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FINAL EVALUATION REPORT

USAID COMET II

Mid-Term Performance Evaluation of the Community Empowerment and Transformation Project Phase II

This publication was produced for review by the United States Agency for International Development. It was prepared by Dr. Lawrence Robertson, Team Leader, Mrs. Kerry-Ann Lewis Percy, Assistant Team Leader, and Ms. Sharene McKenzie, and Ms. Charu Vijayakumar of Dexis Consulting Group.

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ACRONYMS LIST

CBO	Community-Based Organizations
CBP	Community Based Policing
CBSI	Caribbean Basin Security Initiative
CDC	Community Development Committee
COL	Culture of Lawfulness
COMET II	Community Empowerment and Transformation Project II
CRC	Community Resource Center
CRP	Community Renewal Programme
CSO	Civil Society Organizations
CSSB	Community Safety and Security Branch
DRF	Dispute Resolution Foundation
DRR	Disaster Risk Reduction
DTC	Drug Treatment Court
FGDs	Focus Group Discussions
GCC	Global Climate Change
JCF	Jamaica Constabulary Force
KIIs	Key Informant Interviews
M&E	Monitoring and Evaluation
MOCA	Major Organised Crime and Anti-Corruption Agency
MOU	Memorandum of Understanding
MOJ	Ministry of Justice
NIA	National Integrity Action
PIOJ	Planning Institute of Jamaica
SDC	Social Development Commission
SOW	Scope of Work
USAID	United States Agency for International Development
USG	United States Government
UWI	University of the West Indies, Mona

EXECUTIVE SUMMARY

The United States Agency for International Development (USAID) commissioned a Mid-term Performance Evaluation of the USAID Community Empowerment and Transformation II (COMET II) Project in Jamaica to determine whether COMET II can benefit from modifications in the remaining one and a half years of the contract, and to provide lessons learned and input that could be used in future initiatives in safety and security. Tetra Tech DPK implements the program to support USAID/Jamaica's goal of improving resiliency and social cohesion in targeted Jamaican communities. COMET II has four components:

- **Component 1: Community Driven Crime Prevention**, which promotes and supports community efforts to address underlying issues of insecurity;
- **Component 2: Establish an Environment Supportive of the Rule of Law/Culture of Lawfulness**, which promotes and supports the development of initiatives conducive to the establishment of a culture of lawfulness (COL);
- **Component 3: Alternative Programs for At-Risk Youth**, which helps address the challenges faced by at-risk youth in and around COMET II's target communities; and
- **Component 4: Community Based Policing Practices**, which consolidates the gains made by communities and the Jamaica Constabulary Force (JCF) in Community Based Policing (CBP).

The Dexis Consulting Group (Dexis) Evaluation Team conducted a mixed-methods evaluation between May 4th, 2017 and August 31st, 2017, including three-week primary data collection phase in Jamaica. Data collection methods included project document review, key informant interviews, focus group discussions, and a survey. Primary data was collected from key stakeholders and beneficiaries from national institutions and a sample of leaders from community-based organizations (CBOs) and Community Development Committees (CDCs) from the 25 communities where COMET II works. The Evaluation Report is organized around the four evaluation questions posed by USAID.

FINDINGS AND CONCLUSIONS

Question 1: (a) What unexpected conditions were experienced by the project in the targeted communities during the first half of project implementation? Did these conditions affect men and women differently? (b) How did the COMET II project adapt to those changes?

Unexpected conditions posed numerous challenges to COMET II implementation. Key unexpected conditions included the limited number and low capacity of CBOs, complex community dynamics, and political interference. Additionally, land tenure issues impeded Community Resource Center (CRC) development; the lack of progress at the Ministry of Justice (MOJ) with alternative sentencing options required adjustments to Component 3; United States Government (USG) restrictions on assistance to the JCF delayed work on CBP; and COMET II staff reported that challenges related to construction/retrofitting and procuring agricultural commodities under USAID regulations were not expected. Fieldwork did not find specific gender differential effects of these unexpected conditions. Key COMET II adaptations included the development of CRCs and changed support to CRC development through contract modifications. COMET II also built CDC and CBO capacity through additional training, accelerated social enterprise development, modified project staffing, altered advice on CBO/CDC registration, and reduced the number of CRCs to be built.

Question 2: (a) What factors inhibited and/or promoted CDC and CBO engagement with COMET II interventions? (b) What steps, if any, did USAID and COMET II take to change or influence these factors? (c) What role, if any, did the establishment of community resource centers play in fostering engagement with community stakeholders or actors?)

The evaluation found that there were a number of factors serving both to promote and inhibit CDC and CBO engagement with COMET II activities. Promoting factors included COMET II capacity building assistance to CDCs and CBOs, the sense of partnership with the community that the project engendered, the establishment of CRCs, partnership with the JCF, and youth engagement. Inhibiting factors included delays in building and the reduction in the number of CRCs to be established, limited CBO and CDC capacity, lack of representativeness of community organizations in some CDCs, political partisanship, challenges with communication, limited involvement of the JCF, competing social issues faced by communities, and project budget restrictions. COMET II undertook some key steps to address the inhibiting factors and build on the promoting factors by incorporating greater community engagement and training, building on synergies and leveraging the strengths of key partners, and providing additional facilitation and support. The establishment of the CRC played a role in fostering engagement with community stakeholders by providing a physical space, promoting behavior change, boosting respect in communities, and providing other opportunities for community engagement.

Question 3: What factors have contributed to the success/failure of the different project interventions/components?

Eighty percent of CDC/CBO leaders and members surveyed reported being either satisfied or very satisfied with the success of COMET II supported activities, and COMET II activities were viewed as helpful to the community by 95% of respondents. In addition to the list of promoting factors identified in Question 2 above, such as the CRC as a physical space and the participatory approach used, participants identified the following factors as contributing to the success of project intervention/components: collaborative institutional partnerships, additional capacity building and facilitation provided by COMET II, emphasis on accessibility as central to CBP, youth engagement, and community leadership.

While COMET II activities have enjoyed many successes, they have also faced multiple challenges in implementation. The team identified a number of inhibiting factors specifically as they related to CDC/CBO engagement and CRCs. In addition, the evaluation identified the following factors as contributing to challenges with project interventions/components: community ownership, land accessibility and availability, limited community mobilization, limited capacity and organization in COMET II communities, USG regulations in working with the JCF, delivery of social enterprise support, CBO/CDC registration requirements, limited capacity or support of partners, limited COMET II activity links to related institutions, and insufficient supply of JCF officers to meet demand.

Question 4: The May 2014 institutional Memorandum of Understanding (MOU) between COMET II and the Government of Jamaica (GOJ) establishes roles and responsibilities for the SDC, the JCF, the Planning Institute of Jamaica (PIOJ), and USAID. To what degree have these four institutions fulfilled the roles and responsibilities outlined in Section 4 of the MOU?

Under the MOU, the SDC was tasked with mobilization, assessment, monitoring and evaluation (M&E) and the provision of community data. The SDC mobilized communities to varying degrees and provided data that was often outdated, which was reflective of their capacity and human resource challenges. The JCF pledged to provide adequate staffing at CRCs, create CBP/Community

Safety Work Plans, share data and participate in M&E, act in an advisory role, and identify gaps. There have been shifts in JCF high command's commitment to CBP which was exacerbated by the lack of human resource to honor the commitment to staff the CRCs as expected. The JCF is currently drafting the CBP/Community Safety work plans. The PIOJ was tasked with acting in an advisory role and to identify gaps and has carried out this mandate.

Finally, COMET II was tasked with developing the M&E Framework, supporting training and registration of CDCs, the establishment of CRCs, and providing support to the SDC. Through COMET II, training has been provided and some CRCs have been developed. However, the overall number of CRCs has been reduced, and COMET II has experienced M&E staffing issues, which has impeded timely and robust M&E.

LESSONS LEARNED

This evaluation noted a number of lessons learned from COMET II that could be applied to similar programming beyond the COMET II project. These included the need for comprehensive stakeholder engagement throughout implementation, an awareness of the political climate and potential effects on activities, and the need to conduct comprehensive needs assessments prior to implementation to ensure accurate and adequate understanding of the landscape. In addition, there is a need to incorporate targeted gender-sensitive programming, build capacity both for institutional partners as well as community members, and support CBP at a strategic level. The evaluation noted that communities remain optimistic about CRCs and value them; however, there is a need for continued attentiveness to the representativeness of the CDCs.

RECOMMENDATIONS

The Evaluation Team suggests that USAID consider, in the period of COMET II implementation as well as for future support for community safety and security, the following key recommendations:

- Conduct thorough needs assessments in program design;
- Use regular dialogue mechanisms with GOJ partners to address impediments to project success;
- Provide additional trainings focused on women as leaders;
- Increase efforts to establish the planned 10 or 11 CRCs;
- Strengthen project monitoring to inform decision making and address issues that threaten community cohesion;
- Develop successful social enterprises in CRCs towards helping to ensure sustainability;
- Provide post training equipment in a timely manner to allow communities to implement knowledge and skills gained to improve and protect the communities;
- Capitalize on COMET II gains in the development of other or successor projects;
- Target youth through greater involvement of youth on CDC boards and decision-making bodies;
- Develop and implement a communications strategy to encourage greater access to and use of the CRC;
- Facilitate activities and linkages to support the broader utilization of COMET II trainings;
- Support benevolent society rather than company registration for most CBOs, where possible;
- Ensure and reinvigorate social enterprise establishment for CRCs and CBOs through timely, sequenced training, mentoring, and grant provision for social enterprises in target communities;
- Reduce COMET II procedural burdens on community partners;

- Engage with the JCF to build support for JCF postings at CRCs and reach larger numbers of officers through training of trainers and increasing distribution of printed copies of the revised CBP manual;
- Develop institutional linkages between COMET II assisted programs and other institutions so that government policies and institutions can support and extend this work;
- Invest in and develop SDC capacity and capability; and
- Develop a follow-on project to support integrating CBP in community development through a detailed process of consultation with the JCF, SDC and communities.

INTRODUCTION AND BACKGROUND

The United States Agency for International Development (USAID) Jamaica Mission commissioned a Mid-term Performance Evaluation of the USAID Community Empowerment and Transformation Project II (COMET II). This section briefly explains the purpose of the evaluation and provides background on the COMET II project as needed to understand the goals of the project and interpret the evaluation's findings, conclusions, lessons learned, and recommendations.

INTRODUCTION

The purpose of the Mid-Term Performance Evaluation, as stated in the Scope of Work (SOW), is to determine whether COMET II can benefit from modifications in the second half of its period of performance to maximize programmatic impact. The SOW presented four evaluation questions to:

- Increase understanding of the project's initial results,
- Provide independent review on whether the project is on an appropriate trajectory, and
- Support the consideration of possible modifications to COMET II by USAID.

In addition, USAID/Jamaica requested that the evaluation provide lessons learned and input that could be used by USAID in the development of any future initiatives in safety and security after COMET II.

The four evaluation questions are presented in the methodology section below, along with the approach to answer these questions developed by the Dexis Evaluation Team and approved by USAID. The data collection phase included fieldwork in Jamaica between June 9 and July 5, 2017. The evaluation period of performance was May 4th, 2017 to August 31st, 2017. The Evaluation Team has analyzed project-provided information and primary data collected during fieldwork and drafted this report to answer the four evaluation questions and meet USAID's purposes for the evaluation.

BACKGROUND

COMET II supports USAID/Jamaica's goal of improving resiliency and social cohesion within targeted Jamaican communities. Safety and security are recognized as some of the key challenges to development in Jamaica by successive governments and by Jamaica's development partners, including USAID. The challenges of a stagnant economy constrain development further, including by limiting budget resources for government spending on safety and security, youth programs, and community development in vulnerable, volatile communities.

The first phase of the Community Empowerment and Transformation Project (COMET I) ran from 2005 to 2011. Building on the foundation of COMET I, USAID/Jamaica launched COMET II as its flagship activity to fulfill the commitment of the United States Government through the Caribbean Basin Security Initiative (CBSI) to deepen regional security and to improve citizen safety throughout the Caribbean. The activity was designed to capitalize on existing USAID investments in community safety and security and build on new opportunities that promote community-based partnerships to

prevent crime and violence, support the rule of law, control corruption, increase citizen participation and youth engagement and improve the adaptive capacity and resilience of citizens to natural hazards associated with global climate change (GCC).

COMET II is a five-year task order¹ implemented by Tetra Tech DPK for the period December 2013-December 2018, with a total estimated cost of \$12,707,527. COMET II has four components:

Component 1: Community Driven Crime Prevention

This component will promote and support community efforts to address the underlying issues of insecurity through a variety of approaches, including training and technical assistance to targeted communities and Civil Society Organizations (CSOs). A significant focus of this component is assisting Community Development Committees (CDCs) and the Jamaica Constabulary Force (JCF) to establish the models for Community Resource Centers (CRCs), and then assisting with their progressive implementation in selected communities. A small grants program will enable the capacity building of local organizations and will provide direct support to community-driven activities, especially to those aimed at strengthening cooperation between communities and the JCF. This component will also support the implementation of GCC adaptation activities, particularly Disaster Risk Reduction (DRR), across all components.

Component 2: Establish an Environment Supportive of the Rule of Law/Culture of Lawfulness

Working collaboratively with the National Integrity Action (NIA) and other civil society and state actors, this component will promote and support the development of initiatives conducive to the establishment of a culture of lawfulness (COL). COMET II will support the training of journalists – both professional and citizen journalists—and JCF members particularly from the Community Safety and Security Branch (CSSB) and Major Organised Crime and Anti-Corruption Agency (MOCA) on human rights, rule of law and integrity and ethics issues.

Component 3: Alternative Programs for At-Risk Youth

Under Component 3, COMET II will seek to address the challenges faced by at-risk youth in and around COMET II's target communities through three essential methodologies: prevention, diversion (not limited to court-based sentencing), and rehabilitation activities. This component aims to not only mitigate youth participation in unlawful activities but also to involve youth in activities that will enhance their employability and preparedness for the workforce. As part of its assistance to diversion programs, COMET II will further the dialogue with Ministry of Justice (MOJ)'s Drug Treatment Court Programme (DTC) to collaborate on current and new initiatives, including support to the Children Drug Treatment Programme, as needed. In addition to supporting the DTC to implement its activities, COMET II will also support a workforce development project to provide skills-based training opportunities for participants and graduates of the DTC.

Component 4: Community Based Policing Practices

COMET II will continue consolidation of gains made to date by communities and the JCF in CBP practices. COMET II will collaborate with the Ministry of National Security and the Ministry of Education, Youth and Information, formerly the Ministry of Education, to support the safe school

¹ Contract No.: AID-OAA-I-13-00036 / AID-532-TO-14-00001

programme concurrently building the capacity of School Resource Officers. Activities will also focus on promoting community engagement in community safety programs both in CRCs (established under Component 1) and initiatives such as Youth Summer Camp and Youth Leadership Training, to foster better relationships between the JCF and communities. Effort will be invested in improving JCF coordination and collaboration with partners such as the Fire Brigade, Office of Disaster Preparedness and Emergency Management, and National Works Agency around DRR and youth-centered issues.

METHODOLOGY

Dexis Consulting Group (Dexis) was selected by USAID to conduct the mid-term performance evaluation of COMET II and assembled a core team of five people, including a Team Lead, Assistant Team Lead, Local Evaluation Specialist, Technical Advisor, and Logistics Coordinator. The Evaluation Team also engaged a team of ten research assistants and two supervisors from the University of West Indies, Mona (UWI) to conduct the performance evaluation. This section explains the methodologies and data collection procedures used in the evaluation and how the team collected valid and reliable data to answer each evaluation question from the SOW.

The Evaluation Team developed an Evaluation Plan (Deliverable 1) that outlined the plans of the team for conducting the evaluation. After USAID approval, the team crafted a Work Plan (Deliverable 2) that further demonstrated the team's understanding of USAID's purposes for the evaluation and the work done under COMET II. The team provided USAID with a remote Preliminary Briefing (Deliverable 3) on the Work Plan and received USAID approval. The Evaluation Team then drafted an Inception Report (Deliverable 4) that included more detail on the evaluation design, a desk review COMET II project documents, and fully developed plans for data collection and analysis, preparation of initial evaluation results, report writing, briefings, and presentations. The Inception Report also included drafts of the standardized templates and tools that the Evaluation Team planned to use throughout the evaluation to ensure consistent and high-quality data collection, as well as the schedule for completing the fieldwork and the responsibilities of team members for activities and deliverables.

The team collected data on COMET II design and performance in its first several years of implementation (through the period of fieldwork in Jamaica to July 9, 2017). The team debriefed USAID at the conclusion of the fieldwork (Deliverable 5). The team then analyzed these qualitative and quantitative data using a Findings, Conclusions, and Recommendations matrix (see Annex 4), produced a Draft Evaluation Report (Deliverable 6) for USAID and COMET II review, and finalized the Evaluation Report to address all comments, issues, and questions.

The Evaluation Report is organized around the four evaluation questions from the SOW. The report is a comprehensive study of results and findings from the primary data collected through the KIIs, FGDs, and survey, as well as triangulation with secondary data collected through the desk review.

EVALUATION QUESTIONS

Per the SOW, the Evaluation answers the four key evaluation questions posed by USAID:

1. (a) What unexpected conditions were experienced by the project in the targeted communities during the first half of project implementation? (b) Did these conditions affect men and women differently? (c) How did the COMET II project adapt to those changes?
2. (a) The degree of engagement of CDCs and community based organizations (CBOs) is expected to vary across the 25 targeted communities. What factors inhibited and/or promoted

CDC and CBO engagement with COMET II interventions? (b) What steps, if any, did USAID and COMET II take to change or influence these factors? (c) What role, if any, did the establishment of community resource centers play in fostering engagement with community stakeholders or actors?

3. What factors have contributed to the success/failure of the different project interventions/components?

4. The May 2014 institutional Memorandum of Understanding (MOU) between COMET II and the Government of Jamaica (GOJ) establishes roles and responsibilities for the Social Development Commission (SDC), the JCF, the PIOJ, and USAID. To what degree have these four institutions fulfilled the roles and responsibilities outlined in Section 4 of the MOU?

DATA COLLECTION METHODS

The Evaluation Team used a sequential exploratory mixed-methods approach to gather both qualitative and quantitative data. The initial document review phase prior to fieldwork shaped the collection of primary data by the Evaluation Team. Primary data collection consisted of both qualitative and quantitative data from field visits to 16 of the 25 COMET II target communities. Qualitative data was collected through key informant interviews (KIIs) and focus group discussions (FGDs) with a range of stakeholders including beneficiaries and partners. Quantitative data was collected through a survey of CDC and CBO leaders from ten of COMET II's target communities. Further detail, including a list of the communities where primary data was collected, is included in Annex 4.

Informed consent was explicitly requested by the team and affirmed by all informants. Informants were assured of anonymity and non-attribution as part of the process of introducing the concept of informed consent, the purposes of the evaluation, and the team's processes.

DOCUMENT REVIEW

The Evaluation Team reviewed documentation from the COMET II project to develop the team's understanding of: the project activities; their work with partners, communities, and other stakeholders; and learning opportunities and data gaps from this documentary record. The team developed a document review protocol as well as a matrix in which to place activities included in COMET II planning, monitoring, and reporting documents in the 25 target communities. The team reviewed all the contracting, planning, reporting, and monitoring documents of the COMET II report, as well as materials produced by the project through the course of its work. The review was critical in formulating the approaches used for the other three methods used by the Evaluation Team and developing the sampling strategy, as described below. The list of all documents reviewed is provided in Annex 6.

KEY INFORMANT INTERVIEWS

Key Informant Interviews (KIIs) were conducted with a range of stakeholders jointly identified by USAID/Jamaica, COMET II staff, and the Evaluation Team through the development of the Inception Report and snowball sampling during the fieldwork itself. The Evaluation Team developed and used an approved set of semi-structured KII protocols, tailored by stakeholder type, to solicit qualitative data regarding the key evaluation questions. KIIs were conducted with USAID staff, COMET II staff, and representatives from the three (3) agencies that have signed the MOU with COMET II: the PIOJ, the SDC and the JCF, and other COMET II partners such as National Integrity Action (NIA) and UWI. Additionally, KIIs were conducted in six COMET II target communities with CDC and CBO

leaders and members and community members. Overall, the team conducted KIIs with more than 60 people during fieldwork. Each KII was conducted by at least two Evaluation Team Members to ensure optimal facilitation and note-taking. The list of interviewees is provided in Annex 3.

FOCUS GROUP DISCUSSIONS

The Evaluation Team organized Focus Group Discussions (FGDs) to tease out and measure collective opinions, and to further understanding by listening to discussion of beneficiaries. The Evaluation Team held FGDs separately with CBO members and youth (aged 18-34) in the communities selected by the Evaluation Team. This method provided additional open-ended, qualitative data regarding the four key evaluation questions. The team planned to conduct a total of ten FGDs - two in each of the five selected communities. Separate FGDs were planned in each community for youth, including both male and female youth, and CBO members, including both men and women. The former was to focus on youth perspectives and the latter was to examine how COMET II is seen by CBO members as opposed to leaders. Ultimately, due to a lack of stakeholder availability, the team conducted seven focus groups in five communities. FGDs were conducted by two Evaluation Team members, with note-taking by trained research assistants. The FGDs lasted approximately two hours each.

SURVEY

The Evaluation Team developed and implemented a survey, primarily focused on gathering additional data to address evaluation questions one through three, on CDC/CBO engagement, communities, and COMET II components. The Evaluation Team trained eight research assistants as surveyors, as well as two supervisors who used tablets and SurveyCTO software to collect quantitative data. The surveys were administered to CDC and CBO leaders in ten COMET II targeted communities. The survey gathered the views of 113 CDC and CBO leaders and members in these ten communities. The survey instrument is included in Annex 4.

SAMPLING

The selection of key informants and stakeholders for in-depth institutional interviews was based on the advice of USAID/Jamaica and COMET II. The Evaluation Team ensured independence of the evaluation by specifying the sampling parameters such as identifying target communities and key stakeholder groups within which individuals needed to be identified, such as executive members of the CDC, CBO leaders, and both male and female youth. In addition, the Evaluation Team supplemented interviewees suggested by USAID and COMET II staff by asking interviewees about additional relevant key informants that the team could interview. The institutional KII sample included individuals from COMET II staff, USAID staff working on COMET II, PIOJ, SDC, JCF, UWI, and NIA.

The Evaluation Team initially selected a sample of five COMET II communities, one within each of the parishes, for KIIs with CDC and CBO leaders, as well as FGDs with CBO members and youth from these communities. The team endeavored to interview as many members of the CDC and as many leaders from as many CBOs as possible. However, fieldwork demonstrated that it was not feasible to mobilize sufficient stakeholders in one of the selected communities, Brixton Hill for KIIs and FGDs, and therefore an additional community was identified. The community had only a CDC and was reportedly without CBOs. The absence of CBOs meant that a focus group with CBO members would not be feasible and there were not enough mobilized youth for a FGD. As a result,

the Evaluation Team did two KIIs in Brixton Hill and added another community for additional KIIs and the FGDs for Clarendon (Race Course).

The survey of CDC members and CBO leaders was conducted in ten of the 25 COMET II communities, two within each parish. These ten communities were different from the five selected for in-depth interviews and FGDs. As with the selection of KIIs, the team worked with COMET II to identify members from COMET II partner CBOs and members of CDCs.

To select the five focus communities and ten survey communities, the Evaluation Team used a structured document review template to systematically and independently code where COMET II has been more and less active across these 25 communities, based on the quarterly reports through March 2017. This review enabled the team to examine the character and magnitude of project activities in these communities and identify whether learning opportunities and data gaps existed.

For the five focus communities where KIIs and FGDs were implemented, the Team selected three communities with relatively more abundant COMET II activities (considered to be “flooding”) and two that had less activities to focus on (considered to be “trickling”); we also selected communities that seemed supportive of learning opportunities or where there appeared to be gaps in available data from COMET II documents based on our structured document review. The team also considered whether communities are urban, peri-urban, or rural in nature, as well as whether the communities represent a mix of people at different socio-economic levels. Since the team expected that these two factors may have an important influence on COMET II engagement and project performance across the 25 priority communities, the team selected a range of communities in terms of these two parameters for the five focus communities and the ten survey communities (see Annex 4).

A matrix was established which accounted for the number of engagements done under COMET II’s four components in each of the communities over the stated period. “Flooding” was defined as a community that benefitted from ten or more distinct activities across the four COMET II components. Moderate engagement was defined as communities benefitting from between nine to five activities, and “trickling” was defined as communities benefitting from four or fewer COMET II activities. The team’s coding of these activities was based on whether the activity focused on or targeted a particular community, and whether this community was named in the various quarterly reports when the activity was completed.

The following communities were sampled and visited for KIIs, FGDs, and surveys to obtain qualitative and quantitative data.

DATA COLLECTION COMMUNITY SAMPLE		
PARISH	COMMUNITIES FOR KIIS AND FGDS	COMMUNITIES FOR SURVEY
Kingston	Rockfort	Trench Town Rae Town
St. Andrew	Stony Hill	Bay Shore Gordon Town
Clarendon	Race Course Brixton Hill	Chapelton Four Paths
St. Catherine	Gregory Park	Kitson Town Linstead
St. James	Lilliput	Barrett Town Cambridge

The evaluation included consideration and analysis of gender in order to understand and document the differences in gender roles, activities, needs, and opportunities in communities and in engagement with COMET II, as pertaining to the evaluation questions. The evaluation also accounted for youth perspectives (both male and female) through questions focused on youth, as well as FGDs with youth in targeted communities.

DATA ANALYSIS AND REPORT DRAFTING

The Evaluation Team used a collaborative and participatory process to involve all members in planning, data collection, data analysis, and report drafting. The Evaluation Team cleaned and organized the data collected through the various methods. Qualitative data collected through the document review, KIIs, and FGDs was organized or coded using similar patterns to identify themes and divergent narratives focused on answering the evaluation questions. The survey data was cleaned and analyzed using STATA and Excel to obtain summary statistics. The use of multiple data sources and mixed-methods analysis facilitated data triangulation to answer the evaluation questions. The Evaluation Team followed standardized procedures and methodologies to produce consistent and comparable results for the Draft Evaluation Report. The team developed and used a matrix of findings, conclusions, and recommendations to organize and draft answers to the evaluation questions, including sources of evidence. Further detail is available in Annex 4.

LIMITATIONS

All evaluations are subject to limitations as to what can be done and the validity and reliability of data. The Dexis Evaluation Team identified the following limitations and developed mitigations strategies for each:

- **Limited time and resources to address depth of interventions:** To address the depth of interventions within the time and resource constraints of the evaluation, the team used purposive sampling to select five communities (ultimately six communities, as described above) for in-depth qualitative fieldwork and analysis through KIIs and FGDs. This data collection was supplemented

with the more extensive reach of a survey in ten additional communities. While the evaluation could not collect primary data from all 25 target communities, the team mitigated this issue through careful selection of 16 of the 25 COMET II target communities. The team ensured that the subset of selected communities reflected a diversity of contextual and programming factors, providing a comprehensive understanding of progress to date.

- **Safety and security issues in communities:** Flare-ups of violence affected the locations of fieldwork. The team selected communities based on the desk review of COMET II materials prior to arrival in country. Some modifications were made, as suggested by USAID and the COMET II management team, based on safety and security issues in some communities that could have impeded the team's fieldwork. As a result, the team did not conduct KIs and FGDs in Gregory Park, and replaced it with Kitson Town. The team also replaced Barrett Town with Lilliput for the KIs and FGDs on the basis of security issues. Surveyors were able to survey Barrett Town later after the flare-up had subsided.
- **Logistical challenges:** The Evaluation Team recognized that reaching and scheduling meetings, focus groups, and surveys would be challenging in the vulnerable, volatile communities selected for fieldwork, particularly within a short timeframe. The team mitigated this challenge through a dedicated staff person responsible for scheduling, as well as the use of knowledgeable drivers. Furthermore, extensive collaboration with COMET II Community Coordinators helped manage scheduling, meeting venues, and refreshments for FGD participants, ideally sourced from within the community. The team was successful in managing the logistics in all 16 communities.
- **Limited number of informants for KIs, FGDs, and surveys:** The Evaluation Team found fewer informants than anticipated for KIs, FGDs, and surveys in the target communities. The limited numbers of CBOs and limited CDC membership in COMET II communities left fewer potential informants than anticipated. In addition, outreach to members of volunteer organizations during regular working hours may have made participation in the fieldwork exercise difficult for employed CDC and CBO leaders. Other contributing factors may include flare-ups of violence in Barrett Town and Rae Town, limited interest among community participants in engaging with surveys, and the need for further mobilization. The team managed these limitations by converting some poorly-attended FGDs into KIs with individual participants. The team also sent surveyors back to one community (Gordon Town), which had the smallest turnout on the initial visit. The return visit took place on a Saturday, which increased turnout. This limitation is informative in that it suggests how challenging it is for COMET II to engage with and work in these target communities. The survey was not intended to gather a statistically representative sample of all COMET II target community stakeholders and therefore has limited external validity to generalize findings to all communities or individuals within communities.
- **Risks of survey fatigue in COMET II communities:** At our initial meeting with COMET II staff in Kingston June 13th, we were informed that the project had commissioned a survey of CBO and CDC members in the 25 communities where the project focuses its efforts. The UWI surveyors were reportedly in the field at about the same time as the team and surveyors for the Dexis Evaluation Team. Having two surveys conducted in these small communities among a limited set of CDC and CBO leaders contributes to risks of survey fatigue and potential unwillingness to meet with Dexis surveyors (or UWI surveyors) or the Evaluation Team. The Evaluation Team recognized this risk and was on the lookout for survey fatigue. Although the team found that in scheduling meetings, the Dexis Evaluation Team was sometimes mistaken for the other team who was scheduling meetings at the same time, no evidence emerged to suggest

that potential KII, FGD, and survey informants were not willing to meet with the team because of previous or planned engagement in similar discussions with UWI.

FINDINGS AND CONCLUSIONS BY EVALUATION QUESTION

The remainder of the report is structured to present the findings and conclusions associated with each evaluation question. This is followed by a comprehensive set of lessons learned, and completed with set of evidence-based recommendations.

EVALUATION QUESTION I

Question I: (a) What unexpected conditions were experienced by the project in the targeted communities during the first half of project implementation? Did these conditions affect men and women differently? (b) How did the COMET II project adapt to those changes?

FINDINGS

Question Ia.: Unexpected conditions

Limited Numbers of CBOs in Communities

KIIs noted that there were a limited number of CBOs in the COMET II target communities. A CDC in theory should be comprised of CBOs within the community; leaders of CBOs would be represented on the leadership committee or be members of the CDC. In practice, with the lack of established or organized CBOs in these communities, often individuals that do not represent any organization or group serve on CDCs. With a limited set of potential organizations as members, CDCs themselves can be redundant with other pre-existing organizations. For example, in one of the fieldwork communities, a CDC was recognized to have almost the same membership as the citizens' association in the community.

Low CBO/CDC Capacity in Communities

USAID and COMET II KIIs, as well as the document review, noted that the target communities had lower levels of CBO capacity relative to what was expected. Expectations of capacity levels were informed by the SOW for the program and discussions with SDC leaders, as the agency with the mandate to support community development. However, after the selection of the 25 communities for COMET II, the project's interventions found fewer existing CDCs and lower capacity within these communities than expected. KIIs noted weak management, leadership, communications, and grants administration capacity among civil society leaders in these communities. CBOs and CDCs also had fewer members than anticipated and were less able to meet the requirements for legal registration. COMET II provided substantial support to capacity building. Survey data demonstrated continued demand for COMET II capacity building and training; 73% of surveyed CBO leaders sought additional training from the project.

Community Dynamics

The different ways that communities identified was noted as an unexpected condition that affected community-wide programming. For example, some smaller communities such as Brixton Hill identify themselves as part of a larger community, although COMET II works with the smaller Brixton Hill. This leads to challenges in that CDCs may be serving an area that is not representative of the community as the community members define it. Additionally, documents and COMET II staff

reported evolving awareness that CDCs often did not have members from all geographic segments of communities associated with varying socio-economic statuses.

Land Issues

Once the project evolved over the first year to include the plan to develop CRCs as the main activity in Component I, USAID and COMET II KIIs emphasized how surprised they were that the land tenure issues on sites for CRCs proved so challenging, and so varied in the types of challenges. Noteworthy challenges included identifying appropriate land (in the center of a community with physical characteristics suitable for building), determining the owners of the land, attaining use rights for the land, and gaining the required legal approvals for development and use of a CRC (which sometimes varied by Parish, which was also unexpected). COMET II commissioned research on vulnerability mapping and the identification of climate-smart locations for CRCs through Mona Informatix Ltd., which sometimes explicitly identified the owners of proposed sites. No evidence emerged that COMET II had done research on non-engineering related land issues, such as tenure, prior to implementation. However, the project has conducted a feasibility assessment for most communities to consider the community's ability to deliver land for the CRC, the political landscape for approvals, and the community's capacity for construction after recognition of challenges.

Political Interference

COMET II KIIs also noted that interference and pressure from political leaders was unexpected; partisan politics has delayed or impeded program progress in some communities. Partisan political interference on the location for the Stony Hill CRC has led to COMET II's decision not to build a center in the community. Additionally, there have been delays in opening the CRC in Bogue due to an unmet promise by a political figure to fund the septic system. COMET II KIIs also noted that unspecified political interference has impeded CRC development in Barrett Town.

Absence of MOJ Interest in Alternative Sentencing

The SOW for the project anticipated that COMET II would support the MOJ on alternative sentencing. COMET II, after awarded, found a lack of interest in this topic at the MOJ. The period of time between the development of the SOW and the award to Tetra Tech DPK may have led to differing views in the MOJ on this topic.

USG Restrictions on Assistance to the JCF

COMET II activities that would engage with the JCF were temporarily placed on hold due to USG human rights concerns. The project did not anticipate that sanctions would be as broad as to prohibit all assistance to the JCF. Later, a USG prohibition on working with JCF members from one Police Division impeded collaboration as well. Project staff also reported that the lengthy time required for JCF members to complete Leahy Vetting, a standard USG procedure managed by the Department of State, was unexpected.

Building and Agricultural Commodities under USAID Regulations

COMET II did not anticipate the challenges of working to build physical structures or procure agricultural commodities under USAID regulations. Building physical structures required a contract modification. COMET II KIIs noted that these issues took substantial time for the project to understand and address, including through dialogue with USAID as needed to obtain the February 13 2015 Contract Modification, which allowed for small scale construction. COMET II KIIs noted that, had they known the additional administrative challenges of funding agricultural commodities through grants for the project, they would not have sought approval for these livelihood grants.

Effects on Men and Women of Unexpected Conditions

The Evaluation Team's fieldwork did not find specific gender differential effects of the unexpected conditions identified above. However, interviews in communities found a common pattern in the leadership in a number of CDCs and CBOs that could potentially be associated with or be exacerbated by some of the conditions identified. In many CDCs, the composition of the leadership team was gender differentiated, with men holding the positions of Presidents, Vice-Presidents, and Treasurers, while Secretaries and Public Relations Officers were women. This pattern may be a result of gender inequalities and social patterns that have historically prioritized male leadership and feminized certain skills and occupations.

Question 1b.: COMET II Adaptations to Unexpected Conditions

COMET II adapted to these unexpected conditions in numerous ways. These adaptations substantially changed the program, as reflected in the second modification to the contract as well as through the modification reportedly in process in June 2017, and non-contractual programmatic and implementation adjustments. Key adaptations are as follows:

Community Resource Centers

In order to mitigate the challenges associated with construction under USAID regulations, COMET II implemented the CRC structures through the use of retro-fitted shipping containers. This allowed for the creation of the physical structure with limited construction. Additionally, in order to address the limited capacity of CDCs and CBOs, the project shifted responsibility of CRC building from CDCs to one of the two Jamaican construction companies awarded Blanket Ordering Agreements (Alfrasure Structures & Roofing Ltd).

Contract Modifications/Exemptions

The contracting issues around support for building structures required contract modifications to enable COMET II to procure these goods and services. USAID modified the contract with Tetra Tech DPK to enable and expand the scope of small scale construction to support CRC development. USAID also approved exemptions as needed for the provision of agricultural commodities for some grantees. Additionally, a contract modification underway in June 2017 will include a budget realignment that will move funds between grants and subcontracts line items to comply with USAID regulations that do not allow for building through grants under contracts.

Additional Trainings

The project adapted to the limited capacity within civil society in these communities by providing additional training for CDC and CBO leaders in leadership and other skills such as governance, which were needed to manage grants and grant processes in communities. Eighty percent of CBO leaders surveyed noted that they or members of their organizations had received COMET II training; 87% of respondents asserted that the trainings were "very useful."

Accelerating Social Enterprise Development

COMET II adapted to the lower than expected capacity of CDC and CBO members and the delayed processes of building CRCs by accelerating some of the steps in developing social enterprises with UWI. Initial plans to train grantees in governance and then social enterprise development, prior to disbursing social enterprise grants, were modified in COMET II implementation to sometimes train grantees simultaneously in both areas. KIs noted that in some cases grants preceded these trainings.

Modified COMET II Staffing

With USAID approval, COMET II modified the staffing for project implementation to help manage some of the unexpected challenges above. Modifications brought in additional support for training

and capacity building, additional coordination for Community Coordinators, as well as an expatriate Senior Operations Manager to further support activities and the annual workplans.

Changed COMET II Guidance on Registration

COMET II adapted to support registration for prospective and current CBO and CDC partners. The project adapted further to supporting registration as a benevolent association, once the drawbacks of registering with the companies' office became clear to COMET II and civil society partners.

Reduced Number of CRCs to be Built

The unexpected challenges of land tenure issues, the long period of time it took COMET II to address these issues with communities, and the higher than expected costs for CRC construction has led to a reduction of the number of planned CRCs by COMET II. Reasons for the unexpectedly high costs included the fact that most of the land made available was severely sloped and required extensive stabilization, and as a result, significant reengineering, redesign and construction. COMET II has not yet formally informed some communities that they will not receive a CRC as anticipated. The unexpected constraints on building CRCs in turn led to a change in the scope of coverage of CRC: a reduction from the 25 planned in the initial contract modification (one per community) to 14 or 15, through a modification currently in process.

CONCLUSIONS

COMET II activities have been affected by a number of unexpected conditions including limited numbers of CBOs, limited capacity of CDC partners, and community dynamics. The identification of feasible sites and construction of the CRCs presented unexpectedly difficult challenges. COMET II staff also did not expect the challenges with USAID and US government regulations regarding working with the JCF and procuring agricultural commodities. These unexpected conditions had substantial effects on COMET II implementation and the results achieved to date, which are further discussed under Evaluation Question 3 below.

COMET II has changed dramatically in implementation compared to the initial SOW for the project. Many of the changes are due to unexpected conditions which led to contract modifications and changes in activity implementation, such as scoping, timing, sequencing, and project staffing.

EVALUATION QUESTION 2

Question 2: (a) What factors inhibited and/or promoted CDC and CBO engagement with COMET II interventions? (b) What steps, if any, did USAID and COMET II take to change or influence these factors? (c) What role, if any, did the establishment of community resource centers play in fostering engagement with community stakeholders or actors?

FINDINGS

There is a diversity of engagement and experience across the 25 COMET II target communities. Contextual factors are important in affecting and understanding progress. These include social, political, physical, administrative, and geographic factors. Factors served to both promote and inhibit CDC and CBO engagement with COMET II interventions. The promoting factors outlined below also serve to highlight some of the inroads made in the community by COMET II.

Question 2a.: Promoting Factors

Capacity Development/Building

Document review, FGDs and KIs revealed that CDC and CBO registration and legitimization, and participation in COMET II workshops and training such as the Integrity Workshop, Social Enterprise Training, Governance Training, and Journalism Training, served to increase the capacity of community members. They increased awareness and equipped community members with specific sets of tools and skills, and also supported the creation of opportunities through the use of knowledge and skills gained. Seventy-one percent of surveyed respondents were satisfied with the support CBOs received from COMET II and SDC officers. Community members also highlighted that this is a good platform for other projects to build on. The increased capacity of the CDC and CBOs equipped them to serve the community better through community development initiatives. Satisfaction in this increased capacity is reflected by 65.5% of survey respondents being “satisfied” or “very satisfied” with CBO involvement in the community, and 79.6% of respondents reporting “satisfied”² with CBOs’ capacity to implement COMET II activities.

Community Empowerment through Partnership

Partnership with the communities in decision-making has helped to engender more community cohesiveness. Evidence from document review, FGDs and KIs indicate that community empowerment and introduction of possibilities has been facilitated through better governance and the selection of the social enterprise activities. COMET II used the participatory approach in decision-making, allowing communities to decide for themselves the nature of their social enterprise. For example, residents of one community reportedly selected jams and jellies production as their social enterprise due to the abundance of fruits in the area. Another community started the renovation of a building to house a community gym in response to the need for a safe space for community members to exercise, while a third community decided to engage in party supplies rentals for entertainment events.

Additionally, the training and activities under COMET II have helped to break down barriers/stigmas associated with certain districts, and provided mobility for community members who would have otherwise not associated with each other or a region in the community. This has created a sense of community pride and togetherness.

Existence of the CRC

As one community member noted, “the space is a big thing, very much needed – that’s the greatest thing that COMET will leave behind in these communities.” Where CRCs exist, communities have hailed it as a treasure. It is a rallying point, such as in one community where professional dancers practice their routine and the community meets for movie nights. The CRC provides a “safe,” communal and multipurpose space. One community member noted, “persons feel more appreciated when they have a place they can come by.” CRCs have provided an internet café and a homework center. This was “not possible before COMET II – because the space wasn’t there.” Another community member noted that, “the type of conflict and violence from the community doesn’t happen in the CRC space and people don’t bring it here.” Where the CRC does not exist but plans

² This includes respondents who reported being either “satisfied” or “very satisfied.”

are afoot to construct one, there are hopes and expectations among the people for what it can offer them.

Legitimization

The CDC was designed to be the umbrella organization of every community. Its registration under this project has given it legitimacy among its members and some community members. It is the legitimate community leadership body under the SDC. Where it has functioned well by communicating with the community and being inclusive, for example, it served to rally and improve the sense of community through activities such as movie nights, trainings, and after school programs. This legitimization brought with it opportunities for greater and more structured engagement of the community by COMET II, as legitimacy identified the leadership roles and responsibilities of the executive body. As highlighted by a CDC member, establishing the legitimacy of the CDC also enabled the entity to receive COMET II grant funding and positions it to potentially apply for and receive funding/support from other project and donors.

Police Involvement

Seventy-three percent of respondents surveyed were satisfied with the JCF's support of communities. This was supported by FGD and KIs where community members reported that they liked engaging with the police within the space (an enabling environment) created by COMET II, but desired greater and more structured engagement. For example, in one community, the police tutored students in an after-school program at the CRC, and all students were successful in their Caribbean Secondary Education Certificate examinations. CBP was appreciated in the community but has been seen as underutilized by the project. Residents stated that there needs to be greater engagement between the police and the community, particularly citing that it is not enough to have a police post which is often unmanned. While there is support for police involvement, evidence suggests there is fertile soil for a more strategic approach to CBP within targeted communities.

Youth Engagement

The involvement of youth leaders in the community has created broader engagement of local youth. This was evident through the Police Youth Clubs, community youth clubs, and youth membership in some of the communities' CDCs. It has been recognized that youth are needed to attract youth. This resulted in youth inclusion on some CDC boards. However, CBO members in two of the communities also noted the need for greater youth involvement to engage the most at-risk population and the wider community.

Sports

The use of sports brought together various districts, an accomplishment which is challenging outside of sports. Community involvement is at its peak during sports activities, as evident in multiple communities during their football tournaments. Communities often cited Jamaica's football team 1998 World Cup qualifier as the moment in time that had the most positive impact on crime and violence. There was community cohesion through sports.

Question 2a.: Inhibiting Factors

Delayed and Reduced Number of CRCs

Thirty-six percent of surveyed respondents reported satisfaction with the CRC. This low satisfaction could be in large part due to the limited number of CRCs established. Of the communities included in the survey sample, only one community, Cambridge, had an established CRC. The number of

planned CRCs was reduced from 25 to 15 and only four CRCs have been completed to date.³ Delays have been the result of a number of issues, including land tenure, political partisanship at the community level, and both USAID (particularly the need for a change in budget lines items) and local government bureaucracies. The lack of a community space, which would have been provided by the CRCs, contributed to a hindrance of community involvement, cohesion and development. Sixty percent of surveyed participants identified the need for a physical infrastructure as important support for their organization and community.

CDC Exclusivity

CDC executives seemed exclusive in some respects. There were occasions when the CDC did not represent the CBOs and communities at large. For example, in two of the five communities visited for KILs, interviewees suggested that the CDC was a small group of persons with certain interests to favor their political leanings. In these instances, there seemed to be a few in charge to the exclusion of the community. In the absence of monitoring by COMET II, some CDC executives have not created an enabling environment for the involvement of a wide representation of CBOs and community members, which has in some instances resulted in disillusionment of community members, poor engagement, and lack of programming that represents the interest of the communities. Survey data indicated that the success of the CDC will depend on the involvement of the CBOs, as 92% of respondents agreed that CBO members help to secure project success. However, a smaller percentage of respondents, 65.5%, were satisfied with the involvement of CBOs in their communities, with only 57.5% agreeing that the CRC fosters community engagement.

Politics

Political partisanship has influenced the cancellation of CRCs in some communities⁴ and delays in others. Additionally, the politics internal to the community played out in the CDC through the influence of the executive members in partisan decision-making. This indicates that the CDC can serve as a vehicle to carry out a partisan political agenda, as was highlighted in one community where the CRC was not built due to political ties to identified potential CRC sites, and where community members indicated that activities were selected based on the political interests of the CDC president. One key informant noted that “some of these CDC people are failed politicians [with] relationships very close to councilors.”

Lack of CDC and CBO Capacity

Many communities did not have CDCs or registered CBOs, and where they existed, they were weak and lacking in structure. One COMET II staff member noted, “we thought that there would be good governance structure, etc. – but we had to set up all that.” Outdated community profiles by the SDC and incorrect assumptions about the nature of community organizations also threatened the process by informing false illusions of capacity. Survey data highlighted that community members (52%) agreed that lack of capacity impeded or hindered the implementation of COMET II activities, and 73% identified capacity building training support as important for their organization/community.

³ CRCs have been established in Rockfort, Gregory Park, Cambridge and Kitson Town; Osbourne Store, Brixton Hill, Chapleton, Race Course and Four Paths have identified CRC sites; and Kintrye is in the process and Bogue needs sanitary convenience

⁴ Stony Hill and Barrett Town

Communication

Communication from the COMET II office to the field officers was not always optimal, resulting in some officers being less informed than others. Communication from COMET II and SDC officers to the community was not always timely, which affected the quality of community participation. Some community members revealed that they sometimes learned of events the day before, or even on the day of the event. Additionally, communication from the CDC to the community was less than adequate and was often in written form to a community plagued with literacy issues. Lack of monitoring by COMET II and suboptimal communication from all levels affect one set of people - the community and their ability to fully engage and reap the benefits of their engagement.

Mindset

The mindset of community members can serve to preclude their engagement. Community members and CDC executives highlighted issues including mistrust of the police by youth, a lack of appreciation of the value of volunteerism, limited appreciation of community development, and participation in activities only for payment. Community members need to be empowered with a new way of thinking to see the benefit of their participation to their own development.

Competing Social Issues

Community members across all communities sampled highlighted similar social issues that serve to limit their engagement. Chief among them were unemployment, illiteracy, and poverty. Social issues - real bread and butter issues - for which there is limited to no assistance can push community development onto the back burner.

Post Training Support

While COMET II has implemented numerous trainings for community members, there was a lack of monitoring and follow-up, particularly associated with the disaster communication training, as the communities were not given the communication equipment to implement knowledge learned to protect themselves. This has resulted in training which potentially serves the purpose of increased awareness, but not necessarily changed behavior.

Lack of Access

While the majority of survey respondents, 57.6%, agreed that CRCs foster engagement, accessibility to the CRC was cited as a barrier to engagement by KIs and FGD participants. Of the communities surveyed, only one community, Cambridge, had a CRC and 87.5% of respondents in that community agreed that CRCs foster engagement. Some communities cover vast geographic spread and multiple districts. Community coverage and reach is difficult for COMET II, SDC and the CDC alike. This affects engagement and communication. In such areas, the centrality of the CRC will always be an issue, as it will often be far from a large portion of the community and difficult to access. In addition to the lack of geographic access, one community had a prohibitive cost⁵ to use the CRC. In addition, one youth club in that community shared that they are unaware of the purpose of or their ability to use the CRC. Lack of access to the CRC has negatively impacted engagement.

⁵ One CRC required the payment of a \$10,000 fee to use the facility.

Police Involvement

Initially, the presence and involvement of the police caused fears and suspicion and affected community engagement. Two of the communities visited for KIIs and FGDs highlighted that the very title Police Youth Club serves to keep some youths away from the club as people associated with the police are sometimes perceived as being informants. However, the police are not maintaining a constant presence at the CRC post, which is met with concern from residence in some communities.

Primarily Male Targeting Through Sports

While sports promote greater community involvement, they have primarily been targeted at men to the exclusion of women, except in a supporting role or where netball is being promoted. Male-targeted sports such as football have not truly engaged all youth.

Budget Restrictions

The budget structure and shifting of line items to support the CRC model proved to be challenging in implementation of the social enterprise activities. The project design allowed for the sustainability of the CRCs through social enterprises. UWI was tasked with training community members in social enterprise initiatives prior to the disbursement of funds. The initial activity sequence envisioned a call for proposals, followed by governance training, and then the disbursement of funds alongside UWI support for the social enterprise. However, due to the regulatory structure of the grants (sub-grant budget) and pressure from Tetra Tech DPK for the COMET II team to maintain project burn rates, funds were disbursed to CDCs to implement social enterprise activities before they received the training to address their limited capacity.

Question 2b.: Responses

COMET II undertook some key steps to address the inhibiting factors and to build upon the promoting factors. The steps fell into three main categories:

Greater Community Engagement and Training

Further training was provided for CDCs and CBOs to overcome the challenges of limited capacity. Training helped to build capacity in governance and integrity. Strengthened CDCs helped to increase community engagement.

Building of Synergies and Leveraging of Strengths

Sixty-five percent of surveyed respondents were satisfied with SDC support in the community. This reflected the need for improved support but more importantly supported COMET II's efforts to build synergies with the SDC and other stakeholders to address community needs and leverage strengths, resources, and capabilities of each entity. As needed, partners such as the PIOJ were called upon to leverage resources in response to challenges as they arose.

Dialogue and Support

Seventy-nine percent of surveyed respondents were satisfied with COMET II coordinators involvement in the community. This finding was supported by KIIs who reported on COMET II coordinators' willingness to listen to the communities in terms of the community realities and provide a space for dialogue promotes buy-in. Coordinators' assistance and hand-holding of CDC and CBO members in grant application process while working to fill/bridge the community capacity gap was critical to the success of each community.

Question 2c.: CRC and Community Engagement

The establishment of the CRC played a role in fostering engagement with community stakeholders. The CRC is valued in the community.

Physical Space

The CRCs have provided a physical space that is often absent from communities, and served as a safe rallying point. CRCs have served as an internet café and a homework center. This was “not possible before COMET II – because the space wasn’t there.” The CRC space helped create the environment to work things out, as it is seen and respected as a no conflict/violence zone. “The type of conflict and violence from the community doesn’t happen in the CRC space and people don’t bring it here.” The CRC has served as a transformative feature of the community in some cases, as in one community where the CRC site was previously a garbage dump.

Promotes Behavior Change

CRCs have no smoking and no violence policies. Parents appreciated this effort and encouraged their children to participate in activities held at the center. Community members who would otherwise engage in such activities have shown respect for the space and avoid such behavior on the grounds. Focus group participants reported instances of complete cessation of smoking by individuals who frequently use the facilities.

Respect and Prizing

With or without burglar bars, there has been no theft of equipment and property at the CRCs. There has been a sense of respect of the place of the CRC in the community. This further emphasized the CRC as a safe space within the community, where members can gather and commune, which may not be possible otherwise. In one community, movie nights have become a staple and even known gangsters participate in this community activity in peace and harmony. Community members who would not normally associate have done so within the space of the CRC.

Other Opportunities for Engagement

The CRC, through the social enterprise, offered employment and sustainability. It also helped foster better police and community relations, as in one community where a police officer voluntarily taught mathematics in an after-school program resulting in all 17 students obtaining a passing grade in their external examinations.

CONCLUSIONS

Capacity development of the CDC and CBO members resulted in the empowerment of the community members, the creation of opportunities using the knowledge and skills gained, and community empowerment through partnership. However, poor communication, limited engagement of the CBOs and the community by the CDC, the politicization of the CDC, and a lack of monitoring of the CDC have hampered efforts.

General delays in the implementation of COMET II’s project activities affected the sequence of activities, particularly with the social enterprise element; the range and scope of implementation such as the number of CRCs; and depth of capacity building. Additionally, USAID processes can be burdensome to CDC and CBO members who serve in a voluntary capacity.

The sporting activities used to attract youth in most instances were skewed towards male participation. According to an IDB study⁶, administrative data show that the main victims and perpetrators of violent crimes in Jamaica are young males between the ages of 16 and 24. However, activities need to better target both males and females as women and girls are the main victims of sexual crimes.

There is a general sense of appreciation for COMET II from beneficiaries and partners, particularly the CRCs and trainings. Where CRCs exist, it is considered a valuable space within the community that provides opportunities for engagement that would otherwise be difficult to achieve, hence, communities without a CRC or an existing structure that can be used as a CRC⁷ are at a disadvantage.

EVALUATION QUESTION 3

Question 3: What factors have contributed to the success/failure of the different project interventions/components?

The response to this question is organized to present findings on a set of factors that contributed to success of different project interventions/components, followed by a set of factors that contributed to challenges. This section then provides a set of conclusions based on the findings, which are organized by COMET II's four component areas.

FINDINGS

Success Factors

To date, the COMET II project has been perceived as largely successful by most of the stakeholders reached by this evaluation. The survey demonstrated that community and CBO leaders felt that COMET II supported activities were successful; 80% of respondents reported being either “satisfied” or “very satisfied” with the success of COMET II supported activities. COMET II activities were viewed as helpful to the community by 95% of CBO/CDC leaders and members surveyed.⁸ In addition to the list of promoting factors identified in Question 2 above, such as the CRC as a physical space and the participatory approach used, this section delineates a set of factors identified as contributing to the success of project intervention/components. These factors include collaborative institutional partnerships, additional capacity building and facilitation, emphasis on accessibility for CBP, youth engagement, and community leadership.

Collaborative Institutional Partnerships

KIIs noted that COMET II enjoys a good working relationship with its partners: the SDC, PIOJ and the JCF. Partners praised COMET II support to build capacity and sustain the project's investments

⁶ Harriott, A.D. & Jones, M. (2016) Crime and Violence in Jamaica, IDB Series on Crime and Violence in the Caribbean. Retrieved from <https://publications.iadb.org/bitstream/handle/11319/7773/Crime-and-Violence-in-Jamaica-IDB-Series-on-Crime-and-Violence-in-the-Caribbean.pdf?sequence=4>

⁷ For example, Bog Walk

⁸ This includes respondents who reported either ‘agree’ or ‘strongly agree’ with the statement: COMET II activities help the community.

with them and in priority communities. The partnership with PIOJ assisted COMET II in brokering agreements with various government bureaucracies, such as the National Land Agency for CRC sites. The partnership with the SDC and JCF facilitated the introduction of the concept of CBP and issues of community safety and security in the CRCs in a collaborative and potentially sustainable way. Community leaders, SDC leaders, and COMET II staff were largely pleased with the roles of SDC staff in helping the project with its community mobilization and in support of training CDC and CBO leaders. Additionally, the engagement of the JCF in the identification of potential sites for CRCs was seen as successful collaboration between communities and the JCF. Community members also lauded the occasions when the JCF had posted officers at CRCs, as this was viewed as useful for the CRC and the community.

Land lease for CRCs from churches that are members of the CDC proved to be effective. In Brixton Hill and Kitson Town, a church provided the land. In both instances, CDC representatives spoke about the relatively smooth process of identifying and gaining the lease for the CRC. This collaborative partnership approach was cited as expediting the approval process. CDC leaders described the process of building and opening the Kitson Town CRC as rapid, and Brixton Hill has described progress to date on land acquisition through the church as being relatively smooth.

Additional Capacity Building Activities and Facilitation

COMET II provided additional capacity building through trainings, such as the leadership and governance trainings to assist with the social enterprises and CDC functionality, as well as through COMET II staff, particularly Community Coordinators' engagement with stakeholders during activity implementation. COMET II facilitation and training was particularly important for CDCs and CBOs to organize and get registered, to apply for and be approved for COMET II grants, and for CBOs and CDCs to execute grant awards or develop CRCs. CDC members noted that the leadership trainings helped them better understand the requirements for the effective management of the CRCs. The trainings also equipped them with the skills to better engage the community. Additionally, COMET II Community Coordinator involvement in the communities was praised in KIIs, FGDs, and the surveys. The survey indicated that 78% of respondents were "satisfied" or "very satisfied" with the COMET II Community Coordinator engagement in the 10 communities surveyed.

Accessibility as Central to CBP

Emphasizing accessibility both physically and conceptually as central to community based policing has contributed to the success of institutionalizing and implementing CBP within the JCF and within the communities. The JCF has embraced the philosophy of CBP and over the years has been utilizing various strategies to institutionalize the concept, including training. JCF KIIs praised COMET II support for the revision and publication of the revised CBP Manual and COMET II training on diversity. JCF officers interviewed were satisfied with the revision of what is now described as a more user-friendly manual. Additionally, the CBP training course is offered at the Police Academy and is mandatory for recruits. KIIs found that JCF officers appreciated the training in diversity, which exposed officers to vulnerable groups (e.g. people with disabilities) that are sometimes victimized because of their differences. KIIs noted that training on diversity had larger effects by helping members of the Force consider different perspectives and ways that differentiating among population sub-groups may help tailor JCF services and address different sub-population needs, such as gender considerations in providing trainings.

Community-level KIIs and FGDs overwhelmingly agreed that the presence of JCF officers and posts was helpful in communities and supported lawful behavior. Community support for the JCF is evident in the survey data from COMET II communities. Almost half of survey respondents were

satisfied with the level of JCF support in the community, with an additional 24% very satisfied. CRCs were also seen as supportive of better behavior, particularly of the youth. KIs with the JCF as well as in communities and focus groups also indicated that the CBP orientation of the JCF was supported by both the JCF and members of COMET II communities. CSSB leaders, managers, and officers continue to lead this effort within the JCF with the help of COMET II materials and training.

Youth Engagement

COMET II supports and implements a number of activities that target youth, a demographic seen as critical in community safety and security, by engaging them in a space that is more conducive to participation. Some of these activities include sports activities and Police Youth Clubs, community journalism, the JCF summer camps, the Clean Sweep activity, Community-based School Suspension Program, and vocational training. Targeting youth through multiple channels has promoted youth buy-in to COMET II activities and the concept of community empowerment. For example, the Rovers Football Club is a member of the Lilliput CDC and awaits the completion of the gym being supported by COMET II. The Football Club is also expected to occupy space at the CRC when erected. Eighty four percent of youth from the survey ages 18-32 agreed that COMET II trainings were useful and 85% of these respondents asserted activities helped the youth. Youth surveyed agreed or strongly agreed that COMET II activities helped the community (95%), and 74% were satisfied or very satisfied with the quality of COMET II activities. These percentages are similar to the views of respondents aged 33-40 and 40 and above.

The Clean Sweep campaign, which sought to build awareness around the use and appropriate discarding of plastic, involved children, youth and the wider community and helped build pride in their communities. Respondents in Stony Hill and Rockfort said the training assisted communities in preserving watersheds and reserved areas. The use of environmentally friendly equipment and commodities, such as rain harvested water and solar energy was embraced by CDC leaders and youth for its efficiency, cost savings, and prospect of sustainability. Additionally, KIs in communities found COMET II's work with community journalism was appreciated. Knowledgeable JCF leaders, NIA, and some community leaders noted broader applications for the community journalism training, which they found had led trained youth into broader engagements, including income generating activities.

COMET II reporting documents and KIs with COMET II and the Dispute Resolution Foundation (DRF) noted the value of the Community-Based School Suspension program in keeping suspended students actively engaged with learning rather than falling behind and risking dropping out of school. The DRF continued schooling for suspended students through a school-based program, which made it more feasible for suspended students to return to school. Additionally, COMET II documents and KIs with COMET II staff and key institutional partners noted the appreciation for COMET II funding support for JCF summer camps, which supported individual community members. COMET II reports and KIs noted the project-supported work of the Family and Parenting Centre to support vocational training for youth. Some community leader KIs also noted this program and appreciated the initial training that prepared some youth from their communities for formal vocational training.

Community Leadership

In addition to the CDC/CBO capacity serving as a promoting factor identified in Question 2 response above, document review and KIs with USAID staff, COMET II staff, and community leaders emphasized the importance of capable trained leadership in communities for developing and implementing COMET II grants in communities. Stronger leadership in some communities was noted to have supported better relationships between COMET II and communities, which supported

smoother CDC development and the set of activities, as needed to support the creation of CRCs in the community.

Challenges

While COMET II activities have enjoyed many successes, they have also faced multiple challenges in implementation. The response to question 2 above identified a number of inhibiting factors specifically as they related to CDC/CBO engagement and the CRC. This section delineates some additional factors that contributed to challenges with project interventions/components. These factors include community ownership, land accessibility and availability, limited community mobilization, limited capacity and organization in COMET II communities, USG regulations in working with the JCF, delivery of social enterprise support, CBO/CDC registration requirement, limited capacity or support of partners, limited COMET II links to related institutions, and insufficient supply of JCF officers to meet demand.

Community Ownership

USAID and COMET II responses to the many challenges of supporting, awarding, and implementing grants with CBOs and CDCs in these communities evolved over the course of the project. COMET II adopted the approach of implementing the same package of activities across communities, focused on supporting the development of a CDC and an award to the CDC for a CRC that includes a social enterprise to support sustainability of the CRC. While community leaders appreciated the support, some KIIs noted that the approach could result in the sense that the project is delivering for the community, rather than with the community (an approach they also noted with the SDC). The reduced roles for CDCs in the process of constructing a CRC were noted by some KIIs (as a larger role for Alfrasure is anticipated under the pending modification for COMET II), which they suggested would further increase the sense that the community had been provided with a CRC by the project rather than developed their own CRC.

Land Availability and Accessibility

The challenges of finding an appropriate location and gaining access to the land identified as best meeting the needs of the community and COMET II's criteria for a CRC proved more difficult than anticipated (see Question 1). The level of satisfaction with CRCs expressed in surveys is thus notably lower than other satisfaction levels in the survey. Only 36.3% of respondents reported being satisfied⁹ with the CRC, with 41.6% feeling neutral, perhaps either because it had not yet been built or completed or due to the level of activity of the existing CRC. In Cambridge, the one community with an operating CRC surveyed, views were more positive; 62.5% of respondents were either satisfied or very satisfied with the CRC.

Lack of cooperation among government agencies was cited in KIIs as one of the factors that led to lengthy delays in erecting CRCs. Several GOJ or quasi-government organizations were identified as hindering progress, particularly on land acquisition. Organizations noted included the National Land Agency (NLA) because of the time it took to validate land ownership and boundaries in several communities, the Jamaica Railway Corporation and the time it took to finalize the lease arrangement

⁹ This includes respondents who selected either "satisfied" or "very satisfied."

with the Bogue CDC, and the National Water Commission and its reluctance to provide service to CRC facilities.

Limited Community Mobilization

USAID and COMET II KIIs, as well as FGDs, noted the challenges communities faced in rallying their members to engage with the project. Respondents were not satisfied with the level of community enthusiasm and engagement in community activities, including in engagement with COMET II. Compared to other areas, the survey found relatively lower levels of satisfaction among community leaders with the level of participation by community members in COMET II activities, with almost 21% (22 out of 113) asserting that they were not satisfied with the existing level of community participation.

In addition to the inhibiting factors identified in question 2 above that affect community mobilization (such as varying literacy levels among community members, short notices for meetings, mindsets, competing social issues, and lack of geographic and monetary access), community leaders noted issues that came with losing SDC staff that were responsible for particular communities. With staff turnover or the absence of staff when no replacement was available, the roles of SDC staff in helping the project with its community mobilization and in support of training CDC and CBO leaders went unmet or under-fulfilled.

Limited Capacity and Organization in COMET II Communities

Document review and USAID and COMET II KIIs emphasized the challenges that limited capacity and organization in communities posed for the implementation of the project. COMET II was not able to rapidly reach grant agreements with CBO partners from these communities as few organizations responded to calls for proposals – and even fewer of these organizations had submitted acceptable proposals or had organizations with the capacity needed to implement a grant. These capacity limitations included a lack of legal registration status, which would not make it possible for COMET II to issue a grant, a lack of a bank account, which would not allow COMET II to transfer resources to the prospective grantee, and limited capacity to execute the plans proposed in grants. These challenges led to the development of COMET II trainings and the facilitation and expanded work of COMET II staff with prospective partners in these communities in order to support registration, establishing bank accounts, and broader capacity building for CBOs and CDCs.

Document review and KIIs also noted ways that divisions in communities impeded the ability of communities to organize effectively to work with COMET II. Divisions within communities were notable in KIIs for contributing to a lack of cohesion in some CDCs. In other communities, the CDC leaders noted ways that they functioned, but also recognized that the CDC had limited ways to engage with the full community. Other KIIs with community leaders noted ways that parts of diverse or large communities did not have or feel adequately represented on the CDC. KIIs with these leaders noted concerns that the CDC might not support their areas of the communities as needed, and had concerns that some segments of the community might not be able to adequately access a CRC.

USG Restrictions and Regulations on Working with the JCF

U.S. Government concerns about human rights violations by the JCF at the time of award led to a prohibition on any assistance to the JCF by COMET II for the first few quarters of implementation. USG restrictions on working with the Kingston Western Division, which provides security for several extremely volatile communities with high levels of violent crime, over human rights concerns prevented supporting JCF staff from the division for a period. The Leahy Vetting process brought on

delays; JCF personnel did not submit information in a timely manner which exacerbated the delays in the vetting process. This impacted the number of police officers that received training. The JCF has taken a proactive approach encouraging staff to be vetted as needed for training through COMET II.

Delivery of Social Enterprise Support

While KIIs and FGDs found that community leaders are excited about the promise of social enterprises, to date, implementing partners were not satisfied with the ways that the social enterprise was being handled by COMET II, which reportedly deviated from the original plans of UWI for the program. With time pressure and capacity limits, UWI and COMET II have not always matched the well-regarded training in social enterprises with mentoring and the incubation of community enterprises. KIIs noted instances where grants were disbursed and implementation began prior to training in social enterprise, which was seen as problematic sequencing. These challenges in implementation of support for social enterprises may impede enterprise development and have negative impacts on the sustainability of CBO/CRC social enterprise.

CDC/CBO Registration Requirements

Community leader KIIs agreed that CBO and CDC registration was important. The COMET II SOW set targets for the number of groups to be registered over the program, and specified that registration should be as a company. This type of registration was thus pursued by COMET II, which helped many CBOs and CDCs that had not been registered to get registered. However, this type of registration came with a cost; a JAM\$ 60,000 payment is due two years after registration to the companies' office. Interviewed CDC/CBO leaders from organizations registered in this way noted that this financial burden is too high; some saw registration as a company as a mistake, and sought to change their registration to that of a benevolent organization. COMET II staff noted that the project had learned and now recommended that organizations register as benevolent organizations instead of companies when possible. Two factors that will be constraints: i) there is a requirement for 21 "subscribers" which many CBOs will struggle to meet and ii) there is a default proscription on more than one Benevolent Society per community.

Limited Capacity or Support of Some Partners

Project plans to work with some partners did not work out, as COMET II evaluated that prospective partners such as the Rangers or Jamaican Association of Social Workers did not have the capacity needed to meet the project's needs. Additionally, document review and interviews with USAID, COMET II, and judicial sector key informants noted that the assumptions and the assessment of USAID that was behind the project's design in alternative sentencing and diversion programs did not hold; the MOJ was not supportive or interested in exploring alternative sentencing by the time Tetra Tech DPK began implementation of COMET II. The time period between the development of the project and initial implementation, reportedly more than two years, may have contributed to this issue. COMET II reporting documents and KIIs noted an absence of interest in the MOJ to change sentencing policies. This lack of interest made it impossible for COMET II to support work in the area. COMET II then explored and found an alternative area to support and proposed a revised approach, to assist the DTC program.

Limited COMET II Links to Related Institutions in Component 3

Document review and KIIs with partners noted limited linkages between COMET II Component 3 activities and other institutions working in related areas. COMET II developed customized support for beneficiaries at risk that were appreciated, but did not connect them to longer-term institutional approaches supported by the GOJ, such as the Safe Schools Program or vocational training through HEART/NTA. COMET II support for skills training for youth was shorter and at a lower level than

HEART requires. COMET II then provided vocational training, but with this level of preparation, students remained ineligible to participate in the GOJ supported HEART program which is thus not a potential resource for more training for them. COMET II funded DRF programming for suspended students was also not connected with the GOJ's school-based infrastructure of guidance counselors and JCF School Resource Officers.

Limited Numbers of JCF Staff and High Demand for JCF

Community members and JCF leaders noted that staffing challenges made CBP more challenging in the communities. Under pressure to combat crime, the JCF commitment to CBP has been less evident. This and limited staff availability has left the JCF less able to engage in CBP techniques than many would like (e.g. having to drive to be readily available rather than walking in communities). This also left JCF managers unable to post personnel at CRCs as planned. The JCF's limited ability to provide police presence has not led to adjustment with CRCs. CRCs are still built with space reserved for the JCF. The expectation remains that the JCF will post officers at the CRCs when possible. If safety and security are going to be driven by the posting of JCF officers there, limited deployments may pose problems. Communities sought more engagement of the JCF, especially at the CRCs. Seventy-three percent of CBO leaders surveyed were satisfied or very satisfied with the level of support for the JCF in their community.

CONCLUSIONS

Component 1: Community Driven Crime Prevention

Supportive factors for community-driven crime prevention included the capacity and quality of leaders in the community, which had strong effects on the results of community work with COMET II. USAID COMET II has developed some well-regarded approaches towards supporting the development, registration, and operations of CDCs in communities through its assistance. Communities were very excited about the promise that a CRC presents for community activities by providing space for the CDC and CBOs. Communities valued the participation of the SDC and the presence of the JCF, which they saw or expected would grow with a CRC.

Impediments to Component 1 activities included limited community participation; the ways communities are divided, and limited capacity to engage within the communities. Registration as a company limited by guarantee, while initially simpler, often proved to be more problematic than registration as a Benevolent Association for COMET II CDCs and CBOs. Other challenges to success in the component include limited staff and the rotation of staff at the SDC and JCF. Land issues impeded CRC development and social enterprise formation remains challenging. Delays in constructing CRCs acted to slow implementation.

The approach of developing and supporting a CDC as a catalyst for forming CRC in some instances led to community organizations with limited links to their communities. These community organizations may not be sufficiently community-driven or representative. While communities were enthusiastic about CRCs, with only four CRCs open and a limited time for their operation, it is too early to tell what the CRC's impact on the objectives of Component 1 from the SOW, "crime prevention, intervention, and enforcement," will be.

Component 2: Environment Supportive of the Rule of Law/Culture of Lawfulness

CBP had a strong foundation but needed more support within the JCF. COMET II support for MOCA's institutional development assisted with a key priority of the agency, and the work on community journalism and integrity committees was appreciated by beneficiaries. JCF presence is sought in communities, and the positive work of the JCF with vulnerable youth is appreciated.

Component 3: Alternative Programs for At-Risk Youth

COMET II support evolved substantially in the development of this component based on the interest of partners and opportunities and constraints in working on alternative sentencing. COMET II has supported the key actors in the DTC process, including through a study tour, and supported individual beneficiaries of the DTC program.

COMET II support for workforce development has not developed an approach that institutionally connects project-supported activities to existing approaches in these communities. The customized approach provides training, for example, but does not systematically integrate this training into existing government institutions (e.g. Safe Schools Programme, HEART). Beneficiaries could not necessarily transition from COMET II support into pre-existing GOJ programs that are more widespread, long term and sustainable.

Component 4: Community-Based Policing

Relative to COMET I, COMET II has less engagement and fewer activities with the JCF. The JCF, particularly the CSSB, appreciate the engagement of COMET II and their support for CBP. The project has helped the JCF set the stage for further institutionalization of CBP with the production of the revised manual. More support is needed to help the JCF match the community-based efforts supported by COMET II through CRCs to boost safety and security in the communities.

EVALUATION QUESTION 4

Question 4: To what degree have these four institutions fulfilled the roles and responsibilities outlined in Section 4 of the MOU?

FINDINGS

The May 2014 institutional MOU between COMET II and GOJ established roles and responsibilities for the SDC, JCF, PIOJ, and USAID. It required that these partners comprise a steering committee. Steering committee participation by all partners was initially frequent, particularly during the planning stage. This frequency has been reduced as the project began implementation. The steering committee now meets on an as-needed basis. While the partners remain available to leverage resources and capacity in the absence of a regular dialogue mechanism to discuss project plans and implementation challenges including those posed by government bureaucracies went unnoticed until they proved to be an inhibiting factor.

SDC

The SDC was tasked with mobilization (jointly plan and execute), assessment, M&E, and provide community data. The SDC does mobilize the community to varying degree. The strength of the mobilization is reflective of the strength of the officer(s) and other factors such as geography and resources. Some communities are vast and cover extensive geographic areas and are difficult to cover; and SDC officers have limited resources at their disposal. Community profile data provided is often outdated, again reflecting SDC capacity issues.

JCF

The JCF was tasked with providing adequate staffing at CRCs, create CBP/Community Safety work plans, sharing data and participating in M&E, acting in an advisory role, and identifying gaps. There has been a shift in the focus and commitment of the JCF high command to the CBP policing mandate since the start of project implementation, which is exacerbated by limited human resources and has affected JCF's commitment to staff the CRCs. The spate of violence and crime gripping the nation

has served to stretch the already limited resources. Additionally, the stringent vetting of police officers per US government policy helps to further limit the JCF participation. The JCF does share data, participate in M&E, act in an advisory role, and identify gaps in partnership with other stakeholders. However, CBP/Community Safety work plans are currently being drafted. This in part, is a result of the lack of human resources.

PIOJ

The PIOJ was tasked with acting in an advisory role and identifying gaps. The PIOJ is involved in all stages of the project through the Community Renewal Programme (CRP). The CRP closely partners with COMET II to ensure that all project activities are aligned and responsive to the GOJ priorities under VISION 2030 Jamaica. The PIOJ and is responsive to the needs of the COMET II team, particularly when required to intervene or provide support when bureaucratic challenges from government or quasi-government departments have impeded activities. For example, the PIOJ has intervened in situations with the National Land Agency.

USAID/COMET II

USAID was tasked with developing the M&E Framework, training, registration and establishment of the CRCs, and providing support to the SDC. The M&E framework does exist but COMET II has experienced M&E staffing issues which has impeded timely and robust M&E. Training in various areas has been provided but in some cases, there has been no hand-over of equipment to allow the community to operationalize the knowledge learned. The number of CRCs has been reduced from 25 to 14 or 15 with only 4 completed¹⁰ and in use. Delays have been the result of land and community issues.

CONCLUSIONS

The COMET II team and partners share an appreciation for engagement with each other in a synergistic relationship that largely leverages the strengths of each entity. CBP is a valuable element of the COMET II project but is underutilized due to JCF human resource issues as well as the lack of a clear strategy at the community level to bring the community into partnership with community based policing. The police post is evident at the CRCs, but often remains unmanned. There are no clear activities engaged in or planned to have CBP informed interaction between the police and the community. Additionally, the SDC needs support to better execute its mandate and to help secure and build upon COMET II gains. Where PIOJ's advisory and identification of gaps roles are concerned, this may have been impeded or at least delayed by infrequent steering committee meetings.

¹⁰ With others in various stages of construction

LESSONS LEARNED

The experience to date of COMET II and the processes of the performance evaluation have led to some clear lessons learned which could be applicable beyond the remaining time-frame of the COMET II project. These include:

Comprehensive Stakeholder Engagement Needed

Given the diversity of stakeholders that have vested interest in a given community and the varying levels of influence that can be exhibited by each, there is a need to be aware of and engage the landscape of stakeholders. In particular, when designing and implementing community level projects, care should be taken to understand the community contexts that will affect community cohesion to coalesce around a central body like the CDC or an entity like the CRC.

Awareness of Political Climate

Politics is an engrained part of the community fabric. As such, there is a need for greater awareness of the role of politics in land and location issues that may inhibit project implementation. This awareness will help inform how to leverage government partnerships in a timely manner and engage with political leaders where appropriate to address issues and move the project ahead.

Comprehensive Assessments Needed

While some unanticipated conditions and consequences are inevitable, many can be mitigated through an initial understanding of the existing and subsequently anticipated needs. Investment of resources, time and funding, to ensure the completion of a needs assessments to understand the nature of the existing capacity before implementing activities will improve activity design, implementation, and success. In particular, this will help to highlight some unexpected conditions and plan mitigating strategies that will serve to improve implementation in the long run.

Targeted Gender-Sensitive Programming

Projects need to not only measure sex disaggregated data but also explicitly consider programming to inequitable gender dynamics, including in the leadership of partner organizations and analyze the effects. Gender equality is often conflated with gender equity, representing a misunderstanding of the need for and approach to gender sensitive programming. Consideration needs to be given to programming for gender equality as well as gender equity in response to how social issues affect males and females differently.

Institutional Partners May Also Lack Capacity

Incorrect assumptions made about the capacity of CDCs and CBOs resulted in significant time and funding being invested in building capacity. Some of these assumptions were informed by outdated community profiles. The data used to inform the assessments of CDCs and CBOs was faulty and in some respects outdated. This was reportedly the result of limited SDC capacity. The implications of this issue affected the very foundation of the project and delayed implementation.

Greater Attention to Capacity Building

Community development in vulnerable, volatile communities in Jamaica requires substantial investments to build the capacity of civil society partners, specifically during initial stages – during proposal stages and prior to disbursement of funds, to be effective in working in these communities.

Need for More Strategic Integration of CBP

Strategic integration of CBP is needed in communities. Next to the brilliance of the CRCs, CBP if strategically integrated into the communities has the potential to reap great rewards. While the JCF

continues to endorse CBP, limited resources – particularly JCF officers – frequently leave gaps in CBP implementation in communities. This in turn affects community perceptions when the community is told there will be police presence and this is not actualized.

Continued Attentiveness to Representativeness of CDC Required

USAID COMET II experience demonstrates that substantial efforts are required to make CDCs as representative as possible as communities are diverse and sometimes divided. Continued focus on CRC representativeness is required by projects in the context of divided communities. Care must be taken in the development of CRCs to ensure they are truly for the entire community.

Activities Can Support More Than a Single Component

Methods that use healthy competition and those that link a culture of lawfulness to other objectives, such as clean sweep, can be effective and serve to successfully motivate substantial participation in communities and be used for broader objectives.

Institutions Matter

Assistance projects may need to develop institutional links to have larger effects. Support for vocational training, for example, could have a larger impact if linked to existing government structures for vocational training such as HEART. Project support for the revision of the CBP manual demonstrates how modest support and materials assistance can promote institutional change within the JCF.

Communities Remain Optimistic about the Promise of CRCs

The presence of CRCs has created a community space that offers many opportunities, which communities recognize as a USAID investment. Communities where CRCs are expected, but not yet completed, have great hopes and expectations of the many possibilities it will bring.

RECOMMENDATIONS

The findings, conclusions, and lessons learned presented above lead to some specific recommendations for USAID to consider in the final year and a half of COMET II implementation as well as for future support for community safety and security projects in Jamaica.

Conduct Needs Assessment and Capacity Building

USAID projects working in vulnerable, volatile Jamaican communities need to conduct a thorough needs assessment to understand community conditions and partner capacity before implementing activities. After a needs assessment, USAID project should develop methods to increase partner capacity commensurate with the needs of projects. Future USAID activities in vulnerable, volatile communities in Jamaica should have a substantial capacity building component and provide support to strengthen partners in these communities.

Use Regular Mechanisms to Engage GOJ Partners

USAID projects should consider the opportunity to use regular dialogue mechanisms with GOJ partners like the Steering Committee of COMET II to address impediments to project success, such as the land tenure challenges for the development of CRCs. These structures should also be used to potentially address the political impediments that may affect project performance.

Increase Attention to Women as Leaders

COMET II, in its work with CBOs and CDCs on the rotation of executive leaders and boards, should work to ensure that CBO and CDC members and leaders are aware of the benefits of diversity in leadership. COMET II should consider providing additional trainings focused on women

as leaders to help prepare more women members and leaders to take up increasingly responsible leadership positions in CBOs and CDCs in vulnerable, volatile communities.

Increase Efforts to Establish Remaining 10 or 11 CRCs

The CRC is a safe, communal and multipurpose space that serves the community in various capacities. Effort must be made to fulfill the establishment of the remaining 10 or 11 CRCs planned (and every effort made to not reduce the number further), to give other communities the opportunities that the CRC can offer.

Strengthen Project Monitoring

COMET II should develop the Project's own monitoring and evaluation mechanisms to provide more information to the project on a regular basis to inform decision making. This should include consistent data on community context factors such as social and political elements as well as community perceptions and operational progress. COMET II staff should monitor the functioning of partner CDCs, their governance, and how they foster community engagement. Monitoring and potential project engagement to strengthen CDC governance and engagement should focus on helping to address issues that threaten community cohesion, including the politicization of the CDC and lack of communication and involvement of the CBOs and community members. USAID should consider establishing a monitoring framework to measure CDC inclusiveness and representativeness and task COMET II to explore working with the SDC to better facilitate more inclusive and representative CDCs.

Ensure and Reinvigorate Social Enterprise Establishment

COMET II should focus on developing successful social enterprises in CRCs in the remaining period of performance. This will help to ensure the sustainability of the CRCs and secure some of the USAID COMET II gains in the communities. It will also provide much needed employment opportunities and growth. The project should also promote and award grants for social enterprises with CBOs in communities without CRCs which should be tied to a supportive structure beyond COMET II through the UWI social enterprise model; grants should adhere to the UWI model's planned sequence of activities, with training provided prior to the disbursements of funds, with follow-up through mentoring.

Support Timely Provision of Equipment

COMET II should focus on providing equipment at the time of or close to the time of training; this will allow for trained community members to implement their training within their communities more effectively.

Capitalize on COMET II Gains

COMET II has engaged the communities to varying degrees through the established community governance structures, CRCs, and the legitimization of community groups. Effort should be made to build upon these gains through other projects.

Better Target Youth

Better target youth through greater involvement of youth on CDC boards and decision-making bodies. Youth involvement in decision-making is important, as many of the activities that revolve around behavior change are more easily adopted by youth, including administrative roles that use computers or social enterprise approaches. Youth are also adept at communication that uses social media platforms. COMET II should promote greater engagement through sports for males and females rather than encouraging a male dominated approach.

Develop and Implement a Communication Strategy

A communication strategy will serve two key purposes: 1) address communication issues that arise from CDC, COMET II or SDC, due to the vast geographic spread of the communities, as well as due to the difficulties associated with illiteracy; and 2) encourage greater access and use of the CRC.

Facilitation Beyond Training

COMET II should consider using resources to facilitate utilization of learnings from trainings such as the Journalism Training. For example, COMET II should consider providing resources to facilitate the production of community-level YouTube channels, or facilitate partnerships between the community journalists and the Drug Court to capture the success stories to promote the drug court and make it more visible to local interest groups and international donors.

Support Benevolent Society Registration

Where possible, support benevolent society registration or re-registration for new organizations and for most CBOs now operating as companies.

Leverage Strategic Partnership with JCF

Engage in strategic communication with JCF to build encouragement and support for JCF postings at CRCs. Additionally, focus on reaching larger numbers of officers through facilitation of a training-of-trainers approach, as well as facilitation and encouragement of increasing awareness and accessibility to printed copies of the revised CBP manuals.

Develop and Use Institutional Linkages for Alternative Programs

USAID and TetraTech DPK should build institutional ties between COMET II assisted programs to schools and other institutions (like HEART) so that government policies and institutions (like the School Resource Officers and the JCF) support and extend this work, as well as coordinate the assistance with other GOJ organizations.

Invest in and Develop SDC Capacity and Capability

The SDC, as the organization with the mandate for community development in the GOJ, will be the vehicle through which COMET II gains will be sustained and built upon. The SDC needs investment in increasing its capacity and capability. USAID should consider developing a future project with the SDC to build its capacity and increase SDC activities in vulnerable, volatile communities.

Follow-on Project with Greater Integration of CBP in the Community

The JCF has embraced and invested in CBP and the communities recognize the need for better relations between community members and the JCF. However, there needs to be a strategy to bring the community and CBP together. USAID should consider a follow-on project to specifically address this issue/divide. USAID should engage in a detailed process of consultation with the JCF, SDC and the community to develop an integrated project that operationalizes CBP in the community.

COMET II Should Lighten the Procedural Burdens on Community Partners

COMET II can help to alleviate the difficulty faced by CDC and CBO members of complying with USAID procurement procedures. The project should assess how much of the USAID procedural burden can be absorbed by the activity implementer rather than the CBOs and CDCs or facilitate clearer communication on these procedures and how they benefit the CBOs and CDCs. This can be used as a capacity building opportunity.

DISSEMINATION PLAN

The SOW noted that the purpose of the mid-term evaluation was to determine whether COMET II (December 2013-December 2018) could benefit from modifications in the second half of the period of performance, to maximize programmatic impact. The evaluation was sought at this stage to help in 1) understanding the project's initial results, 2) determining whether the project is on an appropriate trajectory, and 3) establishing what modifications should be made. In addition, USAID/Jamaica noted in the in-brief and out-brief with the Evaluation Team that the mid-term evaluation might help inform the USAID Mission in the development of approaches in a potential next award to support safety and security in Jamaica.

The Dexis Evaluation Team suggests the following set of activities for USAID and Dexis to disseminate the COMET II mid-term performance evaluation report once it has been approved by USAID/Jamaica to support these purposes.

The Dexis Evaluation Team plans to return to Kingston in August to provide a comprehensive briefing to USAID on the approved mid-term performance evaluation report. The presence of the team provides an opportunity for the USAID Mission to invite stakeholders and key beneficiaries to the presentation.

A PowerPoint Presentation on the purpose, methodologies, findings, conclusions, lessons learned, and recommendations of the mid-term evaluation will be submitted. The Dexis Evaluation Team will also make this presentation available in electronic format that could be used by USAID to further brief partners and stakeholders on the project's initial results, trajectory to date, and recommendations for the remaining period of performance and a successor project to support Jamaica's efforts to increase safety and security, particularly in vulnerable, volatile communities.

Dexis also plans to post the final approved mid-term performance evaluation report of the COMET II project to USAID's Development Exchange Clearinghouse (DEC), per the SOW. This will make the evaluation a public document available to interested parties in development assistance to support safety and security in vulnerable, volatile communities like the ones where COMET II works in Jamaica.

ANNEXES

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ANNEX I: SCOPE OF WORK

I. BACKGROUND INFORMATION

A) Identifying Information of the Program to be evaluated

1. Program: Community Empowerment and Transformation Project II (COMET II)
2. Contract No.: AID-OAA-I-13-00036 / AID-532-TO-14-00001
3. Award Dates: December 2, 2013 – December 1, 2018
4. Total Estimated Cost: \$12,707,527
5. Implementer: Tetra Tech DPK
6. COR/Alternate COR: Allan Bernard /Kenneth Williams
7. COP: Ian McKnight
7. Place of Performance: Jamaica, specifically in 25 targeted communities

B) Development Context

I. Background and USAID's Response

The most significant challenges confronting Jamaica are related to a stagnant economy: a high debt burden; declining gross domestic product, lack of investment and downturn in key sectors; low levels of competitiveness and productivity coupled with depreciation of the Jamaican currency; and a decline in remittances. Austerity measures have been the focus of fiscal controls. When combined with the adverse economic impact of recent weather events, these conditions have conspired to constrain government spending on security, youth programs, and social services, which has perpetuated a downward spiral in safety and security conditions for many Jamaicans.

- Against this backdrop, the United States Agency of International Development/Jamaica (USAID/Jamaica) has a strong history of working collaboratively and productively with the GOJ to address these major constraints, which inhibit Jamaica becoming a strong, viable, safe and secure country. USAID/Jamaica previously funded the Community Empowerment and Transformation Project (COMET I) to address good governance issues in an effort to reduce crime, violence, and their impacts on Jamaican communities. COMET I yielded incremental yet demonstrably positive results in the areas of community empowerment and engagement, corruption, resilience, and community-based policing (CBP) implementation. Before concluding on February 26, 2012 COMET I laid a robust foundation upon which future programming in these focal areas can be based. The Mission conducted a final performance evaluation of COMET I in 2012 and the main findings were:
 - The Jamaica Constabulary Force (JCF) had a good definition and solid concept of community policing, and that COMET had assisted the Force with the development of this unified concept. The approach focuses on nine principles, “the nine P’s” which are: Philosophy, Partnership, Personalized, Permanent, Proactive, Policing, Patrol, Place, and Problem Solving.
 - The leadership of the Force was committed to operationalizing CBP, and the Force has prioritized community policing in its planning and development with COMET help. Operationalization of CBP had come a long way, but capacity at stations and divisions for community policing still varied in important ways.

- Partnerships and accountability to the public were weak points in CBP. Community members and JCF officers believed CBP was an effective approach to crime reduction.
- COMET's work in civil society did not find substantial community partners to pair with the JCF in the development of community policing. Working on a geographic dispersal model from the Grants Pen pilot evolved into support for the development of community safety and security plans with the Social Development Commission (SDC) of the Government of Jamaica (GOJ) in the communities where the Force was initially rolling out CBP. Neither method found much resonance or sustainability.
- Efforts to work with small community-based organizations (CBOs) and some non-government organizations (NGOs) directly were also unable to increase citizen participation in community security substantially or in a sustainable fashion.
- The SDC work was more successful than the other stages, but was not followed up on with funding by COMET and other donors to support community plans and efforts.
- COMET support for anti-corruption efforts successfully worked with the main GOJ institutions in countering corruption in the country: the anti-corruption Branch of the JCF, the governmental Independent Commission on Investigations (INDECOM), Jamaica Customs, and the Financial Investigations Division of the Ministry of Finance. COMET also supported the founding and development of the civil society group National Integrity Action Limited (NIAL), the main NGO that combats corruption in Jamaica.
- COMET support was seen as critical in the founding and institutionalization of all four of these bodies, which were seen as increasingly effective in education and prevention of corruption. Key informant interviewees also suggested that important breakthroughs in prosecution were pending and were expected to demonstrate results soon.
- Without strong institutions on the civil society side, COMET was less successful in its work with communities.
- COMET had few activities and modest effects on economic conditions in these communities. The "key assumption" did not appear to have been central to the project – or to be well founded. Limited economic opportunities were seen as barriers to transforming communities and as crime risks by the JCF and Jamaicans in these communities.

Building upon the foundation of COMET I, USAID/Jamaica launched COMET II as its flagship project designed to fulfill the commitment of the United States Government (USG), through the Caribbean Basin Security Initiative (CBSI), to deepen regional security and to improve citizen safety throughout the Caribbean over the period 2013-2018. The project will capitalize on existing USAID investments in the sector and build on new opportunities that promote community-based partnerships to prevent crime and violence, support the rule of law, control corruption, increase citizen participation and youth engagement and improve the adaptive capacity and resilience of citizens to natural hazards associated with global climate change (GCC). This contributes to the achievement of specific CBSI Project Intermediate Results, which directly support the Mission's achievement of its Development Objective of a reduced threat to the environment and citizen vulnerability. The Project purpose, derived from this goal, is strengthening of community resiliency and empowerment of targeted vulnerable populations especially women and at-risk-youth.

The Project seeks to bring about long-term transformation in selected communities in the five most crime affected parishes over a five-year period. These parishes are Kingston, St. Andrew, St Catherine, St. James and Clarendon.

2. Target Areas and Groups

The overall aim of COMET II is to promote security in selected communities that have been pre-designated by the Government of Jamaica as part of the Community Renewal Program (CRP), the 100 “most at-risk” communities on the island. Promoting security in the selected CRPs will be done by strengthening community and civil society organizations, increasing accountability and integrity in society, strengthening juvenile justice and at-risk youth programs, and improving policing. The 25 COMET II communities are listed in the table below.

Figure 1: COMET II Target Communities, Listed by Parish

Kingston	St. Andrew	St. Catherine	Clarendon	St. James
Rockfort	Bull Bay / Seven Miles	Linstead	Osbourne Store	Barrett Town
Hannah Town	Bay Shore	Bog Walk	Race Course	Lilliput
Trench Town	Kintyre	Old Harbour	Brixton Hill	Bogue
Rae Town	Stony Hill	Kitson Town	Four Paths	Mount Carey
Springfield	Gordon Town	Gregory Park	Chappleton	Cambridge

These localities will comprise the sole geographic focus of COMET II. However, it is anticipated that models, pilots, and initiatives undertaken in these communities may be replicated by stakeholders in other parts of Jamaica.

C) Approach and Intended Results

COMET II supports the objectives of the GOJ, and accordingly aligns with and provides support to key aspects of Vision 2030, the Jamaica National Development Plan: “Planning for a Secure and Prosperous Future” which is reflected in several of the policies and strategies of the Planning Institute of Jamaica (PIOJ), the Ministry of National Security (MNS), the Ministry of Justice (MOJ) and the Ministry of Education (MOE).

COMET II will strengthen community and civil society organizations (CSOs), increase citizen cooperation and accountability, strengthen juvenile justice and youth at-risk programs, and further support CBP practices. The project will support improvements in the adaptive capacity of communities to prepare for the impacts of extreme weather events and to address global climate change (GCC) adaptation issues. It will also advance other cross-cutting development themes by integrating specific targeted interventions across the wider suite of programmatic activities.

COMET II aims to strengthen community and civil society organizations to be active managers and leaders in their communities to increase citizen participation, cooperation, and accountability. The projects objectives are:

- Promote community-driven activities to contribute to improved crime prevention, intervention and enforcement;
- Develop long-term champions supportive of the rule of law and through them promote public engagement strategies to foster a culture of lawfulness;
- Encourage programs for at-risk youth; and
- Provide support for the Jamaican Constabulary Force's (JCF) Community Based Policing Program.

D) Implementation

The tasks of COMET II will be implemented under four specific, yet inter-related and mutually reinforcing technical components and one component dedicated to oversight, management, monitoring, and administration. A brief summary of each component is provided below.

Component 1: Community Driven Crime Prevention

This component will promote and support community efforts to address the underlying issues of insecurity through a variety of approaches including training and technical assistance to targeted communities and CSOs. A significant focus of this component will be assisting Community Development Committees (CDCs) and the JCF to establish the models for Community Resource Centers (CRCs), and then assisting with their progressive implementation in selected communities. A small grants program will enable the capacity of local organizations to be built and will provide direct support to community-driven activities, especially to those aimed at strengthening cooperation between communities and the JCF. This component will also support the implementation of GCC adaptation activities, particularly Disaster Risk Reduction (DRR), across all components.

Component 2: Establish an Environment Supportive of the Rule of Law

Working collaboratively with the National Integrity Action (NIA) and other civil society and state actors, this component will promote and support the development of initiatives conducive to the establishment of a culture of lawfulness (COL). COMET II will support the training of journalists – both professional and citizen journalists—and JCF members particularly from the CSSB and MOCA on human rights, rule of law and integrity and ethics issues.

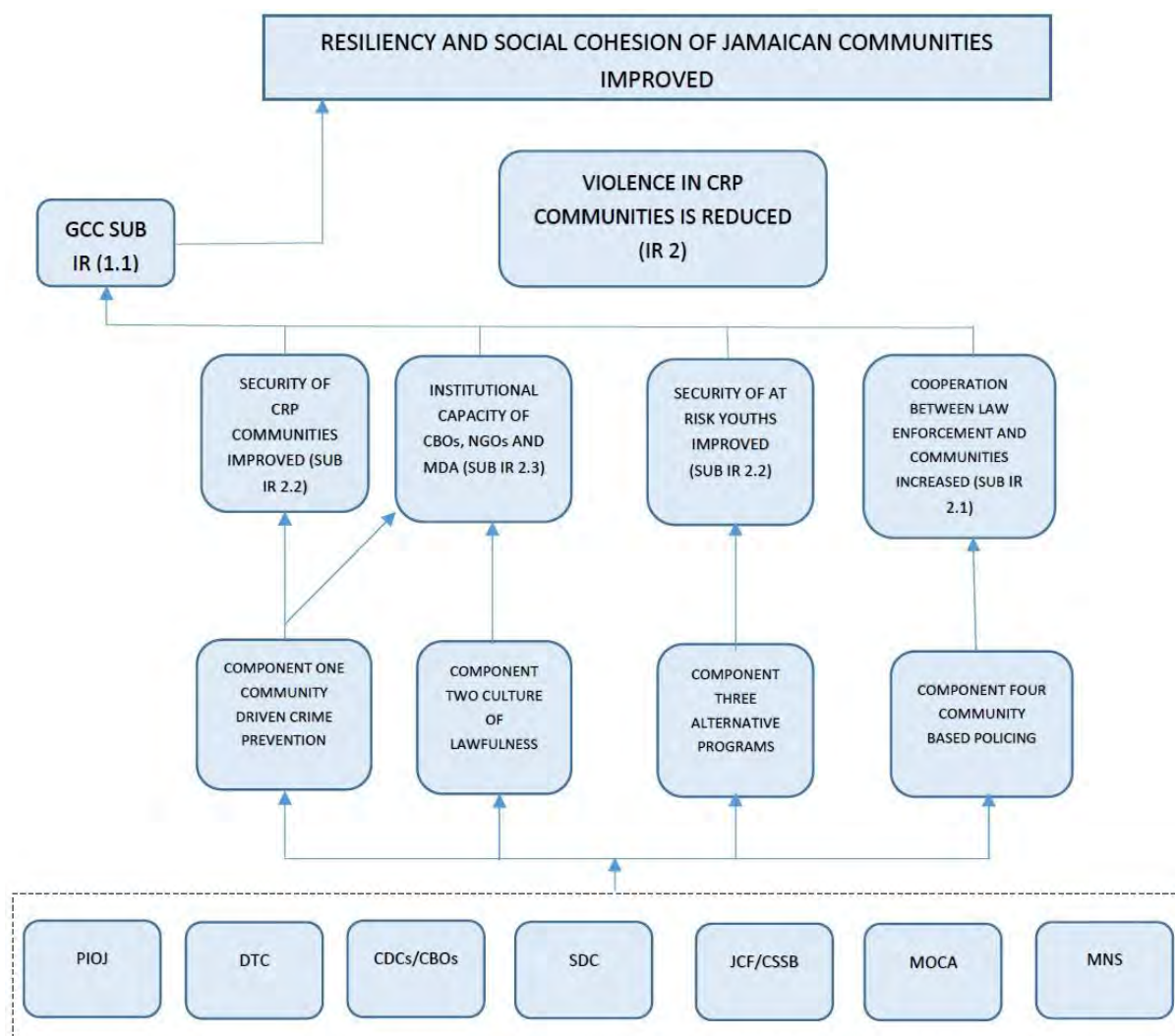
Component 3: Alternative Programs for At-Risk Youth

Under Component 3, COMET II will seek to address the challenges faced by at-risk youth in and around COMET II's target communities through three essential methodologies: prevention, diversion (not limited to court-based sentencing), and rehabilitation activities. This component aims to not only mitigate youth participation in unlawful activities but also to get them involved in activities that will enhance their employability and preparedness for the workforce. As part of its assistance to diversion programs, COMET II will further the dialogue with MOJ's Drug Treatment Court Program (DTC) to collaborate on current and new initiatives, including support to the Children's Drug Treatment Program, as needed. In addition to supporting the DTC to implement its activities, COMET II will also support a workforce development project to provide skills-based training opportunities for participants in and graduates of the DTC

Component 4: Community Based Policing Practices

COMET II will continue consolidation of gains made to date by communities and the JCF in CBP practices. COMET II will collaborate with the MNS and the MOE to support the safe school campaign concurrently building the capacity of School Resource Officers (SROs). Activities will also focus on promoting community engagement in community safety programs both in CRCs (established under Component I) and via initiatives such as Youth Summer Camp and Youth Leadership Training to foster better relationships between the JCF and communities. Effort will be invested in improving JCF coordination and collaboration with partners such as the Fire Brigade, Office of Disaster Preparedness and Emergency Management (ODPEM), and National Works Agency (NWA) around DRR and youth-centered issues

Figure 2: Component Structure and Linkages



COMET II will engage with civil society extensively across all of its components, while engaging concurrently, but selectively, on specific issues with government and quasi-government entities, including but not limited to:

- The SDC – primarily component one;
- The NIA– primarily component two;
- The MOJ – primarily component three; and
- The JCF – primarily component four.

Although all components have important and mutually supporting elements which transcend all component boundaries, Components 1 and 4 will comprise the majority of COMET II activities and tasks and hence their allocated level of effort. Figure 3: Caribbean Basin Security Initiative (CBSI) – COMET II Logical Framework

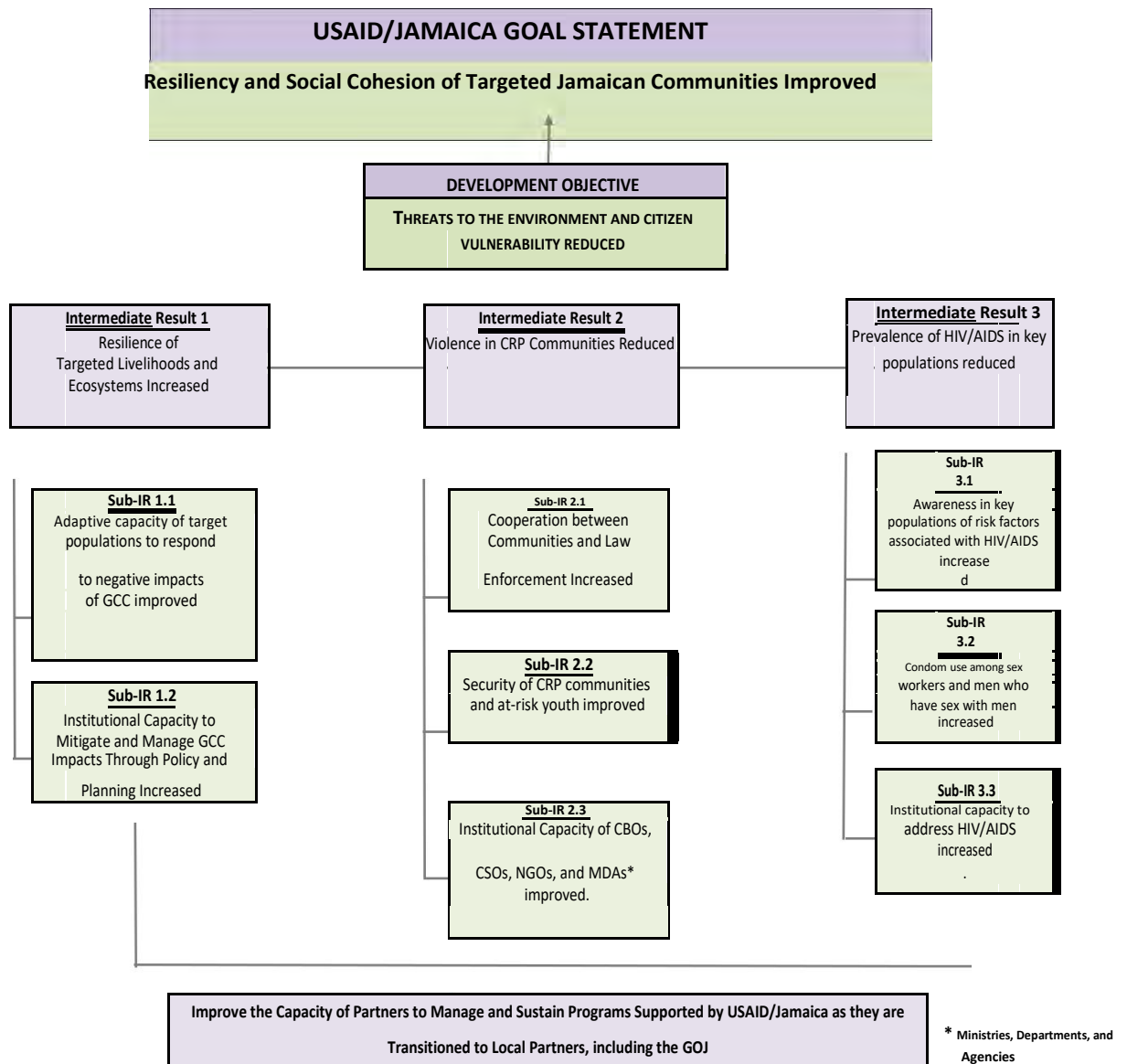
NARRATIVE SUMMARY	OBJECTIVELY VERIFIABLE INDICATORS	MEANS OF VERIFICATION	ASSUMPTIONS
Goal (Development Objective):			
Threats to the Environment and Citizen Vulnerability Reduced			
Purpose – IR 2: Violence in CRP Communities Reduced	<p>Percentage reduction in crime in targeted CRP communities</p> <p>Percentage change of security of citizens living in targeted CRP communities</p> <p>Number of community safety and security initiatives implemented</p> <p>Number of at-risk-youth engaged in positive social interactions.</p>	<p>Secondary data sources that become available over the course of the project, for example:</p> <ul style="list-style-type: none"> - JCF/MNS Annual Crime Data - Jamaica National Victimization Survey - Economic and Social Survey of Jamaica - LAPOP Survey - UNDP Caribbean Human Development Report - World Bank Development Report - Amnesty International Annual Reports - Project Mid-term and Final Evaluation - Project Reports 	<p>No further deterioration of the socio-politico and socio-economic landscape of the country that would increase instability.</p> <p>CBP continues to be the JCF policing philosophy and approach (continued buy-in from the JCF)</p>
<p>Output – Sub-IR 1: Cooperation between Communities and Law Enforcement Increased</p> <p>Input Activities: a. Develop long-term champions supportive of the rule of law and through them promote public engagement strategies to foster a culture of lawfulness b. Continue CBP support c. Support for JCF anti-corruption strategy</p>	<p>a) Number of CBO and CSO groups better equipped to build public demand for more effective action against corruption, and building safer communities.</p> <p>b) Number of projects implemented jointly by community and police</p> <p>c) Number of community based initiatives supported by the police</p> <p>d) Number of CBP programs supported.</p>	<p>JCF ACB data</p> <p>JCF CSSB data</p> <p>NIA Reports and awareness survey</p> <p>Project reports</p>	<p>Access to communities not barred by violence or other security issues</p>

	e) Number of JCF trained in CBP f) Improved police services. g) Reduced levels of police corruption		
Output – Sub-IR 2: Security of CRP Communities and at-risk youth improved. Input Activities: a. Promote community driven activities to contribute to improved crime prevention, intervention and enforcement by addressing underlying causes of crime and promoting improved communications / interactions between citizenry and police. b. Supporting youth empowerment in communities and creating youth centered spaces and activities. c. Mass media campaign to foster culture of lawfulness d. Support diversion/alternative sentencing programs for juveniles	a) Number CBOs and CSOs engaged in capacity building programs b) Number of citizens participating in crime prevention activities c) Number of projects implemented by community and police jointly d) Number of youth engaged in recreation/job training/empowerment programs e) Number of youth centered spaces f) Number of youth-police initiatives g) Number of youth engaged in criminal activities h) Percentage change of citizens exhibiting democratic values i) Number of media activities j) Recidivism rates k) Number of youth in jail	Project Records JCF statistics SDC records and Reports MNS records and reports DCS reports and records LAPOP survey Reports from CBOs and CSOs Program Mid-term and Final Evaluation	CBP efforts do not decrease Sustained support (involvement and participation) from community and community members Sufficient number of viable CBOs and CBOs in targeted communities

Output – Sub-IR 3: Institutional Capacity of CBOs, CSOs, NGOs, and MDAs Improved	a) Number of community-driven crime prevention activities established under small grants program. b) Number of community members and organizations participating in local governance structures c) Number of government officials, CBO and CSO actors trained and aware of alternative sentencing mechanisms d) Number of governmental official receiving CBP and anti-corruption training	JCF CSSB data JCF ACB data Project records NIA Reports JCF statistics SDC records and reports Reports from CBOs and CSOs MNS records and reports Program Mid-term and Final Evaluation	Jamaican media outlets willing to support media campaign activities
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The illustrative Results Framework below represents the overall USAID Jamaica strategy, of which the COMET II program is a major part under Intermediate Result 2.

Figure 4: USAID/Jamaica's Results Framework (Source: CBSI Project Activity Design, Annex II)



E) Existing Data

A variety of documents and datasets are available will be made available to the evaluation team upon award, including but not limited to:

- Jamaican Constabulary Force (JCF) gender disaggregated crime statistics
- Jamaican National Victimization Surveys (JNVS)
- University of West Indies (UWI) special purpose surveys of 25 participating communities: survey templates, micro-data and summary reports
 - Dec 2013 – Dec 2018 COMET II Project Performance Management Plan (PMP) and all monitoring data collected as part of project M&E
 - COMET II Annual Work Plan(s), Quarterly Reports and Annual Reports
 - COMET I Final Performance Evaluation Report

II. EVALUATION RATIONALE

USAID's Automated Directives System (ADS) Chapter 201¹ establishes Agency Program Cycle guidance and procedures, including those for learning from performance monitoring, evaluations, and other relevant sources of information to make course corrections as needed and inform future programming. ... According to the policy, "[e]valuation is the systematic collection and analysis of information about the characteristics and outcomes of strategies, projects, and activities conducted as a basis for judgments to improve effectiveness, and timed to inform decisions about current and future programming. Evaluation is distinct from assessment or an informal review of projects." Further, "[t]he purpose of evaluations is twofold: to ensure accountability to stakeholders and to learn to improve development outcomes."

The evaluation contractor is required to read and comply with the guidance in ADS 201.2 As noted in the guidance, evaluations should use methods that generate the highest-quality and most credible evidence that corresponds to the questions being asked, taking into consideration time, budget, and other practical considerations. A combination of qualitative and quantitative methods applied in a systematic and structured way yields valuable findings and is often optimal regardless of evaluation design.

In keeping with this guidance, the contractor is asked to take special note of the difference between anecdotes and empirically based findings. Evaluation findings must be presented as analyzed facts, evidence, and data and not based on anecdotes, hearsay, or simply the compilation of people's opinions. Findings should be specific, concise, and supported by strong quantitative or qualitative evidence. This SOW sets out evaluation questions and recommended methods. It is expected that the precise evaluation methods will be further developed by the evaluation contractor in consultation and with the agreement of the evaluation COR at USAID/Jamaica, including sharing any draft data collections instruments. Such revisions to the evaluation design and USAID approval must be appropriately documented.

A) Mid-term Evaluation Purposes

The purpose of the **mid-term evaluation** is to determine whether COMET II (December 2013-December 2018) could benefit from modifications in the second half of the period of performance, to maximize programmatic impact. The evaluation conducted at this stage could be valuable in 1) understanding the project's initial results, 2) determining whether the project is on an appropriate trajectory, and 3) establishing what modifications should be made.

B) Theory of Change

COMET II supports development efforts to create communities that are safe and secure (both for the natural and manmade environment), thereby empowering individuals to contribute to the vibrancy, long-term economic independence and stability of the country. This project aims to address both the sources of insecurity and demand for security by engaging simultaneously civil society and security forces. When communities and the police can work together on a common goal, citizen vulnerability, especially for at-risk youth and women, is reduced.

C) Audience and Intended Uses

On May 2, 2014, USAID and the COMET II project signed a Memorandum of Understanding (MOU) with the Ministry of Local Government and Community Development (MLGCD), the Ministry of National Security, and the Ministry of Finance and Planning. The MOU:

- established a Steering Committee with members from COMET II and the signatory GOJ ministries and institutions for project oversight and planning,
- delineated responsibilities among the partners,
- set the duration of the partnership for the life of COMET II (5 years), and
- designated institutional coordinators for the partnership.

The primary evaluation stakeholders are: USAID/Jamaica, the Ministry of Local Government and Community Development (MLGCD) via the Social Development Commission (SDC), the Ministry of National Security (MNS) via the Jamaica Constabulary Force (JCF), the Ministry of Finance and Planning (MFP) via the Planning Institute of Jamaica (PIOJ), and each of the 25 targeted communities of the Community Renewal Program.

COMET II is a project of the broader Caribbean Basin Security Initiative of the U.S. Department of State and USAID in Washington, and both USG agencies will take a particular interest in any lessons for CBSI success.

USAID/Jamaica will disseminate evaluation findings to LAC missions with similar programs and with USAID's DCHA Bureau for sharing in other regions. Multilateral organizations operating in this sphere, such as the UNDP, World Bank, and the Inter-American Development Bank would also benefit from reviewing the evaluation results.

¹ ADS 201 can be found at <https://www.usaid.gov/ads/policy/200/201>

² For additional information and guidance, the evaluation contractor should refer to the Evaluation Toolkit, which is available at <https://usaidlearninglab.org/evaluation>

It is only through a concerted effort for behavior change (security forces more engaged and committed to actively collaborating with the community) and an increased acceptance in the legitimacy of government actors (civil society building positive relationships with security forces) that there will be significant reductions in crime and violence in Jamaica.

This table summarizes how these audiences will or could use the evaluation results.

Figure 5: Audiences for the Mid-Term Evaluation

Evaluation Task	Principle Information Users
Mid-Term Evaluation: Assess progress of COMET II to date towards agreed program objectives and intermediate results.	USAID/Jamaica
Identify implementation challenges, corrective actions needed and/or areas for improvement related to project management and progress towards achieving expected results for the duration of the project period.	COMET II project implementers MLGCD via the SDC MNS via the JCF
	MFP via the PIOJ
	Each of the 25 targeted CRP communities
	USAID CBSI coordinator in Washington
	Dept. of State CBSI coordinator in Washington
	Other Caribbean missions and posts implementing CBSI programs in the region

D) Evaluation Questions

In alignment with the USAID Jamaica Country Development and Cooperation Strategy (CDCS) for FY2014 – FY2018 and COMET II implementation objectives, the Mission asks the following questions for COMET II activities.

Evaluation Questions

1. (a) What unexpected conditions were experienced by the project in the targeted communities during the first half of project implementation? Did these conditions affect men and women differently? (b) How did the COMET II project adapt to those changes?
2. The degree of engagement of community development committees (CDCs) and community based organizations (CBOs) is expected to vary across the 25 targeted communities. (a) What factors inhibited and/or promoted CDC and CBO engagement with COMET II interventions? (b) What steps, if any, did USAID and COMET II take to change or influence these factors? (c) What role, if any, did the establishment of community resource centers play in fostering engagement with community stakeholders or actors?
3. What factors have contributed to the success/failure of the different project interventions/components?
4. The May 2014 institutional Memorandum of Understanding between COMET II and the GOJ establishes roles and responsibilities for the SDC, the JCF, the PIOJ, and USAID. To what

degree have these four institutions fulfilled the roles and responsibilities outlined in Section 4 of the MOU?

III. EVALUATION DESIGN AND METHODOLOGY

A) Evaluation Design

The Contractor must answer the evaluation questions presented above in the mid-term performance evaluation report. The Contractor's conceptual approach to answering these questions will start with analysis of the COMET II project monitoring data and will be complemented with analysis of original data collected during field work. Original data collection may involve key informant interviews, perception surveys, observations from site visits, focus group discussions, consultations with relevant stakeholders, and other data gathering methods proposed by the evaluation team in its inception report. It is expected that all updates and revisions to the evaluation design will be made in consultation and with the agreement of the evaluation COR at USAID/Jamaica. The evaluation contractor is responsible for documenting such revisions to the evaluation design.

For the mid-term evaluation, the Contractor's independent external consultants must work in conjunction with other team members to plan and implement the proposed evaluation. USAID, COMET II staff and the full evaluation team will need to be involved with design, planning, and logistics, but the evaluation team must provide significant and overall leadership and direction, as well as full responsibility for the evaluation duties and deliverables.

B) Data Collection and Analysis Methods

The evaluation team will start by analyzing the monitoring information collected by COMET II and identifying information gaps in an inception report, to guide additional data collection required as part of the evaluation. Data requirements, collection methods, and required analyses will be explicitly defined in the inception report.

Once existing information has been thoroughly reviewed and gaps in monitoring information for purposes of the evaluation are identified, the evaluation team will complete the "Inception Report Template for Pre-Field Visit Data Needs and Analytical Guide" below. The template will be accompanied by narrative describing its content and the rationale behind the intended approach. Written evaluation COR approval of the inception report is a prerequisite for field work, and as with all deliverables, the first drafts may receive comments and requests for revision before approval is provided. Inception reports will be prepared and discussed, and final versions approved by the evaluation COR before field work for those evaluations will be approved.

Interviews with project staff cannot be the sole source of information collected by the evaluation team to complement monitoring data and answer the evaluation questions. Documentary evidence and discussions with community and other stakeholders will be important, among other sources the evaluation team may propose.

Consistent with the Principles of Evaluation outlined in ADS 201.3.5.10, a combination of quantitative and qualitative methods in data collection and analysis should be employed by the evaluation team in the process. A triangulation method should be applied by the evaluation team to increase level of validity in data collection and analysis.

A multiple perspective view that triangulates data sources is encouraged for the evaluation. Even if an evaluation question can be answered using only one method, often it is preferable to combine multiple methods to answer the same question in order to gain a more complete understanding of

the issue and greater confidence in any resulting findings and recommendations. By approaching the same question from more than one perspective or by using more than one technique, evaluators can then compare and contrast the results from these different methods. If the findings from the different methods are similar, or reinforce one another, then users can have greater confidence in the findings than if they are based on only one method. If, on the other hand, the findings from different sources do not coincide, that often signals the need for deeper probing and investigation before reliable conclusions and recommendations can be determined.

Figure 6: Inception Report Template for Pre-Field Visit Data Needs and Analytical Guide

Mid-Term Evaluation Questions	Relevant Existing Project Monitoring Data	Recommended New Data to be Collected during Evaluation	New Data Collection Method(s)	Sampling or Selection Criteria of New Data	Outstanding Data Needs that Cannot be Met (Data Limitations)
(1a) What unexpected conditions were experienced in the targeted communities during the first half of project implementation?	1. 2. 3. ... n. n = number of existing project monitoring data indicators relevant to this question	1. 2. ... m. m = number of proposed new data indicators, to be collected by the evaluation team during field work or from 3 rd party sources, relevant to this	1. 2. ... m. m = number of proposed new data indicators, to be collected by the evaluation team during field work or from 3 rd	1. 2. ... m. m = number of proposed new data indicators, to be collected by the evaluation team during field work	1. 2. ... p. p = number of indicators that would be valuable if they existed, but which cannot be obtained by the evaluation

		question	party sources, relevant to this question	or from 3 rd party sources, relevant to this question	team during field work or from project data, relevant to this question
(1b) How did the COMET II project adapt to those changes?					
(2) What factors inhibited and/or promoted CDC and CBO engagement with COMET II interventions?					
(3) To what degree have these four institutions fulfilled the roles and responsibilities outlined in Section					

4 of the MOU?					
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Which Communities to Visit for Site Visits and Data Collection

The COMET II project supports efforts in twenty-five (25) communities across five (5) parishes, but the evaluation team is anticipated to visit some of these. The number of sites to be visited, the criteria or considerations for their purposeful selection, and the advantages and limitations of said selection, needs to be stated explicitly in the inception report and determined in consultation with USAID/Jamaica.

ANNEX II: DESK REVIEW OF ALL BACKGROUND DOCUMENTS

The Evaluation Team has reviewed the formational, contracting, planning, reporting, and monitoring and evaluation documents from COMET II for the first three and a half years of performance under the award. The Desk Review is structured by the Document Review Template (see Annex 4) developed by the team, which was approved by the USAID Mission through approval of the Evaluation Plan. The structured review utilized the four components of the project as organizing principles for reviewing the documentary record of the project. In addition, the structured review examined when the documents explicitly focused on the four key evaluation questions. The document review process was also used to populate the sample frame of the 25 COMET II communities that the team used to inform the sampling strategy for the fieldwork plan.

This annex reviews the preliminary findings based on the structured review of these documents for Fiscal Year (FY) 2014, 2015, and 2016 and the first two quarters of FY 2017.

Community Driven Crime Prevention

Component I of COMET II focuses on capacity building and social enterprise development within targeted Jamaican communities. The component has four main activities. The first supports communities by facilitating workshops and administering small grants to provide support for community-based organizations (CBOs) and community-based projects, particularly through cross-cutting grants to CBOs in support of sustainable activities including social entrepreneurship initiatives and community resource centers (CRCs).

Second, Component I activities support and strengthen legitimate local governance structures including CBOs and CDCs through assessments, consultations and meetings as well as capacity development planning and training for COMET II partners and potential partners in targeted communities. COMET II provides governance training and assistance to CBOs and CDCs to support the development of effective governance structures, an increase in membership enrollment, and successful completion of the registration process. COMET II partners with University of the West Indies (UWI) to both create social enterprises and support their development during an initial six-month incubation period. COMET II provides technical assistance to CDCs and other key stakeholders to develop CRC strategic plans, which are designed to mainstream community development and community-based policing (CBP) activities in communities.

The third activity under this Component supports youth empowerment in communities and the creation of youth-centered spaces and activities, particularly vocational and technical skills trainings for youth to obtain certifications and enable them to enter the workforce and gain employment. Collaboration with partners is encouraged on social activism, particularly with youth, towards building safer communities.

Fourth, COMET II supports enhancing the adaptive capacity of communities to respond to global climate change (GCC). This includes conducting activities designed to promote environmental consciousness of Jamaican youth and empower them to act as change leaders in their communities. COMET II also implements training programs for community members in disaster risk reduction (DRR) and low cost adaptation measures and has begun to develop and mainstream DRR programs into the operations and management of CRCs.

Environment Supportive of the Rule of Law (ROL)/Culture of Lawfulness

COMET II's Component 2 supports the establishment of an environment supportive of the rule of law through two activities. The first supports civic leaders and CSOs involved in creating a Culture of Lawfulness (COL) through interventions such as citizen journalism-style newsletters, collaboration with local media outlets.

The second activity works with the mass media to develop and support campaigns to foster a COL, including through developing and broadcasting public service announcements and/or implement other public education efforts focused on a COL.

Alternative Programs for At-Risk Youth

Component 3 was modified in February 2015 by USAID to emphasize prevention activities for youth, to prevent them from coming into conflict with the law. The project was to focus on diversion and alternative sentencing. The project develops alternative programs for at-risk youth via three activities. The first is by preventing youth from coming into conflict with the law; the project works with community-based partners to conduct conflict prevention and resolution skills training for at-risk youth referred to COMET II by the courts and other entities affiliated with the judicial system. COMET II also supports vocational skills for at-risk youth from the five COMET II target parishes.

The second activity develops alternative sentencing activities through the Drug Treatment Court (DTC) Program. This requires substantial dialogue with the Drug Treatment Court and Children's Drug Treatment Program (CDTP) to develop joint initiatives, including retreats for DTC participants, staff trainings, co-funding external events and technical programs.

Third, COMET II supports rehabilitation and reintegration through alternative programs. The project has supported the DTC Workforce Development Program to provide vocational and technical skills training and other professional development opportunities for participants and/or graduates of the DTC.

Community-Based Policing (CBP)

Component 4 of COMET II supports the continued development of CBP in Jamaica. The component has one activity with several sub-activities. The activity is support for the continued implementation and consolidation of the CBP strategy. The project collaborates with the Police Youth Club (PYC) to implement initiatives focused on community crime reduction, including strategic planning and organizational development, execution of community awareness, and youth empowerment towards this goal. In collaboration with the JCF, COMET II provides technical and financial assistance to implement activities that foster improved relations between the police and communities including town hall meetings, and sports and cultural activities. The project also collaborates with the JCF to conduct community-based policing training for police officers and to disseminate information and training materials on CBP.

Response to Negative Impact of Global Climate Change (GCC)

COMET II reporting explicitly includes responding to the negative impact of GCC within Component I. GCC funding is used to address DRR as discussed above in the targeted parishes and communities under COMET II.

Gender/At-Risk Youth/Vulnerable Populations

COMET II reporting notes ways that gender is considered, as well as uses and reports sex-disaggregated data on participants and beneficiaries. The project reports on some activities as windows of opportunity, such as supporting the renovation of the women's shelter.

Learning Opportunities

Some COMET II reporting documents note lessons learned from engagements, and how these learning opportunities have been used by COMET II.

Learning about the length of time and importance of the processes of site selection and approval for CRCs has been brought into the processes used by COMET II. The project has reportedly built in longer lead times for these processes and with USAID support, received a contract modification which was the catalyst for the project to start activities related to the establishment of community resource centers (CRCs) through subcontractor retrofitted sea containers in selected communities. USAID also reached an agreement with COMET II that assess the feasibility of utilizing existing buildings in communities for CRCs with certain refurbishments or renovations in order to find cost savings and offer better value. Third, concerns about what are seen as excessive costs of subcontracting construction of the CRCs lead COMET II to develop an alternative strategy to accomplish the project's objective by giving grants to the CDCs to construct the CRCs themselves.

Identification of Data Gaps

Occasionally, COMET II notes ways that the lack of information poses a challenge for the project and/or its partners. Issues that impede project implementation and its partners are often related to a lack of knowledge and information at various stages of the project. For example, a lack of information about the challenges of land use in communities and the many land tenure and development issues that impede the development of the CRCs takes years of implementation to become clear. Other issues like the lack of knowledge of CBO partners about how to register as organizations with the government or how to apply for (and meet the qualifications for) COMET II requests for proposals can be and are met through the Project's activities to provide more information to partners and prospective partners.

Evaluation Question I: Unexpected conditions, differential impact on men and women, COMET II adaptation

COMET II planning, monitoring, and reporting documents note some ways that unexpected conditions affected the program in the first three and a half years of implementation. There is also some notation of the differential impact on men and women. Reports are also sometimes explicit about COMET II adaptation to deal with these realities. At other times, COMET II evolves in ways that may have been shaped by these conditions or differential impact on men and women, but we cannot be sure based on the documentary record alone. Key Informant Interviews (KIs), and perhaps focus group discussions (FGDs) and surveys, are needed to inquire into these issues. Findings from these methods can then be triangulated with this information from the preliminary findings of the desk review to shed more light on this question.

Unexpected conditions include lower capacity in CDCs and CBOs in these communities relative to those expected by the COMET II design team. This lower capacity is seen as contributing to the few applications received – and few quality applications – to COMET II solicitations of interest by CDCs and CBOs. COMET II adjusts to offer trainings on how to respond to solicitations to CDC and CBO leaders to not only increase interest in applying under these solicitations but also to build their understanding of and capacity to fulfill the requirements of these awards. Additionally, lower capacity is reflected in the limited number of registered CBOs in these communities, and the substantial capacity building COMET II undertakes to support the increases in capacity needed to register these organizations (as prerequisites for receiving grant support).

Lower capacity than expected is also asserted for the Social Development Committee (SDC), in terms of their ability to assist in CBO capacity building. COMET II adjusts to do more through project staff on the adoption of the social enterprise model.

The COMET II grants team evolves to support partners further, including supporting their documentation as needed for closing of grants. Grantees need additional technical support and oversight, particularly during the grant initialization process. Specifically, CRC grantees needed hand-holding in establishing and initiating activities of their building committees. Similarly, the hiring and orientation of project managers for the CRCs required COMET II assistance. Grantees also need support on basic financial processes such as check writing and the management of checking accounts.

Localized violence and insecurity in some communities at times lead to adjustments, as these risks slowed programs and impeded participants. Inclement weather conditions also lead to some adjustments.

While local government elections cannot come as a surprise for COMET II, as the project was designed for a period of five years, the extent to which elections at this level slow partnerships and impede agreed-upon actions appears to be unexpected. COMET II adjusts in some cases to provide additional support when politicians are unable to or unwilling to follow through on their commitments to partner with communities and COMET II.

In Component 3, in 2015 COMET II shifted its focus in Alternative Programs for At-Risk Youth away from assisting alternative sentencing programs because the MOJ had difficulties making advances in this area. With USAID approval, COMET II instead focused on support to the Drug Treatment Court. The reasons for this shift may need to be explored further in KIIIs.

COMET II faces unspecified challenges in providing support for the continued implementation and institutionalization of the Jamaica Constabulary Force anti-corruption strategy, which lead to not providing technical support to the MOCA Central Vetting Unit. This will need to be explored through KIIIs.

Evaluation Question 2: Factors inhibiting or promoting CDC/CBO engagement with COMET II, COMET II and USAID changes to influence how CRC establishment fosters engagement

COMET II development, planning, monitoring, and reporting documents do not focus on answering these questions. However, COMET II reporting documents note numerous ways that a variety of factors either inhibit or promote CDC and CBO engagement with the project. The documentary records suggest some changes were made within COMET II for stronger influence, and USAID modifications are made to the award. Finally, project materials touch on the effects of CRC establishment of communities and their engagement with COMET II.

Ongoing challenges with partners in meeting their responsibilities under registration through the Companies Office of Jamaica appear to surprise the project and partners. This includes the realization of a fee of J\$60,000 that is required for compliance two years after registration.

Evaluation Question 3: Factors contributing to success or failure of interventions/components

The documents reviewed on the COMET II project note several factors as key to contributing to the successes and affecting the challenges faced by the project and its interventions. Key factors noted repeatedly are capacity limitations and project-supported measures to address a variety of these limitations.

UWI is sometimes described as bottleneck for the timing of activities. This is noted in particular in FY 2017 with the plan for UWI to support social enterprise development in communities. This is described as leading to delays as assessment, training and mentoring for unspecified reasons (although this is attributed to UWI).

External events are also seen to have important effects; these include elections and violence within communities. Relationships in general can be contentious and lead to delays, even between institutions (for example, when JCF members are unwilling to collaborate with the National Neighborhood Watch after comments by the organization were seen as disrespectful towards senior JCF officers).

Evaluation Question 4: Fulfilling roles and responsibilities under Memorandum of Understanding (MOU)

The documents of the project do not explicitly consider whether or how COMET II's institutional partners are or are not fulfilling their roles and responsibilities under the MOU. However, the reporting documents do note the participation of and COMET II's partnership with many organizations in implementing the project. These questions will be explored in KIIs with MOU institution leaders.

ANNEX III: COMPLETE SCHEDULE OF EVALUATION ACTIVITIES, MEETINGS, AND INTERVIEWS

Schedule of Activities (Meetings, Interviews, and Survey)		
Date	Activity	Stakeholder
6.13.17	COMET II Evaluation Team In-brief with USAID/Jamaica	
	Group Interview	COMET II Management Team
6.14.17	KII	JCF, Superintendent of Police (SSP), Community Safety and Security Branch (CSSB)
	KIIs	COMET II Staff (6 people)
	KIIs	USAID/Jamaica COMET II Contracting Officers (2 people)
6.15.17	KII	USAID/Jamaica COMET II COR
	KII	Planning Institute of Jamaica (PIOJ)
6.16.17	KII	COMET II Staff
	KII	Race Course CBO Leader
	KII	Race Course CBO Member
	KII	Race Course CDC Executive Member
	KII	Race Course CDC Executive Member
	KII	Race Course CDC Executive Member
	KII	SDC Parish Manager, Clarendon
	KII	SDC Coordinator
	KII	DRF, Former Executive Director
	KII	Brixton Hill CDC Executive Member
	KII	Brixton Hill CDC Member
	FGD	Race Course Youth (10 people)
6.19.17	KII	Rockfort CRC and CBO Member
	KII	Rockfort CDC Executive Member
	Group Interview	JCF Staff (4 people)
	FGD	Rockfort Youth (4 people)
	FGD	Rockfort CBO Members (5 people)
	Survey	Gordon Town Community
6.20.17	KII	Stony Hill CDC President
	KII	SDC Community Development Officer, St. Andrew
	KII	SDC Community Development Officer, St. Andrew
	KII	MOCA, Executive Director
	KII	MOCA, Executive Member
	KII	COMET II Staff
	KII	Councilor for Stony Hill
	KII	Stony Hill CDC Executive Member
	KII	Stony Hill CDC Executive Member
	KII	Stony Hill CBO Leader
	KII	JCF Commander, Stony Hill
	FGD	Stony Hill CBO Members (5 people)

	Survey	Rae Town Community
6.21.17	KII	Kitson Town CBO Leader
	KII	SDC Coordinator
	KII	Kitson Town CBO Member
	KII	Kitson Town CDC Executive Member
	KII	Kitson Town CDC Executive Member
	KII	COMET II Staff
	FGD	Kitson Town Youth (6 people)
	Survey	Trench Town Community
6.22.17	KII	SDC Supervisor, Montego Bay
	KII	JCF CSSB, St. James
	KII	CBO Leader
	KII	COMET II Staff
6.23.17	KII	Lilliput CDC Executive Member
	KII	Lilliput CBO Leader
	KII	Lilliput Executive Member
	KII	Lilliput CDC Member
	KII	Lilliput CBO Leader
	KII	Lilliput CDC Executive Member
	KII	Lilliput CBO Leader
	FGD	Lilliput CBO Members/Youth (4 people)
	Survey	Cambridge Community
6.26.17	KII	UWI
	Survey	Four Paths Community
6.27.17	KII	COMET II former staff
	Survey	Barret Town Community
	Survey	Linstead Community
6.28.17	KII	COMET II Staff
	KII	COMET II Staff
	Group Interview	NIA (3 people)
	Survey	Chapelton Community
6.29.17	Group Interview	SDC Management (3 people)
	Survey	Bay Shore Community
6.30.17	Survey	Old Harbour Community
	COMET II Evaluation Team Out-brief with USAID/Jamaica	
7.1.17	Survey	Gordon Town Community

ANNEX IV: METHODOLOGY

The Evaluation Team's sampling had several levels of sampling for the different methodologies used in the fieldwork. Purposive and snowball sampling were used for selecting key institutional stakeholders and partners of COMET II for key informant interviews. Criteria sampling was used to select a set of communities where COMET II works for KIIs and FGDs, and an additional set of communities where COMET II works for the survey of CDC/CBO leaders. Additionally, purposive and snowball sampling were used to select individual CDC members, CBO leaders, CBO members, and youth for KIIs, the survey, and FGDs within these selected communities.

First, for the selection of key informants and stakeholders for the in-depth institutional interviews, the team consulted with and gathered the advice of USAID/Jamaica and COMET II on key counterparts. The team interviewed these informants at these institutions independently. In addition, the team interviewed additional institutional partners at MOCA, the DRF, and Family and Parenting Center with the support of the project.

Second, the Evaluation Team selected five of the 25 COMET II focus communities, one within each parish, for KIIs with CDC and CBO leaders and FGDs with CBO members and youth. The team endeavored to interview as many members of the CDC and as many leaders from as many CBOs as possible in these communities. The selection process is described below.

Third, the survey of CDC members and CBO leaders was conducted in another 10 of the 25 COMET II communities, two within each parish, which were selected by the Evaluation Team in conjunction with the process of selecting the five focus communities for KIIs and FGDs. The purpose of the survey was primarily to address evaluation question 2 regarding CDC/CBO engagement; However, the survey instrument was developed so that the findings may also be relevant to addressing evaluation questions 1 and 3. The survey collected a mix of quantitative and qualitative data.

The team selected CDC members, CBO leaders, CBO members, and youth for KIIs, the survey, and FGDs in these selected communities independently after consulting with USAID and COMET II staff. The team worked with COMET II to ensure that the sample includes COMET II partner CBOs and the members of CDCs that are most active in engaging with COMET II. However, the team supplemented individuals provided through the project with others to ensure that some CBO leaders from organizations that may be less engaged with COMET II were also interviewed and surveyed, as were less active CDC members.

Similarly, for FGDs, the team consulted with COMET II to identify CBO members and youth in an effort to hold two separate focus groups in each of the five focus communities. The team selected participants from these two target groups independently and asked selected participants for a few additional possible participants to join that they believed would add different perspectives for the FGD. The limited number of youth and CBO members that turned out led to reducing the number of focus groups; when three or fewer people were present for FGDs, the team instead conducted KIIs with these informants.

For the selection of the five focus communities and 10 survey communities, the Evaluation Team used the Structured Document Review Template (attached below) to systematically and independently code where COMET II has been more and less active across these 25 communities in the quarterly reports of the project.

For the five focus communities for KIs and FGDs, the Team selected three communities with many COMET II activities (considered to be “flooding”) and two that have fewer but some activities to focus on (with few considered “trickling”); we also selected communities that seem supportive of learning opportunities or where there appear to be gaps in available data from COMET II documents based on our structured document review. The team also considered whether communities are urban, peri-urban, or rural in nature as well as whether the communities represent a mix of people at different socio-economic levels. Since the team expects that these two factors may have an important influence on COMET II engagement and project performance across the 25 priority communities, the team selected a range of communities in terms of these two parameters for the five focus communities and the 10 survey communities.

“Flooding” was defined as when a community participates or benefits from ten or more distinct activities across the four components. Moderate engagement was when the communities benefit from five to nine activities and “trickling” was when the targeted communities benefit from four or less COMET II activities. The team’s coding of these activities was based on whether the activity focused on or targeted a particular community, and this community was named in the various quarterly reports when the activity was completed. This technique made it possible to select communities that had constructed CRCs as well as ones that were in the process of developing a CRC and finally others where there was no CRC planned.

Key Informant Interviews

The team convened key informant interviews with representatives from the Steering Committee from the three (3) agencies that have signed the Memorandum of Understanding (MOU) with the COMET II: the Planning Institute of Jamaica (PIOJ), the Social Development Commission (SDC) and the Jamaica Constabulary Force (JCF). KIs were also held with the COMET II Chief of Party and staff, and USAID staff members.

The team aimed to interview at least two persons from each CDC in the five communities. They interviewed leadership core of available and willing CBOs to get their perspectives on the evaluation questions. During these interviews, each of which lasted approximately 60 minutes, the team aimed to identify non-executive members to get their perspectives in the Focus Group discussions.

Focus Groups

A total of ten (10) Focus Groups (FGDs), two (2) in each of the 5 selected communities, were planned. The Inception Report planned for the number of participants in each FG based on availability to be approximately (10) members that comprised a cross section of community residents from two groups: CBO members and youth (aged 18-34). One FG in each community was planned for youth, both males & females, this was to ensure youth perspectives on the issues. The other was for CBO members, both men and women, to examine how COMET II was seen by organization participants that are not CBO or CDC leaders. However, due to low turnout numbers, the evaluation team conducted a total of 6 FGDs, supplementing with key informant interviews with additional youth or CBO members when there were not enough individuals to conduct a FG.

The discussions were facilitated by two members of the evaluation team using the prepared FGD guidelines with a Research Assistant taking notes. FGDs lasted for under two hours which allowed time for each person to fully participate in the discussion. The FGDs involved both males and female participants from varying socio-economic backgrounds.

Survey

The team engaged the services of ten graduate students and two supervisors to perform the duties of Research Assistants (RAs). These students were trained by members of the evaluation team in the use of the data collection instruments and the survey platform SurveyCTO. The RAs were separated into two teams of 4 RAs and a supervisor each for deployment into each of the ten selected communities for survey implementation. They administered a survey instrument (see below) which was designed to last approximately 30 minutes in duration to a sample of CBO and CDC leaders from the 10 selected communities (2 in each of the 5 selected parishes) chosen by the team for the survey. Survey respondents were identified in coordination with COMET II staff and asked to gather at a central location in the community where the RAs met them to administer to the survey on a given day within a specified time-period.

Sample Selection

A matrix was established that accounted for the number of engagements done under the Project's four components in each of the communities within the five parishes over the stated period. This was to identify where flooding of activities took place distinct from those communities where limited activities took place. The following count was informed by the desk review of COMET II quarterly reports of COMET II activities completed in the 25 COMET II priority communities.

Parish/ Community	2017 to date	2016	2015	2014	Totals	Urban/ Rural	Poverty*	Additional COMET II provided information
Kingston	2	3	6		11			
Rockfort	2	3	8	1	14	URBAN	MEDIUM	<ul style="list-style-type: none"> - Approximately 16.79% of the population lives below the poverty level. - Rockfort is almost entirely an urban community with less than 10% of the buildings within the Rockfort community being situated towards the tall open dry forest in the northern region.
Hannah Town	0	2	1		3	URBAN	LOW	<ul style="list-style-type: none"> - Approximately 27.9% of the population lives below the poverty level. - Hannah Town is an entirely-urban community

Trench Town	0	2	0		2	URBAN	MEDIUM	<ul style="list-style-type: none"> - Trench Town is an entirely-urban community - Approximately 16.3% of the population is living below the poverty level
Rae Town	0	1	3		4	URBAN	LOW	<ul style="list-style-type: none"> - Approximately 25.2% of the population lives below the poverty level. - Rae Town is an entirely-urban community
Springfield	1	1	0		2	URBAN	HIGH	<ul style="list-style-type: none"> - The poverty level is 6.7% of the population - Springfield is an entirely-urban community
St Andrew	1	3	3		7			
Bull Bay/Seven Miles	0	4	2		6	Peri-urban	LOW	<ul style="list-style-type: none"> - Approximately 26% of the population is living below the standard poverty level - Bull Bay/Seven Miles consists of the urban / industrial area, towards the western boundary of the community and the more peri-urban and rural areas towards the eastern boundary

Bay Shore	0	2	0		2	URBAN	LOW	<ul style="list-style-type: none"> - An informal community above the larger community of Harbour View. The level of poverty for the community is not known but anecdotally could be above 30% - Harbour Heights is an entirely urban community
Kintyre	1	4	0		5	PERI-URBAN	MEDIUM	<ul style="list-style-type: none"> - Approximately 20.3% of the population is living below the poverty level. - Kintyre is a peri-urban community with most roads concentrated on the western periphery of the community
Stony Hill	0	1	4	3	8	PERI-URBAN	MEDIUM	<ul style="list-style-type: none"> - Approximately 11.01% of the population is living below the poverty level - Stony Hill is a community made up of an urban / industrial area towards the western boundary of the community, forests and fields along the eastern border, dispersed by areas categorized as bamboo and fields. - There are about 1,264 buildings in Stony Hill, concentrated along the tertiary road networks, 85% of which are situated within the western urban/industrial area.

Gordon Town	0	4	5		9	RURAL	MEDIUM	<ul style="list-style-type: none"> - Approximately 23% of the population is living below the poverty level - Gordon Town town-centre operates as a sort of "country-seat" - Gordon Town does not have much road coverage, with a single main arterial road connecting it to Kingston
St Catherine	2	3	5		10			
Linstead	2	1	3		6	URBAN	MEDIUM	<ul style="list-style-type: none"> - Approximately 13.5% of the population is living below the poverty level. - Linstead is a major community, forming the 8th largest urban area in Jamaica with surrounding rural communities
Bog Walk	1	1	0		2	PERI-URBAN	MEDIUM	<ul style="list-style-type: none"> - Approximately 16.7% of the population is living below the poverty level. - Bog walk has a peri-urban centre surrounded by rural areas
Old Harbour	2	0	2		4	URBAN	MEDIUM	<ul style="list-style-type: none"> - Approximately 13.9% of the population is living below the poverty level. - Old Harbour is the 7th largest urban area in Jamaica by population

Kitson Town	4	2	6		12	RURAL	MEDIUM	<ul style="list-style-type: none"> - Approximately 18.3% of the population is living below the poverty level - There is a dense road network of residential roads, with some arterial roads within.
Gregory Park	1	2	9	1	13	URBAN	HIGH	<ul style="list-style-type: none"> - The poverty level is estimated at around 10.44% of the population - Gregory Park has tree crops, shrub crops, sugar cane and banana situated along the western border and northern region of the community, with the remaining land (approximately 50%) is categorized as an urban/industrial area where the majority of the buildings are concentrated.
Clarendon	6	2	3		11			

Osbourne Store	4	1	1	1	7	RURAL	MEDIUM	<ul style="list-style-type: none"> - Approximately 23.9% of the population is living below the poverty level. - there was no Osbourne Store CDC and as such the project mainly interacted with the Belle Plain Citizens' Association - There is a major east-west highway running through the community, with minor roads branching off this; the overall road coverage is not significant through the community.
Race Course	4	6	2		12	RURAL	MEDIUM	<ul style="list-style-type: none"> - Approximately 23.5% of the population is living below the poverty level - The road infrastructure is not particularly developed, with minor roads accessing roughly all corners of the community, but with much agricultural development in between. - There are no major roads serving the community.

Brixton Hill	2	4	2		8	RURAL	LOW	<ul style="list-style-type: none"> - Approximately 28.5% of the population is living below the poverty level - There is little road coverage in Brixton Hill, comprising primarily of minor roads.
Four Paths	5	2	4	1	12	PERI-URBAN	MEDIUM	<ul style="list-style-type: none"> - Approximately 15.13% of the population lives below the poverty level. - The major settlements are located within the vicinity of the primary road network, which passes directly through the centre of the community - The urban area is situated directly within the centre of the community, extending towards the eastern border of Four Paths, with the majority of the infrastructure existing within the urban/industrial area.

Chapelton	4	2	1		7	RURAL	MEDIUM	<ul style="list-style-type: none"> - Approximately 22.1% of the population is living below the poverty level. - Chapelton town-centre operates as a sort of "country-seat" - The community does not have a particularly developed road network, with several minor roads serving the community.
St James	1	3	3		7			
Barrett Town	1	3	1	1	6	PERI-URBAN	HIGH	<ul style="list-style-type: none"> - Approximately 6.8% of the population is living below the poverty level. - Densely populated - There is a dense road network of residential roads, with some arterial roads within
Lilliput	1	3	0		4	PERI-URBAN	HIGH	<ul style="list-style-type: none"> - Approximately 5.4% of the population is living below the poverty level - Densely populated - There is a dense road network of residential roads, with some arterial roads within

Bogue	2	3	1		6	PERI- URBAN	HIGH	<ul style="list-style-type: none"> - Approximately 8.4% of the population is living below the poverty level. - There is a lot of infrastructural development in the Bogue area including several housing schemes and related support infrastructure. - There is a dense road network of residential roads, with some arterial roads within.
Mount Carey	1	2	0	1	4	RURAL	MEDIUM	<ul style="list-style-type: none"> - Approximately 14.9% of the population is living below the poverty level. - There is a main north-south arterial (secondary) road, but otherwise poor road coverage throughout the community.
Cambridge	5	3	2	3	13	RURAL	MEDIUM	<ul style="list-style-type: none"> - Approximately 22.92% of the population is living below the poverty level - The settlements in this area are sparsely distributed, majority of which are located within the southern section of the community and along the road network - Cambridge town-centre operates as a sort of "country-seat"

* LOW >25% poverty rate; MEDIUM 0<10<25% poverty rate; HIGH >25% poverty rate

The matrix identified 7 communities with 10-14 engagements, 13 with 5-9 engagements and 5 with 0-4 engagements. In selecting the five communities for the KIIs with CDCs/CBOs leader and FGDs, the team selected three communities that satisfied the established criteria of flooding and one each with moderate and trickle amount of activities. Each community selected by this criteria represented one of the five parishes selected for in depth focus.

In selecting the 10 communities for the survey, the team used the same criteria of flooding, moderate and trickle plus consideration of socio-economic and geographic diversity and whether a community was broadly characterized as rural, peri-urban and urban. In each parish, a community with a high number of engagements, e.g. more than 10 engagements and others with between nine and five activities respectively were selected for the survey.

The count was supplemented by COMET II provided information about several characteristics that the team believed might be influential in the differential effects of COMET II interventions. These were whether a community was urban, peri-urban, or rural and the extent of poverty (or the extent of social differentiation) in a community. COMET II graciously supplied these data upon request. The team used these parameters as well to assure that communities chosen for KIIs and FGDs as well as the surveys spanned these characteristics (urban/peri-urban/rural) and extent of poverty and social differentiation.

Modifications in community selection were made due to safety and security concerns with flare-ups of violence in Gregory Park which was then substituted for Chapelton; Race Course was added for KIIs and FGDs due to the fact that Brixton Hill had so few CDC/CBO leaders to interview and in addition resulted in the replacement of Race Course with Four Paths for the survey. These changes resulted in the following communities for the KIIs, FGDs and survey.

DATA COLLECTION COMMUNITY SAMPLE

PARISH	COMMUNITIES FOR KIIS AND FGDS	COMMUNITIES FOR SURVEY
Kingston	Rockfort	Trench Town Rae Town
St. Andrew	Stony Hill	Bay Shore Gordon Town
Clarendon	Race Course Brixton Hill	Chapelton Four Paths
St. Catherine	Gregory Park	Kitson Town Linstead
St. James	Lilliput	Barrett Town Cambridge

Data Storage and Sharing

The Evaluation Team used SharePoint to store and share all COMET II provided materials as well as all materials collected in the fieldwork. Team members took notes during all KIIs which were added to SharePoint for sharing among the team. Each interview was conducted by two team members, with one person conducting the interview, while the other took notes. FGD notes taken by research assistants were also posted to SharePoint. All notes were typed and shared with all team members within approximately 24-48 hours of the interview. Once the survey was completed, the frequency data for the surveys was also shared via SharePoint.

Analysis

The primary qualitative data collected through interviews and focus group discussions were analyzed by the team to identify common themes and patterns as well as deviating narratives. The team conducted content analysis of the data structured around each of the four evaluation questions. In particular the team used a Findings, Conclusions, and Recommendations (FCR) Matrix template (see below) to organize the analysis process. The primary qualitative data was triangulated with the team's review of the project documents and the quantitative survey data. The survey data was cleaned analyzed using STATA and excel to produce summary statistics.

Team members conducted a systematic review of all qualitative data to identify key findings per evaluation question. To make the task more manageable, each team member was responsible for addressing certain evaluation questions. However, the team ensured a collaborative analysis process through rolling discussions to validate findings and conclusions for all evaluation questions. Once the survey data had been cleaned and analyzed for summary statistics, this data was utilized to triangulate findings from the qualitative data. Each team member completed an FCR matrix for his/her questions, which were shared with the rest of the team followed by review and discussion to ensure that all findings and conclusion were validated through triangulation of all available data sources.

Findings, Conclusions, Recommendations Matrix for COMET II Evaluation

Findings		Conclusions		Recommendations		
Facts - including analysis of results	Source(s)	From this Finding	From Multiple Findings (identify them)	From this Conclusion	From Multiple Conclusions (identify them)	Notes/Comments
Question 1: (a) What unexpected conditions were experienced by the project in the targeted communities during the first half of project implementation? (b) Did these conditions affect men and women differently? (c) How did the COMET II project adapt to those changes?						
Question 2: (a) The degree to engagement of CDCs and community based organizations (CBOs) is expected to vary across the 25 targeted communities. What factors inhibited and/or promoted CDC and CBO engagement with COMET II interventions? (b) What steps, if any, did USAID and COMET II take to change or influence these factors? (c) What role, if any, did the establishment of the community resource centers play in fostering engagement with community stakeholders or actors?						
Question 3: What factors have contributed to the success/failure of the different project interventions/components?						
Question 4: The May 2014 institutional Memorandum of Understanding (MOU) between COMET II and the Government of Jamaica (GOJ) establishes roles and responsibilities for the Social Development Committee (SDC), the JCF, the Planning Institute of Jamaica (PIOJ), and USAID. To what degree have these four institutions fulfilled the roles and responsibilities outlined in Section 4 of the MOU?						

Data Collection Instruments

Template for Document Review of COMET II Reporting Documents

Document Review Template, USAID COMET II, by Fiscal Year (FY)

- Review All Planning and Reporting Documents (Work plan, PMP, Quarterly and Annual Reports in FY
- Report by quarter (or month for FY 2017) in FY – EXPANDING SIZE AS NEEDED

What did the project accomplish?

- Processes and Results – meetings, workshops, openings, Number of beneficiaries – organized by the 4 Objectives – briefly give what, where, how many men/women, and result asserted, list if focused on particular one of the 25 communities or 5 parishes

Community Driven Crime Prevention

- Annual targets
- Q1
- Q2
- Q3
- Q4

Environment Supportive of ROL/Culture of Lawfulness

- Annual targets
- Q1
- Q2
- Q3
- Q4

Alternative Programs for At-Risk Youth

- Annual targets
- Q1
- Q2
- Q3
- Q4

CBP

- Annual Targets
- Q1
- Q2
- Q3
- Q4

Respond to negative impact of GCC:

Gender/at-Risk Youth/Vulnerable Populations:

Learning Opportunities:

Data Gaps Identified:

Four Evaluation Questions

- Unexpected conditions, differential impact on men and women, COMET II adaptation (list what Quarter activity expected or happens in brackets)
- Factors inhibiting or promoting CDC/CBO engagement with COMET II, COMET and USAID changes to influence, how CRC establishment fosters engagement
- Factors contributing to success or failure of interventions/components
- Fulfilling roles and responsibilities under MOU? SDC, JCF, PIOJ, USAID

Template for Semi Structured Key Informant Interview Questionnaires

Introduction:

We are conducting the midterm performance evaluation of the USAID Community Empowerment and Transformation Project II. COMET II supports USAID/Jamaica's goal to improve resilience and social cohesion within targeted Jamaican communities. COMET II is a five-year contract implemented by Tetra Tech DPK for the period December 2013-December 2018. This mid-term performance evaluation will collect valid and reliable data on COMET II design and performance in its first several years of implementation (up to the period of fieldwork in Jamaica in June 2017). As a stakeholder in this project we would like to discuss with you, your observations of, and experience with the COMET II project in order to better learn about the project's progress, successes and challenges so far. Through this evaluation, we will provide USAID with findings, conclusions and recommendations to increase the project's success going forward. Depending on the topics we cover, the interview should last approximately 60 minutes.

Informed Consent:

We appreciate your willingness to spend some time discussing the COMET II project. Your participation in this study is voluntary and you will be free to end the conversation at any time. Anything you say may be reported in the study's final report, but no identifying information will be disclosed or shared and you will not be quoted by name without your express permission. Do you have any further questions about this evaluation or discussion?

If you do not have any questions at this time, let us proceed:

CRC, CDC Members and CBO Leaders Questions:

1. What is the purpose of your CBO?
2. How is your organization supported by COMET II?
3. Which are other organizations do you work with?
 - a. Probe: SDC, JCF
4. What COMET II activities have you been involved with?
 - a. Probe: trainings
5. What have been some successes?
6. What kind of impediments have you faced in engaging with COMET II? How have you and COMET II addressed these challenges?
7. Based on your experience, how has COMET II affected people in the community?
 - a. Probe: men, women, youth
8. Do you think your organization has the capacity to continue implementation and if not, what would you need and from whom?

9. Do you think the CDC has the capacity to support community development activities including the CRC?
10. Is there anything else we have not covered that you think is important for us to know for this evaluation?

Key Government Partners Questions:

1. How is your organization engaged with the COMET II project?
2. What role/working relationship does your organization have on/with the Steering Committee?
 - a. What if anything, can be done differently?
3. How is (the organization) operationalizing your role/responsibilities as they relate to the COMETII activities?
4. Are project activities being implemented according to plan and how do you monitor progress?
5. What have been some successes (your organization) has faced in implementing COMET II supported projects?
6. What have been some challenges (you/your organization) has faced in implementing COMET II supported projects? And how have (you/ your organization) addressed project impediments?
7. Do project activities target/affect men, women, and youth differently? If so, please explain how.
8. Do you think your organization has the capacity to support these activities? If not, what is needed and from whom?
9. What is your organization's role in supporting the establishment of the CDCs and CRCs?
10. What have been some unintended consequences in implementing COMET II projects?
11. Is there anything else you would like to add that we have not covered in the questions before?

Implementing Partners Questions:

1. How is your organization engaged with the COMET II project and how are you operationalizing your role?
2. Are project activities being implemented according to plan and how do you monitor progress?
3. What have been some successes (your organization) has faced in implementing COMET II supported projects?

4. What have been some challenges (you/your organization) has faced in implementing COMET II supported projects? And how have (you/ your organization) addressed project impediments?
5. Do project activities target/affect men, women, and youth differently? If so, please explain how.
 - a. Was that built into the design
6. Do you think your organization has the capacity to support these activities? If not, what is needed and from whom?
7. What have been some unintended consequences in implementing COMET II projects and how did you address them?
8. Did the communities have the requisite governance structures to participate effectively in project activities? And how did that affect implementation?
9. Is there anything else you would like to add that we have not covered in the questions before?

Template for Focus Group Discussion Questions – Youth Beneficiaries in Communities

Introduction:

We are conducting the midterm performance evaluation of the USAID Community Empowerment and Transformation Project II. COMET II supports USAID/Jamaica's goal to improve resilience and social cohesion within targeted Jamaican communities. COMET II is a five-year contract implemented by Tetra Tech DPK for the period December 2013-December 2018. This mid-term performance evaluation will collect valid and reliable data on COMET II design and performance in its first several years of implementation (up to the period of fieldwork in Jamaica in June 2017). As a stakeholder in this project we would like to discuss with you, your observations of, and experience with the COMET II project in order to better learn about the project's progress, successes and challenges so far. Through this evaluation, we will provide USAID with findings, conclusions and recommendations to increase the project's success going forward. Depending on the topics we cover, the discussion should last approximately 2 hours.

Informed Consent:

We appreciate your willingness to spend some time discussing the COMET II project. Your participation in this study is voluntary and you will be free to end the conversation at any time. Anything you say may be reported in the study's final report, but no identifying information will be disclosed or shared. All findings will be reported anonymously or through aggregate form, attributed to demographic/focus group characteristics. Do you have any further questions about this evaluation or discussion?

If you do not have any questions at this time, let us proceed:

Youth Beneficiaries in Communities Questions:

1. What do you know about the COMET II project?
2. What CBOs are you involved with and how do you interact with them?
3. What COMET II activities have been done in your community and which activities have you participated in?
4. What does participating in this project mean to you? How has it helped you?
5. Do project activities target/affect men and women differently? If so, please explain how.
6. Do you think the activities in this community are the right activities for youth in the community and if not, what would you like to see the projects/activities do differently in your community? Why?

CBO Members Questions:

1. What CBOs are you involved with and how does that relate to the CDC?
2. What COMET II activities have been done in your community and who participates? (What categories of community members most participate in project activities (gender, age group, etc.)? Why are these people more ready to participate?)

3. How has these projects impacted/benefit men, women, and youth differently?
4. What have been some of the challenges and what has been done to address them? (How have the challenges affected men, women, youth differently?)
5. Do you think your organization has the capacity to implement COMET II? Please explain. What kind of support do you need and from whom?

Template for Survey Questionnaire – CRC Members and CBO Leaders

1. Parish Name

- a. Kingston
- b. St. Andrew
- c. Clarendon
- d. St. Catherine
- e. St. James

2. Community Name

- a. Trench Town
- b. Rae Town
- c. Bay Shore
- d. Gordon Town
- e. Chapelton
- f. Four Paths
- g. Old Harbour
- h. Linstead
- i. Barrett Town
- j. Cambridge

3. Informed Consent Statement:

Introduction: We are conducting the midterm performance evaluation of the USAID Community Empowerment and Transformation Project II. As you may know, COMET II supports USAID/Jamaica's goal to improve resilience and social cohesion within targeted Jamaican communities. COMET II is a five-year contract implemented by Tetra Tech DPK for the period December 2013-December 2018. This mid-term performance evaluation will collect valid and reliable data on COMET II design and performance in its first several years of implementation. As a stakeholder in this project we would like to discuss with you, your observations of, and experience with the COMET II project in order to better learn about the project's progress, successes and challenges so far. Through this evaluation, we will provide USAID with findings, conclusions and recommendations to increase the project's success going forward. We expect this survey to take no longer than 30 minutes.

Informed Consent: We appreciate your willingness to spend some time discussing the COMET II project. Your participation in this study is voluntary and you will be free to end the conversation at any time. Anything you say may be reported in the study's final report, but no identifying information will be disclosed or shared. All findings will be reported anonymously or through aggregate form. Are you willing to participate in the survey?

- a. Yes
- b. No

4. Gender

- a. Male
- b. Female
- c. Other

5. Age Group
 - a. 18 -25
 - b. 26 – 32
 - c. 33 – 40
 - d. 40+

6. What is the name of the organization you work most closely with in the community?

7. What is your role in this organization?
 - a. Executive (President, VP, Secretary, etc.)
 - b. Non-executive Member
 - c. Other

8. Are you aware of your organization receiving funding from the COMET II project?
 - a. No
 - b. Yes
 - c. I don't know

9. Which category of funding does it fall under?
 - a. Grantee
 - b. Subgrantee
 - c. Other
 - d. I don't know

10. Are COMET II project activities being implemented according to plan in your community?
 - a. No
 - b. Yes
 - c. I don't know

11. On a scale of 1 to 5, with one being the lowest and five being the highest, how would you rate your satisfaction with the following:

	1. Not at all Satisfied	2. Not Satisfied	3. Neutral	4. Satisfied	5. Very Satisfied
1. Number of COMET II project activities in your community					
2. Quality of the COMET II project activities in your community					
3. COMET II Project activities are being implement according to plan in your community					
4. Participation of community members in COMET II activities					

5. Support received by CBOs in your community from COMET II					
6. Success of the project activities supported by COMET II in your community					
8. The CRC					
9. CBO involvement in the community					
10. SDC support in the community					
11. JCF support in the community					
12 COMET II Coordinator involvement with the community					
13. Capacity of your organization to implement COMET II					

12. Please indicate your level of agreement with the following statements about COMET II project activities (with one being the lowest and five being the highest):

The COMET project activities...	1. Strongly Disagree	2. Disagree	3. Neither	4. Agree	5. Strongly Agree
1. Helps the community					
2. Helps the youth of the community					
3. CBO members help to make the project a success					
4. Helps the women of the community					
5. The CRC helps to foster community engagement					
6. Helps the men of the community					

13. Have you or your group been involved in any trainings?
- Yes
 - No
14. How useful was the training?
- Not Useful
 - Somewhat Useful
 - Very Useful
 - Don't know
15. Are there any project activities that have been impeded or hindered?
- Yes
 - No
 - Don't know
16. Please describe what has impeded the development or implementation of these COMET II activities?
- Lack of capacity (human resources; physical space/infrastructure; technical ability; knowledge)
 - Social issues (crime, violence, unemployment, politics, community needs)
 - Internal Processes (bureaucracies, policies, support, partnership execution of roles)
 - External Processes (land ownership, legal status)
 - Other
17. Was/were the/these challenges addressed?
- Yes
 - No
 - Don't know
18. What kinds of support would you prioritize for your organization and community from COMET II going forward?
- Capacity building – training
 - Implementation support – personnel
 - Implementation support – funding
 - Governance structure
 - Physical infrastructure
 - Other

ANNEX V: LIST OF INDIVIDUALS AND ORGANIZATIONS CONTACTED

Stakeholder Type	Name
COMET II	Ian McKnight
COMET II	Maria Wedderburn
COMET II	Jhana Harris
COMET II	Holly-Rose McFarlane
COMET II	Miguel Williams
COMET II	Sandra Gouldbourne
COMET II	Rommel Gordon
COMET II	Samantha Harvey
COMET II	Brian Hutchinson
COMET II	Dax Pesssoa
COMET II	Dough McCafferty
COMET II	Adrienne Stone
COMET II	Machel Stewart
USAID	Margot Francis
USAID	Andrea Pluknett
USAID	Allan Bernard
JCF	Karina Powell-Hood
JCF	Linval Harrison
JCF	Yvonne White-Powell
JCF	Keisha Scott
JCF	Constable Patrick
JCF	Constable Troy
JCF	Brian Grossett
PloJ	Charmaine Muirhead
MOCA	Colonel Desmond Edwards
MOCA	Gloria Davis-Simpson
SDC	Baldvin McKenzie
SDC	Lance Robinson
SDC	Marcia Saddler
SDC	Sasheena Johnson
SDC	Norda Lyons
SDC	Carlene Brown James
SDC	Dwayne Vernon
SDC	Avaline Ranger
SDC	Samuel Heron
DRF	Paul Hines
UWI	K'adamawe Knife
NIA	Trevor Munroe
NIA	Sekeywi Carouthers
NIA	Omar Lewis
Race Course	CBO President

Race Course	CBO Members, Youth
Race Course	CBO Member
Race Course	CDC President
Race Course	CDC Vice President
Race Course	CDC Treasurer
Brixton Hill	CDC Vice President
Brixton Hill	CDC Member
Rockfort	CRC Member
Rockfort	CDC President
Rockfort	Youth
Rockfort	CBO Members
Stony Hill	CDC President
Stony Hill	CDC, Public Development Officer
Stony Hill	CDC, Vice President
Stony Hill	CBO, Vice President
Stony Hill	CBO Members
Stony Hill	Councilor
Kitson Town	CBO Leader
Kitson Town	CBO Member
Kitson Town	CDC Secretary
Kitson Town	CDC President
Kitson Town	Youth
Lilliput	CBO Leader
Lilliput	CDC Vice President
Lilliput	CBO leader
Lilliput	CDC Executive member
Lilliput	CDC Member
Lilliput	CBO Founder/Leader
Lilliput	CDC President
Lilliput	CBO Leader
Lilliput	CBO Members/Youth

ANNEX VI: LIST OF DOCUMENTS CONSULTED

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Statistics and Information and Legal Services Branch. January 1, 2015. Preliminary JAMAICA CONSTABULARY FORCE PERIODIC CRIME STATISTICS REVIEW. January 01 to December 31, 2015 and Comparative years: 2011 -2015. Kingston: Statistics and Information and Legal Services Branch.

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Tetra Tech DPK. January 2014. USAID/ JAMAICA COMMUNITY EMPOWERMENT AND TRANSFORMATION PROJECT – PHASE II (COMET II) Quarterly Report: October to December 2013. Kingston: Tetra Tech DPK.

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Tetra Tech DPK. March 5, 2014. USAID/ JAMAICA COMMUNITY EMPOWERMENT AND TRANSFORMATION PROJECT- PHASE II (COMET II) Monthly Report: February 2014. Kingston: Tetra Tech DPK.

Tetra Tech DPK. April 2014. USAID/ JAMAICA COMMUNITY EMPOWERMENT AND TRANSFORMATION PROJECT – PHASE II (COMET II) QUARTERLY REPORT: January 1, 2014 – March 30, 2014. Kingston: Tetra Tech DPK.

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Office of Social Entrepreneurship. July 2014. Community Empowerment and Transformation Project – Phase II (COMET II) Overall Youth Survey. Kingston: U.W.I. Mona, Mona School of Business and Management.

Office of Social Entrepreneurship. July 2014. Community Empowerment and Transformation Project – Phase II (COMET II) Clarendon (Community Survey and CDC Effectiveness and Vulnerability Assessment). Kingston: U.W.I. Mona, Mona School of Business and Management.

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Tetra Tech DPK. August 5, 2014. USAID/ JAMAICA COMMUNITY EMPOWERMENT AND TRANSFORMATION PROJECT- PHASE II (COMET II) Monthly Report: July 2014. Kingston: Tetra Tech DPK.

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ANNEX VII: ALL PRESENTATIONS MADE TO USAID

USAID COMET II Mid-Term Performance Evaluation

Out Brief Presentation - June 30th, 2017

Dexis Evaluation Team members in attendance: Lawrence Robertson, Kerry-Ann Lewis Percy, Sharene McKenzie

Objectives of Out Brief Presentation

To provide the USAID Mission with:

1. An outline of the fieldwork plan as executed by the team and processes to collect valid and reliable data, as well as an overview of limitations and how they were managed;
2. Some initial preliminary findings (although data collection and analysis have not been completed at this time);
3. Next steps in the evaluation; and
4. Opportunities to ask questions and for engagement with the evaluation team.

I. Fieldwork Plan and Execution

The Evaluation Team followed the fieldwork plan from the approved Inception Report.

The fieldwork started the week of June 12, when the team began to refine and test the survey instruments and train the Research Assistants to administer the survey in the ten communities. We also held the in-brief with USAID and met with the COMET II Management Team (on June 13th), and began to hold Key Informant Interviews (KIs) with key COMET II partners.

These initial meetings assisted the team in identifying and securing engagements with the Project's partners, beneficiaries, and stakeholders in the main partner institutions and in the communities.

The four-member evaluation team (including Dexis Technical Advisor Charu Vijayakumar, who departed Jamaica on Thursday) largely divided into teams of two to enable the execution of the ambitious data collection plan and the KIs and Focus Group Discussions (FGDs) in five of the 25 communities prioritized by COMET II - one from each of the five Parishes where COMET II has focused. The team also managed surveys in another ten of the 25 communities, two per Parish. The team managed the following limitations in conducting the fieldwork.

Management of Limitations

The team selected communities based on the desk review of COMET II materials prior to arrival in country. Some modifications were made, as suggested by USAID and the COMET II management team based on safety and security issues in some communities that could have impeded the team's fieldwork. As a result, the team did not conduct KIs and FGDs in Gregory Park, instead replacing it with Kitson Town. While surveyors were used successfully in Barrett Town, the team replaced Barrett Town with Lilliput for the implementation of KIs and FGDs on the basis of security issues.

The team also found that the small size of some communities resulted in the availability of few key informants. This led the team to conduct KIs in more than one community in Clarendon, as few key informants were identified for interviews in Brixton Hill. KIs were thus conducted in 6 rather than 5

communities. KIIs were also conducted with key institutions and COMET II staff. In total, the team held KIIs with more than 53 persons.

The team found that few youths and CBO members had been available for mobilization by the logistics coordinator and by the COMET II Community Coordinators for FGDs. The limited number of CBOs and limited engagement of youth in CDCs made the recruitment of participants challenging. The team addressed the smaller numbers of participants by taking some potential participants as key informants and interviewing them instead of holding FGDs with them. The result was that the team conducted seven FGDs, rather than the ten anticipated in the Inception Report. The number of participants in each focus group was also lower than expected.

There are potential issues resulting from the presence of COMET II surveyor teams in the field in the communities while the Dexis team was conducting its fieldwork. This may have led to confusion on the part of some community members and may have reduced turnout for surveyors, KIIs, and FGDs. Potential participants may have believed that they had already engaged with the team - however, we do not have evidence that it had any effects beyond making additional work for COMET II Community Coordinators.

In a number of the communities, the level of participation by CBO leaders in the survey was less than anticipated. Factors that may have contributed to this result include, but are not limited to, recent bouts of violence in Barrett Town and Rae Town, limited interest among community participants in engaging with surveys, execution of surveys on a weekday when people may be working, and the need for further mobilization. To examine these factors and address the relatively low number of surveys received in Gordon Town in particular, surveyors are planning a return to the community over the weekend.

DATA COLLECTION COMMUNITY FIELDWORK

PARISH	COMMUNITIES FOR KIIS AND FGDS	COMMUNITIES FOR SURVEY
Kingston	Rockfort (June 19)	Trench Town (June 21) Rae Town (June 20)
St. Andrew	Stony Hill (June 20)	Bay Shore (June 29) Gordon Town (June 19)
Clarendon	Race Course (June 16) Brixton Hill (June 16)	Chapelton (June 28) Four Paths (June 12)
St. Catherine	Kitson Town (June 21)	Old Harbour (June 30) Linstead (June 27)
St. James	Lilliput (June 23)	Barrett Town (June 27) Cambridge (June 23)

2. Initial Preliminary Findings

The following very preliminary overarching findings are informed by document review and initial thoughts from KIs and FGDs. They do not represent the survey results or a full analysis of the data.

- i. The COMET II team and partners share an appreciation for engagement with each other in a synergistic relationship that largely leverages the strengths of each entity.
- ii. The shifting of funding the CRCs through grants as opposed to subcontracts has had ripple effects in the implementation of a large portion of COMET II's projects. These include effects on timing and delays in implementation, sequence of activities (with the social enterprise element), and range/scope of implementation (number of CRCs and depth of capacity building).
- iii. A diversity of experiences exists across the target communities. Contextual factors are important in affecting and understanding progress (social, political, physical, administrative, geographic, etc.).
- iv. There is a general sense of appreciation for COMET II from beneficiaries and partners, particularly the CRCs and trainings.

3. Next Steps in the Mid-Term Evaluation

- Complete fieldwork
 - Finish surveys, data cleaning, compilation
- Data analysis
 - Focus on findings directly relevant to the four evaluation questions
 - Triangulate data from document review and analysis, key informant interviews, focus group discussions, and survey results
 - Focus on main findings (while also considering discrepant findings)
- Formulate conclusions based on the findings
- Distill lessons learned and make recommendations
- Draft report for Mission, due to USAID/Jamaica on or about July 13
 - Answer all the key evaluation questions to help understand COMET II results to date, the anticipated trajectory going forward, and potential modifications that USAID could consider
- Revise based on comments from USAID and partners
- Prepare and present on final Mid-Term Performance Evaluation for USAID/Jamaica and partners in Kingston
- Submit electronic materials

REMAINING SCHEDULE

Week 9	June 30-July 6	End of Fieldwork; conduct analysis	Jamaica and home-based
Week 10	July 7-13	Draft Evaluation Report	Draft Evaluation Report (July 13)
Week 11	July 14-20	Finalize all annexes, await USAID comments (expected within two weeks of draft submission)	
Week 12	July 21-27	Finalize Evaluation Report	
Week 13	July 28-August 3	Finalize Evaluation Report	Final Evaluation Report (on or about August 2) – within two weeks of receipt of written comments from USAID on the Draft Evaluation Report
Week 14	August 4-10	Prepare presentation, prepare materials for submission	Evaluation Presentation of Findings – within 1 week of written approval of Final Evaluation Report, in Kingston
Week 15	August 11-17	Finalize materials for submission	Evaluation Materials submitted electronically

4. Questions, Comments, and Discussion

Thank you working with us. We look forward to the next steps in the evaluation.

ANNEX VIII: NOTES FROM MEETINGS WITH USAID

June 13, 2017: In-brief

Dexis evaluation team (Robertson, Lewis Percy, McKenzie, and Vijayakumar) met at the USAID Mission with USAID Mission staff to orally brief them on plans for the fieldwork per the approved inception report. In attendance were Dacia Samuels (COMET II Evaluation AOR), Andrea, Margo, Claudette, Allan Bernard (COMET II AOR), Jimmy Burrows (alternate COMET II AOR).

Discussion noted that COMET II had challenges with Monitoring and Evaluation (M&E) and that the contracting team were in the process of working on a new contract modification for COMET II

June 30, 2017: Out-brief

Dexis evaluation team (Robertson, Lewis Percy, and McKenzie) met at the USAID Mission with USAID Mission staff to orally brief them on the out-brief presentation. In attendance were USAID Mission Director Maura Barry Boyle, Dacia Samuels (COMET II Evaluation AOR), Allan Bernard (COMET II AOR), Jimmy Burrows (alternate COMET II AOR), and Kenneth Williams (Office of Citizen Security).

The team followed the outline of the debrief (attached as Annex 7). USAID reiterated that the evaluation was important to inform the next workplan for COMET II and a future design in this area.

USAID approved the team's suggestion to add a Lessons Learned section to the draft Evaluation Report and noted that the team were looking forward to receiving and reviewing the draft.

ANNEX IX: SHORT POWERPOINT PRESENTATION FOR USE IN DATA DISSEMINATION

The Presentation of Findings will be facilitated by the Evaluation Team on August 24th, 2017. The presentation slides can be found on the following pages.

MID-TERM PERFORMANCE EVALUATION OF THE USAID COMMUNITY EMPOWERMENT AND TRANSFORMATION PROJECT PHASE II (COMET II)

Dexis Consulting Group

August 24, 2017

Evaluation Team: Lawrence Robertson, Kerry-Ann Lewis Percy,
Sharene McKenzie, Charu Vijayakumar



Presentation Outline

- Introduction
- Methodology
- Findings and Conclusions by Evaluation Question
- Lessons Learned
- Recommendations

— INTRODUCTION

Introduction

- Welcome and Opening Remarks
- Evaluation Purpose:
 - To determine whether COMET II can benefit from modifications in the one and a half years remaining
 - To provide lessons learned and input that could be used in future USAID initiatives in safety and security

COMET II

- December 2013-December 2018, Tetra Tech DPK
- Total estimated cost \$12.7 million
- Support USAID/Jamaica's goal of improving resiliency and social cohesion in targeted Jamaican communities

Four components:

- ***Component 1: Community Driven Crime Prevention***, which promotes and supports community efforts to address underlying issues of insecurity;
- ***Component 2: Establish an Environment Supportive of the Rule of Law/Culture of Lawfulness***, which promotes and supports the development of initiatives conducive to the establishment of a culture of lawfulness (COL);
- ***Component 3: Alternative Programs for At-Risk Youth***, which helps address the challenges faced by at-risk youth in and around COMET II's target communities; and
- ***Component 4: Community Based Policing Practices***, which consolidates the gains made by communities and the Jamaica Constabulary Force (JCF) in Community Based Policing (CBP).

Evaluation Questions

1. (a) What unexpected conditions were experienced by the project in the targeted communities during the first half of project implementation? (b) Did these conditions affect men and women differently? (c) How did the COMET II project adapt to those changes?
2. (a) The degree of engagement of CDCs and community based organizations (CBOs) is expected to vary across the 25 targeted communities. What factors inhibited and/or promoted CDC and CBO engagement with COMET II interventions? (b) What steps, if any, did USAID and COMET II take to change or influence these factors? (c) What role, if any, did the establishment of community resource centers play in fostering engagement with community stakeholders or actors?
3. What factors have contributed to the success/failure of the different project interventions/ components?
4. The May 2014 institutional Memorandum of Understanding (MOU) between COMET II and the Government of Jamaica (GOJ) establishes roles and responsibilities for the Social Development Commission (SDC), the JCF, the Planning Institute of Jamaica (PIOJ), and USAID. To what degree have these four institutions fulfilled the roles and responsibilities outlined in Section 4 of the MOU?

— METHODOLOGY

Evaluation Methodology

- Evaluation Design
 - Hybrid sequential exploratory mixed methods approach
- Data Collection Methods
 - Document reviews, KIs, FGD, Surveys
- Sampling Strategy
 - Different data collection methods required different sampling techniques
 - Institutional stakeholders and partners KIs = Purposive and snowball sampling
 - COMET II communities KIs, FGD, and survey = Criteria sampling
 - CDC, CBO and youth community participants = Purposive and snowball sampling

Sampling Strategy

DATA COLLECTION COMMUNITY SAMPLE		
PARISH	COMMUNITIES FOR KIIS AND FGDS	COMMUNITIES FOR SURVEY
Kingston	Rockfort	Trench Town Rae Town
St. Andrew	Stony Hill	Bay Shore Gordon Town
Clarendon	Race Course Brixton Hill	Chapelton Four Paths
St. Catherine	Gregory Park	Kitson Town Linstead
St. James	Lilliput	Barrett Town Cambridge

- 25 CDC and CBO leaders; 32 CBO members and youth; 113 CBO and CDC survey respondents

Data Analysis

- Qualitative Data
 - Thematic analysis
 - Content analysis through Findings, Conclusions, Recommendations Matrix
- Quantitative Data
 - Cleaned and analyzed with Excel and STATA
- Data Triangulation

— FINDINGS AND CONCLUSIONS BY EVALUATION QUESTION

Findings and Conclusions: Evaluation Question I

(a) What unexpected conditions were experienced by the project in the targeted communities during the first half of project implementation?

- Characteristics of Community Renewal Project communities
- GOJ challenges
- USG and USAID policies

Findings and Conclusions: Evaluation Question I

(b) Did these conditions affect men and women differently?

- No particular evidence to suggest the identified conditions affected men and women differently
- However, the evaluation did note:
 - Gender composition of leadership positions
 - Emphasis on gender equality versus equity

Findings and Conclusions: Evaluation Question I

(c) How did the **COMET II** project adapt to those changes?

- Community Resource Centers
- Provided additional capacity building support to CBO and CDC partners
- Accelerated social enterprise development
- Modified COMET II staffing and guidance
- Reduced the number of CRCs to be built

Findings and Conclusions: Evaluation Question 2

(a) What factors promoted CDC and CBO engagement with COMET II interventions?

- COMET II's capacity development support to CDCs and CBOs
- The sense of partnership with the community that the project engendered
- Community support for JCF engagement in their communities
- Engagement of the youth
- The establishment of CRCs serves a rallying point in the community and is much appreciated:

“persons feel more appreciated when they have a place they can come by”

Findings and Conclusions: Evaluation Question 2

(a) What factors inhibited CDC and CBO engagement with COMET II interventions?

- Delays in building and the reduction in the number of CRCs to be established
- Lack of representativeness of community organizations in some CDCs
- Political partisanship
- Limited CBO and CDC capacity
- Challenges with communication
- Competing social issues faced by communities
- Limited involvement of the JCF

Findings and Conclusions: Evaluation Question 2

(b) What steps, if any, did USAID and COMET II take to change or influence these factors?

- Incorporating greater community engagement and training
- Building on synergies and leveraging the strengths of key partners
- Providing additional facilitation and support

Findings and Conclusions: Evaluation Question 2

(c) What role, if any, did the establishment of community resource centers play in fostering engagement with community stakeholders or actors?

- Physical space,
- Promoting behavior change
- Boosting respect in communities
- Providing other opportunities for community engagement

“The space is a big thing, very much needed – that’s the greatest thing that COMET will leave behind in these communities.”

Findings and Conclusions: Evaluation Question 3

What factors have contributed to the success of the different project interventions/components?

- Engagement with and support from institutional partners
- Additional capacity building activities & facilitation by COMET II
- JCF support for CBP
- COMET II focus on youth
- Stronger community leaders

Findings and Conclusions: Evaluation Question 3

What factors have contributed to the challenges of the different project interventions/components?

- Community ownership, organization, and mobilization
- Weak organizations required extensive hand holding
- CDCs faced challenges in mobilization of communities
- Legal rights to use appropriate land in communities for CRC construction
- Issues in providing social enterprise assistance
- USG restrictions and regulations on support to the JCF
- Limited partner institutional capacity
- Limited JCF staff and high demand on police resources

Findings and Conclusions: Evaluation Question 4

The May 2014 institutional Memorandum of Understanding (MOU) between COMET II and the Government of Jamaica (GOJ) establishes roles and responsibilities for the SDC, the JCF, the Planning Institute of Jamaica (PIOJ), and USAID.

To what degree have these four institutions fulfilled the roles and responsibilities outlined in Section 4 of the MOU?

- **SDC** - mobilized communities to varying degrees and provided data that was often outdated, reflective of their capacity and human resource challenges.
- **JCF** - has embraced CBP but lacks the human resource to staff the CRCs; also a shift in the focus and commitment of the JCF high command to CBP/proximity policing mandate, currently drafting the CBP/Community Safety work plans.
- **PIOJ** - through the CRP ensures alignment with Vision 2030 and provides support when bureaucratic challenges threaten to impeded activities.
- **USAID/COMET II** - developed the M&E framework, provided training, and supported the SDC – all of which came with challenges. – and the number of planned CRCs have been reduced.

— LESSONS LEARNED

Lessons Learned

- Comprehensive needs assessments prior to implementation
- Continuous stakeholders engagement throughout implementation
- Be sensitive to the politics in the community and potential effects on activities
- Build capacity both for institutional partners as well as community members
- Incorporate targeted gender-sensitive programming throughout the various components of the project
- Support CBP at a strategic level
- Promote and support representativeness of CDCs

— RECOMMENDATIONS

Key Recommendations

- Increase efforts to establish 10 or 11 more CRCs
- Strengthen project monitoring to inform decision making and address issues that threaten community cohesion
- Target and provide additional training for women and youth on leadership
- Reinvigorate social enterprise support for CBOs/CDCs

Key Recommendations

- Increase engagement with and support to the JCF
- Develop broader institutional linkages between COMET II and other institutions to extend activities and support sustainability
- Use regular dialogue mechanisms with GOJ partners to address impediments to project success
- Investing in and supporting the development of SDC capacity and capability
- Capitalizing on COMET II achievements for other or successor projects
- Developing a follow-on project integrating CBP in community development



Thank you!



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