# EVALUATION OF PROJECT – MAINSTREAMING MIGRATION INTO NATIONAL DEVELOPMENT STRATEGIES

# **Final Evaluation Report**

Prepared for the United Nations Development Programme (UNDP)

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#### ABBREVIATIONS AND ACRONYMS

AGC Attorney General's Chambers
CDA Child Development Agency
CNS Cable News and Sports
CSO Civil Society Organizations

ESSJ Economic and Social Survey Jamaica

EU European Union

EMP Extended Migration Profile
GDP Gross Domestic Product

GFMD Global Forum on Migration and Development

GMG Global Migration Group GOJ Government of Jamaica

HEART Human Employment and Resource Training

IDB Inter-American Development Bank
IDP International Development Partners
ILO International Labour Organization
IMF International Monetary Fund

IOM International Organization for Migration

JLP Jamaica Labour Party

JDI Jamaica Diaspora Institute

JRRAP Jamaica Reducing Reoffending Action Plan

JSLC Jamaica Survey of Living Conditions LAC Latin America and the Caribbean

M&E Monitoring and evaluation

MDA Ministries, Departments and Agencies

MDGs Millennium Development Goals

MFAFT Ministry of Foreign Affairs and Foreign Trade

MLSS Ministry of Labour and Social Security

MNS Ministry of National Security

MOE Ministry of Education
MPI Migration Policy Institute
MPU Migration Project Unit

MTF Medium-Term Socio-Economic Policy Framework

NGO Non-Governmental Organization

NWGIMD National Working Group on International Migration and Development

OECS Organization of Eastern Caribbean States

OPM Office of the Prime Minister

PIMD Plan of Action on International Migration and Development

PIOJ Planning Institute of Jamaica

PNP Peoples National Party

SDC Swiss Agency for Development and Cooperation

STATIN Statistical Institute of Jamaica

ToR Terms of Reference UN United Nations

United Nations Development Assistance Framework **UNDAF** 

UNCT **UN Country Team** 

UNDP

United Nations Development Programme United Nations Population Fund United Nations Children's Fund UNFPA UNICEF

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Thanks and appreciation is also extended to the staff of the Population & Health Plan Development Unit, specifically the Migration Policy Project Unit in the Planning Institute of Jamaica for the provision of invaluable support. They facilitated the Evaluation team by providing project documents, arranging for the use of the conference rooms for interviews, focus groups discussions and for the stakeholder briefing event.

This evaluation could not have taken place without the kind input of members of the NWGIMD and its sub-committees, the Project Board and the Population Thematic Working Group who despite their busy schedule responded to the evaluation enquires and questionnaire.

#### **EXECUTIVE SUMMARY**

International migration is an integral part of the historical and contemporary experience of most Jamaicans and is an established feature of the demographic landscape. It is well documented that international migration has a significant impact on human resource capacity in Jamaica. The migration of important professional groups, such as health professionals and teachers, continues to have a deleterious effect on the health and education sectors. Migration has also positively impacted development based on the remittances received from Jamaicans abroad (14% of GDP). A significant portion of Jamaicans are believed to benefit from this activity to improve their livelihoods.

This is an independent evaluation of the pilot project 'Mainstreaming Migration into National Development Strategies' commissioned by the United Nations Development Programme (UNDP). Phase I of the project began implementation in May 2011 and came to an end on September 30, 2013.

Jamaica was selected as one of the four (4) pilot countries by the Global Migration Group (GMG) to implement this project. The Mainstreaming Migration Project is expected to, inter alia, result in more effective mainstreaming of migration in national development strategies, plans and programmes; to greatly improve the government's capacity to analyse and explore in greater detail the development impacts based on the movements and trends being observed and to raise public awareness and enhance the understanding of the importance of international migration in Jamaica.

The expected outputs of the project in Jamaica are:

- Output 1: National Policy and Plan of Action Developed
- Output 2: International Migration Sub-Policies Developed
- Output 3: Implementation Plan developed
- Output 4: Capacity of MDAs to implement national policy on international migration developed

#### This evaluation sought to assess:

- 1. Whether stated outputs were achieved
- 2. What factors contributed to effectiveness or ineffectiveness of the project, in particular the added value of the consultative/multi-stakeholder process and synergies with other projects/programmes
- 3. The effectiveness of the partnership strategy
- 4. The sustainability of the project impact/s
- 5. How effectively has equality and gender mainstreaming been incorporated in the design and execution
- 6. Whether stated project expenditure was efficient

#### **Summary of Findings/Results**

The major findings of the evaluation exercise are outlined below. The full findings are outlined further in the report.

#### Relevance

The project, from a policy perspective was highly relevant and fit into current Government discourse around migration and development. Additionally, recent work with other international development partners points to high-level government and private sector commitment to the issue of migration and the impact on development. National policy and planning documents including Vision 2030 Jamaica – national Development Plan and the Medium Term Socio-Economic Policy Framework (MTF) 2012-2015 have prioritized migration and development. The United Nation Development Assistance Framework (UNDAF) also recognizes migration and development as important for the UNCT's programming cycle for 2012-2016.

Generally, feedback from key stakeholders pointed to strong approval and support for the project. Of those who responded to the question 'to what extent was the mainstreaming migration project relevant in addressing the key issues, causes and challenges of international migration and development in Jamaica', 70% responded favourably.

#### **Effectiveness**

#### **Project Performance**

The Mainstreaming Migration pilot project has achieved mixed results. With respect to outputs the findings shows that:

- Output 1: National Policy and Plan of Action Developed has been achieved. A draft National Policy has been submitted to Cabinet, however, the Plan of Action is not fully complete and the policy does not sufficiently integrate the inputs and work of the NWGIMD and its subcommittees.
- Output 2: International Migration Sub-Policies Developed has been achieved.
- Output 3: Implementation Plan developed has not been achieved
- Output 4: Capacity of MDAs to implement national policy on international migration developed has been partially achieved.

An unintended benefit of the pilot project was the Diaspora Policy. Funds were reallocated to support this additional output following the decision to complete *Output 3* – the development of an Implementation Plan in Phase II.

Further, the project effectively enhanced the knowledge of MDAs and other agencies around migration issues; continued the process towards coherence in the development of policies to manage migration in the context of development — a draft Migration Policy was developed; provided leadership in the form of the National Working Group on International Migration and Development (NWGIMD) and the Migration Policy Unit, and prepared the framework for addressing key migration issues in Phase II of the project.

#### **Translating Outputs to Outcomes**

The extent to which the project has mainstreamed migration into national development is too early to determine. The concept was not clearly defined in the project documents and respondents mainly saw it as an on-going process that is hard to define and measure. Nonetheless the groundwork for mainstreaming was laid. Respondents note that the project has led to greater engagement of key stakeholders across various sectors and there is now greater urgency towards mainstreaming migration into national development.

With regards to how outputs have or have not contributed to outcomes, the general assessment is therefore that the project has:

- ✓ To some extent, strengthened the national technical capacity to better appreciate and understand the inter-linkages and development impacts of international migration on national development strategies and the instruments.
- ✓ To some extent, strengthened the mechanisms for integration of migration into development policy and planning;
- ✓ To a significant extent provided technical support to the migration policy development process; and
- ✓ To a limited extent provided technical support for improving the data collection and monitoring and evaluation systems for international migration and development in Jamaica.

#### Factors Affecting Project Effectiveness

Several factors contributed to the effectiveness of the project. The main factors included: the multi-sectoral approach, the work of the Migration Policy Unit, Governance Structure and project synergies. These are briefly expanded below:

#### 1. Multi sectoral Approach

This was considered a major value added to the project. It brought together entities from a broad cross section of agencies involved in migration issues in Jamaica and internationally and included Non-Government Organisations (NGOs), Ministries Department Agencies (MDAs), private sector and International Development Partners (IDPs). The strong representation ensured that the voices of a significant number of stakeholders were heard and accounted for in discussions around national strategies and policies as well as the implementation of the project. It also made possible the sharing of up-to-date relevant information.

#### 2. Migration Project Unit (MPU)

The Planning institute of Jamaica (PIOJ), a statutory body within the Ministry of Finance & Planning, acted as the executing agency for the project. The agency received high marks for its stewardship. It was viewed as the right organisation to locate the project as the organization has the expertise and experience of coordinating projects of national import. Moreover, the PIOJ was strategically positioned to interface with stakeholders at the local, sector, national and international levels. The Migration Project Unit (MPU) was established in the PIOJ and served as the technical secretariat for the project.

#### 3. Governance Structure

This was deemed adequate and appropriate. The NWGIMD was described by stakeholders as an effective institutional framework from which the project benefitted and will benefit in Phase II. The membership and subcommittees were described as committed persons with high level technical expertise and experience. The evaluation found that the Project Board was structured with the appropriate mix of stakeholders. In general board meetings were held in a timely manner, once per quarter, during the life of the project and were well attended.

#### 4. Project Synergies

Respondents indicated that the model of merging three projects complemented and added momentum to existing GoJ initiatives and allowed for project synergy, coherence in policy development, cost reduction in the use of one board, one project unit, an integrated work plan with joint indicators and targets. This was felt to be an exemplary model of how development projects could be managed to prevent duplication and improve complementarity between projects.

#### **Project Constraints**

Below are some of the reported constraints with the project:

- ✓ Local expertise in migration and development policy development was limited. Many stakeholders were not au fait with the migration development discourse and therefore it took time learning. Additionally, the limited local expertise affected the development of the national policy as the local expert hired also had limited experience in migration and development issues.
- ✓ Project administration was deemed to be generally weak by respondents
- ✓ Administrative and funding arrangements at the level of the project sponsors were not fully worked out and resulted in project delays.
- ✓ International Development Partners were not fully integrated and or utilised in the project. It was noted that insufficient effort was made in Phase 1 to involve key embassies, in particular those of the United States of America and Canada in the process.
- ✓ There is no clear definition for 'mainstreaming' in the project documents and mainstreaming was left to stakeholders to define.

#### **Equality and Gender Mainstreaming**

Gender mainstreaming, human rights and social protection were identified as cross-cutting themes from the onset and were integrated in the deliberations of each sub-committee of the NWGIMD. The need for data harmonisation and standardization for comparability locally and internationally necessitated the extended migration profile (EMP) which identified the data gaps in the national statistics systems and the need for data to be disaggregated by age and sex. Recognition was also given for the need to give consideration to policy coherence and governance as cross cutting issues in policy development.

#### Sustainability

Indications are that the activities started under the project will continue at least for another two years. The inclusion of migration and development as a priority area in the Medium Term Socio-Economic Policy Framework 2012-2015 is a positive indication of the importance of migration and development issues in the country. Additionally, the selection of Jamaica to participate in the second phase by the Global Migration Group (GMG) allows for the successful leverage of funds and building alliances with other funding sources such as EC-UN JMDI, Migration Profile, IOM Development Fund, UNFPA and the European Commission.

The high level involvement of private and civil society entities in the project, especially the development of the draft policy indicates understanding of the migration and development nexus. The wide cross section of MDAs participating in the NWGIMD and its sub-committees was also commendable and ensures that there is institutional knowledge to continue the focus on migration and development.

#### **Lessons Learned and Recommendations**

#### **Lessons Learned**

These are some of the key lessons learned from the project:

- 1. Strong leadership and effective project management/administration as exemplified by the Migration Planning Unit was important for the success of the project.
- 2. Broad-based inclusive stakeholder engagement including MDAs is important for buy in of policies and programmes.
- 3. Government ownership is key to success: The Minister of State in the Ministry of Foreign Affairs and Foreign Trade chaired the NWGIMD signifying Government's commitment to the process of mainstreaming migration into development strategies.
- 4. Strong bipartisan support is important: The project has withstood the change in political administration and has bi-partisan support. Ministers of State from both political administrations chaired the NWGIMD.
- 5. Increased interagency coordination and working in synergy with GMG, IOM and UNDP at the local and international levels enhanced opportunities for achieving and sustaining results; and for mobilizing resources.

#### Recommendations

- Administrative and funding arrangements at the level of the project sponsors need to be fully
  worked out before project start up in order to avoid lengthy delays and a situation where the
  implementing partners have to depend on other sources of funding to proceed with
  important project activities.
- 2. A far more robust and systematic monitoring and evaluation framework has to be put in place before the start of Phase II.
- 3. A clear definition for 'mainstreaming' and the intended outcomes for the project and indicators should be developed. A weakness of the project is that the goal of mainstreaming is left to stakeholders to define. To address this issue, clear and concrete outcomes and indicators should be developed for the second phase of the project.

- 4. More effort is needed to strengthen the partnership with IDPs by fully involving the various embassies in the process (especially of countries with high Jamaican population).
- 5. The National Policy and Plan of Action currently lacks important inputs from subcommittees that need to be integrated and the entire document shared
- 6. The International Migration sub-policies need to be added to the National Policy and Plan of Action as appendices.
- 7. The development of an Implementation Plan for the project must be prioritised before the roll out of Phase II of the project.

#### 1 INTRODUCTION AND BACKGROUND

#### 1.1 CONTEXT

The discourse around migration and development has moved from the pessimistic view of the 1960s where the linkages between migration and development were seen as a vicious circle of dependency, poverty and low income for sending countries. This has given way to a more positive approach.

In 2006, the United Nations Secretary General's report of international migration indicated that "international migration constitutes an ideal means of promoting co-development, that is, the coordinated or concerted improvement of economic conditions in both areas of origin and areas of destination based on the complementarities between them."

In the global context, international migrants are seen as 'transnational development agents' (Faist 2008) contributing an estimated \$401 billion in remittance flows to developing countries in 2012, an increase of 5.3% (World Bank, 2013).

#### **Gender, Migration and Development**

Gender roles and norms and inequalities affect who migrates and for what reasons; how the decision is made to migrate; the impacts on migrants themselves and on sending areas and on receiving areas. Various literature points to the fact that migration can provide new opportunities to improve men's and women's lives. It can also entrench traditional roles and inequalities and expose men and women to new areas of vulnerability.

#### Migration and Development - The Jamaica Context

International migration has been an integral part of the historical and contemporary experience of most Jamaicans and is an established feature of the demographic landscape. Data show that more Jamaicans leave the country every year than come in. Based on 2011 statistics, approximately 24,000 regular migrants leave Jamaica annually and approximately 10,000 come to the country. Most outgoing migrants go to: the United States of America (80 per cent), the United Kingdom (12 per cent) and Canada (6 per cent).<sup>1</sup>

Jamaica, like many countries worldwide, has been very active in the debate on migration and development within the context of the Global Forum on Migration and Development and the UN High-Level Dialogue on Migration and Development. One of the most pressing challenges is the need for the integration of international migration issues into policies, plans and programmes at the national and sub-national levels. By linking the migration and development agendas, governments have been able to make considerable progress in fostering a more open international dialogue on the traditionally contentious topic of migration, including on more sensitive aspects such as the human rights of migrants.

<sup>&</sup>lt;sup>1</sup> Planning Institute of Jamaica (2011), Economic and Social Survey of Jamaica

Migration entails: immigration of foreign-born nationals, return (voluntary or involuntary) of Jamaican nationals; emigration; movement of students in and out of the country; visitors; refugees and asylum-seekers, and irregular migrants (Thomas-Hope et al, 2012). Data show that incoming migrants consist mainly of: voluntary return migrants (12 per cent), involuntary return migrants (28 per cent), Commonwealth Citizens (42 per cent) and Aliens (19 per cent), (Economic Social Survey Jamaica, 2012).

It is well documented that international migration has a significant impact on human resource capacity in Jamaica. The migration of important professional groups, such as health professionals and teachers continue to have a deleterious effect on the health and education sectors. The World Bank Remittance Factbook (2011) estimates that 85 per cent of university graduates from Jamaica migrate overseas.

Migration has also positively impacted development. Outward migration has created a Jamaican Diaspora estimated at about 3 million in size. Their remittance of an annual US\$2 billion accounts for 15 per cent of GDP. The diaspora also contributes to the development of the education, health and social services as well as to business, investment and trade.

Thomas-Hope et al (2012) note that the migration issues facing Jamaica are: "labour oversupply/under-absorption and mobility resulting in brain drain or waste; skill shortages; absentee parents; engagement of the Diaspora (skills and financial resources); and return and irregular migration (deportees and trafficking in persons)." The authors further note that Jamaica has not addressed these issues in a coordinated manner and calls for a more "positive interface between migration and development in Jamaica."

As indicated by Thomas-Hope et al (2012), the approach to migration prior to the project was highly fragmented. Different Ministries, Departments and Agencies (MDAs) had responsibility for various aspects of migration-related matters and there was no single strategy linking Migration to the National Development Plan. Although there is a tradition of collecting information on migrants from Jamaica to the main countries of destination, the quality of national statistics on both emigration and immigration remains sub-par.<sup>2</sup>

There is therefore recognition that a systematic approach is required for addressing all the issues and the potential development impacts relating to international migration. The need to develop interinstitutional policy, coordination, partnership and capacity is also critical. Developing systems within the respective agencies of government to adequately collect and disseminate pertinent data on the characteristics and nature of migrants is an important underpinning.

International migration and development is an important priority of the Government of Jamaica (GOJ) as underscored by targets established for the achievement of the national goals and outcomes of Vision 2030 Jamaica - National Development Plan and the Medium Term Socio-Economic Policy Framework 2012-2015.

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<sup>&</sup>lt;sup>2</sup> NWGIMD Report, September 2011.

This project supports the objective of the Government of Jamaica (GoJ) to develop a National Policy and Plan of Action on International Migration and Development (PIMD) for implementation by the relevant government agencies, private sectors and non-governmental organizations. Jamaica was selected as one of the pilot countries for this project in light of the developments made by the GoJ to undertake this initiative. The support from the Global Migration Group (GMG) is geared towards mainstreaming the PIMD into the National Development Plan through coherent action and monitoring by the UN Country Team in Jamaica.

#### 1.2 DESCRIPTION OF PROJECT

#### 1.2.1 BACKGROUND

Jamaica was selected as one of the four (4) pilot countries<sup>3</sup> by the Global Migration Group (GMG) to implement this project. The purpose of the pilot project on mainstreaming migration into national development strategies is to enable the governments involved and their UN Country Team (UNCT) partners to develop a context-specific, evidence-based, participatory, and holistic approach to migration and development at the national level, based on guidance provided by the GMG Handbook on Mainstreaming Migration into Development Planning that was endorsed by governments at the 2010 Global Forum on Migration and Development (GFMD) in Mexico.

The Mainstreaming Migration into National Development Strategies project began implementation in Jamaica in May 2011. It is part of a larger project to develop a National Policy and Plan of Action on International Migration and Development. There are three components to this overarching project, all of which are interconnected and geared towards the overall objective of integrating international migration into development planning. The other two components are:

- The "Development of a National Policy and Plan of Action on International Migration and Development for Jamaica" which is the overarching project supported by the International Organization for Migration (IOM)
- The development of an Extended Migration Profile by the European Union (EU) funded project "Strengthening the Dialogue and Cooperation between the European Union- Latin America and the Caribbean (LAC) to establish Management Models on Migration and Development"

The project to Mainstream Migration into National Development Strategies is funded by the Swiss Agency for Development and Cooperation (SDC) through the Global Migration Group (GMG) which consists of UNDP and the International Organization for Migration (IOM). This US\$155,000<sup>4</sup> project was also supported by the UNFPA. The project was due to be completed in 20 months, that is in December 2012, however, two no cost extensions and one minimal cost extension<sup>5</sup> extended the project by an overall nine months to September 2013.

<sup>&</sup>lt;sup>3</sup> Jamaica, Moldova, Mali and Bangladesh.

<sup>&</sup>lt;sup>4</sup> Information sourced online at: http://www.jm.undp.org/Content/Mainstreaming-Migration-in-National-Development-Strategies

<sup>&</sup>lt;sup>5</sup> A total of US\$ 13,522.05 was required to cover costs for salaries and communication for Quarter 3 2013 (April to June Progress Report 2013 p.13)

The project's implementation was the responsibility of the Planning Institute of Jamaica (PIOJ) with technical advice and support from UNDP, IOM, UNFPA, UNICEF and other development partners. It was managed by the Migration Policy Project Unit under the Population and Health Unit of the Social Policy, Planning and Research Division of the PIOJ.

To ensure institutional and policy coherence, the National Working Group on International Migration and Development (NWGIMD) - a multi-agency, multi-sectoral technical working group - was established to oversee the process and support the effective management and implementation of the project. The NWGIMD carried out its role through eight Sub-Committees.

The NWGIMD is an interagency group with responsibility for ensuring the formulation and implementation of an international migration and development policy and plan of action for Jamaica. The NWGIMD is co-chaired by the PIOJ and the Minister of State in the Ministry of Foreign Affairs and Foreign Trade. The Working Group comprises technical experts and policy analysts from Ministries, Agencies and Departments (MDAs); Academia; the Private Sector; Non-Governmental Organizations (NGOs); and interest groups in the migration and development arena.

The sub-committees of the NWGIMD are responsible for compiling reports, documents and for outlining goals, outcomes, strategies and actions for the respective sub-themes of international migration and development. There are eight sub-committees. These include:

- Data and Research Sub-committee
- Diaspora and Development Sub-committee
- Family Migration and Development Sub-committee
- Governance and Policy Coherence
- Human Rights and Social Protection Sub-committee
- Labour Mobility and Development Sub-committee
- Remittance and Development Sub-committee
- Return and Reintegration Sub-committee

The Project Board provides overall oversight of the project and is responsible for quality assurance by giving oversight to the management, implementation and evaluation of the project. It is comprised of the agencies providing funding or technical assistance and chaired by the implementing partner. The Board comprised of the EU, PIOJ, IOM, UNDP and UNFPA. There is no reporting line between the NWGIMD and the Project Board.

The NWGIMD and its sub-committees and the Migration Project Unit are all linked to the Vision 2030 Jamaica Monitoring and Evaluation Framework via the Population Thematic Working Group, coordinated by the Population and Health and Plan Development Units of the PIOJ.

At the international level, the Global Migration Group provided important oversight and advice.

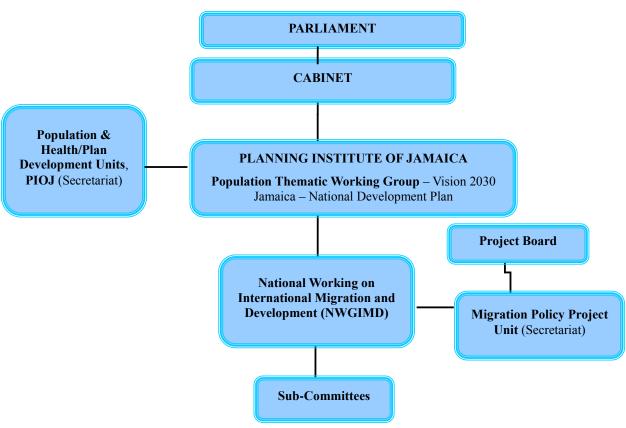


Figure 1.1: Governance Structure

#### 1.2.2 PROJECT OBJECTIVES AND EXPECTED OUTPUTS

The support from the Swiss Development Corporation, through the GMG, under this project, was to strengthen capacity and development and complement that of the International Organisation for Migration (IOM) and the European Union (EU) towards the following:

- Preparation of a comprehensive situation analysis on the migration and development nexus and examine its impacts on development in Jamaica
- National workshops for the review of the situation and identification of the relevant areas for policy response
- Finalisation of the policy and plan of action. The final output of the project will be a policy document on international migration and development and a plan of action.
- Development of a Migration Profile
- Capacity building, particularly in the area of data collection and management

The Mainstreaming Migration into Development Strategies Project was expected to, inter alia, result in more effective mainstreaming of migration in national development strategies, plans and programmes; to greatly improve the government's capacity to analyse and explore in greater detail the development impacts based on the movements and trends being observed and to raise public awareness and enhance the understanding of the importance of international migration in Jamaica.

The expected outputs of the project in Jamaica were:

- Output 1: National Policy and Plan of Action Developed
- Output 2: International Migration Sub-Policies Developed

- Output 3: Implementation Plan developed
- Output 4: Capacity of MDAs to implement national policy on international migration developed

#### 1.2.3 PROJECT STAKEHOLDERS

The project's design, implementation and management were a shared responsibility across many stakeholders. According to the project document and corroborated by the UNDP and the Migration Project Unit, the project was built on continuous stakeholder consultation (regional and national) particularly through the NWGIMD and its sub-committees. Civil society, both locally and in the Diaspora, was included in the process. The principal stakeholder categories for this project were as follows:

- Ministries, Departments and Agencies (MDAs)
- Private Sector
- Civil Society Organizations (CSO) and Academia
- International Development Community

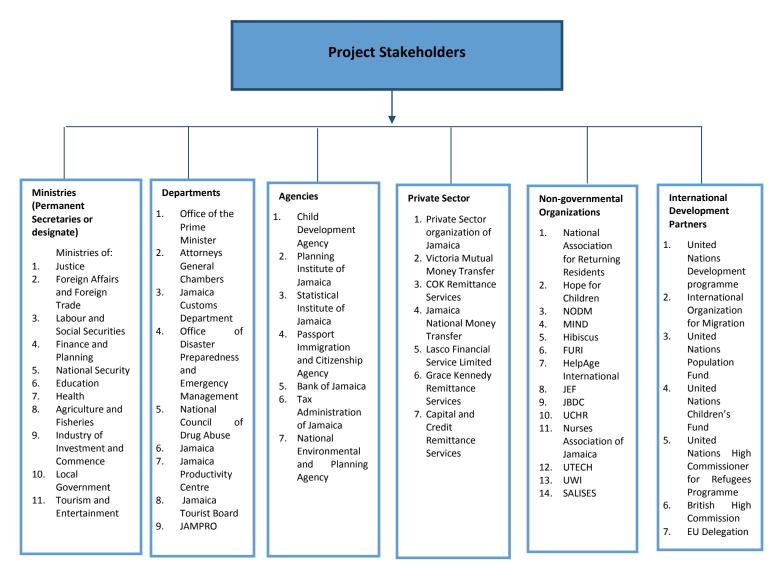


Figure 1.2: Mainstreaming Migration Project Stakeholders

## 2 EVALUATION SCOPE AND OBJECTIVES

#### 2.1 EVALUATION PURPOSE, SCOPE AND OBJECTIVES

This independent evaluation of Phase I of the project 'Mainstreaming Migration into National Development Strategies' addressed the entire project from inception to completion and utilised a strong results-based orientation.

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

- Identified outputs produced by the project
- Explored how outputs have or have not contributed to outcomes, and
- Identified results and transformation changes that were produced by the project
- Suggested recommendations regarding changes to be made in Project Phase II

#### Specifically the evaluation assessed:

- Whether stated outputs were achieved
- What factors contributed to effectiveness or ineffectiveness of the project, in particular the added value of the consultative/multi-stakeholder process and synergies with other projects/programmes
- The effectiveness of the partnership strategy
- The sustainability of the project impact/s
- How effectively has equality and gender mainstreaming been incorporated in the design and execution
- Whether stated project expenditure was efficient

#### 2.2 EVALUABILITY ASSESSMENT

The TOR for this evaluation emphasized the need to ensure a strong results-based orientation. The project proposal documents did not articulate a results framework specifying the project's theory of change. A results framework according to the World Bank is "an explicit articulation (graphic display, matrix, or summary) of the different levels, or chains, of results expected from a particular intervention—project, program, or development strategy. The results specified typically comprise the longer-term objectives (often referred to as "outcomes" or "impact") and the intermediate outcomes and outputs that precede, and lead to, those desired longer-term objectives."

The specific project document reviewed outlined a framework of activities, indicators and targets for the project's achievements at the output level. The framework did not extend beyond the output level even though the narrative information indicated (not specifically) some higher level results. It is important to identify both at the outcome and the goal (impact) levels whether the project has brought positive changes to support the various objectives. It should be noticed that the international

<sup>&</sup>lt;sup>6</sup> World Bank. (2012). Designing a Results Framework for Achieving Results: A how-to Guide.

project framework within which this project fell had a results framework addressing the full results chain.

While the evaluation analysis focused on the core results at the output level, considerations were given towards results at the outcome level. As such, a logic model and results framework taking into consideration the entire results chain was designed and utilised. While results at the output level were easily verified, the evaluation of the outcome levels and the overall aim of the project require a more qualitative analysis of the project's achievements.

The Proposed Logic Model and the Results Framework below outline the results chain and the Evaluation Team's interpretation of the projects' theory of change. These can be built on as the project contemplates transition to Phase II.

It should be reiterated that this project itself is a part of a comprehensive and holistic approach to international migration and development and as such also has synergies with the projects of other development partners such as the IOM and EU. One of the challenges of this however was attribution, which is linking the results obtained under this project to one or the other partner based on an integrated work plan. Whilst this evaluation was commissioned by the UNDP, the findings should be of importance to all of the partners.

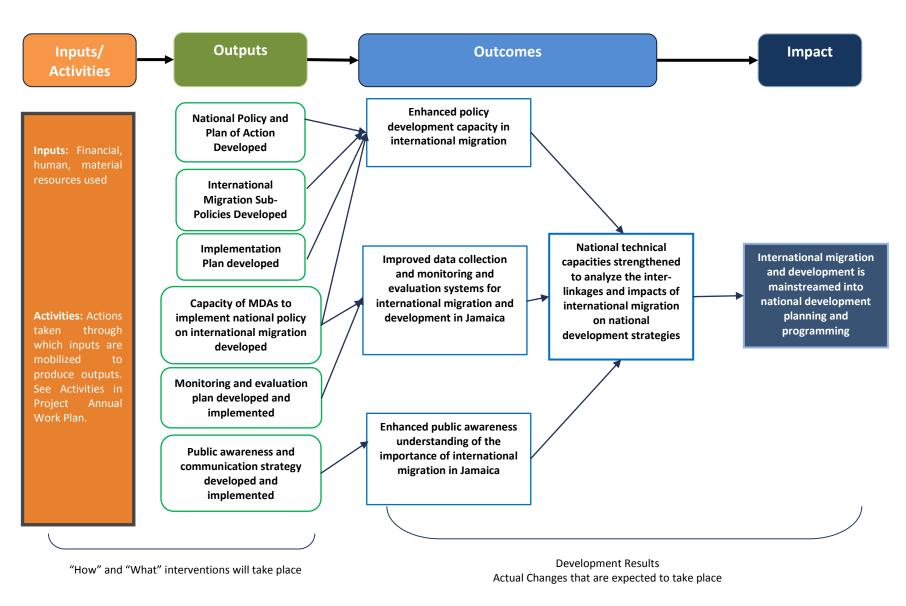


Figure 2.1: Proposed Logic Model

Table 1: Proposed Results Framework

	Baseline	Indicator	Target
Impact			
International migration		Employment rate	To be determined
and development is		GDP Growth	
mainstreamed into		Level of Remittances	
national development		Level of FDI by returnees/Diaspora	
planning and programming			
Outcomes			
National technical		Number of technicians trained and are	
capacities strengthened to		applying knowledge of international	
analyse the inter-linkages		migration to their areas of work on a	
and impacts of		consistent basis	
international migration on			
national development			
strategies			
Enhanced policy		Number of policies relevant to	
development capacity in		international migration and development	
international migration		developed/revised	
and development			
Improved data collection		Existence of linked MIS for management	
and monitoring and		of international migration and	
evaluation systems for		development data/statistics	
international migration			
and development in		Extent to which stakeholders use	
Jamaica		improved tools, instruments, analyses,	
		knowledge products towards effective	
		management of international migration	
		issues in Jamaica	
Enhanced public		Percentage of Jamaican who have	
awareness understanding		increased knowledge of international	
of the importance of		migration and development issues	
international migration in			
Jamaica			
Outputs	1	1	<u>'</u>
Development of National	No National Policy on	Existence of National Migration Policy	National policy in international migration
Policy and Plan of Action	International Migration	Existence of National Migration Plan	produced by Q1 2012
		of Action	Plan of action produced by Q1 2012

	Baseline	Indicator	Target
			Policy integrated in national development plan by Q2 2012
Development of International Migration Sub-Policies	Absence of thematic policies relating to international migration Indicators:	<ul> <li># of Technical reports produced by sub-committees of NWGIMD</li> <li># of sub-policies produced by sub- committees</li> </ul>	<ul> <li>11 technical reports produced by sub- committees of NWGIMD</li> <li>11 sub-policies produced by NWGIMD</li> </ul>
Development of Implementation Plan	No plan to support Ministries, Departments and Agencies(MDA's) implementation of national policy on international migration	<ul> <li># of consultations with MDAs on implementation plan</li> <li>Existence of Implementation plan</li> </ul>	<ul> <li>Consultancy conducted to develop implementation plan</li> <li>All targeted MDAs consulted on draft implementation plan</li> <li>Implementation plan produced by Q3 2012</li> </ul>
Capacity of MDAs to implement national policy on international migration developed	Ministries, Departments and Agencies(MDA'S) have limited capacity to implement migration policy coherently	# of selected Ministries, Departments and Agencies (MDAs) whose capacity to implement IM policy have been assessed	Capacity assessment of related CP outcome by Q4 2012
Monitoring and evaluation plan developed and implemented	No M&E Plan	Existence of M&E Plan	<ul> <li>M&amp;E plan developed by Q3 2012</li> <li>Measurement of migration policy indicators through Jamstats by Q3 2012</li> </ul>
Public awareness and communication strategy developed and implemented	No Communication Plan	Existence of Communication Plan	

#### 3 EVALUATION METHODOLOGY

#### 3.1 INTRODUCTION

In order to fully address the objectives of the consultancy, a mixed methods approach was utilised – combining qualitative assessments with survey (quantitative) data collected from critical stakeholders in the sector. Both primary and secondary data were collected.

This approach was intended to:

- Demonstrate impartiality and lack of bias by relying on a wide range of information sources
- Combine evaluation investigation with identification of key inputs into the new project phase
- Initiate communication engagement/feedback process early on in the process
- Strengthen the process of buy-in/ownership
- Initiate participatory reflexive monitoring mechanisms and processes

The quantitative assessment was executed through an online open and closed ended questionnaire using Survey Monkey, given the breadth of stakeholders. Total population sampling was used which means that the entire population of 122 project stakeholders were surveyed. The survey was available for just over one week and garnered a response rate of 25 per cent. The questions for the online survey are presented in Annex 3.

For the qualitative assessment, in-depth interviews/guided conversations with key informants and focus group discussions were the main data collection methods.

#### 3.2 APPROACH

In accordance with the terms of reference (Annex 1), the evaluation was iterative and participatory and involved key stakeholders throughout the process. The evaluation was conducted between August 29 and October 14, 2013. The approach depended to a large extent on stakeholder interviews and their own assessments of the strengths and weaknesses, successes and failures of the project. A documentary review of project files, reports, minutes of meetings and progress reports was carried out. An online survey targeting 122 project stakeholders was also conducted

Based on the number of stakeholders involved in the project and time constraints, it was not feasible to directly engage everyone; hence stakeholders were put through a process of assessment and prioritization. In consultation with the MPU, a detailed assessment of the stakeholder list was done. Effort was spent on prioritizing stakeholders for participation in the semi-structured interviews and focus group discussions given that the online survey would be administered to everyone.

#### 3.3 REVIEW CRITERIA

The Terms of Reference (TOR) indicated that the evaluation should address the entire project from inception to completion. Key questions were developed to assess the relevance, effectiveness, efficiency and sustainability of the project and administered during the field phase.

Questionnaires and the evaluation matrix are included in the annex.

#### 3.4 **DESK REVIEW**

A comprehensive review of relevant documents including progress reports, workshop/meeting reports, studies, papers and other documents related to the project was done. A comprehensive list of all documents reviewed can be found in Annex 4.

#### 3.5 FOCUS GROUP DISCUSSIONS

Focus groups were conducted with groups of respondents who have similar roles and/or beneficiaries in the project. The purpose of the focus group discussion was to garner feedback on a range of issues regarding the project, identify areas of consensus, inform lessons learned and recommendations and generate information on the way forward. A series of 8 to 10 open-ended questions relating to the role, project relevance, design, efficiency, effectiveness and sustainability were posed to the various groups. Five focus group sessions were organized but only two were actually realised as persons did not turn up as indicated for three.

#### 3.6 SEMI-STRUCTURED INTERVIEWS

Semi-structured interviews were conducted with key stakeholders from selected groups including MDAs; civil society organizations and academia; private sector and international development partner representatives; and chairs/co-chairs of National Working Group on International Migration (NWGIMD) sub-committees. The aim of the interviews was to get expert views and opinions on the role and relevance, design, efficiency and effectiveness of the project; as well as views on ways it can be improved for sustainability. The meetings lasted typically from one to three hours and incorporated open-ended questions designed to probe on issues considered to be critical to project implementation.

Face to face interviews was the main method of data collection, however five were conducted via telephone/Skype due to time constraints or scheduling challenges.

See Annex 5 for the list of persons consulted.

#### 3.7 DIRECT OBSERVATION

Observation of a meeting of the National Working Group on International Migration (NWGIMD) was done on September 18, 2013. This evaluation team was able to witness how the NWGIMD meeting was conducted, the level of attendance, and to see stakeholders' participation.

#### 3.8 LIMITATIONS

The project documentation was received in an ad hoc manner. Most, including critical documents that should have informed the draft evaluation, were received following the stakeholder meeting to review the draft evaluation report. This included:

- Sub policies and thematic papers
- The Policy Consultant's Final Policy Report with annexes
- Communication Strategy
- Annual Progress Report for 2011

The late submission affected the team's ability to assess the documents as a whole and impacted the team's ability to deliver the assessment on time. The stakeholder listing was another source of concern. Telephone numbers and emails were not up to date and stakeholders who should not have been on the list were included which led to significant waste of time and effort.

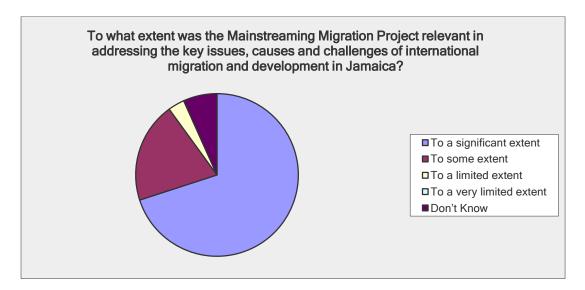
The non-attendance and unavailability of stakeholders affected the focus group discussions that were planned. An entire group did not turn up and in one instance only one person attended. The slow response rate to the online survey was very disappointing considering how engaged the stakeholders had been in the process.

### **4 EVALUATION RESULTS/FINDINGS**

The quantitative and qualitative inputs derived from the interviews, focus group discussions sessions, telephone conversations with key stakeholders, collaborating partners and an online survey along with the information gleaned from the desk review, form the bases of the findings presented in the following section.

#### 4.1 RELEVANCE

This project was deemed to be highly relevant. Of those who responded to the question to what extent was the mainstreaming migration project relevant in addressing the key issues, causes and challenges of international migration and development in Jamaica, 70% and 20% respectively indicated to a significant extent and to some extent.



Migration is a complex developmental phenomenon and the positive or negative outcomes are not automatic. However it needs to be actively governed in order to bring about positive effects to individuals, families, and the country. Prior to the implementation of the project there was insufficient coordination of the different migration activities and initiatives that different ministries and stakeholders were undertaking. In response, this project has facilitated the establishment of the Migration Project Unit (MPU) to fill the gap.

The Mainstreaming Migration Project combines a commitment to raising the level of awareness about the varying impacts of migration and how they affect national growth and development whilst engaging in high-level policy dialogue to improve laws and regulations to protect migrants' rights and to promote a more strategic development-oriented approach towards labour migration.

Goal 6 of Vision 2030 Jamaica Population Sector Plan seeks – "to ensure that international Migration is adequately measured, monitored and influenced to serve the development needs of Jamaica". The project is therefore relevant at the national level to ensure that this strategy is achieved under Jamaica's Vision 2030 – National Development Plan.

#### 4.2 EFFECTIVENESS

#### 4.2.1 PROJECT PERFORMANCE

As indicated earlier, the project was expected to implement several activities and sub-actions under each output. Despite the slow pace of implementation, the project performed well in terms of the planned activities completed. These activities have translated into the delivery of some outputs.

The online survey indicated that respondents were unsure whether the key outputs were achieved or not. They reported a mixed level of achievement for the main outputs of the project.

Table 2: The extent to which the outputs were achieved

To what extent do you think the following outputs were achieved?				
Answer Options	Fully	Partially	Not	Don't
	Achieved	Achieved	Achieved	Know
National Policy on International Migration	48%	48%	4%	0%
Plan of Action on International Migration	26%	67%	7%	0%
Technical reports produced by sub-committees of National Working	48%	37%	7%	7%
Group on International Migration and Development (NWGIMD)				
International Migration Sub-Policies produced by National Working	37%	44%	4%	15%
Group on International Migration and Development (NWGIMD)				
Implementation Plan to support Ministries, Departments and	4%	37%	30%	30%
Agencies(MDA's) implementation of national policy on international				
migration				
Capacity Development Strategy to implement migration policy	30%	52%	0%	19%
Monitoring and evaluation plan	8%	42%	23%	27%

The perception that the National Policy on International Migration was completed received a mixed reaction with 48% or half of the respondents declaring it fully achieved and a similar 48% giving it a partially achieved status. This ambivalence carries over to the production of the technical reports and sub policies of the NWGIMD, both of which fed into the completion of the National Policy on Migration and Development.

Thirty seven per cent and 4% respectively regarded the Implementation Plan as partially completed or completed, despite documentary evidence that this was not done. This output was not produced as noted by 30% of the respondents. As indicated in Table 2 above, a question was raised regarding the development of a monitoring and evaluation plan for the Migration and Development Policy as part of Output 3: Implementation Plan developed. Some 42% and 8% of respondents respectively indicated the Plan was either partially completed or completed. The results point to uncertainty among key stakeholders as to what has been achieved by the project.

On the other hand, capacity development strategy which was completed was regarded as 30% fully achieved and 52% partially achieved, whilst 19% did not know if it were achieved.

Given the above online survey result, documentary evidence (project reports) and stakeholder interviews, the evaluation assessment is that:

- Output 1: National Policy and Plan of Action Developed achieved, but with qualification.
- Output 2: International Migration Sub-Policies Developed achieved
- Output 3: Implementation Plan developed not achieved

 Output 4: Capacity of MDAs to implement national policy on international migration developed - partially achieved.

The above assessment is further elaborated in the sections below.

#### 4.2.2 IMPLEMENTATION OF ACTIVITIES BY OUTPUT

The tables below summarize the planned activities and associated actions and the achievements under each of the project's output. The information summarized here is largely taken from the project's progress reports. It should be noted however that the overall assessment of the achievement of the project in delivering the planned outputs relied heavily on stakeholders' feedback via online survey, stakeholder interviews and focus group discussions.

#### 4.2.3 DEVELOPMENT OF NATIONAL POLICY AND PLAN OF ACTION

Table 3: Output 1 - Matrix of Planned Activities and Results

Planned Activities	Achievement	Comments/Assessment
Activity Result 1: Effective work planning and production of reports		
Associated Actions  1. Recruit and contract Project Associate  2. Appoint sub-committee of National Working Group on International Migration and Development as Project Board  3. Quarterly meetings of project board	All three associated actions were completed.  a. The Migration Project Unit was established and a Project Manager and Project Associate installed. The Project Associate was recruited on April 18, 2011.  b. A Project Board established in Quarter 2, 2011 to provide overall oversight to the project.  c. Meetings of the Project Board took place during all quarters.	The sub-activities were accomplished within the timeframe envisaged.  The following sub-activity level targets were met:  - Project Associate recruited and supporting project manager - Project Board met quarterly – 8 <sup>7</sup> meetings of the Project board has taken place since the start of the project  NB: Project Board met in October 2013 to review the July-September quarter and approve the plan for the October – January 2014 "bridging period"
Activity Result 2: Stakeholders sensitized to project activities  Associated Actions  4. Official public launch of project 5. Inaugural meeting of National Working Group on International Migration & Development	Both associated actions were completed  a. Project was launched on May 5 with over 70 persons in attendance  b. Inaugural meeting of NWGIMD took place on May 5, 2011	This result has been achieved.

<sup>&</sup>lt;sup>7</sup> Within the original timeframe for the project, six meetings of the Project Board were to take place and that target was met.

Planned Activities	Achievement	Comments/Assessment
Activity Result 4: Development of the National Policy  Associated Actions  6. Recruit & contract consultant 7. Conduct consultancy 8. Produce reports 9. Review by NWGIMD 10. Public consultation in Kingston 11. Public consultation in Montego Bay 12. Submission to Cabinet	All associated actions were completed and the draft National Policy is to be submitted to Cabinet.  Public consultations were held in Mandeville, Montego Bay and Runaway Bay and two in Kingston. There were three specialized consultations held with Academia, Children and Youth; Diplomatic Corps to gain their feedback in the process.	The associated actions were not completed within the planned timeframe and were a moving target. There were a lot of concerns expressed about the quality of the consultancy that produced the initial drafts of this policy.  There is some disquiet about the final draft policy that was submitted to Cabinet. Some respondents claimed they have not seen the document and an exploration of the said document indicate that submissions from some sub-committees were not included. Additionally, the document does not have a defined Plan of Action.

**Overall Assessment:** The evaluation has assessed that the output has been delivered based on the planned actions outlined in the table above. The National Policy has been submitted to Cabinet for review; however, concerns have been raised by key stakeholders about the quality of the document. See further details in 4.4.6 below.

#### 4.2.4 DEVELOPMENT OF INTERNATIONAL MIGRATION SUB POLICIES

Table 4: Output 2 - Matrix of Planned Activities and Results

Planned Activities	Achievement	Comments/Assessment
Activity Result 1: Development of sub-theme reports for use by NWGIMD  Associated Actions  1. Define the sub-committees and prepare TORs  2. Recruit international technical experts  3. Technical reports from sub-committees provided to NWGIMD  4. Technical reports from sub-committees reviewed by NWGIMD  5. Technical reports Approved as sub-policies of IM policy	<ul> <li>a. The process to produce eleven subpolicies by NWGIMD commenced in quarter 4, 2011.</li> <li>b. Support for the identification of the subthemes was done through a rapid assessment survey.</li> <li>c. Finalization of the eight sub-themes identified on December 20, 2011.</li> <li>d. TOR was prepared</li> <li>e. Eight sub-committees of NWGIMD established in quarter 1, 2012.</li> <li>f. Reports on each thematic area produced by sub-committees of NWGIMD on an on-going basis throughout the year.</li> <li>g. Eight sub-policies produced by NWGIMD in quarter 4, 2012.</li> </ul>	All actions were completed. Subpolicies and technical reports were received after stakeholder validation meeting.

Planned Activities	Achievement	Comments/Assessment

**Overall Assessment:** The evaluation assessment is that Output 2 was achieved. Documentary evidence pointed to all sub-theme reports being completed. The eight subtheme policies were consistent with the GMG's handbook and were accompanied with technical reports providing relevant explanation for the objectives and activities.

#### 4.2.5 **DEVELOPMENT OF IMPLEMENTATION PLAN**

Table 5: Output 3 - Matrix of Planned Activities and Results

Planned Activities	Achievement	Comments/Assessment
Activity Result 1: Consultant to develop an Implementation Plan  Associated Actions  1. Engage consultant 2. Draft implementation plan 3. Consult with stakeholder MDAs 4. Submit implementation plan for approval by NWGIMD	The associated actions were not completed.  The process for engaging the consultant and undertaking the consultancy started but was aborted.  The evaluation team believes that terms of reference that was circulated for these activities to be completed was too ambitious even for a consultancy firm/team. See http://www.pioj.gov.jm/Portals/0/Vacancy2/TOR%20Consultancy.pdf	The result area was not achieved.
Activity Result 2: Measurement of IM policy indicators through national mechanism  Associated Actions	The associated actions were not completed.	The result area was not achieved.
5. Engage consultant 6. Development of Monitoring and Evaluation Instrument		

**Overall Assessment:** The evaluation assessed that the output was not delivered. The MPU indicated that the formulation of the Implementation Plan and Monitoring and Evaluation Framework did not take place as planned given that "there were challenges identifying suitable candidate(s)/consultants locally to undertake this activity. After several failed attempts and lengthy delays, the approach to completing these activities was revisited."

An examination of the sub-policy documents produced by the thematic working groups indicated that the base for an action and monitoring and evaluation plan was formulated. The sub-policies and accompanying action plans mirrored the GMG Handbook<sup>8</sup> in detailing activities, resources needed, responsibility including appropriate agencies, results to date and comments. The inputs for the Implementation Plan and Monitoring and Evaluation Framework were therefore available but needed to be developed into one Implementation Plan.

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<sup>&</sup>lt;sup>8</sup> The Handbook on Mainstreaming Migration in National Development Planning was developed by IOM, UNDP, ILO and UNICEF as a tool to facilitate the integration of migration in development strategies. It provides guidance for development experts with no knowledge of migration, and migration experts who are unfamiliar with development planning processes. (UNDP Proposal document, 8<sup>th</sup> December 2010)

# 4.2.6 OUTPUT 4: CAPACITY OF MDAS TO IMPLEMENT NATIONAL POLICY ON INTERNATIONAL MIGRATION DEVELOPED

Table 6: Output 4 - Matrix of Planned Activities and Results

Planned Activities	Achievement	Comments/Assessment
Activity Result 1: Capacity Development Strategy to implement migration policy  Associated actions  1. Develop TOR and recruit consultant  2. Capacity Assessment of MDAs to identify the needs and gaps in implementation of Action Plan	More than twenty stakeholder Ministries, Departments and Agencies involved with international migration and development participated in the assessment.  The consultancy to develop Capacity Development Strategies was conducted in quarters 2 and 3, 2013.	This did not take place within the planned timeframe. Activities were slated to have been completed between Quarters 1 and 3 of 2012. These were instead finalized in Quarters 2 and 3 of 2013.  Delay was caused by inability to identify suitable candidate(s)/consultants locally to
	A Capacity assessment of the MDA's was conducted in quarter 2, 2013.  Stakeholder workshops were also held to provide an opportunity for stakeholders to review the findings of assessment.  Capacity Development Strategies for each thematic area was developed in quarter 3, 2013.	undertake this activity. An international expert was eventually contracted to get the job done.  The delinking of this consultancy from that of delivery of the implementation plan and M&E Plan was very helpful to get this activity and sub-actions completed.

**Overall Assessment:** The evaluation assessed that the output was partially delivered. MDAs capacities to implement national policy on international migration have been assessed. However, implementation of the recommendations made in the capacity development strategy has not been done. It is anticipated that the implementation plan to be completed and carried out in Phase II will address this. The capacity strategy will therefore inform the activities of MDAs in the mainstreaming process.

#### 4.2.7 PERFORMANCE: INDICATORS AND TARGETS

**Table 7: Project Performance - Indicators and Targets KEY** 

Colour Code		Definition
Green		Achieved
Yellow		Partially Achieved
		Not Achieved

Output	Indicator	Baseline	Target	Results	Dashboard
-		No National Policy on	There now exist a Draft National Policy on International		onal
Development of		International Migration	Migration.	1	
National Policy and	Availability of support		Project Associate	One Project Associate in	
Plan of Action	for project		recruited and	place and providing	
	administration		supporting project	support	
			manager		
	Frequency of meetings		Project Board meets	Project Board meets	
	of Project Board		quarterly	Quarterly as planned	
	Production of policy		National policy on	National Migration Policy	
			international migration	was developed but some	
			produced	stakeholders are	
				concerned about the	
				quality	
	Production of Plan of		Plan of action	Inputs for the Plan of	
	Action		produced	Action were developed	
				but were not adequately	
				integrated into Draft	
				Policy and to the	
				standards and guidelines	
				presented by the GMG	
				Handbook. Stakeholders	
				are concerned that the	
				Draft Policy as submitted	
				to Cabinet does not	
				sufficiently reflect their	
				efforts.	
			Policy integrated in	MTF 2012-2015	
			national development	highlighted the	
			plan	development of the	
				National Migration Policy	
				and Plan of Action as a	
				priority action.	
Output 2		Absence of thematic		matic policies relating to	internationa
Development of		policies relating to	migration		
International		international migration		1	
Migration Sub	# of thematic sub-		11 sub-committees of	8 sub-committees of	
Policies	committees of		NWGIMD established	NWGIMD established	
	NWGIMD established			after assessment survey	
	# of Technical reports		11 technical reports	8 technical reports	
	produced by sub-		produced by sub-	produced by sub-	
	committees of		committees of	committees of NWGIMD	
	NWGIMD		NWGIMD		
	# of sub-policies		11 sub-policies	8 sub-policies produced	
	produced by NWGIMD		produced by NWGIMD	by NWGIMD	
Output 3:		No plan to support		nere was no Implementation	n Plan to guide
Development of		Ministries,	At the end of Phase I, there was no Implementation Plan to guide the Mainstreaming Migration into Development Strategies		
Implementation		Departments and	process		
Plan		Agencies (MDA's)		p. 0 0000	
	<u> </u>	1030.00 (107.107	<u> </u>		

Output	Indicator	Baseline	Target	Results	Dashboard
		implementation of national policy on			
		international migration			
	Consultancy for the	international migration	Consultancy conducted		
	development of		to develop		
	implementation plan		implementation		
			plan		
	Consultation with		All targeted MDAs		
	MDAs on		consulted on draft		
	implementation plan		implementation plan		
	Production of		Implementation plan		
	implementation plan		produced	A 12	
	Development of M & E plan		M & E plan developed	According to the project document, the Project	
	piaii			Board was tasked to	
				"ensuring management	
				for development results".	
	Measurement of		Measurement of	ror development results :	
	indicators under		migration policy		
	national M&E		indicators through		
	mechanism		Jamstats		
Output 4: Capacity		Ministries,		f MDAs were completed, ho	
of MDAs to		Departments		me as the baseline since th	
mplement national		and Agencies (MDA'S)		nplemented or an impleme	ntation plan
policy on		have limited capacity	framework articulated		
international		to implement			
migration		migration policy			
		coherently	Consultancy conducted		1
			to develop Capacity		
			Development Strategy		
	# of selected			Capacity Assessment of	
	Ministries,			about 20 MDAs	
	Departments and			conducted	
	Agencies (MDAs)				
	whose capacity to				
	implement IM policy				
	have been assessed				
	Consultation held with		Capacity assessment	Stakeholder workshops	
	MDAs on Capacity		diagnosis of MDA's	conducted and findings	
	Development Strategy		reviewed by targeted MDAs	discussed among MDAs	
			IVIDAS		
	Reporting and				
	Communication				
	mechanism among				
	MDAs reviewed				
	Production of Capacity		Capacity Development	Capacity Development	
	Development Strategy		Strategy developed	Strategy formulated	
	and schedule for				
	implementation				

With regards to how outputs have or have not contributed to outcomes, the general assessment is therefore that the project has:

• To some extent, strengthened the national technical capacity to better appreciate and understand the inter-linkages and development impacts of international migration on national development strategies and the instruments.

- To some extent, strengthened the mechanisms for facilitating integration of migration into development policy and planning;
- To a significant extent provided technical support to the migration policy development process; and
- To a limited extent provided technical support for improving the data collection and monitoring and evaluation systems for international migration and development in Jamaica.

## 4.3 FACTORS ACCOUNTING FOR PROJECT EFFECTIVENESS

The Jamaican project 'Mainstreaming Migration into National Development Strategies' produced mixed results in its first phase. It was successful in achieving some of the expected results as well as completing one other that was not originally planned. Notably, this phase of the project has laid the groundwork for mainstreaming migration into the national development plan. This section highlights some of the critical factors that have contributed to the project's performance to date.

## 4.3.1 GOVERNANCE AND ACCOUNTABILITY

The importance of good governance in achieving the results of the project is recognized as a major factor influencing performance on Phase I. The institutional arrangement to guide the implementation of the project proved to be very effective with the appointment of the National Working Group on International Migration and Development (NWGIMD) at the helm, providing clear leadership guided according to set TOR and a Project Board that is responsible for the supervision of the project and for making by consensus, management decisions for the project when guidance is required by the project manager.<sup>9</sup>

## **Project Board**

The Project Board provided overall oversight for the project. The evaluation found that the Project Board was structured with the appropriate mix of stakeholders. In general board meetings were held in a timely manner, once per quarter, during the life of the project and were well attended. Indications are that board members were committed to the success of the project. Among other things, these meetings gave oversight to the development of quarterly work plans, TORs for consultants; progress reports from subcommittees; recruitment of staff; procurement of equipment and technical expertise and requested extensions on the project. A key role of the Project Board was ensuring management for development results. They fell short in this role as they did not ensure that the articulation of a Monitoring and Evaluation Framework for the project by the NWGIMD or other responsible parties<sup>10</sup>.

<sup>&</sup>lt;sup>9</sup> UNDP Project Proposal: December (8,2010) also Minutes of the Project Board June 10<sup>th</sup>, 2011

<sup>&</sup>lt;sup>10</sup> National Implementation by the Government of UNDP Supported Projects: Guidelines and Procedures, July 2011.

**Table 8: Meetings of the Project Board** 

	DATE	# of attendees	Agencies that participated	Decision made
1	June 10, 2011	10	PIOJ-MPU, UNDP, IOM, EU, UNFPA,	To make changes to integrated work plan, prepare quarterly work plan, prepare TOR for the NWGIMD
2	Nov 17, 2011	8	PIOJ, IOM, UNDP, UNFPA, MPU	Virtual meeting of the board held for approval of quarterly progress report
3	January 16, 2012	7	MPU, PIOJ, EU, UNDP, IOM	Annual progress report to be circulated, establishment of 8-subcommittees, update of new chairperson for the NWGIMD, contact UW for interns, apply for project extension, revise annual work plan
4	April 10, 2012	8	PIOJ, MPU, IOM, UNDP, UNFPA	Recruitment of interns, consultant contracted, change in work plan to include, development and distribution of communication materials, letter to MFAFT regarding the Diaspora Development Policy
5	July 27, 2012	9	PIOJ, IOM, EU, UNDP, MPU	Procurement of Blackberry, work plan revised to reallocate funds between output and activities. Changes made to annual work plan to include a reduction in travel budget, training and workshop budget increase from US\$10k to US\$14K, plans were made to contact UTech and CARIMAC for students to develop the communication strategy
6	Oct 12, 2012	9	PIOJ, IOM, UNDP, MPU, UNFPA	Establishment of draft committee, review of the project associate contract also the performance of interns was assessed and given contracts up to March 2013, plans were also made to merge the consultancies
7	Jan 11, 2013	10	PIOJ, UNDP, EU, MPU, IOM	Request for project extension, revision of work plan to indicate that activities need more funding
8	Apr 12, 2013	9	PIOJ, MPU, UNDP, IOM,	Diaspora Policy Consultant contracted, the timeline for the consultancy was revised, discussion of project evaluation, approval and signing of work plan

## **National Working Group on International Migration and Development (NWGIMD)**

The National Working Group on International Migration and Development (NWGIMD) is an interagency group with overall objectives to: (a) oversee the process for development of a National Policy and Plan of Action on International Migration and Development; and (b) operate as a standing committee for the national policy and facilitation of institutional coherence on migration and development issues in Jamaica. It brought together individuals who were highly qualified with significant levels of technical expertise. Members also exhibited high levels of commitment to the process based on the above average attendance rate at meetings. The NWGIMD worked effectively through its various sub-committees which provided expert advice and guidance to the

process. As a result, stakeholders clearly understood their roles and responsibilities and carried these out as per guidance provided by the NWGIMD. Based on the institutional arrangement, there were clear lines of communication/action with all stakeholders answerable to the NWGIMD.

Table 9: Meetings of the National Working Group on International Migration and Development (NWGIMD)

	DATE	# of attendees	Agencies that participated	Decision made
1	May 5, 2011	35	Community Group Homes Transitional Centre, PIOJ, HAI, JDI-UWI, MNS, MLSS, MFAFT, PICA, BOJ, JCPD, IOM, UNDP, UNFPA, UNHCH, EU, UNDP, Jamaica Customs, Hibiscus, ARRR, MOE, Attorney General , Independent	Review of ToR for the NWGIMD, Situational Analysis and the Migration Work Plan decision on the frequency of meetings
2	June 2, 2011	25	PIOJ, MFAFT, UNDP, EU, UNFPA, UNHCR, MNS, MLSS, MOE, PICA, CDA, UWI, ARRR, HAI, PIOJ-MPU, UNICEF, JCPD, Jamaica Customs	Integrated work plan presented, recruitment of consultant for the Situational Analysis and Migration Profile
3	Oct 20, 2011	21	PIOJ, Ministry of Foreign Affairs and Foreign Trade (MFAFT) (2) Ministry of Foreign Affairs and Foreign Trade (MFAFT)-IOM,UNDP(2), EU, Delegation, UNFPA,UNHCR, Ministry of National Security (MNS),Ministry of Education (MOE),Jamaica Customs, Child Development Agency (CDA),Ministry of Justice — Attorney General's Department ,Jamaica Diaspora Institute, HelpAge International	Presentation of the Draft Policy Action Plan, distribution of the JMDI Handbook, discussion of establishment subcommittees
4	Sep 15, 2011	24	PIOJ, MPU, JDI, UNDP, STATIN, MOE, MFAFT, IOM, UNFPA, PICA, HAI, UNHCR, IOM,CDA, Hope for Children, JNBS, Jamaica Customs, JCPD, UWI, ARRR, MNS, Independent,	Establishment of document centre, review and revise the ToR for the NWGIMD
5	Nov 24, 2011	19	PIOJ, Jamaica Customs, MPU, UNDP, CDA, UWI, EU, BOJ, IOM, UNDP, MNS, MLSS,	Discussion of the role of the NWGIMD in relation to the sub-themes and the scope of work that should be undertaken.
6	Aug 9, 2012	24	IOM, PIOJ, MPU, JDI, Jamaica Customs, MFAFT, MLSS, PICA, STATIN, UNDP, IOM, JDI,	Discussion and deliberations on the Draft policy Goals and Objectives of the different thematic areas

	DATE	# of attendees	Agencies that participated	Decision made
			Hibiscus, JCPD	
7	Feb 28, 2013	21	PIOJ, MPU, JDI, UNDP, STATIN, MOE, MFAFT, IOM, UNFPA, Jamaica Customs, Hibiscus	Development of Diaspora Policy
9	May 15, 2013	24	PIOJ, MPU, JDI, UNDP, STATIN, MOE, MFAFT, IOM, UNFPA, PICA, UNICEF UNHCR, IOM,CDA, JDI, JNBS,	Diaspora Policy sent to the NWGIMD and plan for consultations in the different thematic areas

## 4.3.2 HIGH LEVEL SUPPORT FOR PROJECT

Buy in from key Government entities and ministers of Government proved highly important in the performance of the project. There was wide scale participation of MDAs and the Ministers of State in the Ministry Foreign Affairs and Foreign Trade from the last two government administrations

chaired the NWGIMD.
Both Ministers are lawyers and therefore the Group benefitted significantly from their expertise. The project also enjoyed strong bi-partisan support having started

"...The Minister who chaired the NWGIMD came with some technical expertise since he is a lawyer. Additionally, he is (Minister) responsible for diaspora, and he exhibited energy and interest. He was very supportive, engaged and took leadership of the project. Due to his involvement, he was invited to speak on behalf of migration related issues. He brought a wide perspective from an early stage. The interaction with the stakeholders was excellent and this has worked to the benefit of the project..." - Online survey respondent

implementation under the now Opposition party, the Jamaica Labour Party (JLP) and continued under the now ruling Peoples National Party (PNP).

The influence of the Minister of State in the Ministry of Foreign Affairs who assumed the chair in January 2012 is believed to have been especially strong. A key respondent indicated that the Minister was hands on and wrote to persons who did not attend meetings on a regular basis.

Government commitment to the project is also evident in the creation of synergies and links the project brought for example the hosting of the Diaspora Conference and the project's participation in same through the provision of public educational materials.

## 4.3.3 **PROJECT SYNERGIES**

The Mainstreaming Migration into National Development project was integrally aligned to similar projects around migration and development issues. These include: 'Development of a National Policy and Plan of Action on International Migration for Jamaica' project funded by IOM, the EU's 'Strengthening the Dialogue and Cooperation between the European Union (EU)-Latin America and the Caribbean Management Models on Migration and Development'. Further, it allowed for project synergy, coherence in policy development, cost reduction in the use of one project board,

one project unit, an integrated work plan with joint indicators and targets. This was felt to be an exemplary model of how development projects could be managed to prevent duplication and improve outcomes.

#### 4.3.4 MULTI-SECTORAL APPROACH

Migration issues affect every facet of life from the individual to the family to communities, regionally and nationally. This was reflected in the wide cross section of key stakeholders involved in the project from MDAs, private sector, CSOs and academia and IDPs. In utilising the multi-sectoral approach, the project was able to bring together a wide variety of perspectives, ideas and expertise around the migration and development discourse in Jamaica. It also facilitated ownership of the process. Key informant interviews indicated that the multi-sectoral approach significantly benefited the outcomes. Among the findings is that the multi-sectoral approach:

- Ensured the participation of diverse groups at the decision making level.
- Provided an avenue for the cross fertilization of ideas from different stakeholders which assisted in the advancement of the mainstreaming migration process
- Afforded a broader level of understanding of key issues relating to migration and development which were not limited to any particular sector.

## 4.3.5 MIGRATION PROJECT UNIT (MPU)

The Planning institute of Jamaica (PIOJ), a statutory body within the Ministry of Finance & Planning, acted as the executing agency for the project. When asked about the suitability of PIOJ to lead the process, most respondents stated that it was the right organisation to locate the project as the organization has the expertise and experience of coordinating such projects. Moreover, the PIOJ was strategically positioned to interface with stakeholders at the local, sector, national and international levels. The Migration Project Unit (MPU) was established in the PIOJ and served as the technical secretariat for the project.

Table 10: Level of Support Provided to the NWGIMD and its Sub-Committees

On reflection, did the NWGIMD and its Sub-Committees receive:				
Answer Options	Yes	No	Don't know	
Sufficient background information on International Migration and Development? Sufficient technical guidance	20	4	1	
from the Project Consultant(s)?	16	3	5	
Sufficient administrative support from the Migration Project Unit – PIOJ?	24	0	1	
Timely feedback on outputs produced?	14	4	6	

As part of its responsibility, the MPU facilitated a drop box mechanism whereby the NWGIMD and its sub-committees were able to access technical and other reports and provide comments which

were incorporated and re-circulated in track changes. The drop box was highly utilized by the NWGIMD.

#### 4.3.6 PARTICIPATORY AND CONSULTATIVE PROCESS

The project was built on continuous consultations within the NWGIMD, its sub-committees and through regional and national consultations. This participatory process solicited the inputs of a wide cross section of committee members and the general public at different stages of the process. Findings from key informant interviews, focus group discussions and online survey highlighted the importance of the participatory approach to development.

The project engaged more than 900 stakeholders from various sectors – all of which are important in any dialogue around migration and development. This strategy ensured that the views of a wide cross section of persons from various disciplines were heard and seriously considered in the policy discourse. This included six island wide consultations to gain the input of the public on the policy. These consultations were held in Mandeville, Montego Bay and Runaway Bay and two in Kingston. Likewise there were three specialized consultations held with Academia, Children and Youth and the Diplomatic Corps to gain their feedback in the process. Efforts were made to target the general population through the use of the local print and electronic media including through the airing of workshops on the local cable channel Caribbean News (CNS). As detailed below 922 persons attended these consultations, workshops and focus group meetings.

Table 11: Workshops/Conferences Carried Out (2011-2013)

Date	Workshop/ Conference	Purpose	#/groups of persons targeted	#of persons attended
2013				
July 24	Capacity Development Strategy Validation Workshop	Stakeholder review and validation of findings with Consultant	60	33
June 16 – 21	Diaspora Conference	Building of stakeholder and public awareness for International Migration and Diaspora Policies	300 <sup>1</sup>	82
May 27,	Capacity Assessment Validation Workshop	Stakeholder review and validation	50	30
May 21 – 24	Focus Group	Ascertaining the specific recommendations and actions to be involved in the implementation of the policy and plan	100	41
May 13 -15	Stakeholder validation meeting for GMG	Verification of stakeholder participation in the process to develop the national policy	60	52
March 22, February 11, and 7, January 21, 22, and 23	Multi-agency Review Committee	Review the National Policy and Plan of Action	30	33
2012				
November 1, 16, 19, and 20	Sub-committee Strategic Workshops	Finalization of key issue areas of the thematic areas	120	78
October 17, 22, 24, and 30,				

Date	Workshop/ Conference	Purpose	#/groups of persons targeted	#of persons attended
October 29, November 6 and 9	Specialised Consultations	Capturing the views of various specialised groups on the substantive issues dealt with in Jamaica's first National Policy and Plan of Action on International Migration and Development.	100	68
September 18, 19, 21, 25, 26, 28	National Consultations	Capturing the views of various interest groups including members of the public, on the substantive issues dealt with in Jamaica's first National Policy and Plan of Action on International Migration and Development.	500	324
June 5, 6, 7, 8, 11, 12, 14, and 27	Sub-committee Workshops	<ul> <li>Discuss the goals and actions identified in the National Plan of Action to see if they conform correctly to PRSP/development goals, and if there are any gaps.</li> <li>Prioritize key programme interventions (i.e. those to be implemented first).</li> <li>For each key intervention, review the actions required, the timeframe, the stakeholders to be involved and the estimated budget and funding gaps requiring donors support.</li> <li>Provide examples of different options and approaches that could be followed in carrying out key interventions (examples of programmes and policies pursued in other countries, by Governments, NGOs and International Organizations).</li> <li>Secure support for the National Plan of Action and for insertion of activities in the national budget, and the medium term expenditure framework (if applicable).</li> </ul>	120	181
May 2, 4, 7, 8, 9, 14, 16, 17, 21 and 22	Sub-committee Meetings			
TOTAL			1440	922

These consultations/workshops sessions were augmented by the use of local and international expertise virtually and in person to inform issues under review and discussions. Outputs from each thematic group were shared via electronic media such as (emails and Drop box), as well as printed (hard copy) documents sent to key stakeholders and partners.

**Table 12: List of International Experts Consulted** 

Name	Focus/Sub-Committee Supported	Mode of Participation	
		Virtual /Skype	In person
Rosalia Gitau			<b>√</b>

Name	Focus/Sub-Committee Supported	Mode of Partici	pation
Dr Carlos Van Der Laat	Migration and Health, human Rights and Social Protection	<b>✓</b>	<b>√</b>
Frank Lazco	Data, Research and Information	✓	<b>√</b>
Ricardo Cordero	Labour Mobility and Development, Diaspora and Development, Remittance and Development	<b>√</b>	<b>✓</b>
Laurence Hart	Return and Reintegration, Human Right and Social Protection	<b>√</b>	✓
Salvador Gutierrez	Governance and Policy Coherence		✓
Agueda Marin	Return and Reintegration	✓	
Marielle Lindstrom	Family, Migration and Development	✓	

It is recognized that the participatory and consultative characteristics of the project led to many of the unintended benefits.

Committee members indicated that the consultative process allowed them to improve their facilitation skills and to network with a wide variety of local and regional agencies and international development partners such as the UNDP, IOM and the EU.

Additionally, stakeholders indicated that they were able to better familiarize themselves with capacity assessment and capacity development tools and more inter-institutional collaboration. Further, there was strong agreement that the dialogue placed migration issues within the context of a wider development discourse, and helped participants to become more aware of the migration and development link. It also served to establish linkages with other development issues and priorities. For participants this was a clear example of joined-up government.

#### 4.3.7 PROVISION OF TECHNICAL SUPPORT

Given the complexity of the issues underpinning migration and development, the project utilized a multi-modal and multi-directional approach to implementation. This entailed the use of concept papers for each thematic group, the GMG Handbook for Policy Makers and Practitioners, multiple consultations with local and international experts and the involvement of stakeholders through the NWGIMD and its 8 sub-committees. As a result of the information and technical input, gleaned throughout the process, subcommittee members and the NWGIMD agreed overwhelmingly that they received the technical support that the project required.

Did the NWGIMD and its Sub-Committees receive:	Yes	No	Don't know
Sufficient background information on International Migration and Development?	82.35%	17.65%	0%
Sufficient technical guidance from the Project consultants	50%	18.75%	31.2
Sufficient administrative support from the Migration Project Unit?	94.12%	0%	5.88
Timely feedback on outputs produced?	62.50%	12.50%	25%

## 4.3.8. INCLUSION OF GENDER AND OTHER SOCIAL/HUMAN RIGHTS CONSIDERATIONS

One of the advantages of the collaboration of the three projects was that the delivery of outputs accrued benefits to all the projects. In this instance the need for data harmonisation and standardization for comparability locally and internationally necessitated the Extended Migration Profile (EMP).

In this regard the profile identified the data gaps in the national statistics systems and the need for data to be disaggregated by age and sex. Recognition was also given for the need to give consideration to gender roles and norms and how this impacted on migration; human rights; data, policy coherence and governance as cross cutting issues in policy development. As a result participants spoke to these cross cutting issues being a part of the dialogue in the sub-committee meetings. The draft National Policy and Plan of Action itself recognises the importance of gender mainstreaming into migration and development. It noted:

"Special emphasis was placed on the promotion of gender equity and social protection through the inclusion of gender and social protection specialists on all sub-committees. These specialists provided feedback on pertinent issues; recommendations were provided and included in the project."

When asked in what ways did the Mainstreaming Migration Project place special emphasis on the promotion of gender equity, protection of vulnerable groups and social inclusion during its implementation, respondents articulated that:

- Gender was treated as a cross-cutting issue throughout the policy. The protection of vulnerable groups and social inclusion were also cross cutting but were addressed specifically in the thematic area of Human Rights and Social Protection
- By ensuring that civil society entities with experience and expertise in these areas were included in the discussions
- By ensuring that at least one of the sub-policies highlighted human rights, gender and social protection
- The language of the draft policy reflected gender sensitivity.

## 4.4. EFFICIENCY

Project efficiency was assessed according to the smoothness with which the project was implemented. Efficiency was also contextualized in terms of how well the project utilized its resources to undertake its activities and how far the resources were converted to the desired results. It is this evaluation's assessment that the Mainstreaming Migration Project was somewhat efficient in implementing activities.

## 4.4.1. PROJECT MANAGEMENT

The MPU was initially constrained by limited staff to carry out the volume of work associated with the project and the late disbursement of funds from the donors. The project team started with a Project Manager and a part-time Project Associate. This was later addressed in mid-2012 when two additional staff — a Research Assistant and a full time project Associate were added. The MPU also utilised University of the West Indies students as interns to provide additional administrative support to the sub-committees.

Committee members noted that whilst administrative support could have improved, the MPU ensured the thematic groups remained focused on their areas. Similarly, the secretariat was meticulous in providing committee members with relevant information and ensured that consultation was timely and all stakeholders were kept engaged. This is reflected in the responses from the online survey.

On the other hand, there were mixed reactions to the overall management of the project from one-on-one interviews and focus group discussions. Project Management was described as reactive 'just in time' rather than proactive. The GMG Handbook clearly stated that an integrated approach must be used, one which requires the Project Manager to be aware of the 'feedback loops' understand that the 'stages overlap' and that the process is 'iterative rather than sequential'<sup>11</sup>. The project was heavily people and data focussed and required the Project Manager to continually keep track of simultaneous activities and outputs produced. Indications are that the Project Manager fell short on the latter. An example of this is in the management and use of documents produced by the project. The Evaluators had to ask the Project Manager several times for critical documents such as the final comprehensive policy and action plan, the sub policies and the technical papers produced in the NWGIMD. These were produced after submission of the draft evaluation report and evaluation validation meeting

Several stakeholders stated they were in the dark about the status of the project and were unfamiliar with the documents produced (as outlined in 4.2.1). Additionally, the multiagency group pulled together to review and finalise the draft National Policy did not receive the thematic sub policies and technical papers to assist it in carrying out its role. This was a critical oversight as a comprehensive assessment of the policy could not be carried out without these foundation documents.

The inadequate management of documents produced also impacted the development of the action plan for the policy. These action plans were developed within the NWGIMD and reflected the template detailed in GMG Handbook and formed the base for an implementation and monitoring plan and should also have informed the capacity development strategy. The omission of the documents reflects insufficient understanding of the mainstreaming process as outlined in the GMG Handbook. Given these shortcomings the time taken to implement critical activities were not optimised.

#### 4.4.2. PROJECT IMPLEMENTATION DELAYS

The original project document designated 20 months starting May 1<sup>st</sup> 2011 - 31st December 2012. This 20 month timeframe was described by stakeholders as 'tight' and 'optimistic for technical work' which later proved to be true given the two no cost extensions and one minimal cost extension which extended the project by nine months into September 2013<sup>12</sup>. Several activities were delayed, with most of them taking place within the revised timelines.

The progress reports and interviews with key stakeholders indicated that the delays in project implementation were due in part to the modification of the original project document and a new letter of agreement being signed between UNDP Jamaica and UNDP Bureau for Development

<sup>12</sup> Meeting with Project Manager, Chadine Allen on Thursday, September 5, 2013.

<sup>&</sup>lt;sup>11</sup> GMG Handbook: pages (32,33)

Policy (BDP) in New York. This allowed the UNDP country office to transfer project funds directly to PIOJ and speed up the process of transferring funds. The process of this modification spanned the first two quarters of the project (May — September 2011) and impacted the general management as the first, second and third tranche of project funds were delayed. The project however began implementation prior to funds being disbursed.

## 4.4.3. COMPETING RESPONSIBILITIES OF COMMITTEE MEMBERS

Whilst the NWGIMD benefitted significantly from wide stakeholder participation on its committees, this was limited as members had full time positions that conflicted with their desire for full involvement in meetings and other activities. Committee members highlighted the high volume of reading and that there were too many meetings that interfered with their substantive posts. Some members 'could not keep up' with the volume of reading and although they were committed to the process, the demand on their time and inputs required proved overwhelming. Thus some members did not attend all the meetings and others removed themselves completely from the committees.

## 4.4.4. LIMITED LOCAL EXPERTISE ON MIGRATION AND DEVELOPMENT

Respondents highlighted that the project was hampered by the limited technical expertise on migration and development locally. Given the limited local pool of expertise in migration and development, contracting consultants with the requisite skills, competencies and experience proved to be challenging and time-consuming. To address this issue, the MPU recruited international experts to advise the policy development process in various areas.

Key respondents also indicated that given the lack of clarity in making the link between migration and development, the learning curve for some stakeholders was steep in the initial stage of the project.

#### 4.4.5. DELAY IN POLICY DEVELOPMENT

A key output of the Mainstreaming Migration in National Development Strategies project is the development of a National Policy and Action Plan. This was however delayed significantly for varying reasons. Respondents, including the MPU felt that the drafting of the policy was delayed as a result of challenges faced by the Consultant. These concerns are outlined in the quarterly report for July - September – 2012 and minutes of the Project Board meeting of October 2012. They noted:

"Since the submission of the Implementation Plan, deliverables submitted by the Policy Development Consultant that have not been satisfactorily received. This has raised concerns about his ability to effectively lead the process as well as how he has utilized the resources made available to him towards satisfactorily completion of the assignment."

"During the quarter, some sub-committee members expressed concern regarding the Concept Papers and presentations by the Consultant. The main concern was that they lacked depth and did not seem to incorporate the inputs from the meetings/workshops or feedback sent through the MPU. In addition, the MPU had concerns regarding the legal and gender expertise being utilized by the Consultant and its impact on the completed

policy. A meeting was therefore held on July 25 to air the concerns of the MPU and sub-committee members as well as to review his work and to discuss any challenges or constraints being faced that would impact the deliverables or timelines. At the end of the meeting, it was agreed that additional resource documents would be shared with the Consultant."

"Despite the meeting held on July 25, the PIOJ team remains concerned that the resources within the MPU such as recordings of the meetings, flip charts with notes from workshop breakout groups, local and international experts and documents made available to the policy consultant and are not being fully utilized and this has affected the quality of his work."

"The PIOJ Team in a meeting with Head of Office for IOM Kingston has recommended in light of the unsatisfactory performance of the Consultant, that strategic workshops be held with the sub-committee Chairs and Co-Chairs to review each thematic area after the Consultant has submitted the draft final of the National Policy and Plan of Action."

"Based on the present rate of approval, the MPU foresees that the draft National Policy and Plan of Action will not receive approval of the NWGIMD for Cabinet Submission and therefore a drafting committee to review the final submission of the Policy Development Consultant will have to be convened to ensure that the policy is consistent in tone and content as well as to ensure that the document is ready for Cabinet Submission."

"The MPU has sought and received approval from the Project Board to merge the ToRs and recruit a team of consultants to undertake the assignment."

In light of the aforementioned, a Multi-Agency Working Group was engaged in January 2013 to undertake a process of review to determine the adequacy, relevance, correctness and comprehensiveness of the National Policy and Plan of Action. This group comprised partners from the Ministry of National Security, Ministry of Labour and Social Security (MLSS), Office of the Prime Minister, (OPM) and the Attorney General's Chambers (AGC). The Multi-Agency Working Group TORs requested them to review the National Policy and Plan of Action in the context of the following documents:

- National legislation, policies and programmes;
- o International conventions, protocols, programmes of action;
- Migration Profile;
- Operational and Corporate Plans of key MDAs;
- o Vision 2030 Jamaica National Development Plan; and Sector Plans;
- Global Migration Group Handbook "Mainstreaming Migration into National Development Strategies;"
- EC-UN JMDI Manual "Migration for Development: A Bottom-Up Approach".
- Medium Term Socio-economic Framework 2013/14 2017/18;
- M&D elements of the UNDAF and Country Programmes for UNDP, UNFPA, UNICEF, EU etc.

The Multi-Agency Working Group finalised the Draft Policy which has been submitted to Cabinet for discussion and review.

## 4.4.6. INCONGRUENCE BETWEEN THE DRAFT NATIONAL POLICY AND SUB-POLICY DOCUMENTS

Although the aforementioned documents provided the right context to review and assess the draft National Policy and Plan of Action, the technical documents including the thematic sub policies and accompanying action plans developed by the NWGIMD were not included in the information package given to the Multi Agency Working Group as the base from which the assessment of the draft policy should be carried out. As a result, the draft policy as presented to Cabinet does not include the accompanying action plans, or thematic technical papers which would have added supportive information and given qualification to the main policy statements.

Moreover, the action plans and sub-policies would provide an early framework for what is required to implement mainstreaming into national development. This would elicit early 'buy in' at the political and sectoral level for such a policy.

Further, the goals developed in the NWGIMD do not mirror all the goals and issues detailed in the sub policies and the thematic papers.

This perhaps explains why focus group discussions, key informant interviews and the online survey register conflicting opinions on whether the quality of the draft Migration Policy is reflective of the extensive input and participation of stakeholders.

Stakeholders who participated in face to face interviews and in focus group discussions had differing views from those online regarding the draft policy.

One respondent stated that the policy did not fully reflect the level and depth of consultations by the NWGIMD and its sub-committees. Description such as: "vague, overly wordy and speculative" were used to characterize the National Migration Policy and Plan of Action. One stakeholder shared that the link between migration and development is not sufficiently clear in the document. The respondent reasoned that it will be very difficult for the lay man (public) to assimilate. Another indicated: "There is an observable lack of timeliness and quality in the central consultancy that produced the migration policy." One other noted, "I was a member of return and re-integration committee and I see very little of what was discussed in this document."

This disparity may also be caused by the omission of the thematic sub-policies and action plans in the annex of the draft policy.

Nonetheless, when asked does the National Migration Policy reflect the actual inputs of the NWGIMD sub committees, 78.6% of the online survey respondents agreed.

Table 13: The National Migration Policy's reflection of NWGIMD and Sub-committees inputs

Does the National Migration Policy reflect the actual inputs of the NWGIMD sub-committees?			
Answer Options Response Per cent			
Yes	78.6%		
No 3.6%			
Don't know	17.9%		

Other issues affecting the efficiency of the project include:

- ✓ Administrative and funding arrangements at the level of the project sponsors were not fully worked out and resulted in project delays. The MPU had to begin implementation of the project before the first disbursement of funds.
- ✓ International Development Partners were not fully integrated and or utilised in the project. It was noted that insufficient effort was made in Phase I to involve key embassies/High Commissions, in particular the United States of America and Canada in the process.
- ✓ There was no clear definition for 'mainstreaming' in the project documents and mainstreaming is left to stakeholders to define.

#### 4.4.7. APPROPRIATENESS OF THE BUDGET

Information gleaned from the quarterly progress reports indicated the following:

- The budget was more than adequate to undertake all the planned activities and was even able to accommodate additional activities.
- Spending was very low in the first two years of the project and picked up only after the various extensions were granted. This low level of spending called for flexibility to forego and realign within thresholds budget at the authorization of the project funders.
- The slow pace of implementation (expenditure amounted to US\$9,826.98 up to December 2011; expenditure in 2012 totalled US\$4,103.148.96 and expenditure in 2013 totalled US163, 522.05<sup>13</sup>) allowed for flexibility in the use of funds and on-going reallocation. This was exemplified in the reallocation of funds from the communication strategy<sup>14</sup> to the provision of sensitisation documents and audio visual material on the project. Similarly there was the development of the Diaspora policy in April 2013.
- In facilitating the setting up of the MPU, the project procured and handed over office equipment and communication devices (mobile telephones) in addition to financing such project-related events such as trips for capacity development workshops. These are lasting investments that will long outlive the project and continue to enable the MPU to deliver its mandate efficiently. The resources complemented the Government of Jamaica's contribution, and did not duplicate available resources.

## 4.4.8. PROJECT IMPACT AND EFFECTS

Whereas respondents recognised the participatory process from which they gained a wealth of knowledge on the migration development nexus, the establishment of the NWGIMD, and adopting a more holistic approach to policy development, they felt it was too early to determine project's impact or to see any transformational changes in their organisation. They however indicated that the project:

- Was useful and has contributed to the development of a National Migration Policy and a draft Diaspora Policy.
- Identified critical gaps through research and statistical information to formulate evidence based policy and decision making.

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<sup>&</sup>lt;sup>13</sup> Annual reports for 2011, 2012 and 2013

<sup>&</sup>lt;sup>14</sup> The communication strategy was subsequently prepared by the Policy Consultant.

- Raised the level of awareness about migration and development in Jamaica.
- Has strengthened the capacity of stakeholders to manage migration and maximize its contribution to national development. For example, the Ministry of Foreign Affairs now has the evidence to strategize around Diaspora issues.

## 4.5. SUSTAINABILITY

Indications are that the activities started under the project will continue. The inclusion of migration and development as a priority area in the Medium Term Socio-Economic Policy Framework 2012-2015 is a positive indication of the importance of migration and development issues in the country. Additionally, the selection of Jamaica to participate in the second phase by the Global Migration Group (GMG) allows for the successful leverage of funds and building alliances with other funding sources such as EC-UN JMDI, Migration Profile, IOM Development Fund, UNFPA and the European Commission.

The high level involvement of private and civil society entities in the project especially the development of the draft policy indicates understanding of the migration and development nexus. The wide cross section of MDAs participating in the NWGIMD and its sub-committees was also commendable and will ensure that there is institutional knowledge to continue the focus on migration and development. Similarly the wide cross section of MDAs participating in the NWGIMD have allowed networks to be built to improve communication across sectors and open the door to leverage opportunities for collection of data, research and the pooling of data across government departments.

The response to the question on sustainability of the project's impacts elicited answers which spoke to the inclusion of migration and development as a priority area in the Medium Term Socio-Economic Policy Framework 2012-2015 as a positive indication of the importance of migration issues in the national policy and planning space.

With regard to networking, stakeholders gave a great deal of importance to the development of the Draft Diaspora Policy as an unintended benefit spearheaded by the Ministry of Foreign Affairs. According to the stakeholders this confirms high priority and relevance of migration development issues and augurs well for political support in moving forward.

Discussions with the NWGIMD highlighted opportunities now afforded to Jamaica to speak on migration issues internationally. An example of this being the 2013 UN High Level Dialogue on International Migration and Development, which focused on 'integrating migration into development policies' and gave Jamaica an opportunity to showcase the mainstreaming experience.

Other factors supporting the sustainability of the mainstreaming process include:

- The project is now aligned to the Vision 2030 Jamaica and the MTF
- There is a fully functioning working group NWGIMD inclusive of sub-committees that will be in place for Phase II
- The project has critical persons with migration expertise in the participating MDAs who can be called on to streamline migration issues into their organizations.

# 5. CONCLUSION, LESSONS LEARNED AND RECOMMENDATIONS

## 5.1. CONCLUSION

From all indications the achievements of the Mainstreaming Migration Project provided an important and necessary starting point for continued work in migration and development which is a relatively new and unfamiliar territory in Jamaica.

Phase I of this project resulted in a comprehensive situation analysis on the migration and development nexus and its impacts on development. Based on this analysis, eight key areas for policy response were identified and these areas subsequently informed the Draft National Migration Policy which was submitted to Cabinet. The policy is expected to undergird the process towards coherence in the management of migration in the context of development.

The project also resulted in the formulation of an Extended Migration Profile (EMP) for Jamaica and significantly built capacity in the area of data collection and raised awareness around migration and development issues among MDAs and other agencies.

Another key unintended achievement of Phase I is the draft Diaspora Policy which will now guide the country on diaspora issues.

The extent to which the project has mainstreamed migration into national development is too early to determine. Nonetheless, the work undertaken in this pilot phase should provide the base to mainstream migration into development planning by raising awareness, building and improving the required knowledge and capacity.

## 5.2. LESSONS LEARNED

The following lessons learned and recommendations are not detailed in any order of importance but aimed at providing guidance in moving to Phase II.

- Strong leadership and effective project management/administration is important for the success of any project.
- Broad-based inclusive stakeholder engagement is important for buy in of policies and programmes. There was also a high level of participation from MDAs which signifies government ownership of the process at the highest level.
- Government ownership of the mainstreaming process is key to success: Successive Ministers of State in the Ministry of Foreign Affairs and Foreign Trade chaired the NWGIMD signifying Government's commitment to the process of mainstreaming migration into development strategies.
- Strong bipartisan support is important: The project withstood the change in political administration and gained bi-partisan support. Ministers of State from both governments chaired the NWGIMD.

- Increased interagency coordination and working in synergy with GMG, IOM and UNDP at the local and international levels enhanced opportunities for achieving and sustaining results; and for mobilizing resources.
- International consultants played a key role in filling the knowledge gap and in mitigating the risk of insufficient local consultants' capacity in migration and development.
- There is limited understanding of the migration and development nexus.
- The GMG Handbook on Mainstreaming Migration into Development Planning was very useful in providing guiding principles and supportive tools which can be adapted and utilized at national and sector levels.

## 5.3. RECOMMENDATIONS

In view of the evaluation's findings and assessment of the project's performance the following recommendations are hereby put forward for consideration:

## 5.3.1. PROJECT MANAGEMENT

- The Draft National Migration Policy and Plan of Action currently lack important inputs from subcommittees that need to be integrated and the entire document shared. These documents include the sub policies from the NWGIMD and its sub-committees and the accompanying action plans
- 2. The International Migration sub-policies need to be added to the National Policy and Plan of Action as annexes.
- 3. The development of an Implementation Plan for the National Plan of Action must be prioritised before the roll out of Phase II of the project.
- 4. Going forward, there will be need for greater clarity in donor terms, procedures and guidelines in order to minimize project delays. Administrative and funding arrangements at the level of the project sponsors need to be fully worked out before project start up in order to avoid lengthy delays and the situation where the implementing partners have to depend on other sources of funding to proceed with important project activities.
- 5. Project could benefit significantly through an efficient database. Going forward the project needs to place greater emphasis on documenting lessons learnt; compiling of the experiences; process of coordinating the development implementation; monitoring and evaluation of the inter agency experience and generally ensuring that corporate memory is sustained. From an administrative stand point the documents produced by this project would also be housed in an easily accessible data base, from which internal and external stakeholders could benefit.

Given the expected invitations to speak internationally on the Jamaican experience of developing a migration policy, this would provide tangible evidence of the process and level of effort extended.<sup>15</sup> The lessons learnt in moving the process from conception to policy development and possibly legislation would serve as best practice for other countries. This would also have historical value for the project. (This was requested in the 2<sup>nd</sup> quarter report August 2011).

<sup>&</sup>lt;sup>15</sup> Presentations on the approach to International Migration and Development were made at the Caribbean Forum on Population held in Georgetown, Guyana in on July 9-10, 2013.

6. Implement the recommendations of the Capacity Development Strategy. This will allow for a smoother mainstreaming process within MDAs.

#### 5.3.2. STAKEHOLDER INVOLVEMENT

- 1. Greater involvement of embassies and IDPs especially from those countries that Jamaica has a large Diaspora or from which individuals are forcibly returned (deported)—is integral to the success of the project. More effort is needed to **strengthen the partnership with IDPs by fully involving** the various embassies and IDPs in the process. It was noted that insufficient effort was made in Phase 1 to involve other IDPs (USA and Canada) in the process. This would have allowed for access to financial and other support such as accessing international experts on migration. IDPs also have migration programmes, therefore an opportunity for learning and gaining insights into best practices, and to collaborate on coherent policy formulation issues would benefit all parties. IDPs have the ability to influence the diaspora, can make valuable contribution to remittance issues and assist in the re-integration programme. Involvement would also open up opportunities for a 'champion' on migration issues in each embassy.
- 2. Need for more **structured communication** processes. It is important that project stakeholders are kept updated and engaged. Although the project utilized the drop box technology, some stakeholders were in the dark about progress being made on the project. Stakeholders need to be informed when data are deposited into the drop box at agreed set days and if comments are needed, deadlines for such should be communicated via email. The drop boxes should also be kept current so that members are kept up to date on activities.

At a more general level, the communication plan/strategy developed by the Policy Consultant should be utilised. This strategy will spur advocacy, raise awareness and facilitate discussion on project results within and outside of the project domain.

### 5.3.3. CAPACITY ENHANCEMENT

- 1. **Encourage institutional buy in from all MDAs to promote mainstreaming.** This will mean greater engagement and commitment of MDAs to engage in a participatory process. It also means that MDAs will have to be prepared through the development of clear and concrete outcomes and indicators for mainstreaming.
- 2. Strengthen institutional capacity at the PIOJ through the development of migration hub/clearinghouse. The project provides an opportunity for a repository of migration data to be housed at the PIOJ. This would serve as a robust source of data for sharing, reporting and capacity development for an evidenced-based mainstreaming process. The Jamstats database, which is already located at the PIOJ, can be utilised as the platform for this.

## 5.3.4. MONITORING AND EVALUATION

- 1. Greater emphasis will need to be placed on results based management before the start of Phase II of the project. SMART objectives, indicators and targets must be formulated and a mid-term review done to map progress. Prior to the start of Phase II, a comprehensive monitoring and evaluation plan should be developed. To enhance project monitoring and evaluation, consideration should be given to the recruitment of an M& E Specialist, even on a part-time basis. This will help to ensure accountability and will allow implementers to gauge at an early stage whether the project is progressing as planned.
- 2. A clear definition for 'mainstreaming' and the intended outcomes for the project and indicators should be developed. A weakness of the project is that the goal of mainstreaming is left to stakeholders to define. To address this issue, clear and concrete outcomes and indicators should be developed for the second phase of the project.

## 5. ANNEXES

## 5.1. ANNEX 1: TERMS OF REFERENCE



UNITED NATIONS DEVELOPMENT PROGRAMME JAMAICA DEMOCRATIC GOVERNANCE PRACTICE EXTERNAL VACANCY ANNOUNCEMENT



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 – Mainstreaming Migration into National Development

Strategies

Reports to: ARR/ Governance Advisor Type of contract: Individual Contractor

#### II. Background

#### Project

The title of the project to be evaluated is *Mainstreaming Migration in National Development Strategies*. Funded by the Swiss Agency for Development and Cooperation (SDC) through UNDP and implemented jointly with IOM and the Global Migration Group (GMG), the project began implementation in May 2011 and is due to be completed by the end of June 2013.

This project supports the objective of the Government of Jamaica (GoJ) to develop a National Policy and Plan of Action on International Migration and Development (PIMD) for implementation by the relevant government agencies, private sector and non-governmental organizations. Jamaica was selected as one of the four (4) pilot countries for this project in light of the developments made by the GoJ to undertake this initiative. The support from the GMG is geared towards mainstreaming the PIMD into the National Development Plan through coherent action and monitoring by the UN Country Team in Jamaica.

The implementing partner is the Planning Institute of Jamaica (PIOJ) through the Migration Project Unit (MPU).

The project document is available for review at

http://www.jm.undp.org/Content/Mainstreaming-Migration-in-National-Development-Strategies

#### Evaluation purpose

The project evaluation will assess the performance of the project in achieving its results. Additionally, the conclusions of the evaluation report will inform the design of the Project Phase II due to begin in the latter half of 2013.

#### 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
- Give recommendations regarding changes to be made, if any, in Project Phase II

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, in particular the added value of the consultative/multi-stakeholder process and synergies with other projects/programmes.
- The effectiveness of the partnership strategy
- The sustainability of the project impact/s
- 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 produce an evaluation brief and facilitate at least one (?) briefing event for UNDP and relevant stakeholders.

#### IV. Competencies

- Strong analytical and statistical 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 development programming and practice     Minimum 5 years experience in project or programme evaluation in country context.     Knowledge of and experience with UNDP or other donor or developing country development assistance programmes     Experience in project management			
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 technical proposal explaining the methodology for conducting the evaluation and containing a detailed work-plan with timelines
- A separate financial proposal including all costs for conducting the evaluation and producing the deliverables

# **5.2. ANNEX 2: LIST OF PERSONS CONSULTED**

Organization	Name	Role
Ministry of Industry, Investment & Commerce (MIIC)	Everton Dawkins	Member Governance sub-committee
Ministry of Tourism and Entertainment	Shane Cunningham	
Planning Institute of Jamaica (PIOJ)	Mareeca Brown	Member Labour sub-committee
Planning Institute of Jamaica (PIOJ)	Shelly-Ann Edwards	Member Family sub-committee
Planning Institute of Jamaica (PIOJ)	Rochelle Whyte	Member Remittance sub-committee
Planning Institute of Jamaica (PIOJ)	Collette Robinson	Chair Human Rights and Social Protection sub-committee; Member NWGIMD
JamStats -PIOJ	Frederick Gordon	Member Data Research sub-committee
JamStats -PIOJ	Kirk Chambers	Member Data Research sub-committee
Jamaica Customs Department	Earl Stewart	Co-chair Return & Re-integration of Migrants
Child Development Agency (CDA)	Newton Douglas	Chair Family & Development
Planning Institute of Jamaica (PIOJ)	Easton Williams	Co-chair NWGIMD; Co-chair Project Board; Member Labour and Governance sub-committees
Planning Institute of Jamaica (PIOJ) MPU	Chadine Allen	Secretariat of NWGIMD
Planning Institute of Jamaica (PIOJ)	Toni-Shae Freckleton	Member of NWGIMD
Planning Institute of Jamaica (PIOJ)	Andrea Shepherd-Stewart	Chair Project Board
United Nations Development Programme (UNDP)	Sonia Gill	Member of NWGIMD, Member Human Rights and Social Protection Sub- Committee
Jamaica Diaspora Institute (JDI)	Prof. Neville Ying	Co-Chair Diaspora; Member NWGIMD
Hibiscus	Dr. Phyllis Green	Member Return and Reintegration; Member NWGIMD
UNDP	Sonia Gill	Project Board Member
UNDP	Itziar Gonzalez	Member, Governance Sub-committee
UNICEF	Donneth Edmondson	Member Human Rights and Social Protection Sub-Committee
ВОЈ	Chandar Henry	Chair, Remittances Sub-committee
Lasco Remittance Service	Jacinth Hall Tracey	Member, Remittances Sub-committee
British High Commission	Steve Burns	Member Return and Reintegration;
PIOJ	Stacey Clarke Cullum	
Ministry of Foreign Affairs and Foreign Trade	Lisa Bryan Smart	
Ministry of Foreign Affairs and Foreign Trade	Sharon Miller	

# **5.3.** ANNEX 3: QUESTIONNAIRE - ONLINE SURVEY

- 1. Organization Representing:
- 2. Indicate role in Mainstreaming Migration Policy Phase I.
- 3. To what extent was the Mainstreaming Migration Project relevant in addressing the key issues, causes and challenges of international migration and development in Jamaica?
- 4. To what extent do you think the following outputs were achieved?

National Policy on International Migration	Fully Achieved	Partially Achieved	Not Achieved	Don't Know
Plan of Action on International Migration				
Situation Analysis, including legal review of current policies				
Technical reports produced by sub- committees of National Working Group on International Migration and Development (NWGIMD)				
International Migration Sub-Policies produced by National Working Group on International Migration and Development (NWGIMD)				
Implementation Plan to support Ministries, Departments and Agencies(MDA's) implementation of national policy on international migration				
Capacity Development Strategy to implement migration policy				
Monitoring and evaluation plan				
Public awareness and communication strategy				

- 5. What three (3) factors do you think contributed to the achievement of the outputs?
- 6. Does the National Migration Policy reflect the actual inputs of the NWGIMD subcommittees?

Yes

No

Don't Know

- 7. What three (3) factors do you think hindered the achievement of the outputs?
- 8. Does the National Migration Policy reflect the actual inputs of the NWGIMD sub-committees? Yes

No

Don't know

If no, explain what was not included.

9. On reflection, did the NWGIMD and its Sub-Committees receive:

Sufficient background information on International Migration and Development?	Yes	No	Don't know
Sufficient technical guidance from the Project Consultant(s)?			
Sufficient administrative support from the Migration Project Unit – PIOJ?			
Timely feedback on outputs produced?			

- 10. In what way, if at all, did the multi-sectoral/stakeholder approach utilized by the project, impact on the quality of and the effective delivery of the outputs?
- 11. What transformational changes, if any, at the individual, organizational and national levels were produced by the project?
- 12. In what ways did the Mainstreaming Migration Project place special emphasis on the promotion of gender equity, protection of vulnerable groups and social inclusion during its implementation?
- 13. Highlight any unintended positive effects which have resulted from implementation of the Mainstreaming Migration Project.
- 14. Highlight any unintended negative effects which have resulted from implementation of the Mainstreaming Migration Project.
- 15. What were the main lessons learned from the project?
- 16. What factors do you think will assist in sustaining the project in phase ii?
- 17. What recommendations do you have for future programming now that this phase of the project has come to an end?
- 18. Are there any other comments that you would like to make about the project?

# 5.4. ANNEX 4: SUMMARY OF STRENGTHS, WEAKNESSES, OPPORTUNITIES AND THREATS

The following table provides a summary of the main factors influencing the project's performance as indicated by stakeholders (largely verbatim) and project reports. Several opportunities were also identified and recommendations made in relation to each.

	Strengths	Weaknesses	Challenges/ Threats	
Program design and delivery	The GoJ was already actively engaged in developing migration and development policy  Project complemented and added momentum to existing initiatives and plans  The model of synergy of three similar projects utilizing one board, one unit, and the coherence between project and cost reduction for mutual benefit  The focal point of the project was within the central planning agency of the PIOJ as was stated in one of the FGD  The process was consultative, participatory and engaged the public beneficiaries and diaspora  The project lends itself to flexibility when activities did not add value it was omitted and additional activities added. This was seen in the recruitment of interns (Apr 10, 2012 PB minutes) to help in the migration unit	There are very few local consultant with the expertise in Migration and Development  The contracted policy consultant was not able to effectively lead the process  The timeline for the project completion was a constraint  Turn-around time for responses was too slow (information sent beforehand was not commented on in a timely manner). This was seen in the delay of the ToR for consultancy which resulted in a delay (project board minutes- Oct 12-12)  Procurement was not optimal (long time for ToR to be approved) and the recruitment of consultant was delayed for 3 weeks as noted in the Oct 12, 2012 PB minutes	This was observed in the recruitment of the Communication Strategy Consultant (Apr, 12, 2012 PBM)	Opportunity/ Recommendations  Longer timelines would have strengthened some of the deliverables  Awareness was aroused that data can be refined and can be collected on migration and development issues  A senior demographer was appointed to be in charge of migration as such migration issues will be kept alive  UNFPA provided equipment that is still accessible  There need to be dedicated management for the project  There is need for institutional by-in of the project across the board form the CEO level
	-		Strategy Consultant	

	Strengths	Weaknesses	Challenges/ Threats	Opportunity/ Recommendations
	in addressing the key issues, cause and of international migration and development in Jamaica 64% (16/25) of respondents indicated that the Situational Analysis was fully achieved			
Stakeholder Support	Stakeholders highly involved; extensive consultations, input from international consultant  The establishment of the a robust working group, NWGIMD, with the requisite expertise which will be in operational in Phase II of the project  The establishment of subcommittees that focused on thematic areas  There was value from adding international expertise which benefited the local experts	Back office team was not always sensitive to the project	High level of involvement presented a challenge to stakeholder's substantive post  3% (5/18) of the online survey respondents indicated that there was a lack of key stakeholder participation	A fully functioning working group that will be in place for Phase II Institutional partners have to be committed
Meetings and Consultations	Meetings, consultations and workshops were well attended. This is quantified in the Project Board minutes dated, Oct 12, 2012 where nearly 330 people participated.  In case the named Chair was absent, there was always a Co-chair to assume responsibilities  There was strong MDA commitment to the Mainstreaming Migration project  The MPU was pointed and kept committees on schedule, the communication and support information was excellent kept members focused on the topic  Dedicated funding for the	Not employing a	Too many meetings which interfered with the committee members substantive post	MDAs were given an opportunity to sensitize the public on the their organisation and its procedures  Information built capacity of committee members and enabled them to advocates for the integration of migration issues in MDA and provided other perspectives on how to implement policy and procedures in their MDA  Human resource with

	Strengths	Weaknesses	Challenges/ Threats	Opportunity/ Recommendations
Resources	Provision of Blackberry to MPU to help facilitate consultations or dialogues with international bodies. This is quantified in the Jul 27-12 Project Board minutes.  A wealth of expertise were present within the PIOJ which benefited the project More than 70% of the online survey respondents indicated that sufficient background information and administrative support was provided to the subcommittees	Documentalist to the process severely affected the workload of the secretariat. The project process has not been captured  Approximately 40% (7/18) indicated that lack quality expertise in migration and limited resources hampered the project  The policy consultant should have been supported by a competent team	gathering from MDAs, such as the embassies, PICA and Ministry of Labour and Social Security	migration competencies now exist for phase 11  There is need for greater human resources in Migration and development
Capacity Building	Sharing information in the consultations added richness to the group process and committees  There was a wealth of information and resource material shared in Drop box that captured local and international perspectives on relevant migration issues  Stakeholder are now aware of migration issues and how this is linked to development  Value was added to the process from international expertise, A diaspora policy was developed  The GMDI Handbook Provided good capacity building source material to model	Materials were sent piecemeal as the process evolved  Insufficient Project Management skills (project was not stellar)	Lack of clarity on the link between migration and development issues at the inception of the project  The concept paper lacked depth. It was described as vague, unsatisfactory and did not do enough to inform the process  The amount of supporting information sent to NWGIMD and sub committees was overwhelming.  MDAS were challenged by financial and human resource constraint to mainstream the plan into organizations plans  Organization such as PICA may have to change the type of data collected	There is need for a MOU between relevant MDAs to ensure that data is shared  The project has critical persons with migration expertise in the participating  MDAs who can be called on in the next phase and to streamline migration issues into their MDA  There are sufficient persons within each MDAs that can help to drive the policy  Thematic working group comprise a pool of expertise that can be drawn on in phase 11  EMP highlighted gaps in their MDA and the need for gender inclusion  IDPs served as a pool of expertise that can be drawn on

	Strengths	Weaknesses	Challenges/ Threats	Opportunity/
				Recommendations  MDAs clearer on the national policy on migration and the linkage to national development as was mentioned in the FGDs
Collaboration and partnership integration	Strengthened collaboration and networking of stakeholders  The synergy of multiple stakeholders and the commitment from government, Chairs and Co-Chairs was excellent. This was signified by over 50% (15/25) of the online survey respondents, FGD and one-to-one interviews  Good support from IDPs which help to strengthened the Board's capacity in planning and coordinating, management, and governance  PIOJ is the interlocutory body having linkages with MDAs ( PIOJ now have expertise and experience in National Migration Policy development)		Some stakeholders were reluctant to share data	Improved coordination between IDPs, PIOJ and the agencies  The project is now aligned to the Vision 2030 and the MTF  Networks built will open doors for data collection across MDAs – data can now be refined to include migration development issues  There is opportunity for the formulation of action plan with indicators of success to ensure MDAs mainstream migration issues into their organisation  Technical persons available for quality assurance at various levels  Synergy in project implementation to lower project cost

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