EVALUATION REPORT

for the Project
Strengthening Community Safety through Local Government Capacity Building

United Nations Development Programme (UNDP)

Evaluation Undertaken
December 28, 2010 to February 21, 2011

Submitted to: UNDP Jamaica
Submitted by: Daniel B. Gordon
Date: February 21, 2011

ACKNOWLEDGEMENTS

The evaluator would like to thank the residents of Newland and Caanan Heights communities who participated in face to face consultations and accommodated the data collection walk through their communities.   Without your inputs this evaluation could not have been successfully undertaken. Gratitude is also extended to the responsible parties from the University of Technology - Faculty of Built Environment, HUAIROU GROOTS-Jamaica, Sistren Collective and the Social Development Commission for providing in-depth briefing sessions and to the SDC staff members who willingly accompanied the evaluator on the field missions into the target communities.

 A special thank you to the project management staff at the Department of Local Government who made the relevant project documents available for review and who provided candid insights into the project management and implementation processes.

To the Mayors of Portmore, Spanish Town and May Pen who took time from their busy schedules to reflect on the project and who were particularly helpful in ascertaining the relevance of the project and pledging the commitment of the parish councils and the Portmore Municipality to the furtherance of successful elements of project initiatives.

A big thank you is also extended to the Governance Advisor and the Programme Analyst who facilitated the initial briefing meeting at the UNDP offices. Sincere appreciation to the Chairman and other members of the Project Board who were very responsive to questions on the role of the Project Board in the execution of the project. Further thanks also to the UNDP for their faith in the evaluator's ability to successfully undertake and complete this evaluation.

Finally, many thanks to everyone who may not have been made mention of but who indirectly or directly made useful inputs into the completion of this exercise. Thanks to one and all.

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LIST OF ACRONYMS AND ABBREVIATIONS

AWP	Annual Work Plan
CDC	Community Development Commmittee
CP	Country Programme
CPAP	Country Programme Action Plan
CSC	Community Safety Committee
CSSJP	Community Safety, Security & Justice Programme
DLG	Department of Local Government
GHJ	Groots-Huairou Jamaica
GPS	Global Positioning System
JCF	The Jamaica Constabulary Force
JVPPSD	The Jamaica Violence Prevention, Peace and Sustainable Development Programme
LPAC	Local Planning and Advisory Committee
MOFP	Ministry of Finance and Planning
PDC	Parish Development Committee
PYC	Police Youth Club
SDC	The Social Development Commission
SISTREN	Sistren Theatre Collective
TOR	Terms of Reference
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UTECH	University of Technology
WSA	Women's Safety Audit

EXECUTIVE SUMMARY

This Executive Summary provides a brief description of the intervention that was evaluated. It further explains the purpose and objectives of the evaluation, key aspects of the evaluation approach and method and a summary of the principal findings, conclusions and recommendations

The report presents an **independent**, **external** summative evaluation of the project, **'Strengthening Community Safety through Local Government Capacity Building.'** The duration of this evaluation was the period of December 28, 2010 to February 21, 2011.

The United Nations Development Programme (UNDP) Jamaica Country Office commissioned the evaluation. This was done in accordance with the provisions in the Project Document and in conformity with a requirement of the Democratic Governance Thematic Trust Fund (DGTTF) evaluation, lessons learning and knowledge management framework for the conduct of an end of project, independent evaluation. The DGTTF funded the project which was executed by UNDP Jamaica through its Governance Portfolio.

Project Location and Target Population

The project was piloted in the communities of Newland and Caanan Heights in the parishes of St. Catherine and Clarendon respectively. These communities were selected through the LPAC and approved by the Project Board. The process included the application of the selection criteria that was included in the project document. These criteria were informed by secondary research data and advice from the JCF and in particular from the CSSJP.

The main target population and beneficiaries under the project were the community members of Newland and Canaan Heights, especially the women and children. In order to transfer knowledge and skills to the target population and end users, the project undertook capacity-building of community-based organizations such as: the Community Development Committees (CDC), the Community Safety Committees (CSC), the Community Safety and Security Branch of the Jamaica Constabulary Force (JCF), the Parish Development Committees (PDC), Citizens

Associations, the Social Development Commission (SDC) and members of the parish and municipal councils in St. Catherine and Clarendon.

Project Scope and Objectives:

The project was at best a pilot which would identify lessons learned and best practices with a view to local entities replicating successful elements in other apposite locations nationwide. The idea of replication is carried in objective seven (7) below which speaks to "…exploring means of replication."

The general objective was to strengthen government and local authorities in making communities safer for women and thereby safer for all. The specific objectives were:

1. Assessment of the local context of women's safety
2. Assessment and training of local government authorities and community based organizations in selected municipal areas relating to safety audits
3. Adapting existing safety assessment and audit tools
4. Conducting safety audits and local safety appraisals ensuring that relevant CBOs are active participants
5. Ensuring women are active participants in CBO-to-local government engagement on community safety
6. Developing a strategy for implementation of safety audits and dissemination of results to stakeholders
7. Evaluation of project and exploring means of replication.

There were also specific objectives which related to broader UN Programme goals. Those were:

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

CP Outcome (i):   Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability, and insecurity

CP Outcome (ii):   A sustained reduction of violence and social injustice in targeted communities

CPAP Output 5.1.3:   Improved capacity of government in programming, planning, implementation and monitoring and evaluation.

CPAP Output 5.3.1:   Strengthened capacity of stakeholders to sustain peace and reconciliation mechanisms

CPAP Output 5.3.5:   Strengthened capacity of community stakeholders to support community and policing and protection

Type and Scope of the Evaluation:

This is an end-of-project, summative evaluation conducted nearing the end of programme implementation by an independent evaluator in a participative manner. The end date of the project, as indicated in the introduction, was December 2010 but the completion date was extended to March 31, 2011. The evaluation was therefore conducted during the extension phase of the project.

In accordance with the Terms of Reference (TOR) for the exercise, the evaluation conceptually covered all activities that were undertaken from project inception to completion. Further, the TOR stipulated that the evaluation would:

- Identify outputs produced by the project
- Elaborate on how outputs have or have not contributed to outcomes, and
- Identify results and transformation changes, if any, that have been produced by the project.

The TOR also specified six (6) broad areas for assessment, which were:

- Whether stated outputs were achieved
- What factors contributed to achieving or not achieving outputs
- Factors that contributed to effectiveness or ineffectiveness
- The effectiveness of partnership strategy
- The impact of the project, and
- How effectively equality and gender mainstreaming have been incorporated in the design and execution

Purpose and Objectives of the Evaluation:

The **purpose** of the evaluation, as stipulated in the TOR, was to fulfill the requirements of the DGTTF evaluation, lessons learned and knowledge management framework which required an end of project evaluation to be conducted for all projects.

The **Objective** of the evaluation was to determine the effectiveness of project design, project implementation processes and measures employed to achieve project objectives. It was to also document: processes, lessons learned/ best practices, sustainability strategies and recommend action that could help to improve the further process of project implementation and achievement of project objectives.

Summary of Principal Findings and Recommendations

Findings:

In terms of the focal areas of the assessment in the TOR the findings from the evaluation are summarized as follows:

- The project was found to be well designed with appropriate, inherent logical linkages to assure effective achievement of project goals. However, the steps required to effectively monitor the quality of implementation and progress toward the achievement of project goals were not adequately executed.

- While remarkable strides were made during the last seven months of implementation to produce projected outputs, significant delays over the first 10 months of implementation (the majority of which were unwarranted), derailed the potential for effectiveness and efficiency in the pursuit of project goals.

- The implementing partner and the responsible parties must be commended for their focused approach in the delivery of the project interventions, especially given the abbreviated period of implementation. The training programmes were well delivered, there was evidence of appropriate gender inclusion, women in the communities displayed a new lease on life and showed enthusiasm to participate and the local authorities showed a fair level of commitment and had taken initial steps to address safety issues. However, there were signs that the lost opportunity to consolidate and reinforce learning and development was already negatively impacting the continued drive to address safety issues.

- The choice of responsible parties to implement the project was quite apposite as there was a synergistic link between the project goals and the mandate of the responsible agencies. This was already paying dividends towards the sustenance of successful elements the project.

- While the involvement of local authorities was also very appropriate, the improvement in their capacity to address safety issues, especially with a focus on enhanced gender equality and mainstreaming, was unfortunately an output missing from the project's delivery mechanisms.

- Some attention was paid to the implementation strategies of partnership focus, evidence base and gender mainstreaming in the project implementation process but in a limited way, as time did not allow for developing and expanding the initiatives.

- There were some good in-process efforts at sustainability of elements of the project but the critical actions to ensure that there were provisions for this to happen were not addressed during project implementation. These actions included inter alia the development of an action plan and assessment of resources required to implement recommendations from the baseline study.

- The baseline study needed to be done near to the beginning of the project as, apart from its use for a future plan of action, it could have also provided data for the structuring of an effective monitoring process.

Recommendations

Based on the findings of the evaluation, lessons learned and prospect for sustainability the following were recommended:

- The opportunity for the extension of the project assistance completion date should be used, inter alia, to share the findings from the baseline survey, the results of the mapping exercise and the proposed work plan with key stakeholders in the communities and with the respective parish councils.

- Information coming from stakeholder discussions indicated that only a few of the parish councilors were able to attend the training sessions in community safety audits.

- It is recommended, as is also proposed by the Mayors, that the councilors be trained in the principles and procedures of the safety audit to enhance their commitment and capacity to support community safety initiatives.

- HUAIROU GROOTS Jamaica is encouraged to continue working with the women of the communities in their monthly sessions. Working with grassroots women is an integral part of the Groots HUAIROU Jamaica mandate and representatives of Newland and Caanan Heights communities have been invited to join women from other parishes in workshops at the Groots HUAIROU Jamaica offices.

- Replication of the project in other locations nationwide, in partnership with the Department of Local Government, should be pursued as it will bring positive benefits in the promotion and maintenance of community safety.

- The SDC, that is strategically placed, through their work in communities across the country and having been trained in the audit procedures and principles may want to take the lead and partner with the DLG in replicating the intervention, especially in some of the more volatile communities nationwide.

- UTECH, as a tertiary institution that is training and placing community development officers, may wish to also partner with the SDC and the DLG to replicate the intervention. UTECH seems technically equipped to apply the PLA strategies to conduct mapping exercises, produce useful reports and share the research findings with a wide cross-section of stakeholders.

- One or more of the responsible parties need to provide ongoing technical support and training to sustain the effectiveness of the Community Safety Committees. They especially need to work with the communities to develop advocacy strategies to induce responsiveness from government entities to their submissions for assistance in addressing safety issues.

- In the interest of replication of successful elements of the programme nationwide and in light of contending demands for limited government resources, it is recommended that an aggressive advocacy programme be implemented to galvanize support for replication and sustainability of project initiatives.

- Separate Project Boards for each project is recommended but, in the event that one board facilitates more than one project, it is further recommended that the meetings do not run sequentially over the said time period. In other words a distinct and separate

time of meeting is recommended for each project. This will obviate the perception of meetings being too long and sufficient time not spent on any one of the projects.

1.0   INTRODUCTION:

This report presents an **independent**, **external summative** evaluation of the project **'Strengthening Community Safety through Local Government Capacity Building.'** The evaluation was conducted over the period December 28, 2010 to February 21, 2011.

The United Nations Development Programme (UNDP) Jamaica, commissioned the evaluation, in accordance with the provisions in the Project Document and in conformity with a requirement of the Democratic Governance Thematic Trust Fund (DGTTF) evaluation, lessons learning and knowledge management framework for the conduct of an end of project, independent evaluation. The DGTTF funded the Strengthening Community Safety through Local Government Capacity Building project, UNDP Jamaica, through its Governance portfolio was responsible for execution.

2.0   BACKGROUND

2.1   The Project

The Strengthening of Community Safety through Local Government Capacity Building project was implemented over the period June 2009 through December 2010. A no-cost extension of the project completion date was granted to March 31, 2011 to allow for the implementation of components of the project that were delayed by unforeseen national and local occurrences. The project was officially launched on September 10, 2010.

The overarching theme of the 'Strengthening of Community Safety through Local Government Capacity Building' project was to make communities safer for all, and especially for women and girls. This focus on women and girls should not be interpreted as being an exclusionary approach. Quite to the contrary, the design concept suggested that a community made safer for women and girls is a community made safer for all. It is also noted, from the project document, that the emphasis on women's safety is rooted in research data which showed that "although all forms of violence are significant, statistics on violence against women and girls in particular are alarming. According to the Centre for the Investigation of Sexual Offences and Child Abuse (CISOCA), sexual assault is listed as the second most common cause of injury to Jamaican women; and 70 per cent of all assaults in Jamaica in 2004 was reported against girls."[1]

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[1] Project document "Strengthening Community Safety through Local Government Capacity Building" page 3 para. 3

The project design also indicated a keenness to build partnerships and to build on prior safety initiatives. Apart from being noted in the project, that seemed evident in the choice of Responsible Parties such as: the UTECH Faculty of Built Environment, HUAIROU Commission – Groots Jamaica and UN-HABITAT to be key collaborators in the project implementation processes. Those organizations had experience in activities that empowered grassroots women in developing capacities for the conduct of safety audits and in taking action on the findings from such audits. In particular, they had been represented in four international audit conferences between 2002 and 2010 in Montreal in Canada, Columbia, Monterrey in Mexico and Dehli in India.

 Of paramount importance also, in conceptualizing the project, was the 'November 2008 conference in Kingston, Jamaica,' in which "seventy (70) women from various communities all over urban and rural Jamaica shared their experiences on women's safety and identified areas in their communities where they feel unsafe." In particular, the "UN-HABITAT and Safer Cities purport an approach to urban safety that links women initiatives and local government initiatives, as a way of influencing public policy and addressing the causes of violence against women in a systematic way."

2.1.1 Geographical Coverage of Project and Target Groups:

The project was implemented in the Newland community in the Municipality of Portmore and in the Canaan Heights Community adjoining May Pen in the parish of Clarendon.

Newland:

FIGURE 1: MAP of NEWLAND
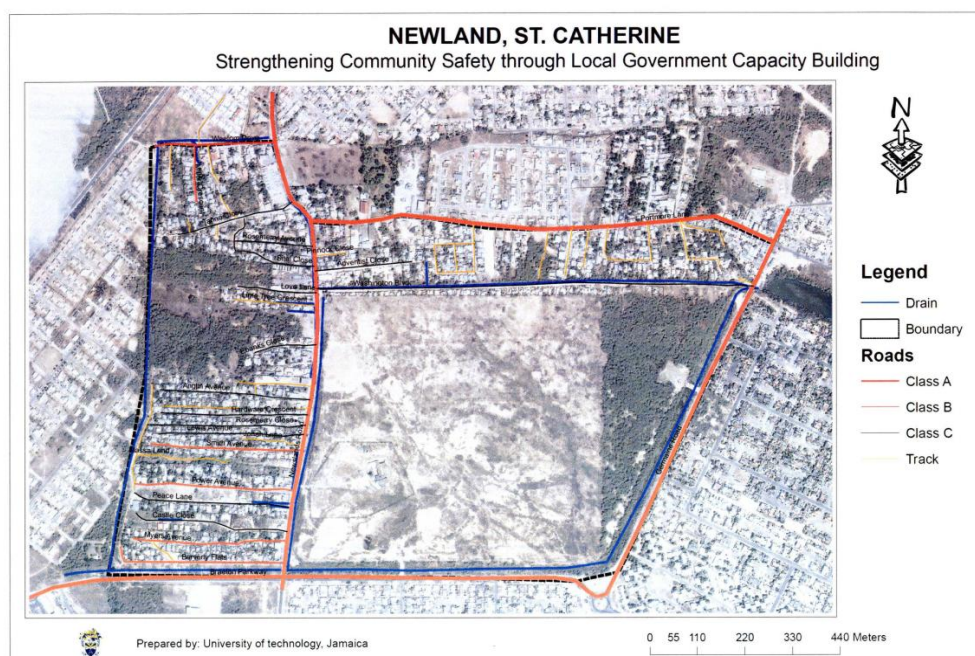
This community is bounded by Braeton Parkway and Newland Road to the south, Weaton Drive and Portmore Lane to the north, Portmore Pines on the western border and Germaine Road to the east.[2] The path to Newland is southerly along the Municipal Boulevard to the point where Newland main road meets Naggo Head Drive, westerly on Newland main road to the point where it meets Braeton Parkway and easterly along Braeton Parkway to the starting point[3]. The estimated population is 11,921, with an average household size of 6 persons and a female to male ratio of 51 to 49 per cent.[4] Based on the district profile compiled by the Social

Development Commission, in March 2009, Newland has challenges of unemployment, lack of training facilities for young people, crime, poor garbage collection methods, poor drainage and deplorable road conditions. The community also faces periodic outbreaks of gun related violence and has been identified for special intervention by the Ministry of National Security.

Canaan Heights:

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[2] UTECH, Faculty of Built Environment, from mapping information
[3] SDC, Newland Community Profile, page 8, March 18, 2009,
[4] Ibid, page 10

The map below provides a spatial location of Caanan Heights. The community was established by government as a squatter settlement in 1970 and was selected for special attention under the **Integrated Community Development Plan (ICDP)** in 1985.

FIGURE II: MAP of CAANAN HEIGHTS

Source: SDC Community Profile, page 5, March 2009

This selection is usually based on a poverty mapping exercise conducted by the Planning Institute of Jamaica (PIOJ) and the SDC.[5] Caanan Heights has a population of approximately

2,000 persons with a gender ratio of 53% male to 47% female.[6] The community has received support from various public and private sector interventions such as the National Poverty Eradication Programme. In recent times (2008 & 2009) "the area has been experiencing sporadic outbreaks of violence and has been noted as contributing in no small way to the incidence of crime in the parish and in the May Pen Parish Capital."[7] In light of this, the Clarendon Crime Prevention Committee (CCPC), the Canaan Heights Community

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[5] SDC, Caanan Heights Community Profile, page 2, 2007
[6] SDC, Caanan Heights Community Profile, page 3.
[7] Ibid

Development Committee and concerned citizens are making a concerted effort to curtail the high level of violence that plagued the community prior to 2009.

The main target population and beneficiaries under the project are of course the community members of Newland and Canaan Heights, especially the women and children. In order to transfer knowledge and skills to the target population and end users, the project has undertaken capacity-building of community-based organizations such as: the Community Development Committees (CDC), the Community Safety Committees (CSC), the Community Safety and Security Branch of the Jamaica Constabulary Force (JCF), the Parish Development Committee (PDC), Citizens Associations, the Social Development Commission (SDC) and members of the parish councils in St. Catherine and Clarendon.

2.1.2   Project Coordination and Implementation Arrangements:

The Project was located in the Department of Local Government in the Office of the Prime Minister, the Implementing Partner, and an officer of the Department had responsibility for coordination and day to day management. Responsible Parties for various components of the project were:

> Faculty of Built Environment - University of Technology (UTECH)
> The Social Development Commission (SDC)
> HUAIROU Commission – Groots Jamaica
> UN-HABITAT and
> The Jamaica Constabulary Force Community Safety and Security Branch (JCF-CSSB)

FIGURE II1 overleaf provides a picture of the structure for management and implementation partnership for the project.

FIGURE III
Project Management Structure

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                    │  The PROJECT BOARD (Including    │- - - - - - ┐
                    │  UNDP, etc)                     │            │
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        ┌ - - - - - │  Implementing Partner           │- - - - - - ┘
        │           │  Department of Local Government  │
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        │           │  Responsible Parties            │
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    │  SDC  │   │ UTECH │   │ HUAIROU  │   │   UN-    │   │  JCF  │
    │       │   │       │   │ GROOTS   │   │ HABITAT  │   │       │
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        ┌ - - - - - - - │  TARGET GROUPS   │
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  │  NEWLAND   │   │  CANAAN    │   │  PARISH    │   │ COMMUNITY  │
  │ COMMUNITY  │   │  HEIGHTS   │   │ COUNCILS   │   │  GROUPS    │
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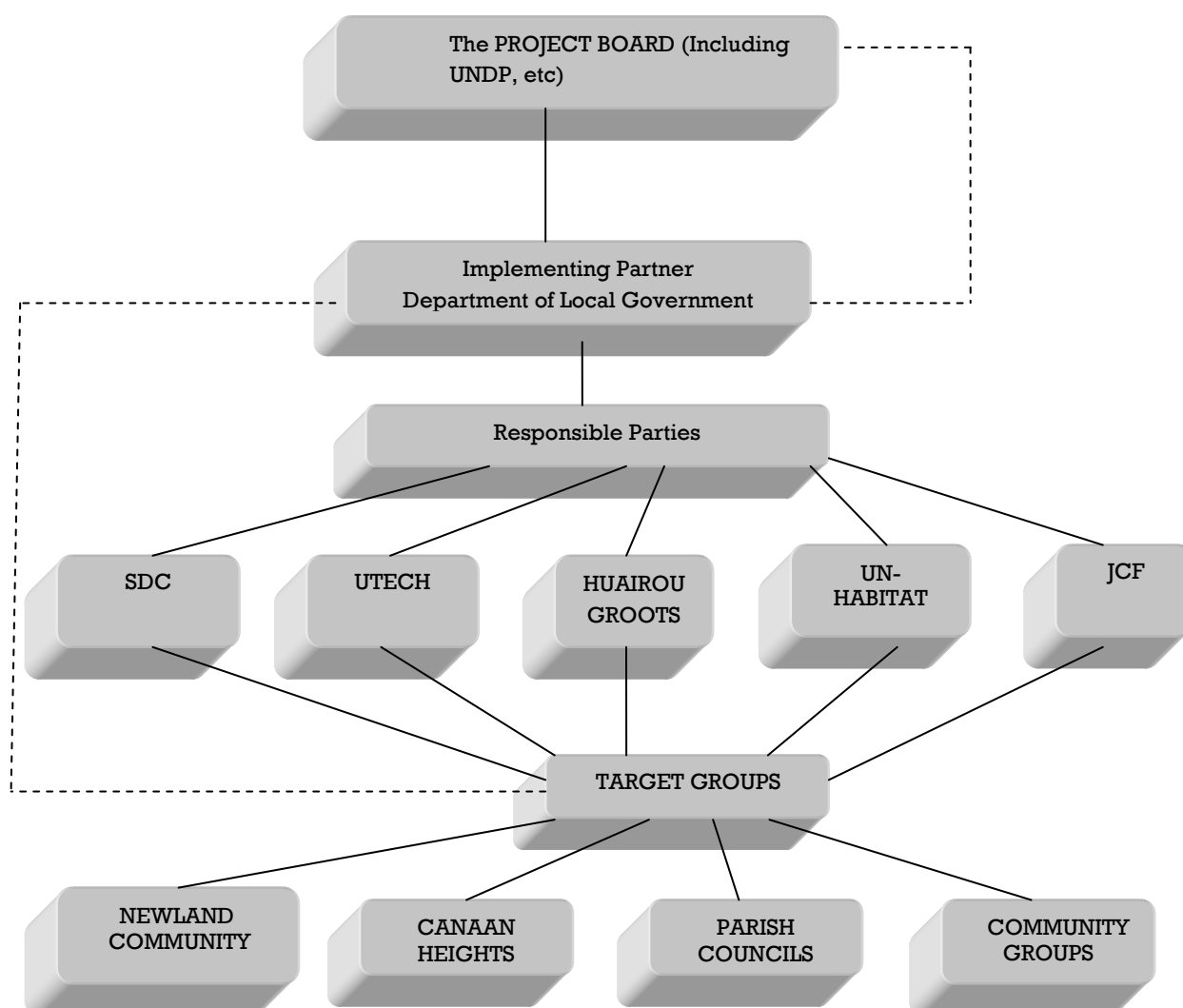
2.1.3   Project Scope and Objectives:

The project was at best a pilot which would identify lessons learned and best practices with a view to local entities replicating successful elements in other apposite locations nationwide. The idea of replication is carried in objective seven (7) below which speaks to "…exploring means of replication."

The overall Project Objective was to strengthen government and local authorities in making communities safer for women and thereby safer for all through:

1. Assessment of the local context of women's safety

2. Assessment and training of local government authorities and community based organizations in selected municipal areas relating to safety audits
3. Adapting existing safety assessment and audit tools
4. Conducting safety audits and local safety appraisals ensuring relevant CBOs are active participants
5. Ensuring women are active participants in CBO-to-local government engagement on community safety
6. Developing a strategy for implementation of safety audits and dissemination of results to stakeholders
7. Evaluation of project and exploring means of replication.

There were also specific objectives which related to broader UN Programme goals. Those were:

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

CP Outcome (i): Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability, and insecurity

CP Outcome (ii): A sustained reduction of violence and social injustice in targeted communities

CPAP Output 5.1.3: Improved capacity of government in programming, planning, implementation and monitoring and evaluation.

CPAP Output 5.3.1: Strengthened capacity of stakeholders to sustain peace and reconciliation mechanisms

CPAP Output 5.3.5: Strengthened capacity of community stakeholders to support community and policing and protection

3.0   TYPE AND SCOPE OF THE EVALUATION:

This is an End of Project summative evaluation conducted nearing the end of programme implementation by an independent evaluator in a participative manner. The end date of the project, as indicated in the introduction, was December 2010 but the completion date was extended to March 31, 2011. The evaluation was therefore conducted during the extension phase of the project.

In accordance with the Terms of Reference (TOR) for the exercise, the evaluation conceptually covered all activities that were undertaken from project inception to completion. Further, the TOR stipulated that the evaluation would:

- Identify outputs produced by the project
- Elaborate on how outputs have or have not contributed to outcomes, and
- Identify results and transformation changes, if any that have been produced by the project.

The TOR also specified seven (7) broad areas for assessment, which were:

- Whether stated outputs were achieved
- What factors contributed to achieving or not achieving outputs
- Factors that contributed to effectiveness or ineffectiveness
- The effectiveness of partnership strategy
- The impact of the project, and
- How effectively equality and gender mainstreaming have been incorporated in the design and execution

3.1   Purpose and Objectives of the Evaluation:

The **Purpose** of the evaluation, as stated in the TOR, was to fulfill the requirements of the DGTTF evaluation, lessons learned and knowledge management framework which stipulated that an end of project evaluation be conducted for all projects. The DGTTF further stated that the evaluation report and the management report must be completed in time for submission to the DGTTF no later than March 1, 2011.

The **Objective** of the evaluation was to determine the effectiveness of project design, project implementation processes and measures employed to achieve project objectives, document: processes, lessons learned/best practices, sustainability strategies and recommend action that could help to improve the further process of project implementation and achievement of project objectives.

3.2   Evaluation Criteria

The assessment took into account the Matrix of Project Elements/Indicators by Analytical Thrust based on indicators of Specificity, Measurability, Achievability, Relevance/Effectiveness, and Timeliness. That included the analysis of elements, such as:

- **Concept & Design:**

Clarity of project issue; if planning strategies are relevant & participatory; measurability & attainability of main objectives; relevance of project activities and implementing strategies, outcomes and indicators to goal; presence and type of strategic planning system.

- **Management and Implementation:**

Actual versus planned delivery of project activities; consistency between definition of target population and population actually served; administrative aspects of project services; interagency relationships and complementary services; efficiency of project including timeliness of logistical support and operations, planning processes and participation, presence and type of strategic planning system, and cost compared to benefits of the project.

- **Output and Impact:**

Percentage of objectives accomplished; actual coverage versus planned coverage; percentage of beneficiaries that have shown improvement/change as a result of interventions; benefits of the programme given the costs and unintended effects/outcomes.

- **Sustainability:**

Mechanisms implemented to achieve sustainability; degree of transfer of programme services to other institutions.

- **Best Practices/Lessons Learned:**

These have been identified recorded in the project report.

3.3   Evaluation Questions

The project document asked some pertinent questions which have been indicated under item 3, paragraph 2 above. These have been found to be appropriate and relevant. Further useful questions consistent with those above are included below. These additional questions focused on the validity of the project design, relevance of the project strategy, implementation coverage of the project, project coordination and implementation arrangements, performance

and achievement of the project (effectiveness, efficiency, unexpected effects, sustainability and lessons learned). Some of the questions under the various headings were:

- Project Design
    I. How good and useful were the internal logics of the project (logical framework, links between inputs, activities, outputs and objectives) quality of indicators and relevant breakdown in age and sex, etc?
    II. Was attention paid to external logics, links with other interventions, synergies and economies of scale?
    III. Did the project document provide sufficient guidance on how the project would address relevant gender issues among target groups?
    IV. Were project beneficiaries clearly defined?

- Relevance of the Project Strategy
    I. Did the project strategy focus on the needs, roles, access to resources and project needs of the target group, and did the target group participate in definition of their own needs?
    II. Did the need of the target group still exist after project close-out?
    III. Was gender equality and mainstreaming properly promoted in the project design and implementation?
    IV. What was the fit with other national/international development, policies and programmes on women's safety and inclusion?

- Project Implementation
    I. Did the intervention reach the intended target population and were any groups excluded?

    II. Were the delivery strategies sensitive to differing cultural and gender situations?

- **Coordination and Implementation Arrangements**
    I. Did progress reviews provide information on participation rates of the rates of the target population?

II.   Was the capacity of the Implementing Partner and Responsible parties adequate in human resources, learning and awareness of gender issues and safety issues to effectively execute the project?

III.   Were calendars and work and monitoring plans respected?

IV.   What were the possibilities of replicating elements of the project or models of the intervention?

V.   Were partnerships, networking and collaborative arrangements developed?

- Performance and Achievements

I.   To what degree did the project achieve objectives and impact the target groups

II.   How did the allocated resources compare with the results obtained from the Project?

III   Did the project contribute to changes in the perception of women's safety and safety for the entire community?

IV   Were there unexpected effects in development of policies, institutional capacity gender relations, environment or otherwise that are attributable to the project?

- Sustainability

I.   What were the prospects for sustainability of project activities after withdrawal of external support?

II.   What were the extent of ownership and participation in the project institutionally and individually?

III.   What were the possibilities for replicating all or part of the project in other locations or on a larger scale?

IV.   Were there factors that may hinder the sustainability of the project and have participants been sensitized to these factors?

4.0   METHODOLOGY & APPROACH

The approach to the evaluation process was consistent with the principles of participant oriented and mixed management techniques. In the first instance the evaluator made enquiries and validated the findings by triangulating the data from multiple sources. In the second

instance the process sought to unearth information from decision making where impact, outcomes, input, outputs and processes were the salient foci.

4.1   The data collection processes involved:

- Desk review of relevant documents and secondary sources of information.   Some documents were minutes of meetings, quarterly reports on the project, work plans for the Implementing Partner and responsible parties, training programmes and schedules, workshop registers, draft baseline report, community mapping reports, the project paper, the safety audit form and reports of stakeholder consultations.

- Initial briefing meetings with the UNDP project oversight team on December 28, 2010 and meetings with the Implementing Partner at the Department of Local Government on January 4 and 30, 2011. Meetings held also with responsible parties including: two (2) representatives at the UTECH Faculty of Built Environment on January 5, 2011, eight (8) representatives of the Social Development Commission at their office on Camp Road on January 6, 2011, a representative of Huairou Commission - Groots Jamaica on January 12, 2011, a representatives of SISTREN Collective on January 19, 2011and a meeting with the baseline research Consultant on January 10, 2011.

- Field missions/site visits were also made: to Newland community on January 14 and a focus group discussion held with 10 community members and to Caanan Heights community on January 15 where focus group discussion was held with 13 community members.   Members of the Community Development Committees, the Safety Committees and the Citizens Association of Newland and Caanan Heights attended the meetings for their respective communities. A visit was also made to the Portmore Municipal offices to speak to parish councilors on Tuesday, January 11, 2011 and to the

  St. Catherine Parish Council Offices on January 14, 2011 for a consultation with Mayor of Spanish Town and Councilor for the Newland community division.   The mayor of Portmore was also interviewed by telephone on January 14, 2010.   (Please see a list of persons/groups consulted in the Appendices.

4.2   Sources of Information were the project and other relevant documents and reports, Governance programme staff of the UNDP, workshop participants, project beneficiaries, representatives of the Portmore Municipality and the St. Catherine and Clarendon Parish Councils, project staff from the Implementing Partner and the Responsible Parties, residents of the Newland and Caanan Heights communities and other stakeholders.
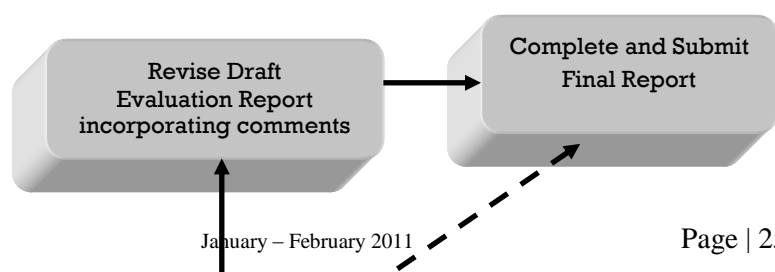
4.3   Data Analysis employed established qualitative and quantitative methods to analyze the project data enabling reliability and credibility to the evaluation findings, lessons learned and recommendations. It included (but was not limited to):- Programme Logic modeling - Lipps & Grant Participatory Method of Assessing Program Implementation (EVALUATION REVIEW, Vol 14 No.4 August 1990). Here the data collected was used to decide on the level of implementation. In this model an implementation inventory was constructed. Weights were assigned to the degree of implementation varying from 0 to 2. The weights were then added together and divided by the total number of activities in the project to provide an overall index of the project's implementation. The indices assigned to the degrees of implementation were 0 for non-implementation, 1 for acceptable implementation and 2 for ideal implementation. The items which formed the inventory of implementation were lifted from the project's work plan and data on each item were triangulated in the data collection process for validation. Stakeholders will be allowed to interrogate and agree on the level of implementation for each activity in the implementation inventory during in the participatory stakeholders' feedback session which will give more credence to the points allocated. Narrative description of the design and implementation processes was also provided based on assessment from the various data collection techniques including focus group discussions, interviews of key participants and project beneficiaries and document reviews.
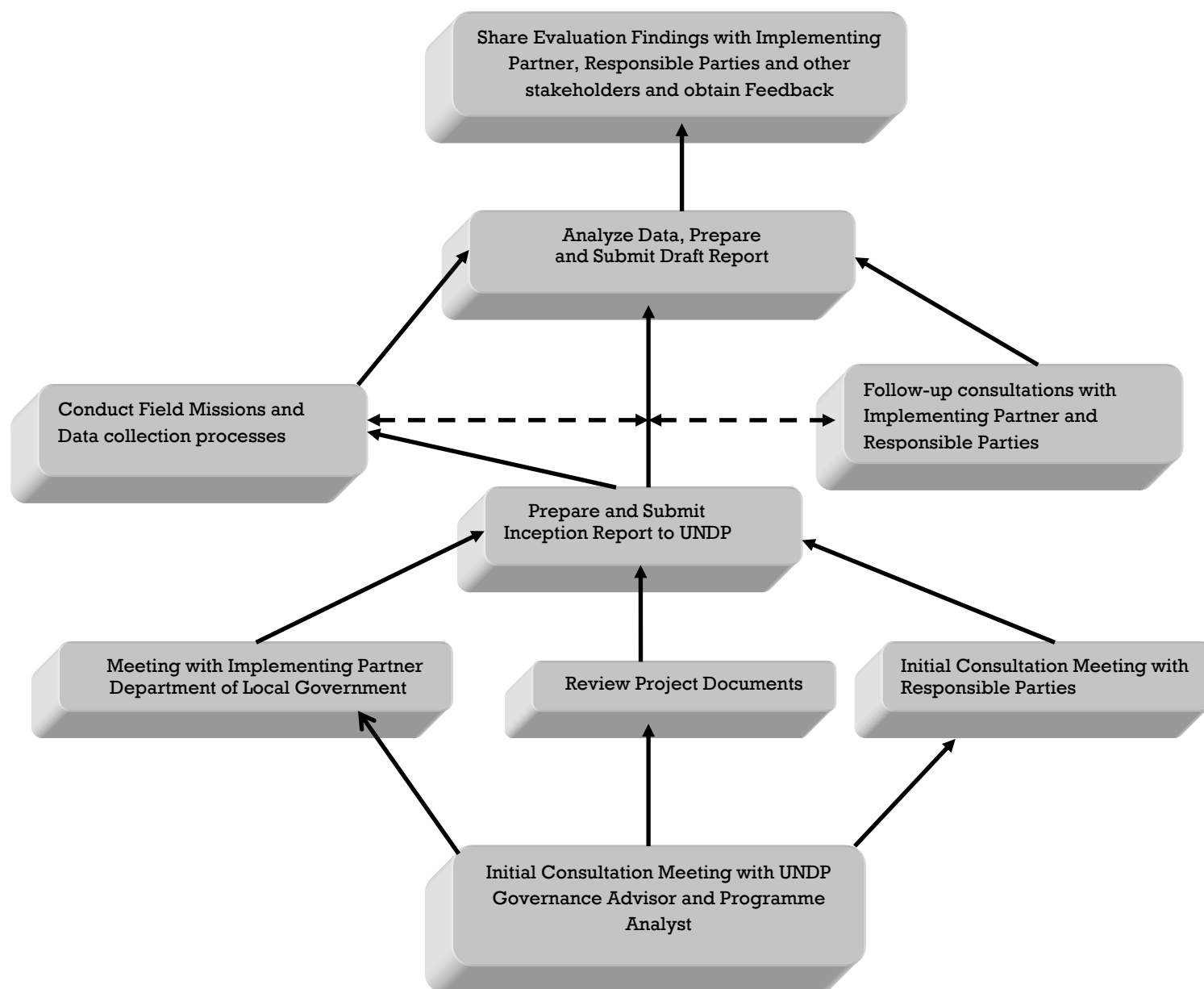
4.4   Evaluation Processes:

Figure II below shows the process to completion of the evaluation exercise. It shows an initial meeting with the relevant UNDP staff, consultations with the Project Management Team at the Department of Local Government, consultations with some of the project Responsible Parties and review of project documents.   Those meetings and consultations provided an

understanding of the project, delivered project documents for review by the evaluator, informed the preparation of the inception report and assisted with preparation for field visits. The field visits in turn validated some of the information collected from the initial meetings and provided additional information on the performance, results, impact and lessons learned from the project experiences. Those processes allowed for data analyses and the preparation of the first draft report. The draft report will be shared with relevant stakeholders and feedback from all stakeholders will be incorporated in a final report.

FIGURE IV
EVALUATION PROCESS MODEL

```
           ┌─────────────────────────────────┐
           │ Share Evaluation Findings with  │
           │ Implementing Partner,           │
           │ Responsible Parties and other   │
           │ stakeholders and obtain Feedback│
           └─────────────────────────────────┘
                          ▲
           ┌─────────────────────────────────┐
           │ Analyze Data, Prepare           │
           │ and Submit Draft Report         │
           └─────────────────────────────────┘
```

Conduct Field Missions and Data collection processes

Follow-up consultations with Implementing Partner and Responsible Parties

Prepare and Submit Inception Report to UNDP

Meeting with Implementing Partner Department of Local Government

Review Project Documents

Initial Consultation Meeting with Responsible Parties

Initial Consultation Meeting with UNDP Governance Advisor and Programme Analyst

5.0   ASSESSMENT OF PROJECT ELEMENTS & PROCESSES

5.1   Project Concept & Design

- The Concept

The review of the focal areas of the project concept and design revealed that the project Strengthening Community Safety through Local Government Capacity Building was

appropriately conceived and designed. Apart from perusal of the project document the appropriateness of the concept and design of the project was affirmed by stakeholders such as representatives of the Implementing partner, the Responsible Parties, Parish Councillors and groups within the target communities.

The **design concept that the safety of women and girls** would redound to the safety of the community as a whole, though seen as debatable by some respondents, was well reasoned in the project document and was supported by most respondents. The concept was further reinforced by reference in the project document to the frightening statistics on violence against women in Jamaica and the need for adequate representation of women in the governance system. Fear and insecurity among women, according to the project document, tended to limit women's mobility, "restrict their work or education choices and violence itself has huge social and economic costs for all of society" Although unemployment and the need for child registration were cited as of great concern for residents of Caanan Heights (when the project was presented to the Clarendon Parish Council), there could be no dispute that crime and violence were at intolerable levels in the two targeted communities.

Notwithstanding the justification in the design and the support from most respondents on women and girls being at the nucleus of the project focus, there were a few contrary views. One respondent opined that the design was "too gender biased' and that the focus of the project should rather be on the concept of **family safety** with 'mother, father, children" at the centre. Another respondent's view was that 'what amounts to the safety of women was quite often different from that of men.' For instance, said some respondents, 'while Jamaican women are often exposed to the heinous offences of sexual and physical abuse, Jamaican men, more often than not, are confronted with more decapitating gun and other weapon related offences.' Further, according to the said respondents, notwithstanding the fact that violent gang, gun and drug related safety issues in Jamaica are male perpetuated, the main victims of these offences are usually men.

The general view, however, was that the focus on women was not gender exclusive and there were clear and justifiable national and international bases for the approach in the design.

- Logics of the Project

The **internal and external logics** of the project were found to be adequate and appropriate to the strategic focus, target population, implementation parameters and monitoring

requirements of the project. There were at least two outputs to each project objective and a set of **Activity Results** and accompanying **Actions** that seemed intrinsically linked to assure the achievement of desired results.

The indicators, which were essentially action oriented or output indicators were sufficiently stated to fit the 'SMART' test; that is, being: **specific, measureable, achievable, relevant/reliable and time-bound.** Most of the indicators in the design were qualitative but, some had numerical values. For instance, in **Output 2** of the project document the second indicator had a numerical value as it speaks to the '# of safety audit trainings'. Similarly, under **Output 3** the first and second **indicators** refer to "% of women participating in local government" and "# of workshops held on local government safety issues," respectively. All the indicators would therefore be useful in looking at the overall performance of the project.

The concern here is that the indicators did not seem to have been reviewed and applied to monitoring and quality management as stipulated in the project document. The project document stipulated[8] inter alia, that progress in implementing the project be recorded in the quality management table provided in the document and that lessons-learned log be regularly updated to facilitate the preparation of the lessons-learned report at the end of the project. There were some instances where attempts were made to record lessons-learned, for instance, in one of the SDCs quarterly reports and the annual progress report of December 3 from the Project Coordinator. However, there were obviously missed opportunities to record lessons-learned and the quality management log was just not applied as required by the project design. This suggested that information required to effectively monitor the progress toward achievement of project goals was not available.

The **external logics** of the project design were also thoughtfully included. First, the project was linked to the parish council offices which would allow for incorporation of sustainable elements of the project in the parish council programmes for implementation in communities across the country. Then the document incorporated links by reference to government departments such as: the Cabinet Office, the Ministry of National Security, the Ministry of Justice and the PIOJ to name a few for collaboration in other complementary efforts. The document also indicated linakge possibilities with the University of the West Indies, Civil Society Organizations and other UN agencies. These presented prospects for synergistic

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[8] Strengthening of Community Safety through Local Government Capacity Building project document, page 21

relationship with programmes or policies such as: the **national policy on restorative justice, Crime Prevention and Community Safety Strategy,** and the **Organized Crime Watch Research Programme.**

- Guidance on Gender Issues and beneficiary definition

The project included sufficient guidance on how to address gender issues among the target groups. For instance, in promoting the inclusion of women in project activities the project document stipulated in the Target under Output 3 that "50% of workshop participants are women." The beneficiary population was also clearly defined. They would be residents of the two communities selected by a criteria included in the project document and women and girls would be specially targeted.

- Risks Analysis

The project design also presented a careful analysis of risks, the impact and level of probability of unplanned events and possible counter measures or management response. The events identified in the design included:

1. Change of local government administration through local or national elections
2. Escalation of violence in local government areas selected
3. Difficulty in identifying and recruiting suitable coordinator/Project Manager, and
4. Emotional toll to researchers of conducting safety audit

The 'change of local government administration' did not occur. However, the escalation of violence in local government areas did happen with the incursions in Kingston in May 2010 and extension of security measures to St. Catherine and Clarendon from May to July 2010, where the two project communities were located. This created a delay in implementation, as suggested in the Risk Analysis. The question of 'difficulty in recruiting 'a suitable

coordinator/project manager' did not lead to delay at the start-up of the project but additional staff recruitment a little beyond the middle of implementation did have a negative effect on the implementation process. The 4th assumption in the risk analysis of possible 'emotional toll to researchers' did not seem to have had the anticipated impact and should not negatively affect the quality of the data as assumed. This was perhaps averted by the fact that the head of the research team had extensive experience working in violence prone communities.

5.2   Relevance of the Project Strategy

The project strategies were found to be ones that could have significant bearing on the outcome and effectiveness of the project. Importantly they focused on the needs of the target group and provided for the target groups' participation in planning and implementation of project activities. The strategies in the design included building on prior initiatives and being: partnership-focussed, evidence-based and gender-inclusive. The induction training on women's safety conference in Kingston in November 2008 seemed to have laid the foundation for the development of the project which speaks to the project design taking prior initiatives into account. In addition, UN-HABITAT played a major role in the design of the project and during the implementation process an officer from that institution came to Jamaica to lead the development of the questionnaire and guidelines for the conduct of the safety audit.

The partnership-focussed strategy carried in the design was also attended to in the implementation process. An instance of linkage in the implementation process was the contribution made to the 35th Annual Caribbean Studies Association Conference in Barbados in May 2010 under the theme "Understanding the Occurrence of Everyday Violence in the Caribbean: Where Do We Go From Here?" The Project Coordinator attended and made a presentation at the conference. This should pave the way for future collaboration. There was also the continued link with the Annual Safety Audit Conference under the auspices of the UN-HABITAT and HAIUROU Commission. A member of the Newland community, with funding from outside of the project, attended the Dehli Conference in November 2010. The purpose of the conference was toward developing an intervention model, proven and tested through rigorous evaluation, of how holistic, transformative, multi-sectoral initiatives can result in preventing violence against women. The theme of the conference was a 'safe city' created by partnership between administrative authorities and civil society and there were diverse themes such as: gender and essential services for low-income communities, local policies and programmes for

improving womens' safety, fighting displacement, migration, transportation and security, urban planning and design, the economics of safe cities for women, gender-based armed violence and demands for arms by citizens in urban areas."[9] As understood by the evaluator, that Newland community member who attended the conference would share the experiences gained with the Caanan Heights community. That sharing should augur well for the local-to-local dialogue process which the responsible parties indicated that they were keen to promote.

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[9] https://www.qvc.qc.ca/womens-safety/Programme_An.htm.

The involvement of the local government authorities in the implementation should also prove to be useful in efforts to sustain successful elements of the project. There was also evidence of the partnership-based strategy playing out in the implementation of the project with the project initiated formation of CSCs and revival of CDCs and Citizen's Associations in Newland and Caanan Heights.

A key **partnership focus** in the design also, was the selection of the responsible parties to implement components of the project. All the parties had vested interests in the success of the project because the interventions had synergistic linkages with their operational mandate. A positive spread effect from that seemed to be the prospect for sustainability of project developed initiatives.

The strategy of **evidence-based** action was evident in the implementation of the project as the safety audit itself was based on research and a baseline study was conducted. That would allow for planned interventions based on current, reliable and relevant data.

On the question of gender inclusiveness, this was adequately covered in the project document and there is evidence that it was given adequate attention during implementation of the project. Evidence of this in the implementation process was seen in the attendance registers for workshops and meetings, the structure of safety committees in the communities and in the community consultations held during this evaluation, in which, women were predominantly represented and men were active participants.

5.3   Management and Implementation

There were inadequacies in the management of the project, especially during the first 10 months from start date, which compromised the implementation process and hampered the achievement of some project outputs. Further, abysmally slow administrative actions seemed to have accounted for greater time loss in the implementation of the project than delays attributable to flare-up of violence and incursions in areas where the project was located. For instance, the project start date was June 2009 but funding was not disbursed to the Implementing Partner until September 25. Further, the AWP was not developed and signed

until September 10, 2010 and request for disbursement was submitted to UNDP on September 9, 2010. The main reason for that was a three month delay by the Ministry of Finance to give permission for the establishment of the dedicated account for the receipt of project funds.

In the next three month period from October to December 2010, one of the three responsible parties was engaged to undertake community mobilization and sensitization work in the two target communities. However, very little work was undertaken by any of the responsible parties during the third quarter of the project (January to March 2010).   The responsible parties were tardy in their submission of sub-work plans and no AWP was approved until March 2010.

Funding flows to the responsible parties were also an issue that created delays. The responsible parties actually started limited work nearing the end of the third quarter and continued work into fourth quarter without submitting approved work plans and budgets to facilitate initial fund disbursement from the implementing partner.

One reason given for the management issues was contending demands on the time of the designated Project Manager from the Department of Local Government. The Project Manager, had to carry out the project responsibilities along with his regular work duties. The dual responsibilities became burdensome for one person and a call for a Project Assistant was approved by the Project Board. Unfortunately, there was delay in the recruitment process. It was envisaged that the Project Assistant would come on board during the first quarter of 2010. However the initial nominee declined the offer; therefore, the recruitment process could not be concluded as planned in May, but at a later date n June.

Loss of implementation time also related to tardiness in the submission of work plans by the responsible parties and a slow process of approval by the implementing partner. One factor that affected this was inadequate role definition that left responsible parties unsure of the scope of their responsibilities therefore resulting in these parties seeking clarification on their work plans. The responsible parties reported also that there was re-assignment of activities in the work plans that they submitted to project management. Conversely, it was understood, that some responsible parties included activities in their work plans that were not included in the approved AWP and there was reluctance on their part to remove those unapproved activities.

A solution to the issue was eventually found however, through the meetings of the responsible parties. The stakeholder committee, which was established in September 2009 to support planning and co-ordination of project implementers, was comprised of implementing partner and the responsible parties. The Committee met on almost a monthly basis and was seen as being useful in clarifying work plans and other implementation issues and in moving the process of implementation forward.

Another factor negatively affecting project implementation was understood to be the lack of timely administration of the audit instruments in the respective communities. Information received is that the administration of the audit was approved, but despite follow-up from the project management office, response was very slow from the responsible party.

As indicated above implementation of project activities were sometimes disrupted by flare ups of violence in the target communities. This was predominantly so in Newlands. Due to violent flare-ups in Newlands in April and May 2010, planned visits had to be aborted and a community mobilization event (street side theatre and some scheduled community sensitization meetings) under the project had to be postponed on different occasions.

The incursions in Kingston during the latter part of May 2010, which had a negative spread effect in the target communities was also very disruptive of the implementation process during the second quarter of 2010.

Notwithstanding the project management and implementation issues and their effects mentioned above it is fair to say that the last six months of the project (July to December 2010) saw a reasonable period of project management and implementation.

5. 3.1   The Project Board

The question has been raised as to the role of the Project Board and in particular, if the Board acted effectively in addressing issues that affected the smooth implementation of the project. The Board's responsibility, inter alia, is summarized as the receipt and approval of technical and financial reports and the provision of advise to the execution of the project. Related to the question of the role of the board was the fact that the Board was initially established for oversight of the JVPPSD project but was also later assigned the responsibility for the Strengthening Community Safety through Local Government

Capacity Building project. This raises the question of whether the latter project suffered from any lack of timely attention.

The assessment found nothing to suggest any lack of diligence or action on the part of the Board that could negatively affect the implementation of the project. Neither was there anything to imply that the Project Board did not effectively dispense its responsibilities to the project. Members of the Project Board expressed concern however, over the generally lengthy period of response from the MOFP to requests from government agencies for establishment of dedicated project accounts which has been known to take three to four months from the receipt of the request. Board members also expressed the view that the UNDP seem to have a bureaucratic system of funds sourcing and disbursement which could increase delays on a project. For instance, they said, the UNDP system of quarterly repatriation of remaining project funds with request and disbursement of new funds is a bit cumbersome and could be considered for review. The board members who spoke to the evaluator were also of the view that separate Project Boards for each project would be preferred to more than one project to a Project Board. According to them separate project boards for each project would make for shorter meetings and more dynamic discourse.

5.3.2   Summary of Implementation of **Objectives, Outputs, Planed Activities and Results**

Tables 1 to IV overleaf provide an overview of the process of project implementation with a summary of the project achievements in the context of project objectives, output, activity results and actions to achieve outputs. Four project Outputs, namely:

- Assessment of the local context of women's safety
- Safety audit recommendations implemented
- Empowerment of women in selected communities, and
- Improved capacity of local authorities to address gender in development planning and implementation

that are carried in the tables show varying degrees of action, being taken to produce those outputs. In the Output 'Assessment of local context of women's safety,' for instance, actions (See Table 1) such as: dissemination of action plan to targeted local authorities and communities and holding a stakeholders' workshop are yet to be undertaken. However, a

baseline survey was conducted, a restitution workshop to validate the findings from the survey was convened, a report was drafted on the baseline survey and safety audits were undertaken in the targeted project communities. Those were important steps toward the achievement of the Output. So it is the further steps of sharing the information and the participative design of an action plan from the findings of the survey and audit that have not been completed.

In the case of the second output listed above **"Safety Audit Recommendations Implemented"** there are 12 actions stipulated under four Activity Results **(See Table II), to** fulfill the tenets of the Output. Eight of the twelve actions were undertaken and at least two of the four outstanding ones, namely:

- 'formulate further action plan for implementation of recommendations' and
- 'assess resources required for implementation of recommendations.'

These actions will inform post project developments.

For Output # 3 'Empowerment of Women in Selected Communities', Table III below shows that significant steps have been taken in pursuit of the Output. The indicators of success and the target of 50% of women included in workshops have all been verified from the review of project documents and focus group discussions with respondents in the evaluation process. It can be said that women were adequately represented in CSCs in the target communities.

During the focus group discussions and interviews in the communities, the women spoke glowingly of their raised level of consciousness about safety and their environment, and their resolve to take steps to address safety issues in their communities.

For Output # 4 **(see Table IV below)** that is "Improved capacity of local authorities to address gender in development planning and implementation," none of the five actions to achieve the specific reference in the Output was undertaken. The Mayor and Secretary of the Portmore Municipality attended one of the training workshops in October 2010 and the Portmore Municipality passed a resolution in January 2011 to incorporate safety issues into the term of reference of their disaster committee. Also, according to the Mayor of the Portmore Municipality, in response to the sensitization presentations to the Municipal Council, a Roving Safety Team in Newland and adjoining communities was increased from three (3) to eleven (11). The Mayor of May Pen said in discussions with the evaluator, that the Clarendon Parish Council already had safety issues incorporated into its disaster committee prior to the start of

the project. However there are new activities being planned such as the provision of funding for income generating activities and increased employment in Caanan Heights.

Table 1
Summary of Objectives, Outputs, Planed Activities and Results

Related CP outcome: 5.1 Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability and insecurity		
Expected Outputs	**Planned Activities**	**State of Achievement**
Output 1: Assessment of the local context of women's safety *Indicators:* • Local government level gendered diagnosis of safety • Analysis of stakeholder capacity, esp. local government entities • Conduct of National Restitution workshop to validate findings • Preparation of action plan including identification of communities/ divisions to be targeted *Targets:* • Gendered diagnosis conducted of safety at local government level • Stakeholder analysis completed National Restitution Workshop conducted • Action plan drafted and approved by targeted local authorities and communities/ divisions	1. **Activity Result** – In-depth diagnosis of women's safety	**Output partially achieved**
	Action – Review of available data esp. victimization surveys and report produced by Sistren Theatre Collective	Review undertaken and baseline study drafted
	Action – Mapping	UTECH Faculty of Build Environment undertook mapping of Newland and Caanan Heights communities
	Action – Literature Review	Undertaken
	Action – Interview with key stakeholders and community groups/ focus groups	Action taken as part of baseline study
	Action – Prepare report on gendered safety diagnosis	Report drafted
	2. **Activity Result** – Institutional analysis	There is no evidence of formal assessment of responsible parties.
	Action – Stakeholder consultations	Undertaken
	Action – Capacity assessment of responsible parties	Not undertaken
	3. **Activity Result** – Validation of assessments and selection of communities/ divisions to be targeted	This activity was undertaken and the communities of Newland and Caanan Heights were selected to pilot the project
	Action – National Restitution workshop	Held to validate the findings of the baseline survey
	4. **Activity Result** – Action plan adopted by designated local authorities and targeted communities/divisions	Action Plan drafted but not yet shared and adopted
	Action – Production of Draft Action Plan	Draft produced
	Action – Dissemination of a Action Plan to targeted local authorities and communities/divisions	Not yet undertaken.
	Action- Workshop with stakeholders	Not yet undertaken. (Meeting planned for February 17, 2011)

Table 11

Summary of Objectives, Outputs, Planed Activities and Result (Cont'd)

Related CP outcome: 5.1
Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability and insecurity

Expected Outputs	Planned Activities	State of Achievement
Output 2: Safety Audit recommendations implemented **Baseline:** Safety issues not part of local government planning and department process *Indicators:* • Adoption of safety audit and methodology for local use • # of safety audit trainings • Conduct of local safety appraisals and safety audit *Targets:* - Questionnaires and guidelines for safety audits developed - Safety trainings conducted for all targeted local authorities - Local safety appraisals and Safety Audits conducted in all selected communities - Reports with recommendations prepared	**1 Activity Result:** establish methodology for implementing safety audits	Result partially achieved.
	Action – organize workshop with selected local government officers and key stakeholders	Workshops implemented in October 7 & 8, 2010. Nov. 9 & 10 but, marked absence of Parish Councilors
	Action – adapt safety audit methodology to local context	Audits revised, piloted and customized to local context
	2 Activity Result – develop questionnaires and guidelines for safety audits	Questionnaires and guidelines developed
	Action - draft of questionnaires and guidelines	Questionnaires and guidelines drafted
	Action – consultation with stakeholders on draft materials	Stakeholder consultation undertaken
	3 Activity Result – conduct women's safety audit trainings with CSCs, CDCs, PDCs, and key officers of local government authorities in designated communities/divisions	Training conducted with the respective groups off-site, but local government authority officers were not present
	Action - prepare training materials	Training materials prepared
	Action – conduct trainings	Training undertaken
	4 Action Result – conduct safety appraisals and safety audits in selected communities	Safety audits and appraisals conducted in Newland and Caanan Heights communities
	Action – administration of audits and appraisals in selected communities	Community walk through and audit instrument administered
	Action - preparation of reports on audits and appraisals in designated communities	Reports drafted
	5 Activity Result – implement recommendations of audit	Not undertaken up to December 2010
	Action – dissemination of reports on audits and appraisals to stakeholders	Not undertaken up to December 2010
	Action - implement key 'quick win' priority actions from recommendations	Not implemented up to December 2010. No actions developed
	Action – formulate further action plan for implementation of recommendations	Not yet acted on. UTECH drafted Action Plan
	Action – assess resources required for implementation of recommendations	Not undertaken up to December 2010

Table 111

Summary of Objectives, Outputs Planed Activities and Result (Cont'd)

Related CP outcome: 5.3 Sustained reduction of violence and social injustice in targeted communities		
Expected Outputs	Planned Activities	State of Achievements
Output 3 **Empowerment of women in selected communities**	1. **Activity Result** – encourage women's participation in security committees at community level	This Activity Result was accomplished with a majority of women in CSCs formed in Newland and Caanan Heights
Indicators: - % of women participating in local government workshops on safety - # of workshops held on local government safety issues - Existence of network of women participants in safety committees	**Action** – Convene community safety committees in selected communities with local government involvement	There is evidence that this was undertaken in both Newland and Caanan Heights, but the local authorities' involvement was limited
	2. **Activity Result** – conduct local-to-local dialogues between women in communities and local authorities on issues of women's safety	Some of these are happening as a result of project initiatives, but in a limited way
	Action – Convene workshops involving Community Safety Committees, Community Development Committees and Parish Development Committees in selected local government areas	Workshops were held with these committees. One was held off-site with representatives from the target communities.
Targets: - 50% of workshop participants are women	3. **Activity Result** – empower women to participate in decision-making and planning in their communities	This was partially done with the off-site training in leadership but the network was not created
	Action – create network of women participants in CSCs, CDCs and PDCs	There was no evidence that this was done
	Action – provide leadership and advocacy training to members of women's network	Leadership training was provided through the off-site training workshops

Table 1V

Summary of Objectives, Outputs, Planed Activities and Result (Cont'd)

Related CP outcome: 5.3 Sustained reduction of violence and social injustice in targeted communities

Expected Outcomes	Planned Activities	State of Achievement
Output 4 Improved capacity of local authorities to address gender in development planning and implementation *Indicators:* - Publication of pub. ed. materials - Production of report on safety audits - Production of Draft Framework for implementation of audits and appraisals islandwide - Stakeholder workshop *Targets:* - Public education materials published in all media selected - Report on safety audits disseminated - Draft Framework for implementation of audits and appraisals completed - Stakeholder workshops conducted	1. **Activity Result** – Raise awareness of gender and safety issues among law enforcement agencies, younger generation, civil society and other stakeholder	This has been done, but in a limited way through workshops and a couple of consultations
	Action – Production of public education materials on local safety appraisals and safety audits	These were not produced during the implementation period to the end of December 2010.
	Action – Mass Media public awareness campaign	This action has not been implemented
	1. **Activity Result** – Exchange of experiences, good practices and lessons learned	Limited exchanges have taken place although much material has been produced by Responsible Parties.
	Action – Production and dissemination of report on safety audits to stakeholders	Draft report produced but not disseminated up to December 2010
	Action – production of draft framework	SDC has not yet produced Draft framework as promised
	Action – National Conference and Expo to present report and validate draft framework	Not yet undertaken

6.0 PERFORMANCE - (Tables V & VI overleaf)

In Tables V and V1 overleaf, the Lipps and Grant[10] method of assessing programme implementation is adapted to provide a statistical analysis of project implementation. Here, the variables: Unacceptable Implementation (UI), Acceptable Implementation (AI) and Ideal Implementation (II) are weighted 0, 1 & 2 respectively, and applied to measure the level of project implementation. The scores in the table are divided by the total number of indicators (Targets as given in the project document) to give the rating.   There are 13 indicators (Targets) for the Outputs in the project document as shown by the tables. If the score is less than 1 it is awarded zero meaning unacceptable implementation. If the score is 1 but less than 2 it is acceptable and if it is 2 it is ideal implementation. (Please see Appendix 1 for further details).

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[10] Lipp, Garth & Grant, Peter R. "A Participatory Method of Assessing Programme Implementation". August 1990.

Table V

6.1   Implementation Levels

Activities	UI	AI	II	Total	Comments
Output 1 – **Assessment of the local context for women's safety** *Indicators:*		1			
Targets: • Gendered diagnosis conducted of safety at local government level		x		1	Awarded AI as the activity was undertaken but no time allowed for reinforcement or consolidation of participants knowledge and skill.
• Stakeholder analysis completed		x		1	Awarded AI because of appropriateness of responsibility parties selected. No written selection criteria nor report was available for assessment of the selection process
• National Restitution Workshop conducted		x		1	AI awarded as workshop was held, but not in time to validate selection of communities as stipulated in project the document
• Action plan drafted and approved by targeted local authorities and communities/ divisions		x		1	AI awarded for draft Action Plan but it was not shared and adopted by local authorities.
Sub-total		4		4	
Output 2 – **Safety Audit recommendations implemented**		1		1	
Targets: • Questionnaires and guidelines for safety audits developed			x	2	II awarded as the questionnaire was developed with international inputs from UN-HABITAT and met application criteria
• Safety trainings conducted for all targeted local authorities	x				AI awarded as training was only partially implemented with 20 Clarendon Police Officers, but none from Portmore Municipality and no Parish Councillor
• Local Safety Appraisals and safety audits conducted in all selected communities		x		1	AI awarded as the safety audit was implemented with community members and a couple of local authority officers. However, process lacked consolidation steps to assure built capacity for future application of the skills
• Reports with recommendations prepared		x		1	AI award as the report was drafted. However, there was no review process which was required for its finalization
Sub-total	1	2	2	4	

Key: UI = Unacceptable level of Implementation (Weighting of 0)
     AI = Acceptable Level of Implementation (Weighting of 1)
     II – Ideal level of Implementation (Weighting of 2)
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6   PERFORMANCE   (Con'td)

Table V1

6.1   **Implementation Levels**

Key: UI = Unacceptable level of Implementation (Weighting of 0)
  AI = Acceptable Level of Implementation   (Weighting of 1)
  II – Ideal level of Implementation   (Weighting of 2)

Activities	UI	AI	II	Total	Comments
Output 3 **Empowerment of women in selected communities**					
Targets: 50% of workshop participants are women			x	2	II awarded as it was evident from the workshop reports and attendance records that 50% of participants were women
Sub-total	0	0	2	2	
Output 4 **Improved capacity of local authorities to address gender in development planning and implementation**					
Targets: • Public education materials published in all media selected	x				UI awarded for this indicator as the activity was not implemented at all
• Report on safety audits disseminated	x				UI awarded for this indicator as the activity was not implemented at all
• Draft Framework for implementation of audits and appraisals completed	x				UI awarded for this indicator as the activity was not implemented at all
• Stakeholder workshops conducted	x				UI awarded for this indicator as the activity was not implemented at all
Sub-total	0	0	0	0	
Total		6	4	10	The Total score of 10 divided by 13 = .77. This is less than 1 which falls in the Unacceptable Implementation category

The variables were triangulated through the desk review, interviews during the focus group discussions in the communities, meeting with the responsible parties and further validation of the scores was obtained from a stakeholder facilitation session held on February 14, prior to the finalization of document.

The Activities column in the above tables show the indicators of success in the project document and the indicators are grouped by Output, which can provide a second level of analysis of the degree of implementation.

The overall degree of implementation of the project has come out as a score of **10. When divided by the total number of targets (13) the result is less than one (1) which falls within the Unacceptable Implementation rating.** It can be noted from the table that the indicators under the first three outputs were the ones that were added to get the score of 10 and the four indicators for output # 4 got a zero each. The general response from stakeholders, which was verified from project reports and with concurrence from project management was that none of the action steps for the results in Output#4 was undertaken during the implementation process. This finding is consistent with the narrative discussion of Tables I to IV on Pages 40 to 43 above and the comments made in the said tables.

6.2   Project Receipts and Disbursements

The report of receipts and disbursements over the life of the project to December 31, 2010 are presented in Table VII below. It shows funding advances to the project in the amount of US$223,000 over the life of the project. However, of the US$57,500 advanced during the second quarter of implementation, US$47,500 that is 82% of the advance, was repatriated to UNDP at the end of December 2009.

Table VII – Project Receipts and Expenditures

							Remaining Funds (US$) Prog. Budget minus Total Expenditure US$
RESOURCE AND EXPENDITURE REPORT - 2010							
Year	**Source of Funds**		**Total Budget (US$)**	**Programmable Budget (US$)**	**Total Advances to IP (US$)**	**Total IP Expenditure US$**	
	DGTTF	**UNDP**					
2009	179,000	5000	184,000	179,000.00	57,500	10,000.00*	169,000.00
2010	169,000	5,000	174,000	169,000.00	165,500	102,330.88	66,669.12
Total IP Expenditure US$ 223,000 112,330.88							
*Note: the DLG repatriated US$47,500.00 to the UNDP at the end of December 2009 that is, 82% of the US$57,500 received as first project advance in September 2009.							

Source: Table constructed from DLG Project files 2009 - 2010

The net advance was therefore US$175,500. Expenditure on the project by the implementing Partner was US$112,330.88 leaving an unspent balance of US$63,169.12.   *Some or all of the unspent balance will be applied to the no cost extension expenditures to* the end of the project on March 31, 2011. It is however doubtful that the remaining balance of can be expended over

the project extension period to March 31, 2011 as the average monthly burn rate for the life of the project to December 31 was just US$7020.

7.0   LESSONS LEARNED

7.1   The implementation process demonstrated that synergies can be achieved from inter-agency collaboration and between government and non-government organizations. Successful implementation of the current project required this kind of collaboration and this was apparently recognized by both project management and the responsible parties.

7,2   The implementation process underscored the need for regular project management coordination meetings from the start-up of the project. This is critical to the definition of scopes of responsibilities, completion of work plans and agreements on mechanisms for effective collaboration. Essentially it also helps to move the implementation process along in a timely manner.

7.3   Having off-site training of community members was an effective way to achieve learning outcomes and improved participation. Training events like the community audit and leadership held in the community often suffer from distractions with participants going in and out of sessions, not paying full attention and being inhibited in their responses.

7.4   Document exchanges between responsible parties and sharing of work produced can be helpful in the implementation process. More of this needs to be encouraged and promoted from the start-up of the project to enhance more effective planning and collaboration by the responsible parties.

7.5   Where multiple agencies are implementing components of the same project and especially where there may be overlapping scopes of work, written terms of

reference for each agency or perhaps a memorandum of understanding is useful in avoiding misunderstandings and generating smoother project implementation.

7.6 When a project entails significant community interaction and research activities, consideration needs to be given to mitigating the circumstance of community participation fatigue. This was recognized in the case of the target communities and one activity to address this was the organization of community work days. The work days usually also have the effect of getting the community members to work as a team.

7.7 Sensitization of key stakeholders at project start-up is critical to engender buy-ins, induce support and enhance participation in the project. Commitments from the local authorities took a long time because only the Mayors and a few councilors whose communities were affected knew about the projects. However, the other councilors whose communities were not directly involved needed to be informed. Their support, especially when the subject was raised at parish council meetings, was also critical to the success of the venture.

7.8 Three quintessential elements toward the successful implementation of a project which need to be agreed on prior to start-up are funding, good management personnel and staff, and material resources. Unless their potential impact on the project is analyzed to be minimal, any deficiencies that are included in the project assumptions need to be remedied as an essential precursor to project start-up.

7.9 Where a grant funded project is being housed and/or managed by an implementing partner, and management responsibilities are to be assigned to an existing staff member, clear and specific written details of the arrangements, including time allotment to the project, can make a difference in the expeditious execution of the project agreement.

8.0   SUSTAINABILITY

The question of replication or continuation of successful elements of a project often depends on factors such as: (i) the value of the activity to be sustained presents opportunities for continuance; (ii) deliberate in-process efforts to secure support systems for the future and (iii)

capabilities to extend or replicate the activities. In this context we look at the sustainability of The **Strengthening Community Safety through Local Government Capacity Building** project.

8.1   The project included a number of good elements relative to factor number (i) above, that is, the value of the project presents opportunity for sustainability. Some of these values were demonstrated in: (a) willingness and commitment of local government authorities in the areas in which the project was implemented to sustain certain elements of the project and (b) the positioning of responsible parties to be a part of efforts to sustain the project. Some activities of value that spoke to this were: the revival of the Citizen's Association in Newland and the establishment of a CSC in that group, the formation of a CSC at Caanan Heights, the information gathered from the baseline study, the training of the first group of 20 police officers, the representation of women from the target communities in the HUAIROU Groots Jamaica's ongoing womens' meetings, the nationwide trainer of trainers' programme for the SDC staff who are placed in communities across the country and the UTECH Faculty of Built Environment's plans to offer summer courses.

8.2   The second ingredient for sustainability, that is, deliberate in-process efforts to extend the project to other locations and to secure support systems for the future however, was not evident from the evaluation processes. Desires have been expressed for this to happen, but efforts such as identifying resources, developing a plan of action and preparing project proposals to secure funding for such a venture have not been made. These are necessary steps toward the prospect of sustainability and replication of the project in other locations. Notwithstanding, some efforts could be made during the extension or post project phase toward replication which would be a good move.

8.3   The third area for sustainability that is, having the capabilities to implement the project, is the one that is often the most challenging. Contending demands on the resources of entities that would be interested in replication of the project often place such an initiative beyond the reach of these entities. In Jamaica's difficult socio-economic conditions the expressed intent to replicate the project could get swept under the carpet. An aggressive advocacy programme involving community

members and other key stakeholders would therefore be needed to keep the need for replication on the agenda of the public authorities and indeed the government of Jamaica.

8.4   There is no doubt that elements of the activity will continue in the current target communities. For instance, the community safety committees will continue to meet and will be able to identify and take action on safety concerns identified. Other provisions have been made also for some of these to happen, especially with the commitments made by the parish councils and the responsible parties. Even so, the involvement of the communities and eliciting appropriate responses from the government entities will require continued responsible parties' support for the target communities on leadership and advocacy efforts.

8.5   The question of transformation changes was seen during the knowledge based discussion as important. Central to this question is whether the project, as a whole, has the intrinsic worth to be efficacious in addressing similar problems in other locations.   The answer to that is yes because the central concept in the project of focusing on women's safety as a medium to achieve safety for all is not just a Jamaican concept. It has being given international attention and producing good results in other places. For instance, research in Europe, Africa and Asia shows that the safety audit methodology[11] "is adaptable to local contexts, can be effective in bringing about environment changes, empowering women and alerting public and authorities to the shared responsibility for ensuring the safety of women."

Evidential experience of the potential for transformation changes from the "Strengthening Community Safety through Local Government Capacity Building" in Jamaica is however limited by the significant time lost in the implementation process. An impact assessment, say three to five years later in the target communities and in areas where the project has been replicated, could perhaps be useful in affirming the transformation change potential of the intervention.

9   SUMMARY OF MAJOR FINDINGS:

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[11] WWw.polgrave-journal.com/sj/journal/vww/n3/full/sj2009/a.html. Whitzman, Carolyn et al

9.1 The project was found to be well designed with appropriate, inherent logical linkages to assure effective achievement of project goals. However, the steps required to effectively monitor the quality of implementation and progress toward the achievement of project goals were not adequately executed.

9.2 Remarkable strides were made during the last seven months of implementation to produce projected outputs. The implementing partner and the responsible parties must be commended for their focus on important elements of the project. However, significant delays over the first 10 months of implementation (a great deal of which were unwarranted), derailed the potential for effectiveness and efficiency in the pursuit of project goals.

9.3 The implementing partner and the responsible parties must be commended for their focused approach in the delivery of the project interventions, especially on the ground, over the abbreviated period of implementation. The training programmes were well delivered, there was evidence of appropriate gender inclusion, women in the communities displayed a new lease on life and showed enthusiasm to participate and the local authorities showed a fair level of commitment and had taken initial steps to address safety issues. However, there were signs that the lost opportunity to consolidate and reinforce learning and development on the ground was already negatively impacting the continued drive to address safety issues.

9.4 The choice of responsible parties to implement the project was quite apposite as there was a synergistic link between the project goals and the mandate of the responsible parties. This was already paying dividends in the sustenance of successful elements of the project. For instance, the UTECH Faculty of Built Environment was making plans to offer a summer training course in an area covered by the project. HUAIROU GROOTS Jamaica has included women from the target communities in its ongoing womens' group and the SDC has office working in the target communities.

9.5 While the involvement of the local authorities was also very appropriate, the improvement in their capacity to address safety issues, especially with a focus on enhanced gender equality and mainstreaming, was unfortunately an output missing from the project's delivery mechanisms.

9.6 Some attention was paid to the implementation strategies of partnership focus, evidence base and gender mainstreaming in the project implementation process but in a limited way, as time did not allow for developing and expanding the initiatives.

9.7 There were some good in-process efforts at sustainability of elements of the project but the critical actions to ensure that there were provisions for this to happen were not addressed during project implementation. These actions included inter alia the development of an action plan and assessment of resources required to implement recommendations from the baseline study.

9.8 The baseline study needed to be done near to the beginning of the project as, apart from its use for a future plan of action, it could have also provided data for the structuring of an effective monitoring process.

10   RECOMMENDATIONS

Based on the findings of the evaluation, lessons learned and prospect for sustainability the following are recommended:

10.1 The opportunity for the extension of the project assistance completion date should be used, inter alia, to share the findings from the baseline survey, the results of the mapping exercise and the proposed work plan with key stakeholders in the community and with the respective parish councils.

10.2   Information coming from stakeholder discussions indicated that only a few of the parish councilors have been able to attend the training sessions in community safety audits. It is recommended, as is also proposed by the Mayors, that the councilors be trained in the principles and procedures of the safety audit to enhance their commitment and capacity to support community safety initiatives.

10.3 HUAIROU GROOTS Jamaica is encouraged to continue working with the women of the communities in their monthly sessions. Working with grassroots women is an integral part of the Groots HUAIROU Jamaica mandate and representatives of Newland and Caanan Heights communities have been invited to join women from other parishes in workshops at the Groots HUAIROU Jamaica offices.

10.4 Replication of the project in other locations nationwide, in partnership with the Department of Local Government, should be pursued as it will bring positive benefits in the promotion and maintenance of community safety.

10.5 The SDC, that is strategically placed, through their work in communities across the country and having been trained in the Audit procedures and principles may want to take the lead and partner with the DLG in replicating the intervention, especially in some of the more volatile communities nationwide.

10.6 UTECH, as a tertiary institution that is training and placing community development officers may wish to also partner with the SDC and the DLG to replicate the intervention. UTECH seems technically equipped to apply the PLA strategies to conduct mapping exercises, produce useful reports and share the research findings with a wide cross-section of stakeholders.

10.7 One or more of the responsible parties need to provide ongoing technical support and training to sustain the effectiveness of the Community Safety Committees. They especially need to work with the communities to develop advocacy strategies to induce responsiveness from government entities to their submissions for assistance in addressing safety issues.

10.8 In the interest of replication of successful elements of the programme nationwide and in light of the challenges mentioned under the section on sustainability, it is recommended that an advocacy programme be implemented to galvanize support for replication and sustainability of project initiatives. Given that there could be funds remaining from the project, it is recommended that any such fund could be spent on such a campaign.

10.9 Separate Project Boards for each project is recommended but, in the event that one board facilitates more than one project, it is further recommended that the meetings do not run sequentially over the said time period. In other words a distinct and separate time of meeting is recommended for each project. This will obviate the perception of meetings being too long and sufficient time not spent on any one of the projects.

APPENDICES

APPENDIX 1   **RATING SYSTEM FOR TABLES V & VI**

1   Project Performance:

Tables V & VI seek to measure the degree to which the planned project Outputs as stipulated in the project document were achieved or produced. Each Output in the project document carried a set of 'Targets' or Indicators of achievement with concomitant Results and Action Steps. The level of project implementation was derived by comparing the planned 'Targets' or Indicators with the actual Targets achieved. Below is a description of the rating system and the method.

2   Unacceptable Implementation (UI):

The implementation of the activity is rated Unacceptable if it did not meet the indicator criteria stipulated in the project document. If an activity was not implemented at all, it received a rating of Unacceptable. However, if some aspects of the activity were implemented and others were not, the level of implementation was arrived at by a triangulated approach that is explained in the methodology below.

3   Acceptable Implementation (AI):

The implementation of the activity was rated acceptable if it met the indicator criteria stipulated in the project document. In such instances the activity met but did not exceed the stipulation in the project document.

4   Ideal Implementation (II)

The implementation was rated ideal if it met and exceeded the indicator criteria stipulated in the project document. For instance community members may be trained in the knowledge and skills to conduct a community audit as stipulated in the project document and receive an acceptable rating (score of 1). However, it could exceed the project document stipulation by the conduct of reinforcement and consolidation steps later in the life of the project. That attracted an Ideal Implementation score of 2 rather than the acceptable implementation score of 1.

5   Methodology:

The method of deciding whether the performance was unacceptable, acceptable or ideal was done through interviews, discussion in the focus groups, verification from project reports and validation in a stakeholder feedback workshop, with the use of the items in Tables V and VI. Stakeholders (responsible parties, project management,

community members) were asked the said open ended questions about the action steps and targets in the tables:

- How many of the action steps for each target were undertaken during project implementation?
- Are further action steps to be taken, based on stipulations in the project document, to fully produce the outputs?

- Looking at the targets, results and action steps, how would you describe the degree to which the targets were achieved?
  Less than 50% of the action steps as stipulated in the
  project document was undertaken   = Unacceptable
- Action steps were undertaken as indicated in project
  document   = Acceptable
- Action steps were undertaken and exceeded what was
  stipulated in the project document   = Ideal

The responses were noted by category in Tables V and VI and the evaluator verified from the project reports and further stakeholder consultations that the said action steps were taken as indicated. The tables with the rating was then presented at the stakeholders' participatory feedback session and discussed for validation.

APPENDIX II: DOCUMENTS REVIEWED

1. UNDP, Jamaica: Strengthening Community Safety through Local Government Capacity Building Project Document

2. UNDP: New York 2002, Regulations Governing Status, Basic Rights and Duties of Officials other than Secretariat Officials, and Experts on Mission

3. United Nations Secretariat, Secretary- General's Bulletin, Special measures for protection from sexual exploitation and sexual abuse, April 2003

4. Terms of Reference for evaluation of project Strengthening Community Safety Through Local Government Capacity Building

5. Draft Outline: women's Safety Audit Training Workshop, Kingston Jamaica, October 2010

6. UNDP, General Conditions of Contracts for the Special Service agreement

7. DLG - #rd Quarter Progress Report – Strengthening Community Safety through Local Government Capacity Building

8. Safety Audit Register For two day workshop in November and October 2010 respectively

9. SDC document: Support to the UNDP& DLG Strengthening Local Governance Project

10. http.www.UNDP.org. UNEG - Standards for Evaluation in the UN System, April 2005

11. Community Map of Newland and Canaan Heights

12. HUAIROU – Commission, Groots Jamaica: Women's Community Safety Survey Instrument

13. HUAIROU Commission, Groots Jamaica, 1st Street Theatre in Canaan Heights

14. DLG, Annual Progress Report, Strengthening Community Safety through Local Government Capacity Building, 2010.

15. DLG: Report on presentation to Clarendon Parish Council, September 9, 2010

16. SDC: Report on project activities, September 2010

17. UTECH: Report on Newland mapping exercise

18. HUAIROU Commission, Groots Jamaica, Annual Work Plan for Women's Safety

19. LPAC, Meeting Agenda September 15, 2010

20. LPAC, Minutes of Meeting, September 15, 2010

21. Report, Project Planning Meeting, September 30, 2010

22. DLG, Report of Meeting with Portmore Municipal Committee,

23. DLG, Report of Meeting with Clarendon Police

24. LPAC, Meeting Agenda, March 17, 2010

25. Project Board, Minutes of Meeting December 10, 2009

26. DLG Minutes of Meeting with Clarendon Police

27. Safety Audit Preparation Meeting

28. HUAIROU GROOTS , Jamaica. Baseline Research for Pilot Project in Newland and Caanan Heights (Draft)

29. UTECH, Power Point Presentation to Councilors of the Portmore Municipality, St. Catherine Parish Council and Clarendon Parish Council

APPENDIX III: LIST OF STAKEHOLDERS CONSULTED

1. Ms. Sonia Gill   UNDP
2. Ms. Itziar Gonzales   UNDP
3. Mr. Robert Hill   DLG
4. Ms. Tanisha Cunningham   DLG
5. Ms. Tisha Ewin-Smith   SDC
6. Ms. Sherine Walker   SDC
7. Mr. Leo Gayle   SDC
8. Mr. Alrick Cunningham   SDC
9. Mr. Dalyon Campbell   SDC
10. Ms. Venta Longman   SDC
11. Mr. Patrick Johnson   SDC
12. Ms. Beverley Boothe   SDC
13. Ms. Carmen Griffith   HUAIROU
14. Dr. Imani Tafari   HUAIROU
15. Ms. Lena Finikin   HUAIROU
16. Ms. Arlene Bailey   HUAIROU
17. Dr. Carol Archer   UTECH
18. Ms. Nadine Freeman-Prince UTECH
19. Mayor and Parish Councillors   Clarendon Parish Council
20. Mayor and Councillors   Portmore Municipality
21. Mayor   Spanish Town
22. Committee Safety Members   Newland & Canaan Heights
23. Members of the JCF
24. Ms. Cessita McLean (Cassi)   Newland Community
25. Ms. Olga Buchanan (Olga)   "
26. Ms. Natalee Robinson (Nat)   "
27. Ms. Jennifer Davis (Jenny)   "
28. Ms. Yvonne Morris (Evi)   "
29. Ms Karlene Richards (Richie)   "
30. Ms. Latoya Higgins   (Peace & Love)   "
31. Ms. Ellena Nelson   (Polly)   "
32. Mr. Ronald Levy   (Reagan)   " President – Citizens Association

APPENDIX III: (CONTD.)   **LIST OF STAKEHOLDERS CONSULTED**

33. Ms. Yvonne Morgan   Newland Community

34. Ms. Charmaine Moodie   "

35. Mr. Albert Bailey   Caanan Heights (President Citizens Association)

36. Mr. Winston Benjamin (Banta)   "

37. Mr. Lenford Curria (Bull)   "

38. Ms. Deloris Henry (Del)   "

39. Ms. Lucille Thorpe   "

40. Ms. Desrie Foster (Dessie)   "

41. Mr. Dennis Campbell (Dennis)   "

42. Ms. Elaine Bent (Elaine)   "

43. Ms. Partricia Wallace (Daisy)   "

44. Ms Carla Watts (Carla)   " (Councilor)

45. Ms Johanna Ellis (Johan)   "

46. Ms. Wilbert Ricketts (Chalkie)   "

47. Mr. Vivian Brown   Chairman of the Project Board, Ministry of National Security

48. Mr. Courtney Brown   Ministry of National Security

49. Mr. Jonathan Burke   The JVPPSD Project

50. Mr. Jeremy Rhoden   The JCF

51. Ms. Deloris Wade   PIOJ

52. Ms. Andrea Shepherd Stewart   PIOJ

TERMS OF REFERENCE

UNDP	UNITED NATIONS DEVELOPMENT PROGRAMME JAMAICA DEMOCRATIC GOVERNANCE PRACTICE EXTERNAL VACANCY ANNOUNCEMENT

I. Position Information
Job Title: **Consultant - Project Evaluator (National)** Department: **Democratic Governance** Activity: **Evaluation of Project – Strengthening Community Safety Through Local Government Capacity Building** Reports to: **Governance Advisor** Type of contract: **Special Service Agreement**

II. **Background**

Project

The title of the project to be evaluated is *Strengthening Community Safety through Local Government Capacity Building.* Funded by the Democratic Governance Thematic Trust Fund *(DGTTF)* the project was officially launched in September 2009 and is due to be completed in December 2010.

Insecurity and fear of violence or harassment can limit the mobility of women and girls, restrict their work or education choices, and violence itself has huge social and economic costs for all of society. Women's safety in the public space is also an issue of participation and governance: greater involvement of women in community planning and management is needed. To make communities safer and address the issues of insecurity and violence against the entire community, local authorities must engage women and girls in decision-making and bring a gendered approach to governance. Local governments have a vital role and responsibility in engaging women and men as equals in municipal decision-making.

The overall objective of this project is to strengthen government and local authorities in making communities safer for women and thereby safer for all through (i) assessment of the

local context of women's safety (ii) training local government officers and community based organisations in selected municipal areas (iii) adapting existing safety assessment and audit tools, (iv) conducting safety audits and local safety appraisals ensuring relevant CBOs are active participants, (v) ensuring women are active participants in CBO-to-local government engagement on community safety (vi) developing a strategy for dissemination of results to stakeholders, and (vii) exploring means of replication.

The implementing partner is the Department of Local Government of the Office of the Prime Minister. The responsible parties, supporting implementation are the Social Development Commission, the Faculty of the Built Environment of the University of Technology, National Association of Parish Development Committees, the Jamaca Constabulary Force Communist Safety & Security Branch, and Huarou Commission - Groots Jamaica.

The entire project document is available for review at http://www.jm.undp.org/node/209

Evaluation purpose

Under the DGTTF evaluation, lesson learning and knowledge management framework all projects are required to conduct end of project evaluation. The evaluation report and management report must be completed in time for submission to DGTTF no later than March 1, 2011.

Evaluation scope and objectives

The evaluation must address the entire project from inception to completion and should embody a strong results-based orientation.

Based on a desk review of all documents produced by the project and other relevant knowledge products, interviews, focus groups, site visits and other research conducted, the Evaluator will produce an evaluation that will:

- Identify outputs produced by the project
- Elaborate on how outputs have or have not contributed to outcomes, and
- identify results and transformation changes, if any that have been produced by the project

The evaluation should assess:

- Whether stated outputs were achieved
- What factors have contributed to achieving or not achieving outputs
- What factors contributed to effectiveness or ineffectiveness of the project
- The effectiveness of the partnership strategy
- The impact of the project
- The sustainability of the project impact
- How effective equality and gender mainstreaming have been incorporated in the design and execution

III. Deliverables

The Evaluator will produce for approval by UNDP:

- An evaluation inception report
- A draft evaluation report, and
- A final evaluation report with lessons learned and recommendations

The Evaluator will also facilitate in at least one knowledge sharing event or produce an

evaluation brief or similar knowledge product

IV. Competencies

- ❑ Strong statistical and analytical skills
- ❑ Excellent oral and written communication skills including ability to engage stakeholders in open discussions

V. Recruitment Criteria

Education:	Advanced degree, preferably in International Relations, Political Science or Law or other Governance or development related field

Experience:	▪ Minimum 5 years relevant professional experience in the area of democratic governance, ▪ Minimum 5 years experience in project or programme evaluation in country context. ▪ Knowledge of and experience with UNDP or other donor or developing country governance programmes would be an asset ▪ Experience in project management is considered an asset
Language Requirements:	Excellent command of English
Independence	The evaluator must be independent from any organisations that have been involved in designing, executing or advising on any aspect of the project that is the subject of the evaluation
Evaluation Ethics	The evaluation must be conducted in line with the UNEG Ethical Guidelines for Evaluation. www.uneval.org/search/undex.jsp?q=ethical+guidelines

VI. Submissions
Interested applicants (individuals or companies, are required to submit: • Evidence of qualifications including resumes and references   • A detailed workplan with timelines explaining methodology for conducting the evaluation   • The associated budget including all costs for conducting the evaluation and producing the deliverables