 9, 2019 for 3 months and 3 weeks to complete two deliverables (capacity building of staff and development of the public education material). TORs were developed for a consultancy to prepare the Standardized Strategy for including IRMs in Local Sustainable Development Plan (LSDP) process and develop the Sustainability Strategy for Parish Safety and Security Committees (PSSC) to be executed June 1-October 31, 2018. The TOR was approved by MLGRD (May 21, 2018) and UNDP (June 14, 2018). However, the consultancy was not executed. A Proposal for the integration and reintegration of IRMs in LSDP as well as a Standardized Strategy to incorporate migration in LSDP was completed on April 10, 2017 (pre-IRM Project implementation) by the MLGRD's Urban and Regional Planning/Hazard Mitigation and Risk Management Units. While this strategy was not rolled out across selected Municipal Corporations, it was applied to the Trelawny LSDP in 2018. There was no evidence of the relationship of this activity to the IRM Project nor any documented linkages among the two.
	Material	 The VTDI developed educational material (to be used at the Municipal Corporation "help desks" and by Poor Relief staff). Packages were provided to Poor Relief staff by VTDI at trainings to support enhanced information dissemination to IRMs.
	NGO participation and site visits	 VTDI training included sessions led by NGOs. Trainees visited NGO facilities that serve IRMs, among others, as part of the training. These were well received.
Management & Coordination	Project Steering Committee (otherwise called Project Board)	 The PB: Provided guidance, oversight and direction and aided in decision-making. Was a multi-agency body, multi-stakeholder mechanism with leadership from MNS. Provided consultations and review of consultancy outputs. Led progress review against the RF but no action taken to realign the Project. No evidence of discussion around the sequencing of the activities to assure quality results. Tracked budget and actual costs and sought to guide efforts to overcome obstacles, including identification of partner capacity to reduce cost of outsourced expertise and creation of synergies where possible. Had no clear plan for sustainability (exit strategy).

Component	Methods and Approaches	IRM Project methods and approaches utilized for implementation
	National Technical Working Group	 Leadership from MNS. The NTWG participated in select consultations (e.g., for the draft Deportation Policy and the Measurement Framework). Provided technical backstopping for the Project, including reviews of technical approaches, documents, consultants' deliverables and provided a space for integrated coordination and management for R and R for IRMs. Identified synergies between the IRM and other IRM-related projects and programmes.
	Project Executing Unit (PEU) (UNDP)	 Liaised with Cities Alliance and provided requests and reports. Supported coordination and day-to-day administration activities with the hiring of a dedicated Project Coordinator. Co-Secretariat for the PB and NTWG. Competing priorities resulted in delays for approvals. No evidence of an approved revised RF.
	Project Executing Unit (PEU) MNS	 Project coordination and day-to-day operations and administration. Liaison between Recipient Entity and government.
	Partnership Agreements (MOUs) and other informal partnerships	 MNS-MLGRD LOA signed in September 2017. Improved data and information sharing for more robust decision making. Implemented IRM actions in a focused way. Established new ways of enhancing services to IRMs. Created and maintained synergies among donor, Recipient Entity and government partners. Enhanced government -government relationships for R and R for IRMs. No evidence of reports from MLGRD to MNS, as was outlined in the MNS-MLGRD agreement.
	Complementarity achieved	 Overarching IRM coordination mechanism (NTWG) held discussions on broader projects that allowed for identification of previously implemented and similar ongoing activities that could complement the IRM Project activities. Examples include: British High Commission's Jamaica Reintegration and Rehabilitation Project (JRRP); PIOJ-led and CARICOM's Crime and Violence Prevention (CVP) Project. Incorporation of R and R for IRMs in the National Policy on International Migration and Development (GOJ 2020) and in the ACP/EU-supported Plan of Action in support of IRMs-Jamaica (2017). MNS is a member of the TWG for the International Migration and Development Project led by the Civil Registration and Migration Policy Project Unit at the PIOJ. Knowledge sharing and South-South exchanges between Jamaica and Guatemala, the only two countries working on similar migration (IRM) projects supported by the Catalytic Fund. No documented evidence of the exchanges was provided for the FE.

Consultancy was the mechanism of choice to implement most project activities, although there were multiple instances where inadequacies of the available resources (budget and scheduling) resulted in multiple rescoping and extension of the implementation schedules for activities. There was little evidence of linkages between consultants and activities and also with external projects that were aligned. The Project Document (2017) provided guidance on sequencing of project activities, where results from activities were expected to inform others, for example the Baseline Study was to inform the Deportation Policy and Strategy but the efforts to create the linkages were passive. In the case of the Spatial Mapping, there was no prior guidance on the needs for the Spatial Mapping process to inform the requirements of the Baseline Study and the specificity of data needs from sources such as the NODM. Consequently, at inception of the consultancy, the Spatial Planner determined that the data available for the assignment was of poor quality and could not be used to carry out the work resulting in the spatial mapping activity being aborted. Similarly, the FE was provided with a CARICOM assessment (February 2019) that included data protocols for measurement and tracking of IRMs but the FE was unable to determine if this document was used by the Measurement Framework Consultant in activity execution and production of the Measurement Framework document (August 2019). There was also no evidence of completion of data collection protocols by the consultant, as was defined in the contract dated December 2018, neither was there evidence that this sub-activity was cancelled. With regard to Component 3 activities that were implemented by one consultant/partner, the JBDC, the CNA was conducted with one of three planned NGOs due to unresponsiveness of the other two. There is no information to indicate what informed development of the training curriculum²⁴. The FE was unsuccessful in securing a consultation meeting with the consultant, which would have been essential to better understand elements of the process and the relationship between the CNA results, the comprehensive capacity building plan mentioned in the Project Completion Report (2020), and the training curriculum.

3.4.4 Management and Coordination

The IRM Project's organizational structure as defined in the Project Document was successfully activated, however, its performance as the governance and management mechanism for the Project varied considerably and this was reflected in the Project's overall performance. Although the Project had a fairly small budget, it was designed with multiple activities that ranged between policy, programming, operations and capacity development. The diverse activities being implemented warranted a project management team/unit to lead on the day-to-day

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²⁴ Training sessions were held May-July 2019 (JBDC 2019), while email evidence provides communication from the JBDC to one NGO, the Salvation Amy, regarding instructions for completion of the CNA. The CNA report from the JBDC was undated.

management and coordination related tasks. The absence of dedicated staff from inception, coupled with the underestimated budget, affected timely synchronicity of activities.

The Project's governance and management arrangements were dependent on the Recipient Entity (UNDP), Implementing Partner (MNS) and Responsible Party (MLGRD) and included the PB and NTWG as described in Figure 4. The NIM Modality was used by the UNDP for project execution with the GOJ but later in the project transitioned to a Support to NIM that allowed for the UNDP to lead on procurement functions (IRM Project Completion Report, 2020). Although a Letter of Agreement (LOA) was signed between the MNS and MLGRD on September 9, 2017, that defined the roles and responsibilities, financing, and reporting responsibilities of the parties, there was little evidence of performance against these as MLGRD reports were unavailable for the FE.

An identified gap in governance arrangements was dedicated project management support to (i) manage the day-to-day operations; (ii) monitor project management technical and financial performance indicators and advise decision-makers on deviations from planned targets and the need for action as necessary; and (iii) ensure adequate communication among key stakeholders to allow for informed decision making. The dedicated project management support was especially important as all parties had competing priorities and could not dedicate all their time to the Project. The keen monitoring needed to trigger action when the Project was off-track was generally absent. Although the need for a dedicated project coordinator was identified from as early as 2017, hiring did not take place until late 2018. With project coordination capacity incorporated, the Project saw accelerated implementation and improved communication. However, even with that additional support, the Project still did not have the management capacity to monitor performance against project management indicators and to provide timely recommendations to the PB to escalate for actioning nor was it able to complete all activities and produce the full slate of desired results.

The project coordination structure was generally a good one whose strengths included its ability to coordinate stakeholders and being able to take adaptive action in the face of implementation constraints. However, its weaknesses were linked to capacity to plan, manage and execute in a timely manner to achieve the desired results. Although corrective action was often taken to address project issues, these were not done proactively, and were generally insufficient to get the project back on track. FE consultations revealed gaps in capacity that included delays with approvals as well as the inability to engage focused leads on specific activities. In other instances, although the MNS staff had competing demands, effort to advance project activities was evident across all components. These, coupled with the early extended delays and the failed assumptions at design, including shortfalls in the budget and the inability to identify suitable technical experts in a timely manner, resulted in less than desired performance of the IRM Project. Further to this, the Project's implementation approach was one that required

ongoing stakeholder engagement, and this was not adequately accounted for both with time and budget and resulted in the MNS supplementing the budget in instances.

Coordination mechanisms were successfully established for project implementation and in instances formed elements of project results, as outlined in the Project Document (2017). However, their efficacy and utility varied over time and with stakeholders involved. The MNS and UNDP played critical roles in coordinating project activities and partnerships, many of which were instrumental in enhancing capacity of the partner agencies in R and R for IRMs. The NTWG was reactivated as a coordinating mechanism for R and R of IRMs and was found to be effective for those entities that were involved in the return of IRMs. Although there were partnerships that were not solidified through formal arrangements, they either contributed to or enhanced project results (e.g., MNS-MICAF). Coordination across project activities was not always well-developed, for example, the requirements of successor activities were not adequately communicated and the gaps in predecessor outputs affected completion of activities and the quality of results. Examples include the Baseline Study and Spatial Mapping exercises and the Baseline Study and the Measurement Framework. Although the draft Standardized Strategy for Integration and Reintegration of IRMs in LSDP was developed in early 2017 (prior to the start of the IRM Project activities), it was difficult to determine the extent of sensitization on this document. Noteworthy however is that the draft Strategy was piloted in the Trelawny LSDP.

3.4.4.1 Analysis of specific elements of the IRM Project's project management and coordination mechanisms

Project Board

The PB was established to provide oversight, guidance and decision-making that formed a crucial part of the management of the IRM Project. The PB's performance against its TOR and its linkages to other components of the management structure, varied considerably and reflected management deficiencies in the Project. The PB was structured as a multistakeholder mechanism, representing key stakeholders and chaired by the Permanent Secretary Representative

Box 5. Key Project Board Functions

- Provide overall policy, technical guidance and direction for implementation.
- Manage risks, address issues and challenges.
- Take on a M&E function.
- Ensure sustainability of project interventions, among others.

from the MNS and whose key functions are presented in Box 5 and in Annex 6. An assessment of the available registers and minutes of PB meetings indicated that over the LOP the PB met for a total of five times²⁵. A summary of discussion points from PB meetings is presented in Box 6. Although the PB discussed project progress and issues and often reviewed AWPs and the multi-

²⁵ August 23, 2017, September 27, 2017, March 28, 2018, June 13, 2018, February 27, 2019

year work plans, there was no evidence that triggers were activated to steer the Project back in alignment with requirements and defined targets and timelines. There was also no evidence that the PB led efforts to ensure sustainability of results beyond the LOP.

As a result of early project issues, such as the delayed start -up, a sub-committee of the PB reviewed and revised the original RF, but the revision was never finalized nor approved. Further to this, the extent to which the PB monitored project progress against the RF remains unclear. Progress review reports (quarterly, semi-annually and dated status) were available for two specific time periods²⁶ throughout the LOP. Although the RF was used to compile the quarterly and semi-annual reports, there was little evidence that the PB's reviews of project performance included the targets and timelines contained in the RF or tracking against key project management indicators. The one available status report dated March 2019 provided activity status and the way forward, indicative of adaptive actions

Box 6. IRM Project Board discussion points

- Board TOR and composition
- NIM modality operations
- MLGRD responsibilities
- Project progress updates and reviews
- Reporting and M&E arrangements
- Project delays
- Including Foreign missions in SOPs and training activities
- Suggested public education campaign to create awareness of and mainstream IRM reintegration in other ministries
- Suggested consultants
- Addressed contracting approaches
- Project logistics
- Prioritization of activities based on delays
- Recasting and submission of a new project budget after line-item reallocations had exceeded the allowable margins

From PB Meeting Minutes (2017-2019)

being undertaken. The absence of minutes of that meeting made it difficult to verify the decisions taken, if any, following the review. No evidence of similar documents tabled at regular PB meetings and for project review and planning were provided for the FE. In 2019 after the Project had maximized its allowable limits for line-item reallocation, budget recasting and resubmission was triggered (PB Minutes February 27, 2019).

Biweekly bilateral meetings

Biweekly bilateral meetings were held to address urgent issues and challenges as an adaptive measure to improve project execution and performance. Consultations revealed that although discussions included updates, risks and mitigation actions focused on the Project activities as well as overall project management, the efforts of this group did not reflect strategic-level improvement in project implementation. The group, chaired by the UNDP²⁷, included high level policy and technical personnel from the UNDP, MNS, MLGRD and the PIOJ. Minutes/notes of these meetings²⁸ were unavailable for review for the FE, and consultations revealed that this adaptive action was taken to focus attention on solving critical issues and challenges and to ramp

²⁶ Quarterly, July-Sep 2017; Jan-June 2018; Status: as of June 12, 2018

²⁷ Draft FE Report feedback (October 2020).

²⁸ One meeting minutes of this bilateral group (UNDP-MNS-MLGRD-PIOJ) of stakeholders (dated December 6, 2017).

up project implementation. However, there is no evidence to indicate that the efforts resolved underlying constraints or project management gaps or that the PIOJ's intervention triggered strategic level action and realignment.

UNDP

The UNDP, as Recipient Entity, facilitated financing of IRM activities through the Catalytic Fund. The UNDP provided management support in areas that would otherwise have been difficult for the GOJ. Early identification of capacity limitations within the MNS resulted in an agreement to utilize the UNDP NIM Modality, which later transitioned to Support to NIM, with the latter serving to accelerate project implementation, especially in the area of procurement. The documentation provided for this FE is evidence that the UNDP and its key GOJ partners were not always in compliance with the requirements established under the CA-UNDP Contribution Agreement, including established timelines for submission of project reports linked to payment of tranches of project funds. Several clauses of the Contribution Agreement should have been activated (Table 16) due to issues²⁹ with project performance at various stages throughout implementation but no evidence of communication on these matters between the Recipient Agency and the Contributing Agency were available for the FE. Active monitoring against project requirements and via reports was important for the Recipient Agency to actively track different aspects of implementation and proactively advise and discuss with the Contributing Agency for strategic level decision making. As a consequence of the MNS' capacity challenges, especially in areas of financial management and administration and procurement, the IRM Project was implemented using the UNDP's NIM, following UNDP requirements as laid out in its Programme & Operations Policies and Procedures (POPP). This modality allowed the UNDP to receive and administer the funds, report to the Cities Alliance CATF and receive reports from the MNS. The transition in 2019 to a Support to NIM Implementation Modality was an adaptive action focused on efforts to fast-track implementation with the UNDP undertaking the procurements. Also, in 2019 when there were issues with MNS' IRM Project bank account³⁰, the Ministry had to make payments from its resources and be reimbursed. MNS eventually requested that UNDP make payments on their behalf as the Project bank account could not be re-activated (letter dated September 5, 2019). Table 17 provides analysis of the UNDP's role as described in the Cities Alliance Contribution Agreement and the Project Document (2017). The UNDP's in-kind contribution to Activity 1.1 of US\$5,000 from the UNAIDS Budget Results Accountability Framework (UBRAF)-HIV Envelope was a KAP survey for persons with disabilities and migrants, whose questions were incorporated into the Baseline Assessment survey instrument.

²⁹ Budgetary inadequacies, inefficacy and delays in execution of activities, inability to meet disbursement dates and actions being taken to put the Project back on track.

³⁰ In a letter dated January 29, 2019, the MNS cited issues related to the project delays that caused the bank account to go dormant and attempts to re-activate the account were unsuccessful.

Table 16. Clauses of the Contribution Agreement (2016) that were affected by project performance throughout the LOP

	formance throughout the LOP	Examples of Non-Adherence
1.	The Recipient Agency is fully responsible for administering the Contribution in accordance with its financial regulations, rules, policies and procedures, and administrative instructions, and carrying out the Activities efficiently and effectively (p.1)	FE analysis of (i) achievement against established targets in the RF and (ii) project management indicators, e.g., Schedule Performance Indicator (SPI) are indicative of weaknesses in effectiveness and poor efficiency, respectively. There is no indication that the project management indicators were being tracked and measures taken to improve efficiency.
2.	The Recipient Agency will promptly advise the Contributing Agency anytime when the Recipient Agency is aware that the budget to carry out the Activities is insufficient to fully implement the Activities in a manner set out in the present Agreement (p.2)	No evidence of advice provided by the Recipient Agency to the CA. Examples of inadequate budget include the budget for the Baseline Study, the Policy, R and R Strategy and SOPs and for consultations and training sessions.
3.	Clause D on both narrative and financial reporting	Based on the schedule of payments defined in the Contribution Agreement, narrative and interim financial reports were to be submitted for the period ending June 30, 2017 and December 31, 2017, but these were not completed. There was no documentation provided to indicate formal communication to the CA on this, especially in light of the extended delays encountered.
4.	Clause E on Contributions and dates for disbursements	The Project did not meet this clause, due to the lengthy delays, which affected implementation and disrupted drawdown dates.
5.	Clause EThe Contributing Agency acknowledges that the Recipient Agency will not prefinance Activities. If the Contribution, or any part of it, is not received in a timely manner, the Activities may be reduced or suspended by the Recipient Agency with immediate effect.	Although the schedule of payments was disrupted, due to the extensive delays at start-up, which also reduced the time available for implementation under the original Contribution Agreement, there was no evidence of activities being reduced by the Recipient Agency.
6.	Clause I: The Recipient Agency will continue to hold any part of the Contribution that is unutilized at completion of the Activities until all commitments and liabilities in the carrying out of the Activities have been satisfied and all arrangements associated with the Activities have been brought to an orderly conclusion.	At the time of project completion, there was still an outstanding commitment, i.e., payment to the VTDI for completion of the educational material, albeit this amount was being treated as co-financing support from the MNS. Effort to complete the contractual processes towards final payment is still underway in late 2021 long after the Project had officially closed.

Table 17: UNDP's role and responsibilities in the IRM Project

Role/Responsibility	Performance
Quality Assurance (QA) (annual reports)	 Two QA reports were produced over the LOP (at design and at closure). No evidence provided of annual QA conducted and reported, although the UNDP's feedback suggest that annual QAs were informed by planned implementation.
Senior Supplier	Procured goods and services at the request of the MNS.

Role/Responsibility	Performance
	Budgets were often below market value, which resulted in retendering, adjusted scopes of work and negotiations that extended delays.
Co-financing	 Planned co-financing of US\$50,106.25 was exceeded by US\$73,695.57, with final UNDP support in the amount of USD 123,801.57³¹.
Technical assistance	The UNDP developed the detailed Project Document, following the signing of the Contribution Agreement with UNOPS.
	 No other evidence of technical assistance provided to indicate support to R and R for IRM issues.
M&E support	• The extent of M&E support provided beyond the drafting of the initial RF and M&E Plan is unclear.
	 No evidence of critical analysis against the M&E plan and triggers for action not activated as a result of ongoing underperformance. No evidence of monitoring for project efficiency
Project coordination	The UNDP assigned an in-house coordinator to oversee implementation and coordinate support, but competing priorities sometimes affected timely actions.
	 There is evidence of ongoing communication and engagement of stakeholders, especially when there were issues and challenges. Participated in bi-weekly bilateral meetings that applied adaptive actions in an attempt to address delays and other constraints to the Project.
	 Held ongoing meetings and other communication with the donor. Hosted the Project Coordinator that was hired for one year, from October 2018 to November 2019
Project reporting to Cities Alliance	 Project reporting done by UNDP, with input from MNS. Narrative and financial reports completed as outlined in the Contribution Agreement's templates. However, the time requirements of the donor were not always adhered to.
	• Reporting done against the original RF. However, there were instances of differences in data reported <i>vis-à-vis</i> the MNS' submissions, without any documented evidence of reconciliation (Table 2). For example, the status of contracts at the time of reporting.
	 There is no evidence that several clauses regarding reporting to the Contributing Agency were activated as required. The triggers for strategic level decision making were not utilized and subsequent actions not taken to either steer the project back on track or make the necessary amendments.
AWP approval	• Signed off on AWPs developed in conjunction with the MNS and reviewed by the PB.
Communication with Cities Alliance	 Ongoing, including reporting, dialogue and requests for no-cost extensions and planning for South-South exchanges. Little evidence provided for the FE to indicate communication of delays, severe underbudgeting and incomplete contracts at closure.
Risk management (along with MNS, MLGRD)	 No evidence of quarterly-produced risk logs (as defined in the M&E Plan), but updates included in the semi-annual and final project reports. No evidence of strategic level actions taken as a result of the project's inability to access the second disbursement in a timely manner.

³¹ UNDP IRM AAA file-TRAC (November 2021).

Role/Responsibility	Performance
Lessons learned logs (along with MNS, MLGRD)	• Lessons learned documented in semi-annual progress reports, and at project closure.
Project archiving	 Inadequacies in project documentation and archiving, reflected in the gaps in data and information for the FE. No central repository for all project documentation.
Procurement and contracting	 Protracted procurement processes, including multiple procurements due in large part to underbudgeting of activities and poor quality of responses to RFPs. Time to contracting was extensive in some instances. Variation in performance against TOR requirements and absence of documentation of any agreement to deviate from these. For example, the UWI contract with one incomplete deliverable and the reasons for changes to the Baseline Study approach and methodology not documented.

MNS

The MNS was an integral partner to the UNDP in the IRM Project and although it had its own identified limitations led implementation of Outputs 1-4. As the Implementing Partner, the MNS was expected to provide leadership, management, coordination, and financial and technical capacity support to the Project and the early decision to apply in-house project management expertise did not readily fulfil the project management requirements. Absence of full-time dedicated project management support resulted in ongoing delays especially as the Ministry often had competing priorities and personnel had to also focus on other matters of emergency and national importance. This constraint was recognized early in the Project implementation, and at a high-level meeting in December 2017 it was agreed that a dedicated project coordinator (PC) was needed. The PC was hired in October 2018 for a one-year duration and was housed at the UNDP's offices. The PC worked closely with both the UNDP and MNS' coordinators to advance project implementation. Table 18 provides an analysis of the MNS' role as IP for the Project as was defined in the Project Document (2017).

Table 18. Analysis of the MNS' performance against its role and responsibilities

Role/Responsibility		FE Analysis		
Executive of the PB	•	Provided leadership for (and chaired) the PB.		
Directly responsible for	•	Led project implementation for Outputs 1-4.		
achieving outputs (along	•	Partnered with UNDP to address delays, with transition to a Support to NIM		
with MLGRD)		Modality, where the procurement function was transferred from the MNS to the UNDP.		
	•	Partnered with various entities (e.g., MOAF, VTDI, JBDC, NODM) to achieve project outputs.		
	•	Drafted and reviewed drafted TORs.		
	•	Liaised with consultants/ experts.		
	•	Identified in-kind and co-financing in-house to supplement project budget.		
Mobilize partners	•	Galvanized the support of partners to the Project, including MOAF and institutional consultants (JBDC, VTDI, UWI).		

Role/Responsibility	FE Analysis
	Cooperated with NODM for provision of support to multiple project activities.
	Negotiated with technical experts to revise the scope and budget for activities.
	Convened meetings of the PB for project oversight and decision-making and the
	NTWG for coordination of R and R for IRMs, held discussion on active projects
	and consultations on the IRM Project activities.
Consult with other ministries with a role in	 Facilitated inter-ministerial dialogue with other MDAs including MFAFT, MOHW, MLSS, MLGRD, MEGJC, MOAF, PICA, and JCF.
providing services to IRMs	 Ongoing planning meetings held with operational level entities involved in R and R for IRMs.
Provide project progress reviews to the PB	Prepared progress reports, inclusive of provision of options on various issues which were used to guide decision-making,
Review indicators and outputs and assess and manage risks to their implementation	 MNS, with support of the PB, was responsible for monitoring and reviewing the indicators and outputs and also for identification and management of risks. The MNS prepared reports using the RF, but there was little evidence that these were used to adequately identify and plan for risks; instead, the approach was
	generally reactive with corrective action taken after the risk materialized.
Review and oversight of	MNS cooperated with MLGRD, UNDP and the PIOJ and held bi-weekly meetings
strategic issues, Project	that sought to address bottlenecks, constraints, and other causes of delays.
Learning, Monitor and Manage Risks (along with	Lessons learned were incorporated in semi-annual and final project reports. The second sec
MLGRD)	The strategic conversion of project activities into desired outcomes was partially achieved but leaves allowed each and without the application of project.
WEGND)	achieved, but largely above planned cost, and without the application of project
Executive of the NTWG	 management remedial tools (e.g., PERT, PESTEL). Chaired the reactivated NTWG for the duration of the Project.
Executive of the NT WG	 Successfully convened the NTWG that met for meetings, consultations, and
	planning.
	Provided secretariat support to the NTWG.
	 Facilitated consultations with the NTWG for various project consultancies.
	 In-house support for facilitated development of the NTWG Action Plan (2020- 2022).
Monitoring and quality	Draft documents were reviewed by the MNS, in conjunction with other key
control of contracts	partners and NTWG members.
	 Quality control of contracts varied, and there were incomplete deliverables in instances.
	 Monitoring against various performance indicators (technical - as per the contracts; timelines for contract deliverables; financial - payments based on defined deliverables) varied. In the absence of documentation on contract and TOR modifications, it is difficult to determine where there was agreement and approval of revisions.
Backstopping support	 Provided support (e.g., liaison, logistics and facilitation) to consultants for execution of activities
	 Absorbed overbudget expenses e.g., specific venue and accommodations and consultancy costs.
	 Drafted TORs for consultancies related to Outputs 1-4.
	 Involved in trainings and worked closely with the consultants on the grant's
	activities for both NGOs and IRMs.
Co-financing	Filled gaps in project financing in areas of venue support for training, accommodation for trainees, and payments to consultants.
	 Unplanned co-financing totalled US\$ 52,770 and in-kind contribution was US\$144,615.

Role/Responsibility	FE Analysis
	 Although there was no requirement for monitoring of GOJ co-financing, key GOJ partners would have contributed to project financing, whether through direct financing or in-kind contribution. Tracking of GOJ partners' in-kind contribution throughout implementation was not undertaken but an amount was included in the final Project Completion Report.

MLGRD

The MLGRD actively participated in the IRM Project by providing technical expertise, logistical support and internal capacity, despite being unsuccessful in completing implementation of 37% of the activities under its responsibility. The MLGRD's role as Responsible Party for the Project included its leadership on and coordination of implementation of Component 5. The MLGRD had early fiscal space needs and throughout the LOP had human resource capacity constraints, wherein the Ministry was challenged in identifying staff to lead on sub-activities. Notwithstanding, the Ministry was an instrumental stakeholder in the Project, with representation on both the PB and the NTWG. Using its internal resources, the MLGRD led the process to mainstream R and R of IRMs in the LSDP process for local authorities. MLGRD's inhouse capacity was utilized to develop a Proposed Standardized Strategy to Incorporate Migration in Local Sustainable Development Planning (MLGRD 2017). However, due to limited funding and the Project not accessing its third tranche, a consultant was not procured to complete the strategy nor the parish safety and security committee's sustainability strategy, although the TOR was developed. The draft Standardized Strategy was piloted in the parish of Trelawny, with migration and IRM issues included in the LSDP (Trelawny Municipal Corporation 2018).

The MLGRD and Municipal Corporations also facilitated the training of 82 Poor Relief staff on R and R for IRMs. The training equipped the staff to better interact with and enhance service provision to the IRMs. Consultations with Poor Relief staff and the activity consultant revealed that although the public education material developed under the Project were not completed, the packages received at the training were used to communicate and provide information to IRMs. Furthermore, the hands-on training that included visits to the NODM facility for IRMs was also very instructive as was the networking attained (see Box 7 for feedback

Box 7. Feedback on Training on R and R for IRMs

"This training was very important to my job. Before, I did not know that deportees were IRMs. Even the way we treated them was bad as we thought that they were all criminals. But the training made us realize there were so many reasons these persons are returned to Jamaica."

"For some IRMs, if they were not even born here, they have to return to their mother's homeland."

"This was the first time I knew them as IRMs. Deportees is such a nasty word and makes us think of these people as all bad people. It was so useful I see them differently".

Poor Relief personnel, VTDI training January 2020

on the training for Poor Relief staff). The MLGRD also participated in the development of the

SOPs and Framework Strategy and was consulted on the Deportation Policy. The MLGRD's in-kind contribution was US\$67,686 (MNS, 2021).

NTWG

The reactivated NTWG as a coordinating mechanism provided a medium for entities involved in R and R of IRMs to network, dialogue, share and discuss related issues. The NTWG also provided technical input to project activities and outputs through consultations and validation exercises. The IRM Project successfully reactivated the NTWG that was originally established in 2011 and had been reactivated in 2016. The NTWG was re-established with over 24 members³², representing a range of government, private sector and civil society organizations. Throughout the LOP, the NTWG carried out its functions to develop principles to address problems affecting IRMs, provided advice on deportation issues and provided input, and advice to the IRM Project. The NTWG met six times³³ over the LOP, inclusive of formal NTWG meetings, smaller sub-groups and consultation gatherings on project outputs, including the draft Deportation Policy, SOP and

Strategy, and the Measurement Framework for tracking IRMs. The NTWG also participated in development and review of its draft Action Plan (2020-2022). The MNS reported that the process development of the Action Plan included revisiting a previous plan, selection of "low hanging fruit" from the R and R Strategy and soliciting feedback from stakeholders (MNS October 29, 2021). NTWG members found the mechanism to be beneficial providing opportunities for dialogue, networking, and more efficient working arrangements (Box 8).

Box 8. Feedback on NTWG

"Good structure, very useful and for networking. Persons dealt with via email and telephone, now know in person, good for information sharing as well".

"It was helpful as they were always not sure what each agency was doing. People didn't understand what they do, so was a good medium to sensitize persons. Working together was good for coordinating and improved communication".

"The meetings of the stakeholders allowed each representative to share with others what their organization could offer to the IRMs, resulting in a more holistic approach."

NTWG members consultations and online survey, September 2021

PIOJ

The PIOJ in its capacity as an oversight body played a leadership role in the Project. Early in project implementation, in December 2017, the PIOJ led a high-level meeting of key stakeholders to discuss critical project issues and defined associated actions required for implementation. Further to this, effort was made by the PIOJ to resolve issues and often there was informal communication with implementing agencies regarding ongoing issues and their resolution.

³² MNS, MLGRD, MLSS, MOHW, JCF, PICA, PSOJ, PIOJ, NODM, Open Arms DC, IOM, FURI.

³³ September 20, 2017; October 25, 2018; July 2, 2018; February 2019; March 7, 2019; December 6, 2019

Consultations revealed that outside of regular PB meetings, the PIOJ participated in other meetings including one with the Minister of Local Government and Rural Development, others that included ongoing communication with the CA, and regular bilateral meetings led by the UNDP. The PIOJ's Multilateral Technical Cooperation (MTC) Unit was instrumental in facilitating coordination between the Project and the Civil Registration and Migration Policy Project (CRMPP) Unit also of the PIOJ to ensure that there was common understanding of the work relating to the two projects and the areas of alignment. The CRMPP Unit provided technical support as needed and the MNS was also a member of the Technical Working Group associated with this project. The MTC Unit facilitated the working relationship between the MNS and the MLGRD, especially in relation to the roles and responsibilities of each ministry in the Project (PIOJ, November 2021). The PIOJ also reviewed and provided feedback on various outputs, including the public education materials, among others.

3.4.5 Donor relationships

Good working relationships were fostered between the UNDP, GOJ agencies and CA. Although CA was flexible and approved changes that were proposed to streamline the Project, there were sometimes delays as effort was made to ensure minimal risk to project adjustments. CA exercised flexibility and worked with the partners in-country to streamline activities, given the constraints that existed especially as a result of the late start-up. The CA representative indicated, in consultation, that when the UNDP took over procurements, CA's approval of the change from NIM to Support to NIM Modality for the UNDP's relationship with the GOJ was extended as CA had to ensure that the transition would be smooth. CA also provided support to the Project through multiple meetings with the UNDP and GOJ partners to rectify issues; had one mission to Jamaica; and held ongoing check-in calls with the UNDP Project Coordinator. CA approved one extension for the Project to December 31, 2019, based on an adjusted implementation plan, but in late 2019 made a decision to not grant a second extension due to the slow performance rate and associated CA management costs with any further extensions. However, no further evidence was provided in support of strategic actions taken prior to these. CA facilitated South-South exchanges between Jamaica and Guatemala, the two countries in the LAC region with financing for IRM activities from the CA's CATF. Consultations with the CA representative also revealed that although the Jamaica IRM Project had challenges, there was learning from the Project that was utilised in design of a follow-on project, Cities and Migration programme³⁴, by CA for Guatemala.

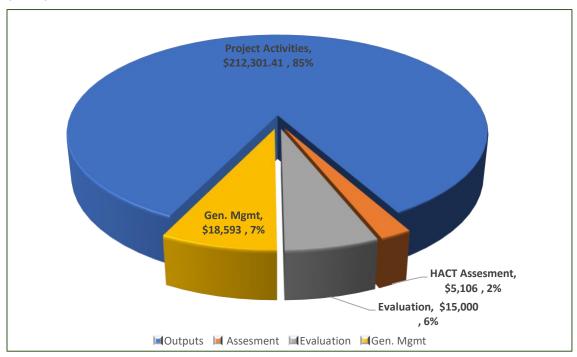
³⁴https://www.citiesalliance.org/how-we-work/global-programmes/global-programme-cities-and-migration/overview#:~:text=The%20Cities%20and%20Migration%20programme,related%20to%20cities%20and%20migration.&text=The%20Cities%20and%20Migration%20programme%20is%20funded%20by%20the%20Swiss,Development%20and%20Cooperation%20(SDC).

3.4.6 Cost Efficiency

3.4.6.1 Project Budget

The overall planned budget for the IRM Project was U\$\$251,000, with U\$\$200,894 (80%) from CA and U\$\$50,106 (20%) from the UNDP. The Project's budget was divided among four key areas: project activities, HACT assessment³⁵, evaluation and general management support (Figure 9). Three of the five project outputs accounted for over 90% of the activities budget, with highest values assigned to Outputs 3, 5 and 1 respectively (Figure 10).

Figure 9: Budget Allocation for the IRM Project defined in CA-UNDP Contribution Agreement (2016)



³⁵ The Harmonized Approach to Cash Transfer (HACT) dictates policies and procedures for capacity assessment, cash transfer modality, audit, assurance and monitoring. HACT applies to government and civil society organization/non-governmental organization (CSO/NGO) participation in UNDP project.

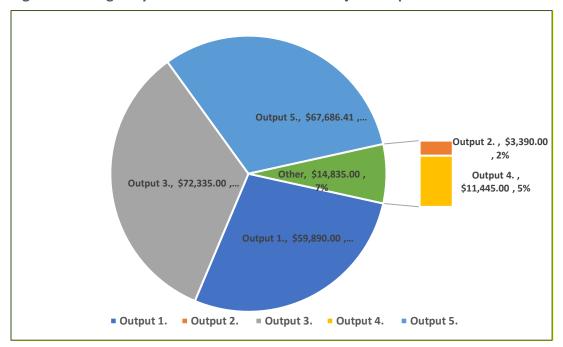


Figure 10: Budgetary Allocation across the five Project Outputs

3.4.6.2 Project Expenditure (Planned versus Actual)

Project expenditure over the LOP deviated from the original budget. At EOP, 4 of 5 Project outputs remained incomplete, despite the actual project cost amounting to a total of US\$553,703.97³⁶ (121% above the planned budget), with actual project expenditure of US\$336,402.97 (US\$159,831.70 from CA and US\$176,571.3 in co-financing from UNDP and MNS) as well as US\$217,301.00³⁷ as in-kind contribution from MNS, MLGRD and UNDP. According to the Project Completion Report (July 2020), three of the five outputs were completed during the LOP. During implementation, activity budgets and implementation schedules established in AWPs were found to be unachievable due to invalid initial assumptions relating to the contract value of activities as well as availability of quality data from complementary activities. Actual cost of project procurements exceeded the planned value of activities (Table 19). At project closure, there was a discrepancy with the Project cost, where a total of US\$9,375 representing payment for Output 5.2 as reported in the CA Completion Report was contrary to findings from FE consultations with both the MNS and the consultant. At the time of the FE, Output 5.2 was approved, but payment remained outstanding.

³⁶ Actual cost of US\$548,703.97 comprises direct expenditure of US\$336,402.97 and in-kind contribution of US\$212,301.00 (GOJ) and US\$5000.00 from the UNDP.

³⁷ US\$212,301.00 as in-kind contribution from MNS and MLGRD and US\$5000 from the UNDP UBRAF-HIV envelope.

Table 19: Planned versus Actual Expenditure Estimates

	F	Planned (USD)		Actual Spend (USD)				
Outputs	Cities Alliance	UNDP TRAC	Total	Cities Alliance	GOJ co- financing	GOJ in-kind contribution	UNDP	UNDP in-kind contribution	Total
Output 1: Regulatory framework for IRM reintegration and rehabilitation	59,890.00		59,890.00	113,933.96	-	56,288.00	-	5000.0038	170,221.96
Output 2: National coordination for the operationalization of the policy and legal framework established	3,390.00		3,390.00	1,395.72	-	4,890.00	-	-	6,285.72
Output 3 Capacity of service providers to network and address long term needs of involuntary returned migrants improved	49,890.00	20,000.00	69,890.00	21,309.32	15,967.93	71,992.00	-	-	109,269.25
Output 4 Framework for monitoring and tracking of reintegration of returned migrants strengthened	11,445.00	10,000.00	21,445.00	10,112.79	17,727.27	11,445.00	114,408.09	-	153,693.15
Output 5 Capacity of local authorities to mainstream migration in planning and service provision enhanced	59,890.00		59,890.00	13,079.91	19,074.50	56,288.00	9,393.48	-	109,233.89 ³⁹
Evaluation		20,106.00	20,106.00						-
General Management Services	18,592.59		18,592.59						-
TOTAL	200,894.00	50,106.00	251,000.00	159,831.7040	52,769.70	212,301.00	123,801.57	5,000.00	553,703.97 ⁴¹

³⁸ The incorporation of the UNDP UBRAF-HIV Project's KAP as an input in Activity 1.1 is acknowledged. Although that UBRAF-HIV KAP study cost \$5,000, there is no evidence that the UNDP IRM AAA file-TRAC recorded this cost as a transaction requiring an exchange of funds. The support was therefore included as in-kind input into the IRM Project.

³⁹ This includes US\$9,375, reported as expended, but FE consultations established that this has not yet been paid to the consultant.

⁴⁰ A challenge with the amounts reported for this FE was that the CA completion report did not provide the breakdown across activities for the LOP, and financial reports were also not available for the last quarter of implementation. The UNDP provided the actual expenditure (US\$159,831.70), which is at variance with the amount (US\$160,000) reported in the CA Completion Report by US\$168.30, which can be attributed to forex exchange conversion and rounding errors.

⁴¹ Total actual cost excludes the amounts for evaluation and GMS as these were not provided.

At signing the estimated planned value creation/expenditure was estimated at U\$\$10,458 per month over the LOP. However, there were four amendments to expenditure at the aggregate and granular activities levels that changed the planned rate of value creation. The continued lags in project implementation created the need for amendments to the AWP, including the planned budget and expenditure across activities, which resulted in changes to monthly expenditure rate. For example, the monthly expenditure rate across activities for the period July 1, 2018, to December 12, 2018, is at variance with the reported budget for the final financial report for the period, November 15, 2016 to December 31, 2019.

The Project drawdown was not in compliance with the UNOPS-UNDP Contribution Agreement of 2016. Subsequent to the receipt of the initial tranche of US\$80,000, the Project had a low rate of expenditure that did not allow for the second and third tranches to be accessed as defined in the Contribution Agreement (2016). The Contribution Agreement (2016) had an implicit requirement that the implementation would be guided by intended value creation based on the established disbursement tranches with eligibility dates for drawdown being August 1, 2017, and February 1, 2018, with the baseline value creation schedule at signing weighted towards implementation for Output 1 in the first year⁴². Following the initial disbursement, the second disbursement was conditional on 80% of the previous advance being spent and reflected in financial reports. However, this threshold was not achieved, with Output 1 being delayed and underbudgeted, which affected access to the second tranche as planned. The inability to adhere to the conditions of the Contribution Agreement (2016) and failure to cash replenishment targets did not trigger adequate corrective response from the implementors nor the funders for the Project.

Project management capacity deficiencies impacted the quality of adaptive actions employed over the LOP to realign the Project with planned schedules. There was no evidence of capacity for implementation analysis using standard project management tools such as Project Evaluation and Review Techniques (PERT) or Gantt chart to guide the development of AWPs throughout the LOP. Replan analyses, inclusive of 19 drafts and 4 signed amendments to the AWPs within an 18-month period (Table 20), were undertaken to realign the activities with planned schedules. Single point adjustments⁴³ over the LOP were unable to remove negative cumulative performance variances⁴⁴ and were unsuccessful in delivering implementable adjustments to the AWPs, having little bearing on subsequent implementation (Figure 11).

⁴² Planned AWP at signing.

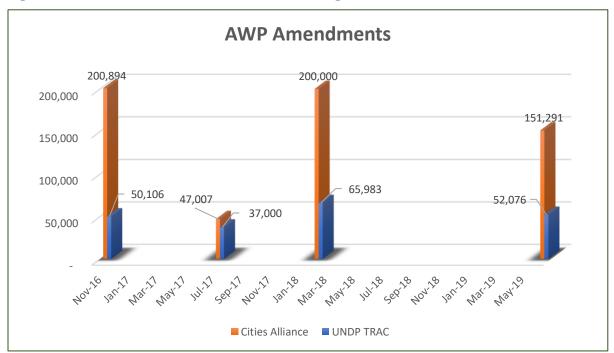
⁴³ Single point adjustments refer to the process of resetting the AWP with the objective of removing the cumulative implementation variances by reprogramming and or realigning existing budget/implementing schedule to facilitate unplanned costs/constraints.

⁴⁴ Summed value of the earned value created over the periods less the aggregate actual cost incurred over the periods.

Table 20: AWP amendments

Number of Draft Amendments						
2017	2018	2019				
22-Mar-17	20-Feb-18	1-Dec-19				
10-May-17	30-Jun-18					
22-May-17	28-Feb-18					
30-Jun-17	30-Sep-18					
30-Jul-17	30-Mar-18					
30-Sep-17	25-Mar-13					
30-Oct-17	27-Mar-18					
30-Nov-17	25-Mar-13					
	27-Sep-18					
	19-Mar-18					

Figure 11: Amendments to AWPs: Annualized Targets



A Single Point Adjustment mechanism was the main planning tool utilized throughout the LOP, where, at each proposed amendment, the planned, earned, and actual value creation were reset to be equal, indicating a new starting point for the project. The AWP amendments were

principles⁴⁵ attempts utilizing over-targeted budgeting financed at by prioritizing/reprograming initial budget limits as a recourse to establishing an executable project. This resulted in over-target schedules, especially for Output 1. A make or buy analysis was used to rescope tenders to a financially feasible level to what could not be done in-house by stakeholders. An example of this is reflected in Activity 1 budget overruns, which were financed by the reprogramming of budget space from Outputs 2, 3 and 5, where specific activities could be undertaken by internal capacity within the MNS and MLGRD and by partnerships with other GOJ entities, with financing absorbed by the MNS (Table 21). However, at EOP it was reported that Activities 5.2 and 5.3 were not fully completed due to insufficiency of funds. This points to inadequate management capacity to execute remedial adjustments to procurements from market to in-house, without adequately assessing the feasibility of these actions. With a fixed budget defined in the Contribution Agreement (2016), the possibility of adjusting for cost and schedule variances was only possible by reprograming funds to those activities for which counterpart funding could not or was not adequately available. With counterpart funding, overtarget baseline adjustments were financed from reprogrammed activities. In addition, procurement time was also extended, and although responses to request for proposals were above planned budget, a retendering process had to be used to adjust scope and budget⁴⁶. Annex 7 provides more details on this process for the entire project.

Table 21: Over Target Activities and Reprogrammed Activities

Over Target Activities	Reprogrammed activities				
1.1 Conduct baseline study and develop	, ,				
spatial mapping on IRMs	2.1 Procure Facilitator to develop Roadmap and Action Plan				
	2.2 Convene planning workshop and quarterly meetings with				
1.2 Develop minimum standard operating	National Technical Working Group (NTWG)				
procedures for reintegration of IRMs 1.3 Revise draft Deportation Policy through	3.1 Conduct capacity assessment of NGOS serving returned migrants and targeted IRMs				
consultations with stakeholders for submission to Parliament for approval	3.2 Facilitate targeted training through partnership for at least 2 service providers and 25 Self -Employed IRMs				
1.4 Develop Reintegration and Rehabilitation strategy	3.3 Facilitate targeted training through partnership for 30 service providers				
<i>-</i>	5.1 Capacity development activities to improve service provision & planning by local authorities for returned migrants				
	5.2 Develop public education material for distribution at help desks of local authorities				

⁴⁵ Over the target principle in a fixed budget context is the zero-sum process of extending a total allocated activity budget by the amount reduced by another activity. This is achieved by reprogramming budget space from another activity budget which can be done with co-financing and or in-kind, thereby extending the spend on beyond initial allocated limit.

⁴⁶ Consistent with GOJ Procurement Guidelines.

3.4.6.3 Project Performance: Economic Use of Resources

Over the LOP, project implementation was neither cost-efficient nor cost-effective. Given the Cost Performance Index (CPI)⁴⁷ and Cost Variance (CV) estimates achieved, the allocation of Project resources over the LOP did not reflect evidence of being strategically deployed. Cost efficiency levels for the Project was on average at 15% over the LOP, though CPI peaked in January 2019 at 63%. This means that on average for every dollar of implemented cost incurred, only US\$0.15 of value was being created. The CPI being less than the acceptable efficiency band (95% - 105%) over the LOP is indicative of other serious factors impacting project implementation. The assessed CV summed to an estimated -US\$101,825.08 over the LOP indicative of value created being less than the actual cost. During the project extension period, there was further decline in the cost variance to below -US\$12,000 monthly for January and February 2019, but this improved marginally for the remainder of the Project.

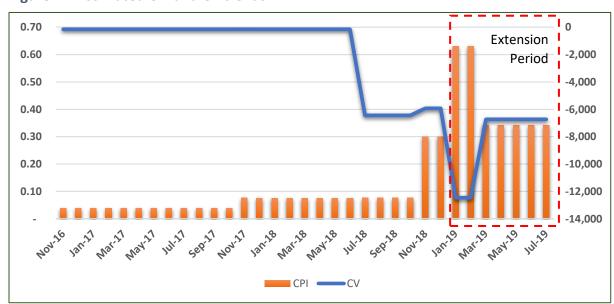


Figure 12: Estimated CPI and CV trends

Over the LOP, implementation was behind schedule with incomplete outputs at EOP, despite the granting of extensions equivalent to 50% of the planned implementation period, and implementation delays valued in excess of the Project budget. The Schedule Variance (SV) was estimated at approximately -US\$405,876.54, while average Schedule Performance Index (SPI)⁴⁸ of 2.2% is indicative of the project implementation being significantly behind schedule

⁴⁷ CPI provides an indication of the project's cost performance, measured by the ratio of earned value to actual cost. This ratio provides an estimate of how much value is created by every dollar of actual cost incurred.

⁴⁸ SPI is an indicator of implementation efficiency, where planned rate vs actual rates of value creation are compared. This ratio provides an estimate of how value is created relative to planned rate of value creation outlined within the AWP at CA UNDP 2016 signing.

throughout the LOP. Most of the negative SV accumulated during the extension period. Over the initial project period, November 2016 to June 2018, the Project created value at a rate of 1% of the planned rate, while climbing to 5% on average for the remainder of the implementation of the Project.

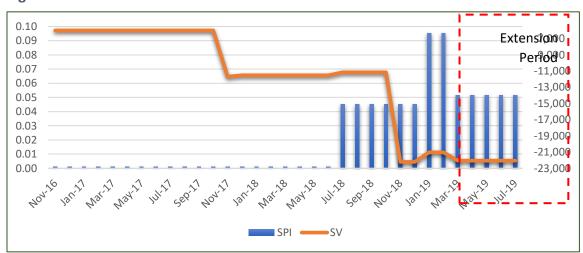


Figure 13: Estimated SPI and SV trends

Cost and Schedule Variance estimates aggregated to approximately -US\$507,701.62, which is sufficient evidence to conclude that project resources (financial, human and otherwise) were not utilized in an economically efficient⁴⁹ way over the LOP. All outputs and outcomes that were achieved under this project were achieved above reasonable economic cost.

Based upon the earned value estimates derived, the key performance indicators for the Project (CPI, CV, SV, SPI and net benefit estimates) are not reflective of an effective application of the management structure outlined within the Project Document in deriving desired outputs and outcomes. The defined implementation framework was inefficiently applied and underperformed in all implementation efficiency targets due largely to inadequacies in management and technical capacity. The strategic conversion of project activities into desired outcomes was partially achieved, but at above planned cost, and without the application of project management remedial tools. The scoping of the Project's TOC into an implementable multi-year work plan was not consistent with achieving the outcomes in the Jamaican context, nor was there evidence to suggest that the strategic conversion of the TOC into a multi-year work plan utilized tools such as Political, Economic, Social, Technological, Environmental, and Legal (PESTEL), Earned Value Management or PERT analysis.

60

⁴⁹ A project is economically efficient when the return on investment is similar to that which could be derived from an alternative investment.

3.4.7 Cost Effectiveness

3.4.7.1 Net benefit

The net benefit for the Project was negative. A summed estimate of the economic cost amounts to US\$1,487,296.46 during implementation (Table 22), while the benefits derived (Box 9) were valued at direct implementation cost of US\$594,766.27, indicating that the net benefit for the Project is negative. At EOP the actual available funds to the Project were US\$594,766.27 (Table 23), 137% above the initial budget, and exceeded the inflation rate over the period 2016 to 2019 but were below the going market rates for desired outputs.

Table 22: Total Economic Cost of Implementation

Cost	Value (US\$)
Direct cost of implementation	594,766.27 ⁵⁰
Implementation delays (CV + SV)	507,701.62
Unplanned Capital sourced ⁵¹	343,766.27
Unspent funds	41,062.30
Total	1,487,296.46

⁵⁰ The economic cost of US\$594,766.27 includes contributions of US\$200,894 from CA, US\$52,769.70 from the MNS and US\$123,801.57 from the UNDP as well as in-kind contribution in the amount of US\$212,301.00 plus US\$5,000 from the UBRAF-HIV Envelope.

⁵¹ Actual less planned capital: US\$594,766.27 – US\$251,000

Box 9. Project Benefits

Project benefits derived were less than expected due to incomplete outputs. There was also little spill over effects, therefore the benefits were valued at the implementation cost. Further to this, the implementation delays resulted in the net benefit being negative. Some of the benefits realized include:

- Baseline Study.
- The completed, revised Deportation Policy, National Reintegration and Rehabilitation Strategy for Involuntary Returned Migrants: Jamaica and SOPs.
- Training for NGOs (Proposal writing) NGOs have used training to successfully develop projects.
- Business training, with management of the apiaries.
- Completed Measurement Framework.
- Training of Poor Relief Staff, resulting in increased understanding of IRM issues.
- Information packages distributed to Poor Relied staff.
- Draft Standardized Strategy for the Integration and Reintegration of Migrants (Involuntary Returned Migrants) in Local Sustainable Development Planning and application of pilot of the LSDP for Trelawny.
- Income from honey production at J\$40,000-J\$50,000 per reaping (reaping is every 1-2 months). 4 NGOs got apiaries.
- NTWG (coordination of the operational team).
- Training and grants to IRMs.

Table 23: Available Project Capital

		Planned		Actual					
Output Categories	Cities Alliance	UNDP Funds	Total	Cities Alliance	GOJ Cash	GOJ In-Kind	UNDP	UNDP In- Kind	Total
Output 1: Regulatory framework for IRM reintegration and rehabilitation	59,890		59,890	59,890		56,288		5,000	116,178
Output 2: National coordination for the operationalization of the policy and legal framework established	3,390		3,390	3,390		4,890			8,280
Output 3 Capacity of service providers to network and address long term needs of involuntary returned migrants improved	49,890	20,000	69,890	49,890	15,968	71,992			121,882
Output 4 Framework for monitoring and tracking of reintegration of returned migrants strengthened	11,445	10,000	21,445	11,445	17,727	11,445	114,408.10		137,298
Output 5 Capacity of local authorities to mainstream migration in planning and service provision enhanced	57,686		57,686	57,686	19,074	67,686	9,393.48		134,766
Evaluation		20,106	20,106						
General Management Services	18,593		18,593	18,593					18,593
Total	200,894	50,106	251,000	200,894	52,769.7	212,301	123,801.57	5,000	594,766.27

3.4.8 Comparative analysis

FE consultation with the CA representative revealed that the budget allotted to the Project was similar to other projects within the LAC region to produce the desired outcomes. Though the Project incurred a high implementation cost, similar projects in El Salvador, Guatemala, Honduras and Mexico funded by the United States Agency for International Development (USAID) were reported as capturing the desired outcomes within budget. USAID, since 2014, has provided a grant of US\$27million through the International Organization for Migration (IOM)⁵² to IRM projects of a similar nature. These IOM projects were designed for specialized intervention programmes for a specific component of IRM requirements to reintegrate into society. For example, each project focused specifically on one of the following: returned migrant care program; employment creation; or economic and psychological reintegration.

The Jamaica case differed from its Latin American counterpart projects in that it was more heavily policy-focused, while the other projects were part of larger multi-objective programmes, with emphasis on the operational level. Although the TOC for the Jamaican IRM Project was similar to that of the Latin American case studies, it lumped all outcomes into a multi-objective project. In comparison, the Latin American case studies had multi-objective programmes, each with specific single objective projects more narrowly defined to the specific aspect of the social needs of IRMs. For example, in Latin America, the economic component was offered in conjunction with the Micro and Small Business Association as an independent project with sector specific objective targeting economic re-integration within those respective countries⁵³.

3.4.9 Procurement

Procurements under the IRM Project were executed by the Implementing Partner, MNS and the Recipient Agency, UNDP. FE consultations and document review did not reveal evidence of failure to adhere to the procurement guidelines of either the MNS or UNDP, and as such, the FE reasonably infers that project procurements were generally compliant with the governing guidelines. The Project Document (UNDP, 2017) indicated that under the NIM modality, the UNDP could provide further operational support to the Project by undertaking procurement of goods and services, and recruitment of consultants based upon Implementing Partner requests, and this was actualized during implementation. While neither oversight reports (e.g., Procurement Committee Reports in the case of the GOJ, where applicable) nor project audit

⁵² https://www.gao.gov/assets/gao-19-62.pdf

⁵³ Ariel Ruiz Soto A., Dominguez-Villegas R., Argueta L., and Capps R. (2019)." Sustainable reintegration: strategies to migrants returning to Mexico and Central America". Washington, D.C. Migration Policy Institute https://reliefweb.int/sites/reliefweb.int/files/resources/MPI-ReceptionReintegration-Final.pdf

reports (since none was completed for the project) were available for FE review, the evaluation reports and other procurement documents shared, in addition to the consultations, highlighted compliance to the standard/good practice elements of the procurement guidelines and oversight systems within the MNS and the UNDP.

Throughout the IRM Project, procurement-related challenges were a significant contributor to implementation delays. While the Project team tried to be responsive to the challenges as they arose, their efforts were often curtailed by deficiencies in the planning, sequencing, execution and reporting/documentation of procurement activities. Over the LOP, project implementation was slowed by procurement challenges, of which low budgetary allocation for project activities and limited/no response to procurement requests were found to be among the main procurement factors impacting project progress⁵⁴. Table 24 provides the Project's response to these challenges. The FE also identified several issues related to the planning, sequencing, execution and reporting of procurements that were not identified and/or were inadequately addressed by the Project (Box 10). These had varying levels of impact on project performance.

Table 24. IRM Project Response to Procurement Challenges

Challenge	Response	Reference
Budgeted amounts significantly less than market price – The proposals submitted for several activities were costed significantly higher than what was budgeted (e.g., for activities 1,2, 1.3, 1.4, 3.1, 3.2, 3.3, and 4.1)	 Combining activities to reduce overall cost, e.g., engaging one consultant for activities 1.2-1.4. Provision of co-financing by MNS (e.g., for activities 3.1-3.3). MNS deciding to undertake some activities internally. Partnerships with other projects. Negotiation with consultants. Reallocation across budget line items. 	July 2018 Report to Donor Dec 2018 Report to Donor Grant Completion Report
Limited/no response to procurement requests — Procurement processes for several key activities (e.g., 5.1, 5.2 and 5.4) had to be repeated given that the advertisement cycle ended with inadequate, or no proposals being submitted.	 Redoing/readvertising procurements. Changing procurement method (e.g., switching to direct contracting). Revising scope of work. 	July 2018 Report to Donor Dec 2018 Report to Donor April 2019 Report to Donor

⁵⁴ As noted in the progress reports to the CA.

Box 10. Procurement Issues Inadequately Addressed by the Project

Deficiencies in the planning, sequencing and execution of procurement activities:

A proper understanding of the Project's logic was needed to guide planning, sequencing and execution of
procurement activities, however this was not reflected across all Project procurement activities. A key
example of this is the failure to incorporate considerations relevant to the spatial mapping consultancy to
inform data collection for the baseline study. Failure to do this resulted in the Spatial Mapping consultant
being unable to proceed with the consultancy on account of data quality issues.

General Lack of Proactive Remedial Actions to Minimize Potential Procurement Lags:

• The Project typically did not employ remedial proactive approaches to procurements in order to minimise potential procurement lags. For example, there was no evidence of the Project applying PERT or similar analysis to the GOJ and UNDP procurement cycle to identify challenges and opportunities for improvement during the pre-tendering phase of the procurement. There was also no evidence of satisfactory procurement planning especially as it relates to pre-tendering analysis to scope for likely price point ranges for technical specifications, which could have reduced the need for retendering.

Unclear reporting/documentation:

• While this issue did not necessarily have a direct impact on project implementation, the lack of clarity and/or inadequate documentary evidence can pose challenges for evaluations and other project assessment (e.g., audits). For example, the Project had multiple contracts with consultants (e.g., with UWI and Rethink Social Development Ltd.) to undertake what seemed to be the same or similar scope of work. However, it was not immediately clear, despite the second contracts for these consultants referencing the first contracts in their prefaces, that the second contracts were for completion of unfinished activities from the respective first contracts. While the consultations provided clarity on the context as well as the scope and associated costs across contracts, the second contracts should have more clearly made the link between both contracts, whether in the preface, or otherwise.

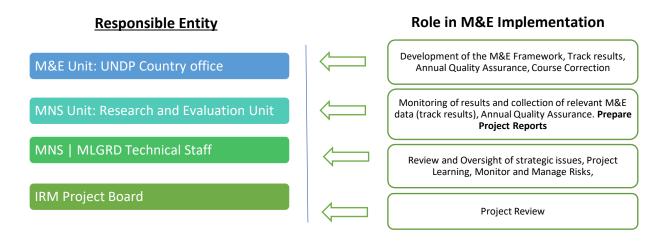
3.4.10 M&E Systems

Section five of the IRM Project Document (2017) provides the RF and Monitoring Plan that served as the main planning and management tool and the basis for M&E. The RF provided the 15 indicators to be used to monitor the achievement of results for each of the expected outputs. The RF also provided the data source, baseline value, the annual targets and the recommended data collection methods and risks to be considered in M&E implementation.

With support from the M&E Unit of the UNDP country office, the Project was required to develop an M&E framework that will continuously monitor the progress towards achieving project results. The Project Document (2017) established that the M&E framework would include the establishment of indicators for each project result, and would also identify baselines, milestones, and targets for each project result. The Research and Evaluation Unit of the MNS would support the monitoring of results and collection of relevant M&E data under the Project. The primary mechanism for completing the quality assurance functions would be the submission of quarterly narrative and financial reports that included updates on project indicators. Finally, a Project Board or Steering Committee would be established, and comprised of the MNS, as Implementing Partner, UNDP as Recipient Agency, MLGRD as Responsible Party, and other relevant national

and local counterparts which would provide oversight on strategic issues that would be encountered during project implementation. Key monitoring activities include the quarterly tracking of progress towards results and the risks, annual learning to capture knowledge, good practices and lessons, annual Quality Assurance (QA) report, and annual project reports and project reviews. An EOP Evaluation was proposed for year two.

Figure 14. IRM Project M&E System Roles and Responsibilities Defined in the Project Document (2017)



3.4.10.1 M&E Implementation

The EOP QA report (2020) indicated that the Project had a costed M&E plan that had most of its baselines and targets populated. The QA report indicated that progress data aligned with the Project's RF was collected on a regular basis, however there may be some slippage in following the frequency stated in the Plan, and data sources were not always reliable. The evaluation team had access to nine progress reports as detailed in Table 25. Semi-annual reports were prepared by MNS and submitted to UNDP, while UNDP submitted grant progress reports to CA. A review of the submitted semi-annual, annual and progress reports determined that the indicator tracking table was completed as required with notations that the accompanying data source was submitted to the UNDP where relevant. A template was used to standardise reporting across the agencies involved in M&E implementation. An Indicator Tracking Sheet included in the template showed the values of indicators in each quarter and the progress towards achieving their corresponding annual targets, with reference to sources for data validation.

Table 25. Observed Monitoring Reports

Reporting Period	Reports Reviewed	Responsible Agency
July – September 2017	Quarterly	MNS

Reporting Period	Reports Reviewed	Responsible Agency
January – June 2018 January – June 2019	Semi-annual Report	MNS
January – December 2018	Annual Report	MNS
June 12, 2018	Project Status	MNS
June 26, 2018		
October 30, 2018		
March 2019	Project Review	MNS – MLGRD
July 2018– April 10, 2019	CA Grant Progress Report	UNDP
November 2016 – December 2019	Final Project Review Report	MNS
November 2016 – December 2019	CA Project Completion Report	UNDP

The Project did not produce the required reports at the frequency committed in the M&E plan. There were inconsistencies in the data reported for key outputs between consultant reports, progress reports and the Project Completion Report. Additionally, validation of training numbers using training registers signed by participants was limited by the templates used as some templates did not include columns for sex disaggregation. While there was documented evidence of the Project delivering the reports outlined in Table 25, based on the Project duration there are reporting gaps that did not meet the requirements set out in the Contribution Agreement (2016, 2019). References to the associated supporting documents for data verification of results reported was noted in the indicator tracking table. However, a review of supporting documentation determined inconsistencies between the training registers, the training reports, the progress reports and the Project Completion Report (see Table 2). Inconsistencies in the information collected in training registers affected data validation, for example, the absence of sex-disaggregated information on NTWG meeting registers to meet the requirements for its associated indicators (see Table 2). The VTDI training register also did not include sex-disaggregated information to validate its training report, but the VTDI provided the data from its internal database during the FE consultation phase. The EOP Evaluation was not completed as planned in Year 2, but was finalized in late 2021.

3.4.11 Risk Management

From design to closure, routine risk identification and reporting were carried out for the IRM Project. The Project Document (UNDP, 2017) identified risk monitoring and management as an element of the Project's monitoring plan. It was therefore expected that risks would be identified by the Project team and actions taken to manage the identified risks. Additionally, the risk log would be "actively maintained to keep track of identified risks and actions taken" on a quarterly basis (UNDP, 2017). While there is no evidence of quarterly updates to the risk log, the Project reported on risks in the semi-annual progress reports to the donor. It was noted, however, that

risks were not always tracked across reporting periods, for example, not all the risks identified at design/in the Project Document were tracked/updated throughout implementation. For example, "low attendance at training sessions", a risk that affected project results, was identified in the initial risk log, but was not tracked in risk logs during implementation.

The Project demonstrated varying levels of responsiveness to risks that materialized (issues), however there is little evidence of anticipating and effectively planning for risks that had not yet occurred. An examination of the Project's risk logs throughout implementation shows risks that had already materialized (and which were currently impacting the Project), and the response measures for same. The

Box 11. IRM Project Risk Management Gaps

Risks which needed to be addressed (earlier) in implementation

- Inadequate coordination of project stakeholders/ inadequate ownership and buy-in by stakeholders.
- Absence of dedicated project personnel within the IP and the RP.
- Inadequacies in budgeted amounts.

The project employed numerous strategies and actions to mitigate these risks once they occurred, but more proactive/pre-emptive identification and response would have resulted in fewer and shorter implementation delays.

Risks which should have been addressed prior to project closure

- Absence of an exit/sustainability strategy for the Project -Lessons learned from past projects should have highlighted the need for a project exit strategy to support sustainability of project actions, results and benefits after the project ended.
- The Cabinet submission (Draft Deportation Policy and strategy) would have been delayed following project closure.
 Delays in the submission occurred prior to the IRM Project, and as such, risk management efforts, whether at PB level or otherwise, should have been focused not only on revising the draft policy but also getting it submitted.

FE notes that the Project was able to address some of these materialized risks/project issues, with varying levels of success (see for example Section 3.4.4 on management and coordination). While managing materialized risks or issues is critical to effective project management, anticipating and addressing risks before they eventualise is also essential. Risk management was however largely not executed in a structured manner by the Project (i.e., as outlined in the M&E Plan), and this not only had implications for implementation, but also continuation of project results and benefits. For example, while it is understandable that the Project would not have been able to foresee the COVID-19 pandemic and associated impacts on any post project efforts, there was already enough evidence (such as lessons from past projects) that continuation/follow-on work on project results would have been threatened. Box 11 presents examples of key project risks that should have been anticipated and corresponding response measures instituted.

3.5 Impact

The IRM Project M&E Framework and the accompanying plan did not define specific measures of impact nor collected data to inform its impact assessment. However, FE analysis of the intended transformations, using the available evidence, determined the Project's contributions led to (a) system-level improvement through the strengthening of the governance framework

for R and R of IRMs, especially improved multi-agency coordination; (b) a sustainable increase in income for NGOs providing R and R services to IRMs; and (c) an increased understanding and empathy of IRM issues by service providers at the local level. FE impact tracing analysis determined that project activities addressed a number of systemic barriers to IRM R and R and contributed to several intended transformation. A direct contribution of the Project to Outcome 1 included revision of the draft Deportation Policy, the SOPs on R and R, the development of the Monitoring Framework, and the improved network and coordination realised through operationalising the NTWG. A concept paper is being prepared for sensitisation of the Cabinet Sub-committee, prior to the submission to the Cabinet. Interviews also determined that elements of the Strategy are being implemented across the key agencies and the SOPs were used to assess agency operations in the processing of returned migrants. Project stakeholders highlighted that the NTWG was useful in improving coordination and serving as a forum where stakeholders essential to R and R of IRMs are collaborating. Through new NTWG partnerships, NGOs and the Poor Relief staff providing R and R services were able to help the most vulnerable IRMs with documentation, land and long-term housing.

Another significant contribution is related to Outcome 2, as NGOs⁵⁵ that received business development training, and grant support to establish apiaries are now reporting consistent earning of as much as \$J 40,000 monthly during harvest season because of the Project's support. The Staff and IRMs at the facilities who received training in operating and managing apiaries are using that knowledge successfully in operation existing apiaries and planning for expansion. The additional income generated as a result of the apiculture business development support assisted NGO service providers to sustain operations. This income was particularly significant as the organisations' budgets and cash flow are negatively impacted by the COVID-19 pandemic. One NGO is now moving to expand this income stream by reinvesting the profits earned. The Project's direct training of IRMs in business development provided one-off increased capacity and an increased understanding of IRM business development needs by the main business development agency, JBDC, that could lead to future training opportunities. Interviews with IRMs conveyed that they were grateful for participation in the Project.

Capacity improvements associated with Outcome 3 training and sensitisation conducted by VTDI increased understanding of IRM needs and priorities and anecdotal evidence of improved service delivery was reported by Poor Relief officers. Upon completion of the VTDI training for Poor Relief staff, 90% of respondents established that they felt confident that they could support IRMs, compared to 62% prior to the training. Trainees felt they better understood the deportation process, roles of key organizations, characteristics of IRMs, the value of R and R, including service delivery and the value of cross-agency collaboration. While capacity was developed within the local authorities, the impact on well-being continues to be limited by resource availability, gaps

⁵⁵Two of the four beneficiary NGOs were reached for FE consultations.

in inter-agency coordination and communication as well as messaging to IRMs. The development of the draft Standardised Strategy for integrating migration issues in the LSDP development and revision has led to the preparation of the updated LSDP for the parish of Trelawny. With these changes there is potential for long-term social and economic improvements in R and R of IRMs.

3.5.1 Early and unintended impacts

Early impacts associated with the IRM interventions include (a) the continued coordination of NTWG members to improve R and R and (b) the preparation of the Trelawny LSDP using the *draft* Standardised Strategy for integration of migration issues developed by the MLGRD. From interviews with NTWG members, across key stakeholder agencies there is increased visibility of IRM issues being addressed by the range of agencies and an opportunity to collaborate to bring solutions that improve the lives of IRMs.

The cross-agency coordination and capacity building through Outcomes 1 and 3 contributed directly to the Outcome 2 objective of increased service delivery to IRMs. Information from the MNS (October 2021) revealed that also associated with Outcome 2 as a follow-on to the IRM training, approximately six IRMs benefitted from business training and were provided with funding for small start-up businesses, most of which involved the distribution of agricultural products. In addition, with support from the British High Commission, the JCF (NTWG member) received improved conditions in the mobile space used in the processing of IRMs on return to the island. The improvements included furniture, equipment and gadgets (chairs, tent, fans, television, among others). IRM service providers also received training that equipped them to improve psychosocial support and risk assessment. In addition, service providers and NIB (JCF) line staff benefited from a workshop session on basic mental health behaviours, referral systems, protocols and emergency services related to returned migrants.

However, a negative unintended impact associated with the inclusion of the IRM level training in Outcome 2 related activities and outputs is that inadvertently hopes for potential business financing were raised that for most of the trainees were not realized. Most IRMs engaged through FE consultations were disappointed that their business pitches were not successful but remain optimistic for funding their business ideas. FE consultations found that no real benefits accrued to the IRMs supported with grants as those sampled and interviewed indicated that the businesses were unsuccessful in taking off.

3.6 Sustainability

Government ownership and commitment to the IRM Project was implicit both in the Project's design and implementation strategy. Although there was no exit strategy or a sustainability plan, this commitment involved continuity of specific project benefits beyond the LOP. The

Project's implementation arrangements involved leadership of several key government MDAs and took advantage of their existing processes and built capacity that will further aid delivery of results that improve support to IRMs. Specifically, these included the MNS and MLGRD as well as alignment with the PIOJ's efforts with the International Migration Policy. Partnerships were formalized through the NTWG, a mechanism that was reactivated to solidify coordination of stakeholders involved in R and R of IRMs. Although many of its members had already been working together through various processes, the formalized NTWG, with a revised TOR and an Action Plan, was a step in the direction for improved working relations, increased efficacy and creation of synergies. NGOs that serve IRMs are also members of the NTWG, and their participation allows for communication from the bottom up, especially as it relates to the issues faced by IRMs.

Key outputs will drive sustained delivery of project results and will facilitate the design of future activities related to the R and R portfolio for IRMs. Key outputs such as the SOPs, the Measurement Framework and the strategy for including reintegration of returned migrants in the LSDP process will be vehicles for sustained delivery of Outputs 1, 4 and 5 results, and will be used to guide the design of future activities related to the R and R portfolio for IRMs. The trainings established the need for capacity development for both IRMs and their service providers, including government. The Local Authority-Poor Relief Offices have directly supported IRMs for several years, but not in the context of providing R and R services as a government collaborative approach in alignment to GOJ's Vision 2030 and other policy goals. As a result of the training/workshop under Output 5, Poor Relief Officers were informed of these measures; linking the services they provide and goals of the overarching policies. This therefore provided the platform to build on the existing relationships and forged new partnerships using a more coordinated and formalized structure.

FE consultations revealed follow-on and synergistic activities that include:

- 1. Business training and provision of a small start-up fund for 6 IRMs that was focused primarily on distribution of agricultural products, with support of CARICOM,
- 2. Support from the British High Commission that included:
 - a. Building renovation and procurement of equipment, furniture and gadgets for the JCF Mobile used to process IRMs.
 - b. 2-day training to service providers paying special attention to the psychosocial aspects of the deportation experience and risk management.
 - c. 1-day training to sensitize service providers and the NIB (JCF) line staff on basic mental health behaviours, referral systems, protocols and emergency services.
 - d. Development and execution of a public awareness strategy to inform the public about issues that negatively impact returned migrants.

- **3.** Three virtual meetings of NTWG operational level stakeholders. These meetings focused on discussion and agreement on procedures for accepting the IRMs as well as planning for the incoming flights⁵⁶.
- 4. Notation from the MNS that an upcoming meeting is to be scheduled to discuss new processing and reception activities and venue, as well as issues observed during the COVID-19 pandemic that will impact the Deportation Policy.
- 5. A focus on financing for R and R for IRMs and its linkages with the GOJ's budget cycle. A budget for implementation of the Policy, inclusive of the NTWG Action Plan, is to be prepared to support the Deportation Policy Cabinet submission. A Concept Paper is being prepared to sensitise the new Cabinet Sub-committee prior to the Cabinet submission.
- 6. Provision of feedback to the TWG for the International Migration Policy.

3.6.1 Factors affecting sustainability

The NTWG, as the coordinating mechanism for R and R of IRMs, has a central role in future IRM initiatives and a range of factors will affect its sustainability. The NTWG was well-received by IRM stakeholders as a means of coordinating R and R efforts, networking, sharing information, and improving efficiency of operations. There is no doubt that these stakeholders are willing to continue to participate in its activities, however, the NTWG's longevity is dependent on a number of factors, including, leadership and succession planning; availability of resources to convene meetings and implement its Action Plan; competing priorities of its membership and the approval of the Deportation Policy and supporting documents by the Cabinet. The latter factor is important for future government financial support to the NTWG.

A strength of the Project was its alignment with stakeholders' mandates, programmes and plans, which drove their participation and support for the Project. Their involvement in matters related to R and R of IRMs will therefore likely continue beyond the LOP. Especially important are those key stakeholders who participate in various operations, including processing of IRMs on arrival into the country, and ongoing service provision (e.g., Poor Relief Officers and NGOs). As a consequence, these activities will continue and the efforts at better coordination will help to facilitate improved service delivery.

3.6.2 Risks to sustainability

With the evaluation being undertaken over 1.5 years after project closure, there is sufficient evidence to conclude that there are medium to high risks to sustainability. Although there has been no assessment of the impact of the COVID-19 Pandemic on R and R for IRMs, it is likely that

⁵⁶ 1 at the early stages of the COVID-19 pandemic for the US flight in 2020 and 2 to prepare for the UK flight (1 in 2020 and 1 in 2021).

it would have impacted the Project's sustainability efforts. In the absence of a project sustainability plan, consultations revealed that an action plan to complete tasks towards submission of the Draft Deportation Policy and other documents to the Cabinet has been developed, with the former MNS IRM Project Manager having lead responsibility. There is no clear evidence of other immediate steps being taken towards securing project results, indicating a range of risks to sustainability. Table 26 presents some key financial/economic, socio-political, institutional/governance and technical risks to sustainability of project outcomes and benefits and provides suggested actions to mitigate against these. These actions provide several opportunities for key project stakeholders such as the UNDP, MNS and the MLGRD to follow through on project results to increase the sustainability profile of the Project.

Table 26. Risks to Sustainability of the IRM Project

Classification	Risks to sustainability	Probability	Impact	Risk Rating	Suggested Risk Response
Institutional/G overnance Financial/ Economic	Weakened interagency coordination in support of IRM reintegration and rehabilitation Limited or no funds to implement NTWG Action Plan	Low	Medium	Medium	 Continue NTWG meetings with its full membership. Update the Action Plan given almost two years have expired since its development. Develop a budget for the Action Plan. Ensure that actions are included in the respective operational plans and budgets for member MDAs. Identify actions which require minimal additional financing and prioritise for
Political/Econ omic	Inadequate buy-in across political administrations.	Low	Medium	Medium	 implementation. Sensitize stakeholders across political parties (current administration and opposition) on the Project outcomes and key results as well as efforts for their continuation. Engage stakeholders across political parties (current administration and opposition) in the design and conceptualization of followon activities.
Financial/Econ omic	Economic/fiscal constraints (on account of COVID-19 Pandemic) or otherwise, that limit GOJ funding for follow-on IRM-related initiatives	Medium- High	Medium - High	Medium - High	 Scale up income generation activities for NGOs (e.g., expansion of apiculture activity). Finalize the mainstreaming strategy and complete IRM mainstreaming into LSDPs. Assess the impact of the COVID-19 pandemic on R and R for IRMs and include actions and associated budget that address priority issues. Cooperate with the PIOJ to identify and pursue potential sources of funding for follow-on projects. Lobby major deporting countries to provide support for implementation of IRM R and R activities.

Classification	Risks to sustainability	Probability	Impact	Risk Rating	Suggested Risk Response
Technical	Competing priorities of MNS staff that delays the completion of the concept note and Cabinet submission for the Deportation Policy, Framework Strategy and supporting budget	Medium	High	High	Dedicate staff time for completion of the documents to get them on the Cabinet Subcommittee agenda before the end of 2021.
	Low prioritisation of reintegration and rehabilitation for IRMs due to current pressing issues, e.g., COVID-19 and crime affecting the country	Medium- High	Medium -High	Medium -High	Provide adequate information to support the actions to be taken by the Minister (MNS) to champion the submission through to the Cabinet.
Institutional/G overnance	Deportation Policy and Framework Strategy not approved for implementation	Low	High	Medium	Set target timelines for approval to allow for implementation of critical activities.
Institutional/G overnance	Absence of a project exit strategy with actions to maximise ownership of, and commitment to, key activities (including incomplete, follow-on and scaling up activities)	Medium	High	High	 Incorporate IRM project sustainability activities into the NTWG action plan and specific stakeholder strategic and operational plans. Coordinate with external donor and donor representative entities to garner additional financing for implementation of priority activities.
Socio-political Institutional	Measurement framework for IRMs and data collection protocol not utilised to track and inform decisions related to R and R of IRMs	Medium- High	Medium - High	Medium -High	Establish a mechanism for all data collection entities (government and NGO) that integrates data collection and storage. Streamline data collection and capture in keeping with the requirements as defined in the measurement framework and data collection protocol as well as recommendations from the IRM Project's Spatial Mapping Consultant.
Socio-political Institutional	No improvement in services to IRMs	High	High	High	 Accelerate data collection and tracking of IRMs. Develop and implement a sensitization programme on IRMs. Pilot a public-private partnership for employment of skilled and employable IRMs that enhances their reintegration to Jamaican society and contribution to development. Continue capacity assessment of NGOs and develop practical plans to enhance their services to IRMs.

4 SUMMARY FINDINGS, CONCLUSIONS AND RECOMMENDATIONS

4.1 Summary of Major Findings

Relevance and Coherence

- 2. The IRM Project was aligned with national and sectoral efforts to mainstream migration and R and R of IRMs in policies, plans and programmes that contribute to the Vision 2030 Jamaica National Development Plan. The Project was also well-aligned with the goals of CA and its CATF and was consistent with the programme priorities captured in the UNDP's 2017-2021 CPD, which supports the SDGs (1, 5, 16) to which Jamaica has subscribed.
- 3. Project design utilized lessons and results from previous initiatives to inform the TOC and in crafting the key activities, but these were not applied to justify the approach and methodologies selected over other alternatives. The multi-modal implementation framework of approaches and tools drew on internal capacities of the partner agencies and stakeholders, external expertise, and others and multi-stakeholder input informed the TOC.
- 4. The TOC, inherent in the Project's design, was found to be credible in effecting the desired transformations. Project outcomes, and the associated activities, were found to be well-aligned to address barriers and gaps to effective R and R of IRMs. There were logical and credible relationships between most of the planned activities, and their associated outputs, as illustrated in the Project's results chain. As a consequence, most of the planned activities to be undertaken through the five Project *outputs*, were found to be well-aligned to produce the key *results* and the overall desired *outcomes*. Credible relationships were also identified across Project Components and Outputs, however, there were activities such as those associated with the Output 4 "IRM monitoring and tracking framework" that could have benefited from greater coherence and integration.

Effectiveness

- 5. The overall goal of the IRM Project was to strengthen the policy, legislative and institutional framework that guides the management and treatment of IRMs to the island. At EOP, the project achieved the CPD Outcome level result of "Access to equitable social protection systems, quality services improved, and sustainable economic opportunities improved" as the target for the outcome level indicator "Extent to which migration framework is strengthened to facilitate coordination of migration services" was achieved with the strengthening of the migration framework to facilitate coordination of R & R services. The Project achieved 50% of the outcome level indicators included in the Results Framework at design.as the parish of Trelawny completed updates to it Local Sustainable Development Plan that contributed to CPD outcome indicator 1.1.2 Number of parishes that integrate migration into local sustainable development plan.
- 6. At the output level, 69% of the expected results were achieved on average, as the IRM Project completed several of the activities associated with its five planned outputs.
 - Output 1: Regulatory framework for IRM reintegration and rehabilitation strengthened was 88% completed as three and a half of the four planned outputs were achieved as the Baseline study, Deportation Policy, the R and R Strategy for

IRMs, and the minimum SOPs and the Measurement and Tracking Framework for managing returned migrants were completed. However, at EOP no spatial maps are available due to data quality and availability limitations. In addition, the submission of relevant policy documents to the Cabinet for review and subsequent approval is still pending.

- Output 2: National coordination for the operationalization of the policy and legal framework established was 67% completed as one and one-third of the two planned results (including sub-components) were achieved. The NTWG TOR was revised, and an action plan developed, however the targeted meeting frequency was not achieved and the target of 30% males was not achieved due to a strong female representation. The NTWG Roadmap was also not prepared, due in part to budgetary constraints, and the identified duplication of efforts⁵⁷.
- Output 3: Capacity of service providers to network and address long term needs of involuntary returned migrants improved was 78% completed as two and one-third of three targets were achieved. The CNA was completed with one of the three NGOs, but a customized roadmap for the NGO that responds to R and R development needs for IRMs did not accompany the CNA report. The targeted number of trainees was not achieved however of those trained, the proportion that were women met and exceeded the target of 30%. Four of the NGOs accessed seed funding from the Project to establish apiaries for expansion of income generation. Of the IRMs trained by JBDC eight were successful in accessing micro-grants for business ideas.
- Output 4: Framework for monitoring and tracking of reintegration of returned migrants strengthened was 50% (1 out of 2) completed as the Framework was produced, informed by one documented consultation, but there was no evidence of completion of the associated data collection protocol.
- Output 5: Enhanced capacity of local authorities to mainstream migration in planning and service provision enhanced was 63% (2 ½ out of 4) completed. The training of Poor Relief staff, drafting of public education materials, development of a Standardized Strategy with piloting in one LSDP were undertaken, but the piloting of help desks at MCs, finalization of the Standardized Strategy and development of the Sustainability Strategy for the PSSCs were not undertaken.

Efficiency

7. The overall planned budget for the IRM Project was US\$251,000, with US\$200,894 (80%) from CA and US\$50,106 (20%) from the UNDP. Actual project direct cost incurred was US\$553,703.97, with actual project expenditure of US\$336,402.97, with US\$159,831.70 from CA, US\$176,571.27 in co-financing from UNDP and MNS and US\$217,301.00 as in-kind contribution from MNS, MLGRD and UNDP. At EOP, 80% of the Project outputs remained incomplete. The Project's net benefit was negative, with the direct and opportunity cost and the cost of implementation delays totalling US\$1,487,296.46 during implementation, while the benefits derived were valued at direct economic implementation cost of US\$594,766.27

⁵⁷ Anecdotal evidence from MNS (October 29, 2021).

- 8. Over the LOP, implementation was behind schedule with incomplete outputs at EOP, despite the granting of extensions equivalent to 50% of the planned implementation period, and implementation delays valued more than the Project budget. Further to this project implementation was neither cost-efficient nor cost-effective and the FE finds that the Project's resources (financial, human and otherwise) were not utilized in an economically efficient way, signifying that the Project was incurring cost at a faster rate than it was creating value. Value creation amount to 2.2% on average of the planned rate. Additionally, based upon the earned value estimates derived, the key schedule and cost performance indicators for the Project are not reflective of an effective application of the management structure outlined within the Project Document in deriving desired outputs and outcomes.
- 9. The project management and coordination structure were generally a good one whose strengths included its ability to bring together stakeholders and being able to take adaptive action in the face of implementation constraints. The reactivation of the NTWG was also a positive step that provided a medium for entities involved in R and R of IRMs to network, dialogue, share and discuss related issues and provide technical input to project activities. However, its weaknesses were linked to insufficient management and coordination capacity that impacted the quality of adaptive actions employed over the LOP to realign the Project with the originally planned schedules. Even with an extension equivalent to 50% of the original project timeframe, the Project partners were unable to complete full implementation of its activities. There was no evidence of an implementation analysis using standard project management tools throughout the LOP. Several other issues were identified by the FE, including inadequate management and quality control of contracts, absence of due diligence in grant making, poor sequencing of activities, absence and monitoring of quantitative performance indicators, among others. There is no evidence provided to this FE to suggest that the Recipient Agency adhered to some of the clauses of the Contribution Agreement that were designed to facilitate adaptive management related to issues associated with project performance and fiduciary management.
- 10. The UNDP utilized its NIM Modality and later transitioned to Support to NIM, which addressed the MNS' procurement capacity gap, provided financial resources, and liaised between CA and the GOJ, with ongoing communication and reporting as well as negotiation for a no-cost extension to the Project. Although MNS had identified early capacity gaps, this IP managed to provide ongoing coordination, financial and in-kind contributions, technical backstopping and reporting functions. The MLGRD also had significant capacity constraints, but participated in the IRM Project by providing technical expertise, logistical support, and internal capacity. The limited capacity assigned by the MLGRD for Component 5 as well as budgetary shortfalls for the associated activities resulted in a weak attempt to address operational level governance for R and R of IRMs.
- 11. The IRM Project design assumptions did not always hold true throughout implementation and these instances affected efficiency, achievement and quality of results, and the potential for sustainability. During implementation, activity budgets and implementation schedules that were established in AWPs were found to be unachievable due to initial assumptions relating to the contract value of activities that did not hold true as well as the availability of quality data outputs from complementary activities. In response to these, the Project undertook multiple rescoping of Component activities and extensions of their

- implementation schedules that were not reflective of the approved multi-year work plan. A replan analysis was undertaken as an adaptative action. However, the number of adjustments made to the AWPs during the implementation period was indicative of flawed assumptions during the activity planning.
- 12. The Project's multi-modal implementation framework provided a diverse set of approaches for implementation of activities that allowed for achievement of some outputs. Implementation was however affected by multiple issues, including absence of dedicated project management support, underbudgeting of line items, multiple retendering that resulted in procurement lags and significant unplanned implementation costs. There was also little evidence of relationships between linked activities, which affected the quality and achievement of results.
- 13. Procurements were executed by both the UNDP and MNS and there is no evidence of failure to adhere to the procurement guidelines of either the UNDP or GOJ, and as such, the FE reasonably infers that project procurements were generally compliant with the governing guidelines. However, procurement-related challenges were a significant contributor to implementation delays. While the project team tried to be responsive to the challenges, their efforts were sometimes tempered by deficiencies in the planning, execution, and reporting/documentation of procurement activities.
- 14. From design to closure, routine risk identification and reporting were conducted, and the Project demonstrated varying levels of responsiveness to risks that materialized (issues), however there is little evidence of anticipating and effectively planning for risks that had not yet occurred.
- 15. The EOP QA Report indicated that the Project had a costed M&E plan that had most of its baselines and targets populated and that progress data, aligned with the Project's RF, was collected on a regular basis. However, there was some slippage in adherence to the frequency of data collection and reporting defined in the M&E Plan and data sources were not always reliable in collecting the required datasets.
- 16. The budget allotted to the Project was similar to other projects within the LAC region to produce the desired results. Though the Project incurred a high implementation cost, similar projects achieved their desired outcomes within budget. The Jamaica case differed from its LAC counterpart projects in that it was more heavily policy-focused, while the other projects were part of larger multi-objective programmes, with emphasis on the operational level.

Impact

- 18. The IRM Project's M&E Framework and the accompanying plan did not define specific measures of impact nor collected data to inform its impact assessment. However, FE analysis of the intended transformations, using the available evidence, determined that the Project's contributions led to (a) system-level improvement through the strengthening of the governance framework for R and R of IRMs, especially improved multi-agency coordination; (b) a sustainable increase in income for NGOs providing R and R services to IRMs; and (c) an increased understanding and empathy for IRM issues at the parish level.
- 19. Early impacts associated with the IRM interventions include (a) the continued coordination of NTWG members to improve R and R and (b) Use of the proposed Standardised Strategy for integration of migration issues developed by the MLGRD in preparation of the Trelawny LSDP.

Upon completion of the VTDI training for Poor Relief staff, 90% of respondents established that they felt confident that they could support IRMs, compared to 62% prior to the training. Trainees felt they better understood the deportation process, roles of key organizations, characteristics of IRMs, the value of R and R, including service delivery and the value of crossagency collaboration. While capacity was developed within the local authorities, the impact on well-being continues to be limited by resource availability, gaps in inter-agency coordination and communication as well as messaging to IRMs. Staff and IRMs at the facilities received training in operating and managing apiaries that has been used successfully in operation and planning for expansion. The additional income generated as a result of the apiculture business development support assisted NGO service providers to sustain operations.

Sustainability

- 20. Government commitment to R and R of IRMs was implicit in the Project's design as activities were aligned with MDAs' mandates and plans and exemplified by continuity of some project benefits beyond the LOP through the key agencies. Although there was no exit strategy or a sustainability plan, there is commitment to follow through on submission of policy to the Cabinet, continue to utilize the NTWG for cross-agency coordination and collaboration around IRM issues, utilize the Standardized Strategy to incorporate IRM issues in local development planning and new NGO-GOJ agency partnerships for income generation to enhance service delivery to IRMs.
- 21. The FE risk analysis of continuation of results post-project, however determined that the risks to sustainability are medium to high.

4.2 Conclusions

Although the actual cost of the IRM Project was 96% above the original budget, only 1 of the 5 project outputs were fully completed⁵⁸ at EOP. The IRM Project made tangible contributions to governance and coordination of responses related to R and R for IRMs. As a result of implementation delays, the Project incurred cost at a faster rate than it was creating value and with 4 of the 5 project outputs remaining incomplete, the allocation of Project resources did not reflect evidence of being strategically deployed. The Project was overly ambitious for the time and budget allotted and had gaps in the required project management capacity and technical expertise. The scoping of the Project's TOC into an implementable multi-year work plan was not consistent with achieving the outcomes in the context of limited project management and procurement capacity, complexities of GOJ procurement processes, and limited availability of relevant skillsets. Despite absence of a clear sustainability plan, there are elements of project results that will continue to accrue benefits beyond the LOP.

⁵⁸ Completion is qualified by the number of outputs and the respective number of associated indicators for which activities have been implemented.

4.3 Recommendations

The following recommendations are classified as (i) immediate and priority actions for the GOJ and the UNDP, and (ii) general project design and management actions, reflective of the findings of the FE.

Immediate and priority actions for the GOJ/UNDP:

- 1. Prepare and execute a "closeout" and sustainability plan to secure the Project's investments:
 - a. Review and reflect on the results and lessons of the IRM Project, in terms of technical outputs and outcomes and project management.
 - Jointly discuss the outcomes of the FE and agree on next steps and the lessons learned that need to be applied across all parties, for future programming and projects.
 - ii. Capitalize on the existence of the TWG associated with the Jamaica National Policy on International Migration and Development (2020) and share IRM Project lessons learned and results with the wider stakeholder grouping to inform future IRM project design for Jamaica and provide updates against the Plan of Action in support of involuntary returned migrants Jamaica (2016).
 - iii. Define the UNDP's position, capacity and relationships and establish the requirements for future work in the IRM thematic area. Identify opportunities through strategic programming in the next UNDP programming cycle.
 - b. Accelerate the process to submit the Deportation Policy and other documents to the Cabinet and ensure that this is completed in a timely manner to safeguard the Project's investments.
 - i. Prepare, in earnest, the Concept Paper for the Cabinet Sub-committee prior to the retirement of the Cabinet for the Christmas season.
 - ii. Prepare the document for submission of the Deportation Policy, Framework Strategy and supporting budget to the Cabinet.
 - iii. Provide a briefing (document and presentation) to the champion minister to inform preparation for the Submission.
 - c. Ensure the NTWG continues to meet by addressing coordination matters and preparing for implementation of the Action Plan. Give priority to coordination actions that utilize existing, available resources across its membership.
- 2. Ensure all outstanding project activities are completed and incorporate sustainability actions to secure IRM Project results.
 - a. Close out the VTDI consultancy and disseminate the public education material via electronic media (email mailing lists, organization websites, and social media) in the first instance and plan for wider roll out and dissemination of the material.
 - b. Complete the draft Standardized Strategy to Incorporate Migration in Local Sustainable Development Planning and generate and share with the MLGRD and MCs. Generate and share lessons learned from Trelawny's application of the Standardized Strategy and use the findings to inform the completion of updated LSDPs for other

- parishes. Where opportunities arise (e.g., new projects with a focus on LSDPs), work with the MLGRD and MCs to update other LSDPs using the Standardized Strategy.
- c. Complete the data collection protocol with an emphasis on reaching consensus on streamlining data collection methods among the relevant entities and develop strategies for filling identified gaps needed to complete IRM mapping and pilot among key IRM stakeholders. Use this as an early action towards establishing a central repository for IRM datasets to inform decision-making.
- 3. Utilise learning gained from business development training with NGOs and IRMs, the Baseline Study and the data collection framework to develop a public-private-partnership for piloting a skills development and employment programme for IRMs that facilitates vocational training certification and job placement of the IRMs. Monitor the initiative and determine the contribution of IRMs to national development.
- 4. Continue to provide support to NGOs that serve IRMs by:
 - a. Completing a more comprehensive capacity needs assessment and prepare customized capacity development plans. Use the plans as a development road map and a tool for future assessment of institutional improvements and impact. Include in the capacity development plans, strategies for sustainable financing, building on lessons learned from the IRM Project success with business development apiculture grants and plans to improve the services to the IRMs.
 - b. Support NGO service providers with additional training and financing to expand income generating projects that further strengthen sustainability and access to services by IRMs. Position NGOs as future direct service providers of livelihood opportunities to IRMs.

General project design and management actions

The recommendations presented here are for future projects, specifically for IRM initiatives and more generally, for projects of any kind. The recommendations are generalized but specific requirements will vary by donor. Recommendations that emanate from this FE considers lessons learned, good practices and key findings from the IRM Project as well as general project management best practices

Design

- 1. Utilise assumptions at design that are tested and well-founded that carry over into implementation and conduct ongoing risk analysis and adaptive management. Ensure that budgets for technical consultancies are well informed and account for the requirements for stakeholder engagement.
- 2. Ensure that project objectives and activities are well-aligned to the mandate and work programmes of the partners as their vested interest is reflected in their ownership of and commitment to activities and outcomes.
- 3. Ensure that there is agreement on the M&E plan developed at design and sensitize key partners on its use. For each outcome and output consider data adequacy and availability to

- inform reporting requirements. Operationalize the plan across the range of implementing partners, with systems and tools for data collection, validation and archiving of the records. Build partners' capacity to secure the integrity of data collection and to meet reporting commitments.
- 4. Assess the capacity of key implementing partners based on their defined responsibilities and incorporate actions to address gaps in capacity for implementation. Provide capacity support to key implementing partners, especially for the operational activities.
- 5. Ensure future projects are adequately staffed with dedicated personnel to support project management and administration, including procurement and monitoring. Ensure assigned staff receive training in key areas needed for effective project planning, management and administration where capacity gaps are identified. Include project management tools such as PERT and PESTEL analysis for strict adherence to project agreements and efficient and effective delivery of results. Sensitize project staff and oversight bodies to the key project management indicators for triggering alerts and corrective action.

Pre-implementation

- 6. Keep the time between design and implementation short to minimize opportunities for deviation from planned activities, due to changing context and situations. Carry out crucial readiness activities in that window to ensure smooth project start-up. Provide regular updates to key project stakeholders on project status in the pre-implementation stage and action early readiness tasks for efficient start-up. Regularly communicate project timelines and requirements for key project partners and determine any changes to their status and readiness for implementation.
- 7. Establish early project management indices and conduct analysis prior to start-up. At Inception, conduct key project management analyses (e.g., PESTEL and PERT) to inform the establishment of the multi-year work plan. Ensure that procurement lags are accounted for in the plan. Define key performance indicator triggers for intervention by strategic level stakeholders.

Implementation

8. Ensure that multi-year implementation plans and AWPs are reflective of available budget and time constraints and include the desired sequencing for maximum benefit. Strengthen cohesion for overall achievement of desired results by ensuring that linkages between key project activities and key implementing partners are defined and considered in the development of the plan.

Project Monitoring and Evaluation

- 9. Utilise project evaluations and audits to support implementation of projects. Incorporate evaluations and audits in project M&E Plans and use the results of these to guide adaptive management during implementation and support learning and accountability at EOP.
- 10. Track implementing partners and stakeholders' contributions to activity implementation and project management with regularity and incorporate in co-financing and in-kind project

- contributions. Include indicators such as personnel time spent on activities, direct financing and use of in-house technical capacity, material and equipment, among others.
- 11. Conduct regular project reviews that assess performance and identify issues and challenges. Use project reviews whose timing is defined in project M&E Plan to continuously assess performance and take corrective action in a timely manner. Share the findings of the reviews with the oversight body and other relevant stakeholders for informed decision-making and adaptive management. Document lessons learned as part of project review and planning processes.

Project Risk Management

12. Integrate risk management as part of the wider project management efforts to deliver project outputs and outcomes. In addition to anticipating and addressing threats to implementation, identify and effectively mitigate risks to continuation of project actions, results, and benefits beyond project closure.

Sustainability

- 13. Establish long-term mechanisms that can provide the extended support around the thematic area for sustained action. Ensure that the requisite resources are provided for sustained operations and continued benefit to be derived from the results.
- 14. Establish a sustainability strategy during project implementation. During the LOP, develop an exit strategy/sustainability plan those transitions project activities to longer term actions. Consider risks and mitigation measures associated with the identified actions contained in the plan.

4.4 Lessons Learned and Good Practices

4.4.1 Lessons Learned

Design

- 1. The timeframe between design and implementation should be kept short to minimize the impact of externalities such as changes with country priorities.
- 2. For multi-stakeholder, multi-activity projects, make provisions in design for a dedicated project management unit with required expertise to maintain consistent day-to-day operations, communications, financial management, and procurement functions, even where there is support from key partner agencies.
- 3. Dependency on existing partner agency personnel for project management activities is risky as there are often competing priorities, especially related to their substantive job functions.
- 4. Market research should be used to inform the budget allocated to project activities and the availability of expertise at local, regional or international levels determined
- 5. Capacity assessment of key partner entities should inform project management and coordination needs and where required actions should be incorporated in the project that address gaps identified.

- 6. Where capacity building is a component of the project, incorporate measures to determine the changes as a result of the intervention(s). For example, pre and post tests should be included in all capacity development activities.
- 7. Where capacity gaps are identified at design, select the most feasible and workable implementation modality that can fill the gaps and effectively implement the project.
- 8. Project activities must align well with and support the objectives of the project. Design elements should ensure that the activities are practical and realistic for the time and budget available.

Implementation

- 9. Where high level stakeholders with competing priorities are included in project oversight, appropriate proxies with decision making powers should be assigned to the project.
- 10. It is important to maintain a document archiving system throughout the project that has a central repository where all project documents are appropriately stored and catalogued.
- 11. Clauses and conditions of Donor Agreements should be regularly monitored as part of project monitoring and review systems and actions taken to ensure that there is strict adherence. Identification of non-compliance should be followed by appropriate communication with the donor and the required adaptive management actions taken.
- 12. Risk management should be anticipatory and in addition to addressing risks to implementation, should also be focused on risks that affect sustainability of project results and benefits after the project closes.
- 13. Capacity development takes time and adequate provisions (time, money and expertise) must be in place to realize the required changes.
- 14. On signing of the donor agreement and prior to project start-up, ensure readiness of key parties to enter into formal arrangements to commence implementation that include plans for assignment of human resources to the project and seeking the required fiscal space in reasonable time.
- 15. Where there are expectations of resource contributions from GOJ Ministries, Departments and Agencies, it is important to constantly dialogue and share information regarding roles and responsibilities and timelines for the necessary readiness activities to be undertaken.
- 16. Where projects are multi-dimensional and include a diversity of activities across policy and programmatic levels, utilise an implementation approach that supports strong linkages between these levels in order to maximise impact.
- 17. Projects with a grant making component should be guided by clear and transparent processes using agreed protocols and guidelines that define criteria for selection, including appropriate due diligence for potential beneficiaries, participation, validation and monitoring.
- 18. Efforts for collaboration among stakeholders (e.g., government and civil society) should be developed with formally established agreements that provide clarity on the requirements and roles and responsibilities to realize these potential symbiotic relationships.
- 19. Ongoing communication among project stakeholders is essential for efficient and effective implementation and supports sustainability.
- 20. Consideration of sustainability is an important part of a project's implementation and should be defined and agreed upon prior to closure. The consent of agencies important for sustainability and continuation of project results is important to secure project investment.

- 21. For project activities that require significant stakeholder input, plan with adequate timeframes to allow for wide stakeholder engagement, validation, and feedback prior to finalization.
- 22. Linked activities should have adequate lag to allow for transition from one to the other.
- 23. For projects that include vulnerable groups as beneficiaries, mobilisation costs (travelling, accommodation etc.) must be built into the budget for smooth implementation.
- 24. Projects should include built-in mechanisms to withstand shocks and changes in the political and institutional environment so that they are not adversely affected by these changes (e.g., in government and country priorities).

4.4.2 Good Practices

- 1. Livelihood activities that expand income generation for NGOs that serve IRM and utilising the training to secure the grant investment.
- 2. Host government ownership and commitment that was evident in leadership, co-financing, technical expertise and backstopping.
- 3. Alignment of project activities with mandates, responsibilities and interests of implementing partners, which promoted commitment to, and ownership of, project activities.
- 4. Complementarity between project outcomes that linked policy and operational level activities provides opportunity for generation of results and programme learning.
- 5. By giving NGOs a seat at the table, it empowered them to contribute to improved decision making, and coordination of operations related to R and R of IRMs and increased stakeholder understanding of their roles and IRM issues.
- 6. Complementing training sessions with field-level experience provides greater impact and solidifies the messages being delivered.

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6 ANNEXES

- Annex 1. Terms of Reference
- Annex 2. Key FE Analysis Techniques/Approaches
- Annex 3. List of Stakeholders Consulted
- Annex 4. Stakeholder Analysis (RASCI)
- Annex 5. Key Evaluation Questions
- Annex 6. TOR, IRM Project Board
- Annex 7. Budget Reallocation Justification
- Annex 8. Output Indicator Tracking Table
- Annex 9. Biography of Evaluator
- Annex 10. Code of Conduct Signed by Evaluator

Annex 1. Terms of Reference (Extract)

Terms of reference



GENERAL INFORMATION

Title: Final Evaluation Involuntary Returned Migrants

Type of Consultancy: Individual Consultancy

Project Name: Reintegration and Rehabilitation of Involuntary Returned Migrants in Jamaica

Reports to: UNDP Programme Analyst, Capacity Development

Duty Station: Jamaica

Expected Places of Travel (if applicable): Not Applicable

Duration of Assignment: 24 days

REQUIRED DOCUMENTATION FROM CONTRACTOR

- χ Letter of presentation highlighting main qualifications and experience relevant to this TOR
- χ Detailed CV or P11 form
- χ Technical Proposal
- χ Completed financial proposal

I. BACKGROUND

The project's overall goal was to strengthen the policy, legislative and institutional framework that guides the management and treatment of IRMs to the island. Specifically, the project sought to (1) fill gaps in the governance framework by ensuring that the revised draft Deportation Policy included a strengthened rehabilitation and reintegration (migration) component; (2) strengthen the institutional arrangements to manage and provide services to IRMs by establishing a coordinating mechanism comprised of national and local stakeholders.

The project sought to achieve the above through the following outcomes and outputs:

Outcome 1: Improved policy and legislative framework governing issues related to Involuntary Returned Migrants (IRMs)

- Output 1: Regulatory framework for IRM reintegration and rehabilitation strengthened
- Output 2: National coordination for the operationalization of the policy and legal framework established

Outcome 2: Enhanced access to services for IRMs

- Output 3: Capacity of service providers to network and address long term needs of involuntary returned migrants improved
- Output 4: Framework for monitoring and tracking of reintegration of returned migrants strengthened
 Enhanced capacity of local authorities, to mainstream migration in planning and service provision

Outcome 3: Enhanced capacity of local authorities to mainstream migration in planning and service provisions

 Output 5: Capacity of local authorities to mainstream migration in planning and service provision enhanced

The project is expected to contribute to Jamaica Country Programme Document (CPD) Outcome # 1 which seeks to improve access to equitable social protection systems, quality services and sustainable economic opportunities. Specifically, the project aligns with Output of the CPD 1.1: Options enabled and facilitated for inclusive and sustainable social protection. At the global level, it is aligned with UNDP Strategic Plan Outcome 1: Growth and development are inclusive and sustainable, incorporating productive capacities that create employment and livelihoods for the poor and excluded. This project evaluation complements the previously completed Baseline Study on Involuntary Migrants in Jamaica.

Partnerships and Beneficiaries

The project was implemented in collaboration with the Ministry of National Security (MNS) as the implementing partner and the Ministry of Local Government and Rural Development acting as the responsible party. Locally, the MNS spearheads the rehabilitation and reintegration of local offenders and the Deported Persons Programme while the Ministry of Local Government and Rural Development acts as the agent of local development in the area of development planning. Notably, the project reactivated the National Technical Working Group which comprised a diversity of stakeholders including Non-Government Organizations (NGOs), Civil Society Organizations (CSOs), academia and the representatives of the IRM community. The TWG provided a forum for the exchange of ideas, sharing of experiences, data, information and the building and strengthening of partnerships between relevant agencies in order to address issues related to IRMs.

Project beneficiaries included four NGOs i.e., National Organization of Deported Migrants NODM, the Salvation Army, Open Heart Charitable Mission and the Open Arms Drop-in Centre.

IRMs in Jamaica

In 2018 there were approximately 46,601 Involuntary Returned Migrants in Jamaica⁵⁹. The number of IRMs received each year has declined steadily, moving from 3234 in 2008 to 1215 in 2018, a decline of 62 per cent. The vast majority of IRMs are men. In 2018, approximately 85 percent of IRMs were males, consistent with the situation in the period 2011-2016, in which men accounted for 82.5 per cent of IRMs⁶⁰. The Reintegration & Rehabilitation of Involuntary Returned Migrants Project complemented and built on existing initiatives at the

⁵⁹ Ministry of National Security Deportation Statistics 2019.

⁶⁰ Draft National Deportation Policy 2019

national and local levels to strengthen systems to address issues associated with the treatment of involuntary returned migrants (IRMs) in Jamaica especially in urban centres.

Project resources

The project was funded by Cities Alliance. UNDP and the Government of Jamaica through the Ministry of National Security provided additional resources which promoted cost efficiency and effectiveness.

Table 1: Funding

Donor	Funding allocation	
Cities Alliance	160,000.00	
Ministry of National Security	57,535.00	
UNDP	65,000.00	
Total	257,535.00	

Achievement:

To date, the outputs of the project provided the opportunity to strengthen the policy, legislative and institutional framework that guides the management and treatment of IRMs to the island. This included finalization of the National Deportation Policy and development of a strategy and standard operating procedures (SOPs) and the measurement framework for managing returned migrants. The project also contributed to increasing the capacity of entities including non-government organizations, and the Ministry of Local Government and Rural Development to provide more efficient and effective services to IRMs. In addition, the project facilitated the integration of migration issues in the local sustainable development planning process undertaken by local authorities (municipal corporations) which will enable attention being paid to the needs of migrants at the local level in terms of the provision of services, capacity development among others.

The project facilitated the enhancement of the institutional capacity including the Ministries of National Security (MNS) and Local Government and Community Development (MLGCD) with a national coordination mechanism. This output of the project was designated to enhance the capacity of local authorities to better assess and address the needs of IRMs at the strategic and operational levels, through targeted training sessions.

COVID-19 and Evaluations:

The world is currently facing the COVID-19 pandemic, which is affecting people everywhere and impacting global and local economic activity and transport systems, as well as causing unprecedented disruptions to daily life that undercut the societal fabric of opportunities for human interaction⁶¹. The Government has implemented several measures geared at containment such as closure of schools, restrictions on social gatherings, social distancing, reduction of commercial activity to essential services, island-wide curfews and lockdown of selected areas with increasing coronavirus cases. In order to ensure the well-being and safety of UNDP's staff and contractors, as well as to ensure no harm is done to partners, communities and interlocutors, the implementation of this evaluation shall be undertaken virtually.

⁶¹ Guidance Note: Good practices during COVID-19. OECD/DAC and IEO/UNDP, April 2020.

II. SCOPE OF WORK, ACTIVITIES, AND DELIVERABLES

The evaluation is being conducted as agreed in the project document and in accordance with the UNDP's Evaluation Plan, Strategic Plan, and Evaluation Policy which sets out several guiding principles, norms and criteria for evaluation within the organization. Amongst the norms that the UNDP Evaluation Policy seeks to uphold, are that the evaluation exercise should be independent, impartial and of appropriate quality, but also that it should be intentional and designed with utility in mind. The evaluation should generate relevant and useful information to support evidence-based decision making. Consequently, this evaluation has been designed with dual purposes: 1) to allow national counterparts Ministry of National Security, Ministry of Local Government and Rural Development, Cities Alliance and UNDP to meet their accountability objectives, and 2) to capture good practices and lessons learned.

The evaluation will assess both the results to date (direct and indirect, whether intended or not) from its implementation as well as the likelihood of the project in meeting its end goals on the basis of current design, human resource structure, broad implementation strategy, etc. It is expected that the evaluation will follow a forward-looking approach and provide useful and actionable recommendations. In line with standard evaluation practice, the scope of the evaluation goes beyond assessing whether UNDP is currently "doing things right" in programme execution and management, to a broader assessment of whether on the basis of evidence available, the approach -- as implemented and in comparison with similar approaches implemented by others-- is likely to be the "right approach" to achieve the higher-level results agreed in the start of the project.

The evaluation will cover the entire project duration from November 2016 to December 2019. The Final Evaluation will examine the results, achievements and constraints in the *Involuntary Returned Migrants* project. The evaluation is intended to identify weaknesses and strengths of the project design and implementation, and evaluate the adequacy, efficiency, and effectiveness of implementation, as well as assess the achievement of project outputs and outcomes.

The findings, lessons learned, and recommendations generated by the evaluation will be used by UNDP and its national counterparts to improve this and future projects and programmes and to identify strategies that contribute to achieving the main objective of the project. The results and recommendations of the evaluation will help the UNDP to document lessons learned and best practices as the organization prepares for the next programme cycle covering 2022 – 2026.

The main objectives of the final evaluation are the following:

- Assess the project design in terms of its relevance to the overall development situation at the national level, and to beneficiaries.
- Assess relevance and effectiveness of the project's strategy and approaches for the achievement of the project objectives.
- Assess performance of the project in terms of effectiveness, efficiency, and timeliness of producing the expected outputs.
- Identify the underlying causes and issues of non-achievement of some targets.
- Review and assess the project's partnerships with stakeholders governments, civil society, other
 international organizations and provide recommendations for how these partnerships can be ensure
 sustainability.

- Document lessons learnt.
- Make recommendations for the design of future programmes.

The project should be assessed on the following evaluation criteria:

- Relevance: extent to which the projects outputs and outcomes are consistent with national policies, priorities and the needs of beneficiaries
- Effectiveness: extent to which the project results have been achieved
- Efficiency: measures how economically resources or inputs are converted to results
- Sustainability: extent to which benefits of initiatives continue after external development assistance has ended
- Impact: changes in human development and people's well-being that are brough about by development initiatives, directly or indirectly, intended or unintended

Evaluation Questions

More specifically, the final evaluation aims at addressing, although not limited to, the following questions for each evaluation criteria:

Relevance

- To what extent was the project in line with the national development strategy (Vision 2030), the national development priorities, the CPD outputs, CPD outcomes, UNDP Strategic Plan and the SDGs?
- To what extent does the project contribute to the Theory of Change for the relevant CPD outcome?
- To what extent were lessons learned from other relevant projects considered in the project's design?
- To what extent were perspectives of those who could affect the outcomes, and those who could contribute information or other resources to the attainment of stated results, taken into account during the project design processes?
- To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?
- To what extent has the project been appropriately responsive to political, legal, economic, institutional, etc., changes in the country?
- What was the focus of the project implementation? Who were the main beneficiaries? How were they selected?
- The extent to which the programme activities were suited to the priorities and policies of the target group, recipient and donor.
- To what extent did the objectives remain valid throughout the project duration?

- Were the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
- Were the activities and outputs of the project consistent with the intended impacts and effects?

Effectiveness

- To what extent were the objectives achieved?
- To what extent did the project contribute to the CPD outcomes and outputs, the SDGs, UNDP Strategic Plan and national development priorities?
- What were the major factors influencing the achievement or non-achievement of the objectives?
- What progress has been made towards the achievement of the outcomes? Did the activities contribute to the achievement of the planned outputs? Have the different outputs been achieved?
- In which areas does the project have the greatest achievements? Why and what have been the supporting factors? How can the project build on or expand these achievements?
- In which areas does the project have the least achievements? What have been the constraining factors and why? How can they or could they be overcome?
- Were the projects objectives and outputs clear, practical, and feasible within its frame?
- To what extent did the design, implementation and results of the project incorporate a gender equality perspective and human rights-based approach?
- To what extent have stakeholders been involved in project implementation?
- To what extent did the project contribute to gender equality, the empowerment of women and the realization of human rights?
- What has been the result of the capacity building/trainings interventions?
- How did UNDP support the achievement of project outcome and outputs?
- How was the partnership strategy implemented by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other projects?
- What, if any, alternative strategies would have been more effective in achieving the project's objectives?
- To what extent is project management and implementation participatory and is this participation contributing towards achievement of the project objectives?
- To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?

Efficiency

- To what extent was the project management structure as outlined in the Project Document efficient in generating the expected results?
- Were activities cost-efficient?
- Were objectives achieved on time?
- Was the project implemented in the most efficient way compared to alternatives?
- What was the original budget for the project? How have the project funds been spent? Were the funds spent as originally budgeted?
- To what extent has there been an economical use of financial and human resources? Have resources (funds, human resources, time, expertise, etc.) been allocated strategically to achieve outcomes?
- Were there any management challenges affecting efficient implementation of the project? What are they and how are they being addressed?
- To what extent have project funds and activities been delivered in a timely manner?
- To what extent do the monitoring and evaluation systems utilized by UNDP ensure effective and efficient project management?

Sustainability

- To what extent will the benefits of the programme or project continue after donor funding stops?
- What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?
- Does the project have a clear exit strategy?
- Are there any financial risks that may jeopardize the sustainability of project outputs?
- To what extent will financial and economic resources be available to sustain the benefits achieved by the project?
- Are there any social or political risks that may jeopardize sustainability of project outputs and the project's contributions to CPD outputs and CPD outcomes?
- Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
- What is the risk that the level of stakeholder's ownership will be sufficient to allow for the project benefits to be sustained?
- To what extent do mechanisms, procedures, and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders?

- To what extent do stakeholders support the project's long-term objectives?
- To what extent are lessons learned being documented by the Project Team on a continual basis and shared with appropriate parties who could learn from the project?
- To what extent do UNDP interventions have well designed and well-planned exit strategies?
- What could be done to strengthen exit strategies and sustainability?

Impact of interventions

- What are the stated goals of the Project? To what extent are these goals shared by stakeholders? What are
 the primary activities of the programme and expected outputs? To what extent have the activities
 progressed? How did the project contribute to the achievement of the Jamaica Country Programme
 Document 2017-2021 outcomes and outputs?
- What has happened as a result of the project?
- How many people have been affected?
- Has the project contributed or is likely to contribute to long-term social, economic, changes for individuals, communities, and institutions related to the project?
- What difference has the project made to beneficiaries?

Methodology for the evaluation

The evaluation will be carried out by an external evaluator and will engage a wide array of stakeholders and beneficiaries, including national and local government officials, donors, civil society organizations, academics and subject experts, private sector representatives and community members.

The evaluation is expected to take a "theory of change" (TOC) approach to determine causal links between the interventions that UNDP has supported and observed progress in the achievement of expected results at national and local levels. The evaluator(s) will develop a logic model of how UNDP interventions are expected to lead to the expected changes.

Evidence obtained and used to assess the results of UNDP support should be triangulated from a variety of sources, including verifiable data on indicator achievement, existing reports, evaluations and technical papers, stakeholder interviews, focus groups and surveys.

The evaluation should also adopt other approaches and methods likely to yield most reliable and valid feedback to the evaluation questions and scope. In consultation with the program units, evaluation managers and key stakeholders, the evaluator(s) should develop the most appropriate, objective and feasible methods to address objectives and purpose of the evaluation. It is expected that the evaluation will take into consideration both the qualitative and quantitative approaches, and will therefore encompass a number of methods including:

 Desk review of relevant documents such as the studies relating to the country context and situation, project documents, progress reports, and other evaluation reports.

- Discussions with senior management and programme staff.
- Interviews and focus group discussions with partners and stakeholders.
- Questionnaires and participatory techniques for gathering and analysis of data.
- Consultation and debriefing meetings.

Evaluation ethics

This evaluation will be conducted in accordance with the principles outlined in the United Nations Evaluation Group's "Ethical Guidelines for Evaluation". The evaluator must safeguard the rights and confidentiality of information providers, interviewees and stakeholders through measures to ensure compliance with legal and other relevant codes governing collection of data and reporting on it. The evaluator must also ensure security of collected information before and after the evaluation and protocols to ensure anonymity and confidentiality of sources of information where that is expected. The information knowledge and data gathered in the evaluation process must also be solely used for the evaluation and not for other uses with the express authorization of UNDP and partners.

Expected Outputs and deliverables

Deliverables/ Outputs	Estimated number of working days	Proposed Completion timeline	Percentage payment
Deliverable 1: Inception Report outlining workplan, methodology draft instruments	3	3 days after contract signing	10%
Deliverable 2: Draft final report and presentation	15	3 weeks after approval of inception report	30 %
Deliverable 3: Final report	5	1 week after approval of draft final report	50%
Presentation of final report	1	1 week after approval of final report	10%
Total	24		100%

III. IMPLEMENTATION ARRANGEMENTS

Institutional Arrangement

- a) The principal responsibility for managing this evaluation resides with the UNDP Programme Analyst, Capacity Development UNDP Senior Management in Jamaica.
- b) The evaluator will work closely with the Programme Coordinator who will be responsible for liaising with the Evaluator/consultant to set up stakeholder interviews, arrange field visits (to the extent allowed by COVID-19 restrictions), coordinate with the Governments, etc.

Duration of the Work

- a) Evaluator/Consultant is expected to be engaged for 24 working days over 2.5 months period.
- b) The anticipated start date for the consultancy is May 2021.
- c) UNDP and relevant partners will review and provide comments on deliverables within 5-7 business days of receipt of the deliverable.
- d) Payment for deliverables can only be made upon submission and approval of deliverables. Payment usually take 5-7 consecutive working days to be processed

Duty Station

a) Jamaica

Annex 2. Key FE analysis techniques/approaches

Evaluation matrix of key FE analysis techniques/approaches

FE Analysis	Evaluation	Rationale Justification	Data and
Technique /	Criteria		Information
Approach	(as per TOR)		Sources
Historical Timeline & Situational Analysis	Relevance Effectiveness Efficiency Sustainability Impact	The analysis will assess the assumptions made during the preparation stage, particularly objectives and agreed upon indicators, as well as the current context of the implementation. To assess the efforts made and the ultimate alignment of the project's strategies and activities with the country needs for IRMs. Conclusions will also be made on the implementation approaches used by the project.	All project documents, consultations
		The analysis will also inform conclusions on project preparation and readiness, country ownership, and stakeholder participation /public awareness.	
Assessment/ Review of project assumptions, Project Design, Project Theory of Change Project Objectives and Logical Framework	Relevance/de sign/ Effectiveness	This analysis will make conclusions on whether the project's objectives and outcomes are clear and practical. The analysis will also assess IRM Project Monitoring and Evaluation (M&E) Systems, including associated data collection strategy and the role of the Implementing Partner /Responsible parties) in generating and validating the project results.	The Project Document, inclusive of Results Framework, Theory of Change, M&E Plan Amended M&E Plan
Analysis of Results /IRM Project Results Framework Review	Effectiveness Sustainability Impact	This analysis will provide the status on the progress towards planned results, obtained through a review of the performance of project indicators (actual results achieved) against baseline. This will also identify early successes to highlight any opportunities for expansion of these benefits through lessons learned. The analysis will also examine if progress so far has led to, or could in the future, catalyse beneficial development effects (i.e., income generation, gender equity, institutional capacity enhancements and improved governance).	The Project document inclusive of Results Framework, Theory of Change, M&E Plan Amended M&E Plan M&E Framework and plan status updates presented at PB meetings
			Project Reports Project Outputs Consultations

FE Analysis	Evaluation	Rationale Justification	Data and
Technique /	Criteria		Information
Approach	(as per TOR)		Sources
Cost Efficiency/Impl ementation Efficiency/Cost Effectiveness Analysis	Efficiency	Quantitative indicators, such as the Cost Performance Index (CPI) (for cost efficiency), Schedule Performance Index (SPI) for implementation efficiency & among others, will be used to objectively establish the efficiency of the project implementation. This analysis will be guided by the Results Framework, Annual Workplans, Annual Project Implementation Reports, amongst others. If necessary, an analysis of budget adjustments will be done to provide an opinion on the appropriateness and relevance of such revisions. The findings will be used to make conclusions regarding the state of efficiency attained and provide recommendations on how to improve efficiency where possible, for future programming.	Financial plans and reports, AWPs, Results Framework, Quarterly, semiannual and annual reports, donor reports
Financial Planning and Management Assessment	Efficiency	This assessment will determine if appropriate structures and processes are in place and optimized. The analysis will examine how the management controls - resolution of implementation issues, financial management, financing and funds management controls - have facilitated project implementation and if necessary, compliance with procurement standards. The assessment will include any co-financing and leveraging analysis, if applicable. An inflation analysis will provide closer examination of the data to establish adequacy of the budget limits adjusted for possible inflationary impacts. The objective is to estimate the cost variance up to FE. As such, cost and budget variance estimates will be utilized to assess the effectiveness and efficiency of financial planning. Comparison of cost with projects of a similar nature will be undertaken to establish whether outcome and or outputs were achieved at reasonable cost.	Financial documentation, consultations
Risk Analysis Assessment of Sustainability of project outcomes/	Efficiency	To establish the extent to which project risk management processes, including those for environmental and social risks were employed in project implementation to ensure successful delivery of project outputs.	Project document, Project final report, quarterly, semi-annual and annual reports,
	Sustainability Impact	To assess how risks (probability and impact) and issues, which affected project implementation, or otherwise, are likely to affect sustainability of outcomes beyond project completion.	consultations

FE Analysis	Evaluation	Rationale Justification	Data and
Technique /	Criteria		Information
Approach	(as per TOR)		Sources
		Analysis of the exit strategy along with any efforts made	
		to date towards mainstreaming and sustaining action	
		will be undertaken.	
1 12 12	E.C		D : 1
Institutional	Efficiency	To determine the structures and mechanisms in place	Project
analysis	Sustainability Impact	for strategic and operational direction setting and decision making as part of the overall implementation	document, consultations,
	Ппрасс	approach. It will determine how well the institutional	Project Board
		arrangements worked to achieve desired results. Also,	TOR and minutes,
		how UNDP supervision and backstopping supported	survey of PB and
		project execution.	NTWG
		Determine whether coordinating mechanisms among	
		the project partners were successfully established and	
		utilized and the pros and cons associated with these.	
		This analysis will also support findings for sustainability.	
		The analysis will also assess the ability of project	
		outcomes to continue to produce benefits beyond the	
		life of the project and the institutional arrangements to	
		catalyse impact, replication and scale-up.	
Impact tracing ⁶²	Impact	Assess the impacts of the IRM Project interventions	Project
analysis		using qualitative data. This will focus on demonstrating	document,
		causal inference using in-depth analysis of the	progress reports,
		interventions. This analysis showcased evidence of the	consultations
		extent to which the IRM intervention's key targeted	
		outcomes have materialized and investigated the causal	
		mechanisms responsible for the outcomes.	

⁶²

Annex 3. List of Stakeholders Consulted

Date	Time	Organization	Role in Project	Name of Stakeholder	Email
	10:00am	UNDP	Project Associate	Kerry-ann Willis	kerry-ann.willis@undp.org
			M&E Analyst	Kimberley Wilson	kimberley.wilson@undp.org
August 12, 2021			Programme Analyst	Toni-ann Robinson	toni-ann.robinson@undp.org
		IRM #1 (Female)			
August 30, 2021		IRM #2 (Female)			
		IRM#3 (Female)	Grantee, trainee		
		IRM#4 (Female)			
August 31, 2021		IRM #5 (Male)	Trainee		
September 1, 2021		IRM #6 (Female)	Trainee		
September 2, 2021		UNDP	Former Project Manager	Alicia Bowen-McCulskie	alicia.bowen- mcculskie@undp.org
September 3, 2021		UNDP	Programme Manager	Ava Whyte-Anderson	ava.whyte- anderson@undp.org
September 3, 2021		IRM#7 (female)			
September 6,2021		IRM#8 (male)	Grantee, trainee		
September 7, 2021		PIOJ	PB Member, Oversight	Delores Wade	Delores Wade@pioj.gov.jm
September 7, 2021		NGO	Grantee, trainee	Krista-gaye Plummer	Kristaplummer03@gmail.co m
September 7, 2021		UNDP	Operations Analyst	Shanna-lee Jacas Lamb	shanalee.jacas@undp.org
September 7, 2021		IRM#9 (Female)			
September 8, 2021		Consultant	Project Coordinator	John Meeks	nhojskeem@yahoo.com
September 8, 2021		JCF	Researcher	Carlington Neil	
September 8, 2021		PICA	Operations Manager	Rory Welsh	
September 9, 2021		IRM #10 (Male)	Grantee, trainee		
September 9, 2021		IRM #11 (Male)			
September 9, 2021		IRM #12 (Male)			
September 9, 2021		IRM #13 (Male)			

Date	Time	Organization	Role in Project	Name of Stakeholder	Email
September 10, 2021		NGO	NODM	Anjuline Ellis-Green	
September 13&27, 2021		MNS	Project Manager	Daveen Sinclair	Daveen.Sinclair@mns.gov.jm
September 13, 2021		Trelawny MC	Poor Relief Officer	Nadeen Murray	
September 13, 2021		Clarendon MC	Poor Relief Officer	Carole Manning	
			Social Policy, Planning and Research Division	Marcia Brown	Marcia Brown@pioj.gov.jm
			Social Policy, Planning and Research Division	Aaliyah Gentles	Aaliyah Gentles@pioj.gov.jm
September 14, 2021		PIOJ	Multilateral Technical Cooperation Unit	Delores Wade	Delores Wade@pioj.gov.jm
September 17, 2021			Trainer	Delize Williams	delize williams@heart- nta.org
				Tessica McQuilkin	tessicarmcquilkin@gmail.com
				Damion Campbell	damiost.oman@gmail.com
				Stacey-Ann Adams	Stacy-Ann Adams@heart- nta.org
		VTDI		Carline Giscombe Parkes	carrline giscombe- parkes@heart-nta.org
September 17, 2021		NGO	Open Arms Dev Center (Grantee)	Yvonne Grant	
September 20, 2021		Donor	Cities Alliance	Anaclaudia Rossbach	anaclaudiar@unops.org
September 20, 2021		Consultant	Rethink Social Development Ltd.	Carol Watson-Williams	carol@rethinkja.com
September 20, 2021		IRM #14 (Male)	Grantee, Trainee		
September 22, 2021			Consultant	Walter Williams	walterwilliams89@yahoo.co m
September 27, 2021		Consultant		Ann-Murray Brown	contact@annmurraybrown.c om
October 1, 2021		IRM #14 (Male)	Grantee, Trainee		

Annex 4. Stakeholder Analysis (RASCI)

Stakeholder Analysis - RASCI Matrix IRM Project

R= Responsible; A= Accountable; S=Supportive C= Consulted; I=Informed

			P	rojec	ct Lea	ıdershij	р		•	menting tners				Other F	lesour	ces, F	3enefic	ciaries and	d Sup	port
Role Project Responsibility	Cities Alliance	Project Sponsor/ Implementor (UNDP)	Designer UNDP	ΣNΣ	MLGRD	PIOJ	Project Board	NTWG	MNS	MLGRD	Consultants	Jamaica Business Development Corporation	IRMs	Participating NGOs (NODM, OADC, OHCM, SA)	Local Authorities	Former PM	UWI Dept of Government	National Org. of Deported Migrants	VTDI	Min. of Agriculture and Fisheries
Management &																				
Coordination																				
Governance- strategic framework, guidance, direction, AWP approval	 	R/S		S	S	S	S/C	'		S										1
Liaison with CA		R							<u> </u> '	1'										
Supervision	 	R	R	C/I	C/I	C/I	S/C	S/C/	R/A	R/A	S					R/A				1
Decision Making	 	R/A		R/ S/ C	S/C	S		S/C/	R/A	S/C/I					S/C/I	R/A				
Stakeholder coordination		R/A		S	S	S	S/C	S/C/	S	S					S/C/I	R/A				
Activity integration	'	R/A	<u> </u>	S	S	S/C	S/C/I		1'											
Activity and Component monitoring	 	R		R	R		S/I	S/C/	R	R			 		C/I	R				
Risk Management	'	R	<u> </u>	S	S	S/I	S/C/I	'	S/C/I	S/C/I	'			<u> </u>					'	
Financial Management																				
Establish protocols for access to funds	 ↓	R	<u> </u>	R			<u> </u>	<u> </u>	<u> </u>							R/A				
Develop budget	<u> </u>	R/A	R	R/ C/I	S/C	S	S	<u> </u>			С					R/A				
Timely provision of funds	R	R/A/I	Ĺ'	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>	<u> </u>		<u>'</u>	<u> </u>	Ĺ'	Ĺ'		<u> </u>	<u> </u>	
Financial Administration	<u> </u>	C/I	'	$\perp \perp^{\prime}$	'	'	<u> </u>	⊥'	R	R	<u></u> '		L	<u> </u>	<u> </u>	<u> </u>		<u> </u>	⊥'	1

Stakeholder Analysis - RASCI Matrix IRM Project

R= Responsible; A= Accountable; S=Supportive C= Consulted; I=Informed

			P	roje	ct Lea	dershi	ip			menting tners				Other R	Resour	ces, E	Benefic	iaries an	d Sup	port
Role Project Responsibility	Cities Alliance	Project Sponsor/ Implementor (UNDP)	Designer UNDP	MNS	MLGRD	PIOJ	Project Board	NTWG	Σ SNS	MLGRD	Consultants	Jamaica Business Development Corporation	IRMs	Participating NGOs (NODM, OADC, OHCM, SA)	Local Authorities	Former PM	UWI Dept of Government	National Org. of Deported Migrants	VTDI	Min. of Agriculture and Fisheries
Procurement																				
Prepare and implement Procurement Plan		R/A							I	I										
Approve procurement plan and AWPs		R/A		S/ C/I	S/C /I		C/I		C/I	C/I										
Roll out procurements		R/A					C/I		R/A// C/I	C/I										
Monitoring and Evaluation																				
Agree and sign off on RF		R	R	I	I	I			С	С										
Define Deliverables and Outputs and develop and implement M&E Plan		R/A		R/ A	R/ A		C/I		R/A	R/A										
Review and approve all Technical Reports/Outputs/Deliverab les		R/A		C/I	C/I	C/I	S/C/I	S/C/												
Create Status, financial and other required Reports		R/A		S/ C/I	S/C /I	I			C/I	C/I										
Track against Results Framework		R/A		R	S	S	S/C/I													
Compliance with project objectives and policies and procedures of the Grant Agreement		R/A					S/C/I													
Activity Implementation																				
Agreement with implementing agencies		R/A				C/I	C/I		R/A	R/A										

Stakeholder Analysis - RASCI Matrix IRM Project

R= Responsible; A= Accountable; S=Supportive C= Consulted; I=Informed

			P	rojec	t Lea	dershi	р		_	menting tners				Other R	Resour	ces, E	Benefic	iaries an	d Sup	port
Role Project Responsibility	Cities Alliance	Project Sponsor/ Implementor (UNDP)	Designer UNDP	MNS	MLGRD	PIOJ	Project Board	NTWG	Σ S S	MLGRD	Consultants	Jamaica Business Development Corporation	IRMs	Participating NGOs (NODM, OADC, OHCM, SA)	Local Authorities	Former PM	UWI Dept of Government	National Org. of Deported Migrants	VTDI	Min. of Agriculture and Fisheries
compliance with project objectives		R/A				C/I	C/I		R/A	R/A	S									
Activity planning and implementation		R/A		R/ A	R/A	S/C/ I	S/C/I	S/C/	R/A	R/A		S/C/C	S/C	S/C/I	S/C/I			S/C/I	S/C /I	S/C
Beneficiary group and individual participation		R/A			R/A /S		S/C/I	S/C/	R/A	S	R/ S		C/I	S/C/I	S/C/I			C/I		
Beneficiary monitoring		R/A						S/C/			S	1	С	S/C/I	S/C/I			C/I	C/I	S/C/I
Beneficiary capacity building		S/C/I							R/S		S/ C/I	R/S	C/I/ S		R/S				S/C	S/C
Activity and co-financing tracking and reporting		R/A		R/ A			I	ı	R/A											
Communication and Information Dissemination																				
Document and publicize lessons learned		R/A					C/I		S/C/I	S/C/I										
Develop project reports and other communication tools	_	R/A/							R/C	R/C	С									
Provide updates and results as well as progress with implementation plans		R/A		R	R	1	C/I		s	s										

Annex 5. Key Evaluation Questions

Relevance & Design

- 1. How well was the project's design aligned with the Project goal?
- 2. Were the activities and outputs of the project consistent with the overall goal and the attainment of its objectives?
- 3. Were the activities and outputs of the project consistent with the intended impacts and effects?
- 4. Was the initial design modified to address specific structural or other identified challenges (whether at start up or throughout implementation?
- 5. How well was the Project goal aligned with Jamaica's realities and needs?
- 6. To what extent was the project in line with the national development strategy (Vision 2030) and the national development priorities, the CPD outputs, CPD outcomes, UNDP Strategic Plan and the SDGs?
- 7. To what extent does the project contribute to the Theory of Change for the relevant CPD outcome?
- 8. How well was the project goal, outcomes and outputs aligned with the needs of the respective country stakeholders?
- 9. How well was the Project goal aligned with the UNDP's Country Strategy and Strategic Plan?
- 10. How well was the Project goal aligned with the Sustainable Development Goals?
- 11. To what extent were lessons learned from other relevant projects considered in the project's design?
- 12. To what extent was stakeholders' needs and realities considered in project design?
- 13. To what extent does the project contribute to gender equality, the empowerment of women and the human rights-based approach?
- 14. Were any changes made to the Results Framework (at start-up, throughout implementation)? Were these documented and approved? Did the vertical logic hold true, based on assumptions made?
- 15. Was there a realignment or rescoping of the project based on any annual reflection in planning or internal evaluations and recommendations made?

Effectiveness

- 1. What are the project's achievements for the goal based on the indicators established in the approved results framework?
- 2. What contributions have the project made to its intended outcomes?
- 3. What interventions, if any, did not effectively contribute to the project's goal?
- 4. What factors affected the outcomes realized?
- 5. How were the targeted beneficiaries impacted by the project's interventions?
- 6. Were there other initiatives that contributed to the outcomes achieved? If so, what was the project's role / contribution?

- 7. To what extent did the project contribute to the CPD outcomes and outputs, the SDGs, UNDP Strategic Plan and national development priorities?
- 8. What were the major factors influencing the achievement or non-achievement of the objectives?
- 9. To what extent has the project been appropriately responsive to the needs of the national constituents and changing partner priorities?

Efficiency

- 1. How well did the project utilize and spend the allocated budget?
- 2. What were the spill-over benefits/productivity gains created?
- 3. To what extent was the project management structure as outlined in the Project Document efficient in generating the expected results?
- 4. Are key partners and beneficiaries currently utilising/ replicating any of the best practices emerging from the project? What are these?
- 5. During the life of the project, what were the trade-off made between a) budget and scope, b) schedule and budget, and c) scope and schedule?
- 6. How did the project's expenditure align with the activities implemented and the project's results?
- 7. In what ways did the executing agency, implementing agency and responsible agency contribute to overall management and coordination of the project?
- 8. How effective was stakeholder coordination in achieving project results and outcomes?
- 9. To what extent were procurements executed as per approved plans (e.g., within the expected timeframe and budget)?
- 10. What were the Cost Performance Index (CPI) and Schedule Performance Index (SPI) trends over the life of the project?
- 11. How well and to what degree were risk management strategies employed to minimize/eliminate threats to achieving the project goal?
- 12. How and to what extent were project issues resolved in support of the project goal?
- 13. How did UNDP support the achievement of project outcome and outputs?
- 14. How was the partnership strategy implemented by UNDP? Has UNDP partnership strategy been appropriate and effective? What factors contributed to effectiveness or ineffectiveness? What were the synergies with other projects?
- 15. Were there any management challenges affecting efficient implementation of the project? What are they and how are they being addressed?
- 16. To what extent have project funds and activities been delivered in a timely manner?
- 17. To what extent do the monitoring and evaluation systems utilized by UNDP ensure effective and efficient project management?

Impact of interventions

- 1. To what extent have the goals of the project been met?
- 2. What has happened as a result of the project?

- 3. Has the project contributed or is likely to contribute to long-term social, economic, changes for IRMs?
- 4. What difference has the project made to beneficiaries?

Sustainability

- 1. What are the mechanisms (strategies) instituted by the project to support the continuation of results beyond the project's life?
- 2. Does the project have a clear exit strategy?
- 3. Do the legal frameworks, policies and governance structures and processes within which the project operates pose risks that may jeopardize sustainability of project benefits?
- 4. What were the major factors which influenced the achievement or non-achievement of sustainability of the programme or project?
- 5. To what extent do mechanisms, procedures, and policies exist to carry forward the results attained on gender equality, empowerment of women, human rights and human development by primary stakeholders? To what extent do stakeholders support the project's long-term objectives?
- 6. To what extent are lessons learned being documented by the Project Team on a continual basis and shared with appropriate parties who could learn from the project?
- 7. To what extent do UNDP interventions have well designed and well-planned exit strategies?
- 8. What could be done to strengthen exit strategies and sustainability?
- 9. How are the project results monitored post-project implementation? How are the resulting information used to improve IRM in Jamaica?
- 10. Are there any key risks (including environmental, economic and social) that may affect the outcomes realized by the project? How will the operational, sector and country context eliminate or exacerbate these risks?
- 11. What institutional arrangements are in place and/or required to allow for continuation of benefits? What steps have been/are being taken to ensure these are in place?

Annex 6. TOR, IRM Project Board





MINISTRY OF NATIONAL SECURITY TERMS OF REFERENCE

Involuntary Returned Migrants (IRM) Project PROJECT BOARD

1.0 BACKGROUND

Since 2008, the British High Commission and the European Union supported GOJ's efforts to support involuntary returned migrants through the Jamaica Reducing Re-Offending Action Plan (JRRAP) and mainstreaming migration into National Development Strategies projects. This resulted in the establishment of the National Organization of Deported Migrants (NODM) and the expansion of some services offered to involuntary returned migrants by existing NGOs. The Government of Jamaica (GOJ) recognized the importance of mainstreaming migration for development and national efforts to address migration related issues are currently underway. These include development of relevant policies, such as the International Migration for Development (IMD) Policy. Migration is also focused in the Vision 2030 Jamaica- National Development Plan which outlines the establishment of an effective system that assists involuntary returned migrants in their transition and resettlement, enabling them to utilize their largely untapped knowledge and skills to contribute to national development.

In addition to developing the policy framework around the issue of migration, the Government is also pursuing a programme of Local Government Reform aimed at transforming the Local Government System to make local authorities more autonomous, efficient and responsive to the needs of the population. Recently, the reform process has benefitted from the promulgation of three (3) strategic laws and the entrenchment of the Local Government system in the Constitution. This move to increased self-management and decentralization of power means that local authorities will have more responsibilities and more autonomy to respond to migration issues at the local level which will require a higher level of familiarity with and capacity for applying policy standards with regard to gender equality, labour and other social and economic rights, as well as security related preparedness.

Therefore key issues that are to be addressed in this project are:

- i. the need for an established policy, database or information sharing system, and standardized procedures for the reintegration and rehabilitation of IRMs in accordance to the mentioned legal and policy standards;
- ii. an inadequate coordinated national approach to managing involuntary returned migrants that includes all needed stakeholders in State and civil society;
- iii. unclear guidelines for the integration of migration issues into the local development planning processes;
- iv. limited understanding of the differential impacts of deportation on men, women, children, persons with disabilities, or persons living with HIV.

The project seeks to fill one of the gaps in the governance framework by ensuring that the draft Deportation Policy is completed with a strengthened Rehabilitation & Reintegration (migration) component. The project will also contribute to the strengthening of the institutional arrangements to manage and provide services to involuntary returned migrants by establishing a coordinating mechanism comprised of national and local stakeholders. Furthermore, the project will strengthen the capacity of NGOs to expand the services which they provide to IRMs. The focus of the capacity development will be in the area of income generation. It is envisaged that through service expansion, NGOs will be better able to address the vulnerabilities of involuntary returned migrants upon their return to the country in a more holistic fashion. Additionally, through this project the link between NGOs and the government will be strengthened thereby allowing for greater levels of coordination among the various organisations.

The project also presents a prime opportunity to strengthen the capacity of local authorities to understand, measure and respond to trends in migration and, in particular, the influx of involuntary returned migrants to their municipalities. This will therefore result in a national strategy which will more meaningfully contribute to re-integration and rehabilitation of involuntary returned migrants and encourage their contribution to local and national development and prevent their involvement in criminal activities/organisations.

Generally, this project will directly support, complement and augment existing initiatives to streamline migration into national development by addressing critical aspects of the underlying governance framework, as well as the capacity at the local level to support efforts at reintegration & rehabilitation.

2.0 Project Description

The Reintegration & Rehabilitation of Involuntary Returned Migrants Project will complement and build on existing initiatives at the national and local levels to strengthen systems to address issues associated with the treatment of involuntary returned migrants in the country and especially in urban centres. This project seeks to strengthen the policy, legislative and institutional framework that guides the management and treatment of IRMs to the island. This includes finalizing the National Deportation Policy and developing a strategy and standard operating procedures (SOPs) for managing the rehabilitation and reintegration of returned migrants.

The project will also contribute to increasing the capacity of entities including non-government organizations to provide more efficient and effective services to IRMs and strengthen the integration of migration issues in the local sustainable development planning process now being undertaken by local authorities. It is expected that the project will result in the creation of a national coordination mechanism through the building of partnerships to address issues concerning involuntary returned migrants, aligned to the country's policy priorities on migration.

The goal of this project is to have an improved coordinating system for the return, rehabilitation and reintegration of involuntary returned migrants. This project will be based on planning, policy and legal standards, participation of all needed stakeholders, capacity enhancement at the level of local authorities and specialized agencies, as well as gender equality and the 'no-one left behind' principle.

The expected key outcomes are:

- 1. Improved policy and legislative framework governing issues related to Involuntary Returned Migrants (IRMs)
- 2. Enhanced access to services for IRMs
- 3. Enhanced capacity of local authorities, to mainstream migration in planning and service provisions

3.0 COMPOSITION

Representatives from the following organisations shall comprise the Project Board:

- The Permanent Secretary in the Ministry of National Security
- The Permanent Secretary in the Ministry of Local Government and Community Development
- CEO, Passport, Immigration and Citizenship Agency
- Representative from the Planning Institute of Jamaica
- Representative from the Ministry of Foreign Affairs and Foreign Trade
- Representative from the Ministry of Health
- Representative from the United Nations Development Programme
- Representative from the National Organization for Deported Migrants

- Representative from Open Heart
- A quorum will consist of fifty percent of the membership of this Committee.

Agency representatives are selected based on their portfolio, to represent the interests of the entire group of beneficiaries in the most effective and impactful implementation of the project.

4.0 FUNCTIONS OF THE PROJECT BOARD

- 1. Offer overall policy and technical guidance and direction towards the implementation of the project, ensuring it remains within any specified constraints.
- 2. Approve project implementation schedule, annual work plan (AWP) and indicative project budget at the commencement of each project year within its remit.
- 3. Provide guidance and agree on possible countermeasures/management actions to address specific project risks.
- 4. Address project issues as raised by the Project Manager.
- 5. Agree on Project Coordinator's scope, cost, time (tolerances) as required, and provide ad-hoc direction and advice for situations when tolerances are exceeded.
- 6. Review and endorse changes in project work plans, budgets and schedules as necessary.
- 7. Provide oversight for the project implementation and provide direction and recommendations to ensure that the agreed deliverables are produced satisfactorily according to plans.
- 8. Review and make decisions on recommendations related to project management from the Implementing Agency.
- 9. Arbitrate where necessary and decide on any alterations to the programme.
- 10. Endorse an overall project evaluation and monitoring function for the duration of the project through a mechanism agreeable to all Project Board parties.
- 12. Providing necessary oversight to ensure sustainability of project.

5.0 MEETINGS

The Project Board will meet every three (3) months, at a time and place convenient to all members. A quorum will be constituted by 51% of the representatives listed at 2.0, and this must be present for meetings of the Project Board to be convened.

6.0 CHAIRPERSON

The Project Board meetings will be co-chairing the Permanent Secretaries in the Ministry of National Security and the Ministry of Local Government and Community Development.

The Chair will be responsible for:

- 1. The conduct of the meeting.
- 2. Ensuring that an accurate record of the discussions and decisions of each meeting is prepared and forwarded to all members.
- 3. Ensuring adequate follow-up on the undertakings of the members of the Project Board.

7.0 SECRETARIAT OF THE COMMITTEE

The Project Manager will provide secretariat services to the Project Board.

8.0 COMMUNICATION

Documentation being presented for review at any meeting of the Project Board will, as far as possible, be distributed two weeks prior to the meeting. The preparation of the records of all official meetings of the Project Board will be the responsibility of the secretariat. These records must be forwarded to Project Board members no later than two weeks after its conclusion.

9.0 DURATION

The Project Board will exist for the duration of the project.

10.0 FUNDING OF PROJECT BOARD ACTIVITIES

Project resources will be used to support the participation of representatives and other members as required.

11.0 MEETING LOCATION

Meetings of the Project Board will be held at locations agreeable to all members.

Annex 7. Budget Reallocation Justification

Outp	ut	Activity	Justification
1.	Regulatory framework for IRM reintegration and rehabilitation strengthened	1.1 Conduct of baseline study and spatial mapping on IRMs Agreement	Tender evaluations were completed for eight (8) candidates to conduct the baseline study. All the financial proposals were a minimum, three time more than the budget identified. Research indicated that the market value to conduct the study far exceeded the budgetary amount.
			The successful bidder's financial proposal was at a total of US\$26,883.00 more than the allotted budgeted amount. Two negotiation meetings were held with the Consultant to agree on the final contract price of US\$39,883. The scope of works was also redefined to include the Ministry of National Security (MNS) drafting the survey instrument, providing the sample frame, finalizing logistics for mobilization of participants and the target number of IRMs was also reduced to fit within the available budget.
			This activity was the predecessor for both activities 1.2 to 1.4. As such, the reallocation was done from same activity i.e., from the budget for training/workshop, as well as output 3 and 5.
		1.2 Develop minimum standard operating procedures for reintegration of IRMs	Activities $1.2-1.4$ were merged to be undertaken as one consultancy given their alignment and harmonization.
		1.3 Revise draft Deportation Policy through consultations with stakeholders for submission to Parliament for approval	Invitation to tender was completed twice. In the first instance, the financial proposal was almost three times the total budget for the activity. The decision was taken to go back to tender. For the second tender, the successful bidder's proposal was more than the allotted budget but was significantly less than the
		1.4 Develop Reintegration and Rehabilitation strategy	bids received in the first tender process. The scope of works was also revised to redefine and clarify roles and responsibility between the Consultant and MNS and successful negotiation undertaken with the preferred bidder. The total contract price was negotiated at US\$49,562.85.
			Most of the contract price (US\$ 42,445) was covered by the budget based on allocations for both consultancy and training cost for activities 1.2-1.4 and Output 3. The balance (US\$ 7,117.85) was covered by MNS.

Outp	ut	Activity	Justification
			Reallocation of budget was done among activities $1.2-1.4$ with regards to the training/workshop amount and consultancy fee. This activity was also supported with reallocations from output three.
2.	National coordination for the operationalization of the policy and legal framework	2.1 Procure Facilitator to develop Roadmap and Action Plan	The costs to undertake this activity will be fully absorbed by MNS. The budget allocated to undertake this activity was reallocated to budget line item 2.2.
	strengthened	2.2 Convene planning workshop and quarterly meetings with National Technical Working Group (NTWG)	The NTWG has the dual role of providing technical inputs for the project and participating in stakeholder consultations for the revision of the Draft Deportation Policy, development of the Standard Operating Procedure and the Strategy for the Reintegration and Rehabilitation of IRMs. This dual role and function necessitate increased meetings which has associated increased costs.
3.	Improved capacity of service providers to network and address long term needs of involuntarily returned migrants	3.1 Conduct capacity assessment of NGOS serving returned migrants and targeted IRMs 3.2 Facilitate targeted training through partnership for 30 service providers 3.3 Facilitate targeted training through partnership for 50 beneficiaries	Activities 3.1 – 3.3 will be undertaken by same Consultant. Total cost for this component will be absorbed by the MNS. As previously mentioned, monies from these line items were reallocated across activities 1.1 to 1.4 and activities 4.1
		3.4 Procure additional equipment & resources needed to strengthen income generation capacity of at least 2 NGOs in selected business areas of apiculture and farming	
4.	Framework for the measurement and tracking of reintegration of returned migrants	4.1 Conduct consultations with key entities for the preparation and validation of the framework and protocol for tracking the reintegration of returned migrants	Due to the market value to conduct this activity, the consultancy fee was increased by \$10, 000 (Cities Alliance funds) and a part of the fee will be covered by MNS through government resources, as well as funding received from the British High Commission for a related project for IRMs.

Output		Activity	Justification		
			The line item for Training/Workshop was also increased by US\$ 900.		
			A portion of the budget was also reallocated from activities 3.1- 3.3.		
5.	Enhancement of the	5.1 capacity development activities	The total for this component was reduced to support activity 1.1.		
	capacity local	to improve service provision &			
	authorities to	planning by local authorities for	The tender to undertake this component of was unsuccessful. In the first		
	mainstream migration	returned migrants	instance no bids were received. In the second instance, none of the bids		
	in planning and service	5.2 Develop public education	evaluated were technically competent.		
	provision	material for distribution at help			
		desks of local authorities	Recognizing the challenges experience, the Project team decided to change		
		5.3 Prepare Strategy for including	the strategy for the implementation of this component of the project. As		
		reintegration of returned migrants	such, the decision was taken to:		
		in LSDP process	Partner with the Management Institute for National Developmen		
		p	(MIND), to undertake component fifty-one. And 5.2. MIND is the		
		5.4 Develop sustainability strategy	government's public sector training institute. They have agreed to		
		for Parish Safety & Security	undertake the activities within the available budget. The MOU with		
		Committees	MIND will be signed.		
			2. Activities 5.3 and 5.4 will be undertaken through a direct contract		
			with the consultant undertaken activities 1.2-1.4.		

Annex 8. Output Indicator Tracking Table

Annex 6. Output mulcator m						
Output Indicator	Baseline Value	Life of Projec	t Target	End of Proje	ct Result	
Output 1: Regulatory framework for IRN	1 reintegratio	n and rehabili	tation strengt	thened		
OP 1.1 Extent of completion of baseline	Not	Baseline			Completed - Baseline study	
study and spatial mapping on deported	Started	Completed		report circulated		
persons		•				
(not started, partially completed,		Spatial Map Completed		Incomplete – cancelled due		
completed)				to Spatial Mapping data		
,				quality and gaps		
OP 1.2 Revision of draft Deportation	Not	Revision Completed		Completed – revision		
Policy for submission to Parliament for	Revised	·		pending Cabinet submission		
approval						
(not started, partially completed,						
completed)						
OP 1.3 Extent to which minimum	Not	Revised		Completed	SOPs fully	
standard operating procedure (SOPs) on	Started			revised		
reintegration and rehabilitation of						
returned migrants revised						
(not started, partially completed,						
completed)						
OP 1.4 Development of reintegration	Not	Completed		Completed – strategy		
and rehabilitation strategy	Started			pending Cabinet submission		
(not started, partially completed,						
completed)						
Output 2: National coordination for the	operationaliz	ation of the po	olicy and lega	l framework e	stablished	
OP 2.1 Extent to which the terms of	Not	Revised		Revised		
reference is revised	Started					
(not started, partially revised, revised)						
OP 2.2 (a) # of workshops / meetings	0	Workshops	Quarterly	Workshops	Quarterly	
convened NTWG (disaggregated by		/Planning		/ Planning		
meeting type – planning / quarterly)		2	6	3	3	
OP 2.2 (b) Extent to which the Roadmap	Not	Developed		Action Plan developed.		
and Action Plan is developed	Started	·		Roadmap not developed		
OP 2.2 (c) Proportion of NTWG members	0	30%		27%		
are men						
Output 3: Capacity of service provider	s to network	and address	long term n	eeds of invol	untary returned	
migrants improved						
OP 3.1 Status of conducting the capacity	Not		Assessment	Completed		
assessment of NCOs and target IDMs		Completed				
assessment of NGOs and target IRMs	started	Completed				
(not started, partially completed,	started	Completed				
(not started, partially completed, completed)	started	Completed				
(not started, partially completed,	started 0	Completed 30			16	
(not started, partially completed, completed) OP 3.2 (a) # of participating service providers trained		30				
(not started, partially completed, completed) OP 3.2 (a) # of participating service providers trained OP 3.2 (b) # of IRMs trained		·			16	
(not started, partially completed, completed) OP 3.2 (a) # of participating service providers trained OP 3.2 (b) # of IRMs trained OP 3.2 (c) Portion of participants are	0	30				
(not started, partially completed, completed) OP 3.2 (a) # of participating service providers trained OP 3.2 (b) # of IRMs trained	0	30			32	
(not started, partially completed, completed) OP 3.2 (a) # of participating service providers trained OP 3.2 (b) # of IRMs trained OP 3.2 (c) Portion of participants are	0	30	IGO		32	
(not started, partially completed, completed) OP 3.2 (a) # of participating service providers trained OP 3.2 (b) # of IRMs trained OP 3.2 (c) Portion of participants are women and other vulnerable groups	0 0 0	30 50 30%	IGO		32 73%	

Output Indicator	Baseline	Life of Project Target	End of Project Result							
Output 4: Framework for monitoring and tracking of reintegration of returned migrants strengthened Enhanced capacity of local authorities, to mainstream migration in planning and service provision										
OP 4.1 (a) # of stakeholder consultations held to develop and validate framework and protocol	0	2	1							
OP 4.1 (b) Proportion of participants are women and other vulnerable groups	0	50%	Data unavailable outside of NTWG membership							
OP 4.2 Extent to which framework and protocols for tracking the reintegration of returned migrants is completed (not started, partially completed, completed)	Not Started	Completed	Partially Completed – no protocol developed							
Output 5: Capacity of local authorities to mainstream migration in planning and service provision enhanced										
OP 5.1 (a) # of training sessions conducted to improve service delivery to returned migrants by local authorities	0	4	3							
OP 5.1 (b) Proportion of participants are women and other vulnerable	0%	50%	Female	Other						
OP 5.2 # of public education materials delivered disaggregated by type	0	2 1 – pamphlet 1 – flier	1 brochure 2 posters 1 flier							
OP 5.3 Extent to which the strategy for including reintegration of returned migrants in LSDP process completed (not started, partially completed, completed)	Not Started	Fully Developed	Completed – Standardised Strategy Developed. Document drafted and 1 LSDP including reintegration completed for the Parish of Trelawny							
OP 5.4 Extent to which sustainability strategy for parish safety & security committees developed (not started, partially completed, completed)	Not Started	Fully Developed	Not Started							

Annex 9. Biography of Evaluator

Dr. Alicia Hayman is a monitoring and evaluation specialist, with doctoral specialization in Geography. She is a Commonwealth Scholar, an Ontario Graduate Scholar and a Cecil Franklin Fellow in Soil and Water Conservation. She has over 26 years work experience in thematic areas, including, watershed and protected areas management, climate change and energy. She has done significant work with civil society organizations, especially in areas of organisational assessment and capacity development and her work has included assessment of changes in knowledge, attitudes and practices. Her work has spanned areas of policy assessment and development, planning and management and monitoring and evaluation. She is also well practiced in governance and institutional arrangements and capacity building. Dr. Hayman's work has included project design for national and Caribbean regional projects; research; organisational capacity assessment, and training, among others, at the national and sub-national levels. She has been involved with Caribbean region-wide climate and protected areas financing initiatives. She complements her work with certification and extensive experience in strategic action planning and group dynamics facilitation. She has excellent working relationships with a range of government ministries and agencies as well as with non-governmental organizations and other regional support organizations across the Caribbean. Her experience also extends to Africa, the Pacific and the Caucasus countries. Dr. Hayman also works widely with various international donor partners, especially in the area of monitoring and evaluation.

Annex 10. Code of Conduct Signed by Evaluator

UNEG Ethical Guidelines for Evaluation

ANNEX 1: PLEDGE OF ETHICAL CONDUCT IN EVALUATION

By signing this pledge, I hereby commit to discussing and applying the UNEG Ethical Guidelines for Evaluation and to adopting the associated ethical behaviours.



I will actively adhere to the moral values and professional standards of evaluation practice, as outlined in the UNEG Ethical Guidelines for Evaluation and as per the values of the United Nations. Specifically, I will be:

- ✓ Honest and truthful in my communication and actions.
- Professional, engaging in credible and trustworthy behaviour, alongside competence, commitment and ongoing reflective practice.
- ✓ Independent, impartial and incorruptible.



I will be answerable for all decisions made and actions taken, responsible for honoring commitments, without qualification or exception, and will report potential or actual harms observed. Specifically, I will be:

- Transparent regarding evaluation purpose and actions taken, establishing trust and increasing answerability on performance to the public, particularly those populations affected by the evaluation.
- Responsive as questions or events arise, adapting plans as required and referring to appropriate channels where corruption, fraud, sexual exploitation or abuse or other misconduct or waste of resources is identified.
- Responsible for meeting the evaluation purpose and for actions taken, and for ensuring redress and recognition as needed.

∷ RESPECT 🌣

I will engage with all stakeholders of an evaluation in a way that honours their dignity, well-being, personal agency and characteristics. Specifically, I will ensure:

- Access to the evaluation process and products by all relevant stakeholders- be they powerless or powerful, with due attention to factors that may impede access such as sex, gender, race, language, country of origin, LGBTQ status, age, background, religion, ethnicity and ability
- Meaningful participation and equitable treatment of all relevant stakeholders in the evaluation processes- from design to dissemination. This includes engaging different stakeholders, particularly affected people, so they can actively inform the evaluation approach and products rather than being solely a subject of data collection.
- Fair representation of different voices and perspectives in evaluation products (reports, webinars etc.)

∷ BENEFICENCE 🏋

I will strive to do good for people and planet while minimizing harm arising from evaluation as an intervention. Specifically, I will ensure:

- Explicit and on-going consideration of risks and benefits from evaluation processes.
- Maximum benefits at systemic (including environmental), organizational and programmatic levels.
- No harm. I will not proceed where harms cannot be mitigated.
- Evaluation makes an overall positive contribution to human and natural systems and the mission of the United Nations.

I commit to playing my part in ensuring that evaluations are conducted according to the Charter of the United Nations and the ethical requirements laid down above and contained within the UNEG Ethical Guidelines for Evaluation. Where this is not possible, I will report the situation to my supervisor, designated focal points or channels, and will actively seek an appropriate response.

- natt

November 7, 2021

(Signature and Date)