



Community Action for Public Safety

(BL-L1014; 2475/OC-BL)

Project Completion Report

(PCR)

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Electronic Links

1. [Development Effectiveness Matrix \(DEM\)](#)
2. [Final version of the Progress Monitoring Report \(PMR\)](#)
3. [Ex post Cost-Analysis Report \(If available\)](#)
4. [QRR Results and Procedures Report](#)
5. [Minutes of the project's Exit Workshop](#)
6. [PCR Checklist](#)

Acronyms and Abbreviations

CAPS	Community Action for Public Safety Program
CEO	Chief Executive Officer
CITO	Central Information Technology Office
CPA	Country Poverty Assessment
DS	Disbursement Schedule
EA	Executing Agency
ICB	International Competitive Bidding
ICF/ICS	Institutional Capacity of the State Division
ICT	Information Technology Center
IPSMIS	Interagency Public Safety Management Information System
MED	Ministry of Economic Development
MF	Ministry of Finance
MH	Ministry of Health
MHDST	Ministry of Human Development and Social Transformation
MoEdY	Ministry of Education and Youth
MoU	Memorandum of Understanding
MPPS	Ministry of Police and Public Safety
OPM	Office of the Prime Minister
PA	Participating Agencies
PC	Program Coordinator
PEP	Program Execution Plan
PEU	Program Executing Unit
PMR	Progress Monitoring Report
POM	Program Operating Manual
PYD	Positive Youth Development
RB	Restore Belize
RM	Results Matrix
SC	Steering Committee
SIB	Statistical Institute of Belize
SECI	Institutional Capacity Assessment System
WYF	Wagner Youth Facility
YC	Youth Cadet Corps
YH	Youth Hostel

BASIC INFORMATION (US\$ AMOUNT)

PROJECT NUMBER (S): BL-L1014 TITLE: COMMUNITY ACTION FOR PUBLIC SAFETY LENDING INSTRUMENT: SPECIFIC INVESTMENT OPERATION (ESP) COUNTRY: BELIZE BORROWER: GOVERNMENT OF BELIZE LOAN (S): 2475/OC-BL SECTOR/SUBSECTOR: MINISTRY OF HUMAN DEVELOPMENT AND SOCIAL TRANSFORMATION
DATE OF BOARD APPROVAL: 3 DEC 2010 DATE OF LOAN CONTRACT EFFECTIVENESS: 19 APRIL 2011 DATE OF ELIGIBILITY FOR FIRST DISBURSEMENT: 19 DEC 2011
<u>LOAN AMOUNT (S)</u> ORIGINAL AMOUNT: 5,000,000 CURRENT AMOUNT: 5,000,000 PARI PASSU: 184,457 TOTAL PROJECT COST: 5,184,457
<u>MONTHS IN EXECUTION</u> FROM APPROVAL: 60 FROM CONTRACT EFFECTIVENESS: 57
<u>DISBURSEMENTS PERIODS</u> ORIGINAL DATE OF FINAL DISBURSEMENT: 19 APR 2015 CURRENT DATE OF FINAL DISBURSEMENT: 19 DEC 2015 CUMULATIVE EXTENSION (MONTHS): 8 MONTHS SPECIAL EXTENSIONS (MONTHS): 0 MONTHS <u>DISBURSEMENTS</u> TOTAL AMOUNT OF DISBURSEMENTS TO DATE: 4,964,709.3 (99.29%)
<u>REDIRECTIONING</u> . HAS THIS PROJECT RECEIVED FUNDS FROM ANOTHER PROJECT [No] XX WHICH? [PROJECT NUMBER] SENT FUNDS TO ANOTHER PROJECT [No] XX WHICH? [PROJECT NUMBER]
EX POST ECONOMIC ANALYSIS METHODOLOGY: COST-BENEFIT ANALYSIS EX-POST EX POST EVALUATION METHODOLOGY: DID DEVELOPMENT EFFECTIVENESS CLASSIFICATION:

I. Introduction

- 1.1 The Community Action for Public Safety (CAPS) program was approved by the Government of Belize in 2011, a time during which the homicide rate in Belize, a basic indicator of violent crime, was the sixth highest in the world (Lopez, 2013). This high rate reflected a 150% increase between 2000 and 2010, from 16 to 41 per 100,000 inhabitants suggesting that urgent actions were needed to stem this dramatic rise in violence. Further, a rising percentage of this serious violence and homicide involved young people, firearms and/or gang activity. For example, 47% of all those convicted of a serious crime in 2010 were between the ages of 16 and 25. Youth in Belize were particularly vulnerable to economic and educational marginalization. School drop out in Belize has been the highest of any country in the region. Belizean youth have approximately a 39% graduation rate from secondary school and a nearly 20% unemployment rate, the second highest level of youth unemployment in Central America (Statistical Institute of Belize, 2014). Indeed, the rate of unattached youth (neither working nor in school) in Belize was 32%, the highest in the region. Risk for violence also is concentrated in certain neighborhoods, such as the South Side of Belize City. With only 10% of the country's population, the South Side accounted for 40% of all homicides between 2002 and 2009.
- 1.2 Belize has a relatively strong set of policy frameworks and strategic plans, such as Restore Belize Program and Strategic Plan 2011-15. However, prior to the start of CAPS, these frameworks had not been implemented in a coordinated fashion aligned with evidence-based practices and leveraging local/national data, resulting in fragmented services and an inefficient use of resources. Another pressing challenge was the lack of an integrated system for juvenile rehabilitation based on core correctional practices. The three institutions that served juvenile offenders, Youth Cadet Corps, Youth Hostel, and Wagner Youth Facility, were under-resourced and in two different Ministries, with few written policies, lack of awareness of evidence-based practices, poor living conditions, and lack of after care programs. The lack of effective rehabilitation for youth was underscored by an increase in repeat offenses by juveniles during the period of 2006 to 2010, and recidivism rates between 50-70%. An important component of CAPS was to enhance coordination of data and programs across multiple agencies, a challenge that often takes years of dialogue and agreements to finally take hold.
- 1.3 To address these issues, the Government of Belize signed a Loan Agreement with the Inter-American Development Bank on April 19, 2011, in the sum of US\$5,000,000 to finance the CAPS Project. The project had an expected execution period of four years, with all activities to be funded with resources from the loan. The CAPS initiative was organized around three main components: Positive Youth Development in schools and youth centers for at-risk and unattached youth; Support for Juvenile Social Rehabilitation; and Interagency Public Safety Management Information System (IPSMIS). The underpinning program strategy targeted all youth as well as vulnerable and at-risk youth by intervening in secondary schools across the country and by providing enhanced services for youth living in vulnerable, high-violence areas in Belize City, as well as in juvenile rehabilitation institutions

II. Project performance (To be rated)

(i) Effectiveness

1. Statement of Project Objectives and Components:

- 2.1 The central objective of the program was to contribute to the prevention and reduction of youth involvement in crime and violence in Belize, and particularly in Belize City. The specific objectives were to (i) prevent and reduce youth involvement in criminal activities and youth violent behavior in schools/centers that are the beneficiary of program resources; (ii) reduce recidivism among youth in juvenile rehabilitation facilities; and (iii) enhance the government's capacity to formulate and implement evidence-based policies on public safety. Schools/institutions were selected for specific targeting based on location in highest violence neighborhood of South Side Belize City. All schools participated in the PYD program.
- 2.2 For Objective 1 above, the focus was on violent behavior and criminal violent behavior. However, it is important to note that activities within Component 1 were designed specifically to target violence and related risk factors rather than criminal behavior more generally. Again, the central concern was violence, and criminal behavior that was not violent (for instance, running away from home or drug use) was not targeted, although much violent behavior also is criminal in nature. Objective 2 targeted juvenile criminal behavior, as recidivism is based on re-offending. Objective 3 focused on formulation and utilization of evidence-based policies. This component concentrated primarily on enhancing availability of data through the IPSMIS system in order to improve coordination of programming and utilization of data for decision-making about crime prevention and public safety. The CAPS program was divided into three main components that correspond with the three central objectives. Each component has outputs and activities.
- 2.3 **Component 1. Positive Youth Development (US\$2.06 Million).** The activities from this component were designed to prevent youth violence with programs directed at all youth and to counter factors associated with youth violence by improving learning and secondary education completion rates, and fostering positive behavior patterns among students and unattached youth, particularly in vulnerable communities. To this end, the resources of the loan allocated to this component financed the design and implementation of a school-based Positive Youth Development Initiative for students across the country in the first and second form of secondary education, and for a smaller group of unattached youth in the South Side Belize City at a new youth center (Gateway Youth Center), and at an after-school program for students in high school (Gwen Lizeraga High School) adjacent to the youth center. The Positive Youth Development program was implemented as a one-year (school year) primary (population-level) prevention program in schools throughout the country, with 20 new schools coming on board between 2013 and 2015 at six-month intervals for a total of 60 schools by 2015, and as a 3-month program for unattached youth at

the Gateway Youth Center in South Side Belize City, and for at-risk students at the adjacent Gwen Lizeraga High School. The resources of the loan financed infrastructure, the purchase of equipment, including software and hardware, training, didactic materials and the hiring of consulting and other services. This component comprised the following subcomponents:

- (i) **Multi-Modal Violence Prevention (US\$1 Million).** The resources of the loan were allocated to finance both in-class and extracurricular activities, benefitting students, parents and unattached youth in Belize, and for construction and furnishing of the Gateway Youth Center serving unattached youth in South Side Belize City and students from an adjacent high school, Gwen Lizeraga High School. The resources of the loan allocated to this subcomponent also supported communication and marketing activities to ensure that the program reached as broad a number of the target population as possible. The specific activities conducted were not evaluated formally, although the Gateway Youth Program had a wait list at CAPS completion. It appears that difficulty attaining adequate numbers of participants initially was due primarily to delays in construction of the facility and hiring of staff to run the programs, rather than problems with recruiting. Teachers, tutors, community mentors and coaches in 60 high schools and at Gateway Youth Center received training in a Positive Youth Development (PYD) curriculum that focused on reducing violent behaviors in society, promoting healthy behaviors and discouraging risky behavior. The curriculum was administered during school hours for all enrolled students in Belize high schools, during the day at Gateway Youth Center for unattached youth, and during weekends and evenings at the Gateway Youth Center for at-risk youth from Gwen Lizeraga High School.
- (ii) **Targeted assistance to students at risk and unattached youth (US\$985,000).** The activities of this subcomponent focused specifically on students at risk of dropping out of school, who are engaged in risky behaviors, and unattached youth. The resources of the loan allocated to this component financed tutoring for students at risk of dropping out of school and accelerated learning programs to facilitate re-enrollment at school or integration in the workforce. Students were recruited through referrals from schools and other agencies and community outreach. There were no systematic methods employed to identify specific youth; however, the fact that over 60% of youth aged 14 and older are neither in school nor working suggests that there is a large population of unattached youth.
- (iii) **Initial and continuous youth assessment (US\$80,000).** The resources of the loan allocated to this subcomponent financed the application of two tests (pre-test prior to intervention and post-test at intervention completion) to measure the cognitive ability and personality traits of young people to provide teachers, tutors, mentors and coaches with information on the beneficiaries of the interventions. To monitor the individual levels of growth and risk behaviors and develop individual

learning plans, the resources of the loan allocated to this subcomponent also financed the continuous application of a violent behavior self-report questionnaire and youth assets in schools throughout Belize, the Gateway Youth Center, and the juvenile rehabilitation facilities. To continuously assess and monitor the academic achievement of students in the accelerated and tutoring modalities, learning tests were administered. The youth assets measured were designed to target the specific components of the PYD curriculum (e.g., mediators) that were likely to change as a result of the intervention. In subsequent evaluations, it is not recommended to include personality traits in outcome studies, precisely because they are less likely to change. Most programs specify a theory of change linked to mediators and moderators of change then proceed to measure these indicators at regular intervals, typically baseline, 6-12 months following, and longer-term follow up, depending on the length of the intervention. The evaluation consultant also proposed a very sophisticated evaluation design that was limited by delays in implementation and related recruitment of participants.

2.4 **Component II. Support for Juvenile Social Rehabilitation (US\$ 1.9million).**

The activities in this component sought to improve prospects of at-risk youth and juvenile offenders' social reintegration by enhancing social skills and competencies, reducing violent attitudes and improving basic and vocational education levels among residents of youth rehabilitation institutions. The activities were implemented in the two national youth rehabilitation institutions, the YH and the WYF. The resources of the loan financed technical assistance by national and international consultants, training, infrastructure improvements and upgrades, and acquisition of equipment and materials. This component comprises the following subcomponents:

- (i) **Juvenile Rehabilitation Continuum of Care Model Design (US\$317.000).** In order to optimize the rehabilitative process for juvenile offenders and unattached youth, this component sought to establish a coordinated, standardized and comprehensive new model of attention, based on a continuum of care at youth rehabilitation institutions. To this end, the loan financed the training of the institutions' personnel in the new intervention paradigm and positive youth development methodologies. The model is based on best practices identified internationally, which highlight the need to have an individualized plan to manage risk and protective factors with a strong emphasis on family and community involvement, education leveling and skills based education. The model also included the design and implementation of a joint education program between the MoEdY and the MHDST to improve school leveling, acquisition of basic reading and numerical abilities, and vocational training to facilitate the admission of youths reentering society in the education system. The resources of the loan allocated to this subcomponent also financed the design of an after care support system in order to provide psychosocial support to youths reentering society and a substance abuse rehabilitation program.
- (ii) **Implementation of the Juvenile Rehabilitation Model of Care and**

Associated Infrastructure (US\$1.1 million). The resources of the loan allocated to this subcomponent financed: (i) the remodeling and equipment of the YH dormitories, to free up additional space and avoid overcrowding; (ii) infrastructure improvement of specific areas, (academic and vocational training classrooms) and purchase of equipment, books and multimedia materials; (iii) infrastructure improvement and purchase of equipment for the YH visitor center; (iv) upgrade of sports courts at the YH; and (v) provision of psychological assistance, counseling, social work, academic and vocational training for offender rehabilitation, including integration of PYD programs in rehabilitation facilities.

- (iii) **After Care Support System Implementation (US\$453,000).** The resources of the loan allocated to this subcomponent financed the implementation of an after care support system to assist and monitor the process of reentry into society of at-risk youth and juvenile offenders. The activities financed included: (i) staff training in new methodologies by means of a dedicated university-level certificate in juvenile rehabilitation and after care, to sustain and expand national human resources in the field; (ii) counseling and social work services for at risk youth and juvenile offenders to support and monitor the process of social and economic rehabilitation; (iii) designing and implementing a pilot internship and micro-entrepreneurship program involving strategic partnerships with the private sector to foster employment and self-employment of at risk youth and juvenile offenders; (iv) a pilot scholarship program to facilitate the enrollment of at risk youth and juvenile offenders in schools; and (v) the purchase of hardware and software to create a multi-agency after care monitoring system to assess recidivism.

- 2.5 **Component III. Interagency Public Safety Management Information System (IPSMIS) (US\$510,000).** The IPSMIS was designed to gather, share, and analyze information to promote coordination among institutions. The IPSMIS provides elements for making decisions and formulating and managing policies and strategies to deal with crime and violence, through the already established RB program Steering Committee (SC). The following institutions were slated to participate initially in this system: MoEdY, MHDST, Ministry of Health (MH), Statistical Institute of Belize (SIB), and the Ministry of Police and Public Safety (MPPS). The information system includes a website accessible to the general public with basic indicators on public safety, as well as an intranet accessible exclusively to public servants with more in-depth information and classified data for decision making. The resources of the loan allocated to this component financed the hiring of consultants to provide technical assistance and logistical support and the purchase of equipment for: (i) compiling, refining, organizing and processing data from various sources, including preparing the operating and management regulations (protocols to ensure adequate privacy and methodologies for the systematic analysis of information); (ii) training for professional and technical staff of participating agencies to ensure the timely and adequate flow of information; (iii) assistance for strengthening supporting technology infrastructure, and provision of dedicated equipment and data transmission capabilities.

- (ii) **An analysis of the Vertical Logic**

- 2.6 The analysis of vertical logic documents responds to the following questions: What were the main outputs and inputs financed by the project? Were these outputs the ones originally identified as necessary for the achievement of project results (outcomes and impacts)? Were the observed results logically linked to these outputs? For this report, the primary focus is the relation between outputs and outcomes.
- 2.7 The vertical logic of the CAPS program focused mainly on individual youth (Components 1 and 2) rested on the assumption that increasing the availability and utilization of positive supports including skill building, school connectedness, and counseling (outputs) would reduce risk for aggression and violence for all youth as well as for those most at-risk (with the addition of specialized services for sub-groups of at-risk youth, for instance, rehabilitation using evidence-based practices and after care for incarcerated youth) (outcomes). There is a robust evidence base documenting individual risk factors for violence including early aggressive behavior and lack of protective factors such as social skills and social support.¹ Violence also is higher in communities with high levels of social disorganization, inequality, few opportunities for constructive engagement (schooling and employment), weak rule of law and justice sector functioning, although CAPS did not target these community-level risk factors beyond setting its geographic focus on youth in the most at-risk community (Southside) . Instead, the CAPS project focused primarily on reducing individual-level risk by building individual-level protective factors for youth in schools, centers, and juvenile rehabilitation facilities, with resources for at-risk youth directed as feasible to youth living in South Side Belize City (e.g., Gateway Youth Center; after school programming). Originally, the vertical logic linked to population outcomes was that if enough individuals are impacted then it is possible that groups or population indicators will also be impacted. However, the scope of the CAPS project was not extensive enough to impact population-level outcomes, at least not immediately after program completion. Further, even if individual-level risk is reduced through programs such as skill-building, employment training, etc., it is difficult to ensure that these changes can be sustained in settings that encourage violence (for instance, where serious risk factors such as exposure to violence and vigilante justice by gangs are common) or where few opportunities exist, making violence in some sense adaptive for survival . If population level outcomes are to be targeted it is important to provide comprehensive, multi-level programming aimed at targeting a multitude of systems and at all levels of risk including individuals, families, and communities. This requires identifying which risks occur at what level, and aligning interventions accordingly. For example, the most intensive interventions at the family and individual level should be focus on those with severe risk levels, rather than any youth who are simply unattached to school or work. Group-level interventions focusing on gang violence require in-depth understanding of gang membership and dynamics (rather than targeting all young men in Southside). At the family level, offering services accessible to families and youth together – rather than isolating individual youth – may begin to address entrenched family-level issues, including parenting and domestic violence issues. At the community level, broader campaigns targeting social attitudes regarding violence can be effective when combined with thoughtful

¹ Guerra & Bradshaw (2008).

engagement by law enforcement and community leaders. At the system level, institutional changes – such as expanding alternatives to incarceration – are necessary to reduce the negative consequences of unnecessary or excessive criminal justice system interactions.

- 2.8 In order to provide services to youth in schools and at-risk youth in centers and institutions, programs had to be developed for Belizean youth, and facilities had to be built/upgraded in order to have an adequate physical space. A significant amount of time and resources was spent developing the Positive Youth Development (PYD) curriculum that was to be used in all secondary schools, youth centers, and the Youth Hostel. The curriculum, finished in 2014, was designed to reflect the "ideal Caribbean citizen" and emphasized multiple components of social competence and prevention of aggression. The decision to adapt the 5 C's program was made at the local level, precisely because there were concerns about the applicability of models such as the "5 C's" to Belizean youth. The intent of the modification was to make sure that the curriculum was relevant, for instance, by understanding the conditions likely confronted by Belizean youth and not typical in the U.S. The process of cultural adaptation also increases "buy-in" for a program, and is thus important for sustainability. In terms of implementation, in any setting it is important to have adequate and continuing training, which was somewhat of an issue in Belize due to limited funding. However, the schools/teachers seem to be quite pleased with the structure and content of the program and it is currently being used in all Belizean high schools. For programs specifically targeting youth most at-risk who were not in school, the CAPS project included significant funding for physical infrastructure building and improvements as well as targeted programming in youth centers and rehabilitation facilities. Because of the time needed to develop a curriculum appropriate for Belizean youth, as well as unexpected delays in capital improvement projects, most programs were not implemented fully until year 4 of the project (2014/2015).
- 2.9 Each of these components has a slightly different set of outputs-outcomes and corresponding vertical logic based on population-level prevention (the school-based PYD program in Component 1) or targeted intervention (programs for at-risk and incarcerated youth in Components 1 and 2). It is important to examine the vertical logic for population-based prevention efforts distinct from the vertical logic for activities in Components 1 and 2 focusing on at-risk youth. Finally, Component 3 was designed to improve data reporting, monitoring, and management systems based on the vertical logic that access to shared data across multiple institutes will enhance coordination, reduce duplication, and provide a reliable data base for evaluation and improvement.

Vertical Logic Component 1: Outputs for population-based PYD program from PMR

Component 1 Outputs-population level programs	Baseline 2011	2012	2013	2014	2015	EOP P	EOP P(a)	EOP A
Social Development and Violence Prevention Curriculum (PYD) implemented	0	0	0	1	0	1	1	1
Youth Assessment completed	0	0	0	1	0	1	1	1

- 2.10 The vertical logic of the school-wide PYD curriculum (Component 1; population-level outcomes) was that providing focused skills development using a PYD curriculum for high school youth in core competencies for Caribbean youth that promotes prosocial versus aggressive behavior (outputs) would contribute to reductions in aggressive, acting out, and non-compliant behaviors (outcomes). There is a robust literature in the U.S. and developed countries supporting the impact of classroom-based social-emotional learning skill building programs in enhancing students' skills and reducing aggression and acting out behaviors. For example, in a meta-analysis of 213 universal (i.e., population-based for all students) school-based social-emotional learning programs from elementary school through high school, Durlak and colleagues reported an 11-point gain in positive behavior across studies.²
- 2.11 The PYD program builds on this literature but also employed a framework popularized by Lerner and colleagues in the U.S.³ that emphasized competencies youth need to become productive and engaged citizens. However, an important caveat for program effectiveness is quality of implementation. For example, in the meta-analyses described above, significant effects were only found when implementation was adequate and problems in implementation were not reported. In the PYD program in Belize, the first training of teachers was not conducted until fall 2014, and no ongoing training, teacher support, follow-up, or monitoring of actual implementation were conducted. The project evaluator did solicit feedback about implementation, but noted that teachers already were taxed trying to implement the program, and it was too burdensome to ask them to monitor implementation as well.
- 2.12 Findings reported in Table 2 as well as those included in the summary report, *Impact Evaluation for the Youth Development Programme*,⁴ suggest that aggression was significantly reduced in PYD schools, although skill acquisition from exposure to PYD curriculum was mixed. In some cases participants showed greater skill acquisition than control comparisons, in other cases there were no significant differences, and in other cases the intervention participants did not perform as well as controls. However, follow up analyses looking at correlations between SES and aggression (typically low SES is correlated with higher aggression) revealed that these relations held in the control schools but were non-significant in the intervention schools, suggesting that PYD was able to counteract the effects of low SES on aggressive behavior. The significance of the correlation is more important than the strength of the effect.
- 2.13 It also is important to keep in mind that most of the successful PYD school-based programs have been implemented with younger children (elementary school age) in relatively resourced environments, and that fewer successful programs have been implemented with adolescents. As youth get older, violence also is tied more to their cognitive-behavioral skills and beliefs, and particularly those linked to violence and aggression. Programs with a clear cognitive-behavioral

² Durlak et. al. (2011).

³ Lerner, Phelps, Forman, & Bowers (2009).

⁴ Hull (2015).

orientation have been the most successful strategies for preventing adolescent violence,⁵ and these programs also tend to target those most at-risk.

Vertical Logic Component 1: Primary outputs for programs focused on at-risk youth in youth center (non-residential) and adjacent high school (Gwen Liz) receiving extra support services

Component 1 Outputs--programs for at-risk youth	Baseline 2011	2012	2013	2014	2015	EOP P	EOP P(a)	EOP A
Youth center constructed, equipped and furnished	0	0	0	1	0	1	1	1
Number of mentors trained in the new PYD curriculum (life skills teachers)	0	0	0	65	192	200	200	257
Number of tutors trained to work at the New Youth Center (Gateway Center) (contracted)	0	0	0	7	5	6	6	12
Number of mentors working with the new PYD (life skills teachers)	0	0	0	65	192	200	200	257
Number of tutors working at the new Youth Center (Gateway Center)	0	0	0	7	5	6	6	12
Youth assessment completed	0	0	0	1	0	1	1	1

2.14 The vertical logic of the targeted programs for at-risk youth was that youth in schools but exhibiting behavior problems (at-risk) and unattached youth neither in school nor working need intensive PYD programming and additional mentoring, tutoring, and skill building activities (outputs). Further, because CAPS was designed with the impact objective of preventing serious youth crime and violence in Belize, and because the South Side of Belize City is the highest violence area in the country, the vertical logic of these targeted programs emphasized additional services and a "safe place" center where youth would feel welcome in South Side of Belize City and would be off the "streets" for a large part of the day. The intended outcomes linked to these outputs were individual reductions in aggression and violence and increases in positive behaviors and constructive engagement. It should be underscored that the Gateway Youth center is important for several reasons. First, services cannot be delivered without adequate infrastructure to host these programs. In many settings, providing an adequate infrastructure is a clear and pressing challenge to service delivery. Second, in addition to providing space for programming, it also represents an important investment in youth—something particularly important in settings where youth feel marginalized and unengaged.

2.15 When the program began, there were no focused youth services in the area or facilities where unattached youth could receive services. The Gateway Youth Center was designed as a comprehensive center to serve at-risk youth either unattached or in the adjacent high school, Gwen Lizeraga, and to keep them off the streets. The focus was on providing extra instruction in social and life skills (during after school hours for high school students) as well as providing

⁵ Lipsey (2009).

comprehensive services for unattached youth including high school completion (on line program), vocational training, family counseling, individual support, and general assistance to help these youth become productive members of society and return to school or find productive employment. The Gateway Center was fully operational and providing full-day programming in 2015, serving 34 youth (these numbers would have been higher but some youth were randomly assigned to a control group as part of the evaluation).

- 2.16 Outcomes for at-risk youth focused on skills, behaviors, and changes in life circumstances such as re-enrolling in school and finding gainful employment. Although involvement in criminal violence was not assessed for individual youth in the Gateway program, the vertical logic suggests that reduced problem behaviors and re-integration into school or work should then lead to lower likelihood of involvement in serious criminal violence (impact).
- 2.17 Overall the results reported for this component targeting at-risk youth were quite positive by international standards (see Table 2, Component 1). These youth typically have multiple challenges and often report a history of trauma and stress exposure. Although PYD programming does not address these challenges directly, the additional services provided and individualized attention have been linked in the empirical literature with more robust effects on behavioral and "life" outcomes (such as returning to school or gainful employment). Anecdotal evidence from staff and youth feedback suggest that adding vocational training and internship opportunities for youth to gain real world on-the-job training would increase the impact and sustainability of the interventions at the Gateway Youth Center.

Vertical Logic Component 2 Programs focused on at-risk youth in rehabilitation (residential) facilities

Component 2 Outputs--programs for incarcerated youth	Baseline 2011	2012	2013	2014	2015	EOP P	EOP P(a)	EOP A
Recipients of scholarships, internships, and inputs for self-employment projects	0	0	50	20	348	91	98	418
Care model designed implemented	0	0	0	1	0	1	1	1
Number of joint education courses provided to youth from the Hostel and Cadet Corps	0	0	200	180	160	480	540	540
Counselors available to provide assistance to young persons in social rehabilitation at least once per month	0	0	5	2	2	4	7	9
Youth Hostel infrastructure projects completed	0	0	2	2	2	4	4	6
Carpentry and electrical courses provided to youth from Hostel and Youth Cadet	0	0	0	0	25	25	25	25
Residents participating in after care support program	0	0	0	123	270	450	273	393
Youth assessment completed	0	0	0	1	0	1	1	1

- 2.18 The vertical logic of the targeted programs for at-risk youth in rehabilitation facilities was as follows: In order to reduce recidivism for high-risk incarcerated youth (outcome) they need (a) remedial programming across multiple areas, including academics, social skills, and vocational training; (b) treatment that reflects core correctional practices/standards of care accepted internationally, including adequate housing, nutrition, health care, and individual rehabilitation

planning based on risk and protective factors; and (c) after-care planning to help youth reintegrate into his/her family and community. The logic is that youth are more likely to reoffend (recidivate) if they are not adequately prepared for school or work, do not have an individualized treatment plan that focuses on their strengths and challenges, and are not able to re-engage with families and in their community to become productive members of society. This component focused on the two facilities that house the most serious youth offenders: Youth Hostel and Wagner Youth Facility. The infrastructure development targets were met on schedule. The after-care program also was running smoothly, although the numbers of youth assigned did not meet the original target (due to lower numbers of eligible youth in rehabilitation facilities). As shown in Table 2, the significant and positive outcomes support the vertical logic of this component for reducing recidivism.

Table 2.18

Vertical logic Component 3: Interagency Public Safety Management Information System

Component 3 Outputs-IPSMIS	Baseline 2011	2012	2013	2014	2015	EOP P	EOP P(a)	EOP A
Hardware and software equipment installed	0	0	0	1	0	1	1	1
IT Technicians trained	0	16	0	12	0	7	16	28
Policy analysts trained	0	16	0	16	0	7	16	32
Indicators on major violent crime posted and updated (monthly)on IPSMIS intranet	0	0	0	0	2	1	1	2
Indicators on major violent crime posted and updated (monthly)on IPSMIS website	0	0	0	1	1	2	2	2

2.19 Component 3 was designed to improve data reporting, monitoring, and management systems based on the vertical logic that access to shared data across multiple institutions will enhance coordination of programming, reduce duplication, and provide a reliable data base for evaluation and improvement. IPSMIS includes a publicly accessible data set of key indicators as well as an intranet accessible FamCare database available exclusively to public servants with more in-depth information and classified data for decision-making. The primary outputs involved training technicians and analysts, installing hardware/software and posting key indicators on a regular basis, all of which were achieved during the project period. The original objective was to enhance the government's capacity to formulate and implement evidence-based policies on public safety. This was revised to focus on utilization of evidence practices for case management, decision-making, and monitoring progress (see Table 1). There were many significant institutional changes that provided for harmonization of data and integration of services within a specific ministry. For example, as a result of the CAPS project all of the youth correctional facilities are under one ministry, increasing the ability to coordinate data. The FamCare system allows different agencies to access data from other agencies, also increasing their ability to coordinate, as well as to document client histories.

(iii) Results Achieved

2.20 Table 1 illustrates changes in the original matrix indicators related to impact and outcomes. Most significant was the deletion of impact indicators for reducing

crime and violence in South Side Belize City. This was adjusted during project implementation from population-level impact to individual-level outcomes because programming did not target changes in communities (e.g., enhancement of public spaces, community policing, gang violence prevention, building social capital and collective efficacy, violence interrupters) in specific locations or hot spots where crime and violence were highest. There is a robust literature in the U.S. and the Caribbean demonstrating the importance of targeting community-level risk factors to prevent crime in targeted hot spot areas, as well as focusing on at-risk individuals in those communities. Although at-risk youth from South Side Belize City received services at Gateway Youth Center and in the Youth Hostel and Wagner Youth Facility, the program, to date, has served relatively few youth from this community. As such, it is unlikely that changing the behavior of a small group of youth would translate to reductions in community-level crime and violence rates. The original results matrix was overly ambitious in expecting community-level changes in violence because the focus was on a subset of young people. In addition, the program targeted primarily high school aged youth, under age 19, and the peak crime and violence rates typically are in the 18-34 year old age range. It would be expected that the prevention impact on younger participants might have a greater effect on community-level crime in subsequent years following participation. On another note, much of the serious crime and violence in South Side Belize City and throughout the country is linked to gangs and organized criminal activity, two factors that would have to be addressed directly to impact population-level rates of serious crime and violence. These changes do not affect the overall relevance of the program to the general issue of youth involvement in crime and violence.

- 2.21 Table 2 summarizes major outcomes/outputs and results planned/achieved. In terms of outputs across the three components of the CAPS project, all of the major outputs were achieved. Some outputs were deleted from the final RM (e.g., # of students/unattached youth that have participated on 20 occasions or more per year in extracurricular activities) because activities such as these were not monitored regularly, nor were types of extracurricular activities to be measured specified. The project also faced delays, staffing challenges, and turnover, and it is quite remarkable that they were able to finish construction of youth facilities, develop a new PYD curriculum and implement it in 60 schools, and provide an array of focused services to at-risk youth (unattached youth in Gateway center and youth in residential facilities). It often takes considerable time for a program to be implemented and marketed. In some cases, the process of recruitment can be slow and interest spreads as youth who participate tell others about their experiences. In the CAP project, the specific marketing strategy was not evaluated; however, the fact that enrollments increased as the program developed suggests that participants were receiving appropriate information.
- 2.22 The results from the PYD curriculum on positive youth development outcomes and behavior were positive overall, although improvements in the intervention group relative to the controls were not uniform across all outcomes (see next section on Results attribution). The program experienced some delays in curriculum development, limitations in funding for teacher training and support, and quality of PYD implementation was not monitored. These are all critical to the success of school-based curriculum programs to promote positive youth

development.⁶ It is quite likely that the program can be enhanced to provide greater support for teachers and to focus more intensely on skills most associated with aggressive behavior in youth.

- 2.23 The findings for targeted programs for at-risk youth are extremely positive and beyond what would be expected. Recidivism at both facilities was reduced from 60% to 19% at the Wagner Youth Facility and from 45% to 17% at the Youth Hostel. "Time to recidivate" was up to 9 months post-release, likely inflating results somewhat if youth had only been back in the community for a shorter time. Still, results far exceed treatment effects in the published literature, and most youth recidivate within a relatively short time. In an extensive meta-analysis of 548 research studies on juvenile correctional programs, Lipsey found that 50% of non-treated youth recidivated; 45% of treated youth recidivated; and an average of 35% of youth enrolled in multimodal behavioral programs including skill building, counseling, and reintegrated services recidivated (used for target value).⁷ The findings for Gateway Youth Center indicating that 84% of youth were either back in school or working following intervention also far exceeds international standards. For example, in a large-scale RCT of the National Guard Youth Challenge Program for youth who have dropped out of school, 51% of youth in the treatment group were employed or enrolled in school nine months after program completion.⁸ Further, we would expect that absent any type of intervention, none of these youth would return to school, although some might be working.
- 2.24 In addition to monitoring outputs and outcomes a separate set of studies was conceptualized to evaluate experimentally the impact of the PYD curriculum on youth across schools in Belize, at the Gateway Youth Center and Gwen Lizeraga High School adjacent to the center, and at the Youth Hostel. An international consultant was hired to design the studies, develop/validate the assessments and protocol, analyze data, and present findings. A summary report, *Impact Evaluation for the Youth Development Programme*, is available.⁹ Four studies directly assessed the impact of the PYD curriculum:
- 2.25 **Study 1:** In-School Youth Exposure to a Positive Youth Development Curriculum. The goal of this study was to examine the efficacy of the PYD curriculum on both positive developmental outcomes and negative behaviors by comparing pre/post scores on assets and behavior of students in intervention (20 schools) and control (20 schools). Schools were not randomly assigned to condition, but propensity score matching was used to establish a comparable control group of students (for a total of 2989 participating students).
- 2.26 **Study 2:** Out of School/Unattached Youth. The goal of this study was to examine the effectiveness of the PYD program delivered in the Gateway Youth Center. Sixty-seven youth were originally recruited to participate in the study by program staff, and 34 were randomly assigned to participate in the Center program, the remaining study participants were assigned to a control group (for a total of 44 participants).

⁶ Durlak et al., 2011

⁷ Lipsey (2009).

⁸ Milenky, Bloom, & Dillon (2009).

⁹ Hull, 2015.

- 2.27 **Study 3: After-School PYD Program.** The goal of this study was to determine the extent to which students from Gwen Lizerraga High School benefitted from attending the Gateway Youth Center after school. These students were part of Study 1, but received additional PYD programming at Gateway. The goal was to compare students receiving only school-based PYD programming (110 students), students receiving the in-school programming plus booster activities at Gateway (14 students) and a control group who did not receive services (34 students). Assignment was not random but propensity score matching was used to establish equivalence across groups.
- 2.28 **Study 4: Impact of PYD at Youth Hostel.** The goal of this study was to examine the efficacy of the PYD program for residents of the Youth Hostel. A total of 41 youth received the program; they were compared to 25 youth attending the Cadet Corp program, who did not receive the PYD program. Residents of the Youth Hostel also received the PYD curriculum as part of their rehabilitation services. However, because of the nature of the Youth Hostel programming whereby youth enter and exit at different times and for different lengths of time, propensity score matching was not used nor was implementation fidelity in the intervention group monitored. Although both youth at YH and Cadet Corp had committed a juvenile offense, residents of Cadet Corp were more likely to be status offenders (out of control, runaway) compared to more serious offenders in YH. The programs at Cadet Corp also were much more structured than at YH, making it difficult to determine the independent impact of the PYD program.
- 2.29 These studies represent an ambitious goal to document experimentally the impact of the program. The youth asset indicators were aligned with the focus on core competencies, although it was not possible to determine how much actual instruction and skills training in any of the facilities focused on the discrete competencies included in the assessment. Intervention studies of this complexity typically monitor fidelity of implementation in order to what was actually delivered. The studies with at-risk youth (studies 2, 3, and 4) have much promise; however, numbers were small (although enrollment was increasing), and in the case of Study 4, there are significant differences between youth in Cadet Corp (less serious offenses, non-residential, intensive and structured programming) and Youth Hostel (higher risk youth, programming and infrastructure improvements just finished in 2015).
- 2.30 Because CAPS was a new project representing a clear policy shift for dealing with youth in Belize (from risk prevention to promotion of positive development and from punishment to rehabilitation) it is unfortunate that more process data were not collected to inform further modifications and improvements of the program. Results suggest that it is too early to draw conclusions from the PYD program across all schools but that a focus on positive youth development presents an important opportunity for progress for two primary reasons. First, for many youth growing up in more disadvantaged communities, including many neighborhoods in South Side Belize City, the lack of resources and opportunities provides a clear risk for healthy adjustment and increases the likelihood of engagement in crime and violence. However, even for youth who do not become involved in illegal or antisocial activities (identified as at risk) it is important to provide opportunities for positive development and adjustment so that they may lead productive lives.

- 2.31 Significant progress has also been made on developing integrated data management systems. The IPSMIS system is online, and the intranet portal for public officials is of great assistance for individual case management. Systems such as these typically take years to get off the ground and to run smoothly. An important next step will be to integrate data from multiple ministries and to track utilization of data portals by public servants, including documentation of how these systems impact the utilization of evidence-based practices for youth prevention and rehabilitation.

Table 1
Changes to the Results' Matrix

Section of the Results Matrix where change took place	Name of the change	Type of change	Reasons for change	Date of change	Date of change agreed with Executing Agency
General objective	Contribute to the reduction of youth involvement in major crime in Belize City.	Deleted impact	Program did not serve sufficient numbers of high-risk youth in Belize City to impact population-level crime rates.	December 2015	December 2015
Specific Objective 1: To reduce the involvement of youth in criminal activities and violent behavior in the intervened schools.	Changed to Outcome 1: Reduce risk factors for violence and increase protective factors among youth participating in school-based PYD and reduce conduct problems for at-risk youth at Gateway Youth Center.	Changed to include youth at Gateway Youth Center, include protective factors of reading and math scores and return to school/employment, and overall competence scale only from Asset Survey	Revised to reflect outcomes for all youth in positive youth development intervention and at risk youth receiving indicated interventions; to include promotion of positive behavior and prevention of negative behaviors.	December 2015	December 2015
Specific Objective 1: Number of violent crimes and recorded misconduct in treatment schools	Only self-report measures of aggression and conduct problems included.	Deleted number of incidents.	Data on violent incidents and misconduct were not collected systematically in treatment schools.	December 2015	December 2015
Specific Objectives 1 and 2: Youth Asset Factors as measured by Youth Asset Survey Index	Competence scale only used as proxy for positive youth development in school programs; included in Outcome 1.	Deleted other four competence scales, violent attitudes, and overall asset score.	Specific assets were not targeted by interventions; rather, focus was on overall competence. Violent attitudes were not measured in Asset Survey.	December 2015	December 2015
Specific Objective 3: To enhance the government's capacity to formulate and implement evidence-based policies on public safety.	Changed: To increase the government's capacity to utilize evidence-based practices for case management, decision making, and monitoring progress in citizen security and public safety.	Changed	Outcome is more focused on specific types of utilization of evidence-based practices.	December 2015	December 2015

Table 2
Results Achieved Matrix

Outcome 1 (Component 1): Reduce risk factors for violence (aggression/conduct problems) and increase protective factors (academic achievement/competence/return to school) among youth participating in school-based PYD intervention and reduce conduct problems for at risk-youth at Gateway Youth Center.

Outcome Indicators	Unit of Measure	Baseline (Pre-TG) Value	Baseline (Pre-TG Year)	Target Value	Target Year	Achieved (Post TG)	Source/means of verification
Aggressive behavior among youth in PYD schools	Mean score on arguing, fighting, tantrums	1.81	2014	1.39	2015	1.7	Score on Child Behavior Checklist (CBCL)
Conduct problems among youth in PYD schools	Mean score on breaking rules	0.4	2014	0.31	2015	0.47	Score on Child Behavior Checklist (CBCL)
Math skills among youth in PYD schools	Mean score on math test	6.49	2014	7.98	2015	6.8	Score on Math Assessment Test
Reading skills among youth in PYD schools	Mean score on reading test	4.69	2014	5.76	2015	4.62	Score on Reading Skills Test
Competence scores among youth in PYD schools	Mean score on Competence scale	7.41	2014	9.11	2015	7.4	Score on Competence scale of Youth Asset Survey
Conduct problems among at-risk youth in Gateway Youth Center	Mean score on breaking rules	0.96	2014	0.73	2015	0.46	Score on Child Behavior Checklist (CBCL)

**Aggression and conduct problems are negative behaviors; consequently lower post-test scores reflect improvement. All significance levels are set at <.05.

ATTRIBUTION

Outcome Indicators	PRE-CG	POST-CG	DIF-CG	PRE-TG	POST-TG	DIF-TG	DID
Aggressive behavior among youth in PYD schools	1.53	1.82	0.29	1.81	1.7	-0.11	0.4
Conduct problems among youth in PYD schools	0.38	0.46	0.08	0.4	0.47	0.07	0.01
Math skills among youth in PYD schools	6.01	6.14	0.13	6.49	6.8	0.31	-0.18
Reading skills among youth in PYD schools	4.36	4.46	0.1	4.69	4.62	-0.07	0.17

Competence scores among youth in PYD schools	7.29	7.43	0.14	7.41	7.4	-0.01	0.15
Conduct problems among at-risk youth in Gateway Youth Center	0.68	0.66	-0.02	0.96	0.46	-0.5	0.48

Outcome 2 (Component 2): Reduce recidivism among youth incarcerated at Wagner Youth Facility and Youth Hostel (target value based on 20% reduction based on international averages for rehabilitation programs)

Outcome Indicators	Unit of Measure	Baseline (Pre-TG) Value	Baseline (Pre-TG Year)	Target Value*	Target Year	Achieved (Post TG)	Source/means of verification
Recidivism at Wagner Youth Facility	Percentage of youth returning to secure facility	60%	2014	35%	2015	19%	Official data from MHDSTPA/Community Rehabilitation Dept.
Recidivism at Youth Hostel	Percentage of youth returning to secure facility	43%	2014	35%	2015	17%	Official data from MHDSTPA/Community Rehabilitation Dept.

*In an extensive meta-analysis of 548 research studies on juvenile correctional programs, Lipsey (2009) found that 50% of non-treated youth recidivated; 45% of treated youth recidivated; and an average of 35% of youth enrolled in multimodal behavioral programs including skill building, counseling, and reintegrated services recidivated (used for target value).

Lipsey, M. (2009). The primary factors that characterize effective interventions with juvenile offenders: A meta-analytic overview. *Victims and Offenders*, 4, 124-147.

Outcome 3: Increase return to school or productive work for out of school participants in Gateway Center Youth Program (new program- target value is international averages for similar programs).

Outcome Indicators	Unit of Measure	Baseline (Pre-TG) Value	Baseline (Pre-TG Year)	Target Value*	Target Year	Achieved (Post TG)	Source/means of verification
Youth who are enrolled in school or working in paid employment	Percentage of youth in school or work	0	2014	51%	2015	84%	Official data from Gateway Youth Center

*In a large-scale RCT of the National Guard Youth Challenge Program for youth who have dropped out of school, 51% of youth in the treatment group were employed or enrolled in school nine months after program completion.

Milenky, M. Bloom, D., & Dillon, C. (2009). Making the transition: Interim results of the National Guard Youth Challenge Evaluation, New York, MDRC.

Outcome 4: Increase the government's capacity to utilize evidence-based practices for case management, decision-making, and monitoring progress in citizen security and public safety

Outcome Indicators	Unit of Measure	Baseline (Pre-TG) Value	Baseline (Pre-TG Year)	Target Value	Target Year	Achieved (Post TG)	Source/means of verification
Number of discrete records in FAMCare system	Individual case records	0	2011	20,000 cases	2015	35,000 cases	FAMCare data base
Utilization of core correctional practices for rehabilitation	Rating of utilization of practices	0	2011	50%	2015	75%	Rating of expert consultant

III. An analysis of the Results Attribution

- 3.1 We used difference in difference to analyze the difference in the differences in outcomes between the treatment and control group over time for Component 1.* A rigorous external evaluation was conducted of both programs, with the school-based program using propensity score matching to establish group equivalence and the Gateway program using random assignment to treatment and control groups. In looking at the outcomes listed, the results are positive both in terms of the quality of methods used and confidence in findings.
- 3.2 Notably, the school-based intervention group differed from the control group by showing greater improvements on aggressive behavior and math skills, although the control group increased somewhat in reading skills and competence scores. Given that PYD implementation was not monitored and follow-up qualitative research with teachers and students was limited, it is unclear how to understand these differences in outcomes. One possibility is that the PYD curriculum focused on problem solving skills, leading to specific gains in math skills but not reading (as reading involves less problem solving). Consistent with the program impact on high-risk youth, youth in the Gateway Youth Center decreased dramatically on conduct problems compared to the control group who displayed an increase in conduct problems.

Outcome Indicators	PRE-CG	POST-CG	DIF-CG	PRE-TG	POST-TG	DIF-TG	DID
Aggressive behavior among youth in PYD schools	1.53	1.82	0.29	1.81	1.7	-0.11	-0.4
Conduct problems among youth in PYD schools	0.38	0.46	0.08	0.4	0.47	0.07	0.01
Math skills among youth in PYD schools	6.01	6.14	0.13	6.49	6.8	0.31	0.18
Reading skills among youth in PYD schools	4.36	4.46	0.10	4.69	4.62	-0.07	-0.17
Competence scores among youth in PYD schools	7.29	7.43	0.14	7.41	7.4	-0.01	-0.15
Conduct problems among at-risk youth in Gateway Center	0.68	0.66	-0.02	0.96	0.46	-0.5	-0.48

*Components 2 and 3 did not have a control condition; rather we compared outcomes to what would be expected based on the existing empirical literature (described earlier).

- 3.3 Indicators all were measured at completion. The project reached and exceeded most expected outcomes with the exception of numbers of youth in after care. These numbers were lower than projected (450 projected; 393 completed) because resident populations in juvenile rehabilitation facilities were down in numbers (i.e., all potential participants were assigned to after care). The proposed indicators for individual level outcomes (e.g., reductions in aggression and acting out behavior, reductions in recidivism) were reasonable. In the case of recidivism, outcomes exceeded findings from similar projects. For some indicators that were not attained, it is difficult to determine whether the target values were too high, program implementation was inadequate, or the program

simply was less effective vis a vis these outcomes than anticipated. More regular monitoring of implementation and follow up would help understand these findings.

IV. Unanticipated outcomes

- 4.1 As discussed previously, the primary focus of the CAPS program Components 1 and 2 was to increase skills and reduce problem behaviors such as aggression.
- 4.2 The Gateway Youth Center was a new facility, and programming was designed to promote skill building and provide access to educational, vocational, and psychosocial resources to help integrate youth more effectively into their communities and society. The online high school program was a great success, with many youth wanting to participate and remain in the program.
- 4.3 For this reason, a new outcome, percentage of youth at Gateway who return to school or work, was added to the Results Matrix. International comparisons of similar programs suggest that rates over 50% are outstanding. It should be noted that 84% of Gateway participants returned to school or work, well in excess of international standards and truly a remarkable achievement in such a short time. It would be expected that these numbers should only increase as the program develops more focused programming, adds vocational skill training, and increases the utilization of evidence-based practices.

(i) Efficiency

- 4.4 The Project Completion Report shows that the intervention had a positive impact on three main aspects. The first of them was linked to the savings due to reinsertion after drop outs in secondary schools, the second benefit was given by savings in several costs due to reductions in crime (robbery and murder) committed by youths in the 15-17 age risk group, and the third was linked to positive impacts arising by a reduction in criminal recidivism rates. These results were used to estimate the social Internal Rate of Return (IRR) of the project using an ex-post cost benefit approach. The ex-post cost-benefit analysis shows a social IRR of 45%, with a cost-benefit ratio of 2.03 dollars per dollar invested. This implies a recovery of 2.03 dollars for each dollar invested. Sensibility analysis indicate that even in conservative scenarios the intervention remains profitable.

Table 3
Cost of the Project

Component	Planned Total Cost (US\$)				Revised Total Cost (US\$)				Actual Total Cost (US\$)			
	BID/IDB	Local	Total	%	BID/IDB	Local	Total	%	BID/IDB	Local	Total	%
1 - School Based Positive Youth Development	2,059,850.00	-	2,059,850.00	41%	1,813,491.61	-	1,813,491.61	37%	1,802,048.14	-	1,802,048.14	36%
2 - Support for Juvenile Social Rehabilitation	1,904,555.00	-	1,904,555.00	38%	2,395,037.71	-	2,395,037.71	48%	2,415,215.19	-	2,415,215.19	49%
3 - Integrated Public Safety Management Information System	509,700.00	-	509,700.00	10%	268,890.63	-	268,890.63	5%	268,890.63	-	268,890.63	5%
Sub-Total (Components)	4,474,105.00	-	4,474,105.00	89%	4,477,419.95	-	4,477,419.95	90%	4,486,153.96		4,486,153.96	90%
Administration and Other Cost	525,895.00	-	525,895.00	11%	487,289.35	-	487,289.35	10%	478,555.34		478,555.34	10%
Total (Project)	5,000,000.00	-	5,000,000.00	100%	4,964,709.30	-	4,964,709.30	100%	4,964,709.30		4,964,709.30	100%

(ii) Relevance

- 4.5 Crime and violence in the South Side of Belize City continues to be a very serious matter for Belize and remains very high on the government's priority of matters to tackle. This is clearly visible on the government's agenda which focuses on the development of its citizens. Even before the project was completed the government had already made a commitment to seek additional funding to continue the initiatives started under the CAPS. While the project has contributed tremendously in getting out of school youths back into the formal education system and provided opportunities for rehabilitation; there is still much more work that needs to be done in order to tackle the problem of youth involvement in violent crimes. Despite the changes to some indicators in the results matrix, the overall focus of the program- crime and violence among youth in Southside- remained constant. Thus, the relevance of the program, i.e. that it addressed a major and serious problem in Belize and constituted a priority for the government- was not affected by these changes in the specific results indicators.

(iii) Sustainability

- 4.6 Sustainability requires evidence of positive outcomes and infrastructure/funding to sustain efforts. The results achieved thus far demonstrate that the programs are needed and that they are working to address their objectives. In an effort to ensure that the programs and persons hired to implement them continue to function after the close of the project; a ministry was designated to subsume the personnel and programs after project closure. In the case of Component I of the project (PYD) the Ministry of Education, Youth and Sport has assumed responsibility and in the case of Component II (Assistance for Juvenile Social Rehabilitation) the Ministry of Human Development, Social Transformation and Poverty Alleviation takes on the responsibility.
- 4.7 These ministries have included the operational cost of the programs in their yearly budget submissions for revenue allocation to ensure continuation. The risk that adequate spending on the project will not be maintained is mitigated by the fact that one of the outcomes of the project is the creation of a group of staff with strong commitment and improved skills, as well as by the fact that citizen security is a high policy priority.

V. Non-Core Criteria

(i) Contribution to the Bank's Strategic Development Objectives

- 5.1 The program contributed to the Bank's corporate priorities regarding: (i) the Regional Development Goals GCI-9 (AB-2764) in which citizen security and social policy are identified as a priority areas that contribute to the objectives of the Bank; (ii) the Growth and Institutions for Social Welfare (GN 2587-2) Sector Strategy; (iii) the Operational Guidelines for the Design and Implementation of Programs in Public Safety (GOSC) (GN-2535-1)' and (iv) the Conceptual Framework for interventions in the security sector (IDB-DP-232).

(ii) Contribution to the Country Strategy Development Objectives

- 5.2 Although the Country strategy with Belize 2008-2012 (CSB) (GN-2520-2) did not include an objective on citizen security, just 10 months later this program was added- which implied adding the corresponding strategic objective to the CSB. This project originated from a request by the Government of Belize following a series of violent episodes in Belize City and street protests demanding government action to reduce crime. Because Belize is located in an area with high presence of organized crime, and its main economic sector- tourism-is very sensitive to security conditions, this Project was relevant to address this important development challenge. The Government of Belize has officially requested the Bank to continue support the sector with a second intervention.
- 5.3 At the time of CAPS approval (2010), it was the only major, comprehensive intervention in citizen security in Belize. Restore Belize, a high-level GoB multi-sector strategic framework for violence reduction, was also beginning at this time, but was not a set of interventions per se. It did implement several concrete interventions, such as the Metamorphosis program for at-risk young men (2012). There were numerous smaller primary and secondary violence prevention programs, run by NGOs such as the YMCA and others, as well as various social services offered by the Ministry of Human Development. However, there was no program that implemented activities through multiple prongs and with a wraparound focus on youth and violence. Since 2010, several comprehensive programs have begun: the Youth and Community Transformation Project (funded by the Caribbean Development Bank), the PreJuve project (funded by UNDP), and others. These operate in close coordination with CAPS. For more detail, see the 2016 Gap Analysis report.

(iii) Monitoring and Evaluation

- 5.4 **M&E design.** An external consultant was hired to plan and conduct the M & E across Components 1 and 2. The evaluation design was extremely sophisticated and comprehensive, providing for tests of causality and using randomized designs and propensity score matching to create equivalent control/comparison groups. An extensive set of indicators were identified to assess a broad range of outcomes linked to the interventions including (a) PYD skill acquisition; (b) behavioral/developmental problems and disorders; (c) aggression; (d) academic achievement; and (e) recidivism. A significant effort was directed towards validating the selected measures with Belizean youth. Counselors and staff were trained to collect data. There were no readily available data and country systems in place to rely on for outcome assessment, and a new set of measures had to be developed and implemented.
- 5.5 Significant changes were made to the M & E design for Components 1 and 2. The original design for Component 1 provided for a counterfactual set of schools not involved in the PYD intervention. However, to enhance support for development and implementation of the curriculum, CAPS secured funding from The Global Fund. The Global Fund required CAPS to provide the intervention in all secondary schools, selecting first schools with maximum likelihood of successful implementation (i.e., strong schools) then staggering in remaining schools up to one year later, making it impossible to create a true counterfactual group and extend the evaluation beyond one year of implementation. Instead, because schools were staggered for implementation, the first group of schools to implement the program was compared with schools waiting one year (who did not implement the program during the intervention year). However, as

mentioned, selection of these groups was not random, and it is likely that schools in the intervention and comparison groups differed.

- 5.6 In addition, the original design for evaluation of unattached at-risk youth served by The Gateway Center was to recruit and randomly assign 600 youth study participants. However, because the Center was just starting, needed to complete infrastructure projects, train staff, etc.; it was only able to treat 40 youth during the operational period covered in this report. To establish a counterfactual group, 61 participants were recruited in February 2015, although many of the youth were not from the South Side of Belize City (the target community). With additional recruiting, a total of 35 youth were randomly assigned to treatment condition and 34 youth were assigned to the control condition. However, this sample produces a MDES of .68; it is highly unlikely that interventions of this type would yield effect sizes this large, hence limiting power of the study to detect significant findings.
- 5.7 The M & E design for Component 2 specified random assignment of youth to treatment and control conditions. However, as the program was implemented, given high levels of need and ethical concerns about withholding treatment for high-risk youth, the decision was made not to create a control group of youth without services. Rather, youth at the Youth Hostel and Wagner Center were compared to youth from the Youth Cadet Corps (a rehabilitation facility that did not implement PYD programming). A problem with this revised design is that the most serious offenders are sent to Youth Hostel and Wagner, and less serious offenders (including runaway youth) are sent to the Youth Cadet Corps. The Youth Cadet Corps also has a well-structured and comprehensive rehabilitation program in place, making it a less than ideal comparison group. M&E implementation

(iv) M & E completion

- 5.8 Subsequent to modifications described above, all aspects of the M & E design were completed.

(v) M&E implementation

- 5.9 Data were collected from over 6,000 youth at multiple time points and from multiple programs (schools, Gateway Center, rehabilitation facilities). All data was double-entered and cleaned by a team of enumerators prior to analyses. Data on recidivism were provided by youth rehabilitation facilities and the MHDST.

(vi) M&E utilization

- 5.10 The findings from the M & E were not complete until the last year of the project, rendering it difficult to use findings for program improvements or decisions about future resource allocation. Because this was a new program requiring a considerable amount of flexibility and it was likely to evolve over time as components were implemented, it was possibly premature to conduct such a sophisticated outcome evaluation during the first phase of this program. It would have been better to utilize resources in the first few

years to conduct process evaluations and focus groups to inform practices, monitor implementation, determine enrollment capacity, and focus on optimizing program components that would be likely to have the greatest impact on skills and behavior. The same issues were faced by the IPSMIS system--the first years of system development must be directed towards getting the system to function, securing participation of partners and data sharing, etc. It is premature to evaluate critically the utilization of information management systems for planning and decision-making. Crime and violence efforts of this sort typically take 10 or more years to achieve significant results, particularly in lower income countries with less developed systems and fewer resources.

- 5.11 It should be noted, however, that assessments on PYD indicators and behavior were collected from a large cross section of youth throughout every district in Belize, creating country-level norms for youth behavior and positive functioning that can be used as benchmarks (or baseline) for future projects of this type. Using these data, it is now possible to determine at the outset whether or not relations between specific skills (outputs) and desired behaviors (outcome) are strong, whether they vary by gender and age, and so on in order to tailor interventions to the needs of Belize youth. An important next step would be to use these data to identify the most robust risk and protective factors for youth aggression and violence, and whether these vary by features such as age, gender, and location. These data could help focus the next set of programs on risk/protective factors most relevant for Belizean youth.
- 5.12 From a broad policy perspective, and given the mixed findings on teaching PYD skills, it is unlikely that PYD programs alone can effect significant change in behavior among youth exposed to traumatic conditions, living in high violence communities, and with few resources to fall back on. It is likely the case that these youth require more holistic, ecological interventions that address and seek to help them navigate multiple contexts including schools, families, peers, and communities. The existing literature also points to the importance of starting programs such as PYD early in development during the primary school years.¹⁰
- 5.13 The IPSMIS system should be important in augmenting the Government of Belize's evaluation capacity at the population level (looking at rates in the country and by region). It also appears that MHDPAST is streamlining and systematizing data collection procedures for documenting recidivism. The implementation of core correctional practices also involves enhancements to data collection and utilization, and these systems are well underway.

(vii) Use of Country Systems

- 5.14 The country systems for Budget and Accounting were utilized in implementing the Project. Belize is building its public financial management around SmartStream (SS). Therefore the project design and execution allowed the country to use a parallel accounting system (Quick Books), while developing modules and functionalities in SS using the live conditions of a project. Hence, in due course it is expected that the accounting function on projects will be carried out solely in SS.

¹⁰ Durlak et al. (2011).

- 5.15 In the area of Procurement the use of country systems has not yet been approved for Belize since the government of Belize is now working to implement the necessary procurement reforms as outlined in the Modified Assessment of Procurement Systems (MAPS) 2014 Report and Addendum. Therefore, for the life of the CAPS project, all procurement was conducted in accordance with the Bank's policies. The staffs of the CAPS project acquired a good working knowledge of the policies and have attended several procurement training sessions that have been facilitated by the IDB. This has significantly improved the capacity of the CAPS Unit to select and contract consultants and for the procurement of goods and works. It should also be noted that as a result of this improvement, the Unit was granted the Bank's approval to operate on an Ex-post basis for the informal procurement methods. Additionally, the Program Manager and Procurement Officer have improved their competencies having participated in the Level 2 of the internationally accredited Chartered Institute of Purchasing & Supply certification courses. CBL intends to make a representation for the hosting of the Level 3 certification and these officers will automatically benefit from further certification. This acquired competence will go a long way to efficiently support the implementation of a possible CAPS II. Project.

(viii) Environmental and Social Safeguards

- 5.16 The Environment and Social Strategy (ESS) for the program was presented to the Environment and Social Review (ESR) on June 16, 2010. The ESR categorized the program as a Category "C" according to the Environment and Safeguards Compliance Policy (OP-703). As such, this operation did not require an environment or social analysis beyond the screening and scoping analysis for defining the classification.

VI. Findings and Recommendations

- 6.1 The CAPS program resulted in many important and productive activities that contributed to the overall objective of enhancing capacity and services for preventing youth involvement in crime and violence in Belize. Notable accomplishments include:
- (i) Design and implementation of a Positive Youth Development (PYD) program in Belize high schools, centers, and rehabilitation facilities for at-risk youth. The program is comprehensive, well received by mentor/teachers, and can be part of a larger school-based strategy to promote healthy development for Belizean youth. Considerable effort has been directed at developing this program and connecting it with the empirical literature and other programs internationally to promote positive youth development.
 - (ii) Looking at the impact of the PYD program on skills and behaviors, findings were mixed. However, it is not possible to determine from the initial evaluation whether this was due to (i) equivalency of schools in treatment and control conditions; (ii) poor implementation of PYD; (iii) inadequate coverage of material and relevance for Belizean youth; (iv) need for longer interventions that start earlier and also are supported by corresponding improvements in school climate; or (v) limitations of the assessment protocol. Some findings are difficult to interpret within the context of the vertical logic; for instance, competence scores did not go up significantly in the treatment schools (a proposed mediator) but aggression scores went down.

Follow up qualitative research (e.g., focus groups with students and teacher/mentors) would help to understand the strengths and limitations of the curriculum as implemented. The assessment protocol was also too long (too many items) and it is likely that a much shorter instrument could be used to assess pre-post changes in skills and behaviors. Finally, if the PYD program is to impact serious crime and violence, secondary prevention for the most at-risk youth must be integrated into programming, and the program must address extreme adversity experienced by many Belizean youth (economic insecurity, exposure to violence, etc.)

- (iii) Significant infrastructure and programming improvements for at-risk youth in non-residential and residential centers, including integration of core correctional practices into rehabilitation programs for youth. The data on recidivism are quite remarkable, with recidivism dropping from 60% to 19% at WYF and from 43% to 19% at the Youth Hostel. Many of the infrastructure improvements have just been completed, and programming for youth in rehabilitation facilities still is being developed. With additional and enhance services for vocational training, counseling, and after care, these numbers should be able to maintain or be reduced further.
- (iv) Several challenges were identified including limited opportunities for youth when they return to their communities, need for a greater variety of vocational courses and links to real-world employment opportunities; and continued needs for staff training and development. There is support for core correctional practices and evidence-based approaches to prevention and treatment, but staff training should be enhanced to make sure all staff follow a clear set of standards, guidelines, and practices. The rehabilitation facilities still are in need of repair, and problems such as flooding and lack of recreational facilities limit opportunities for youth while incarcerated. There is a weak system of foster care and group homes for youth who need out of home placements, limiting the ability of the system to provide for adequate care of youth when they re-enter their communities. There also is a great need for parent training and family support systems to be put in place, particularly to reduce child abuse and domestic violence given that "violence begets violence," and children who are victimized and/or witness violence are more likely to repeat this cycle of violence.
- (v) Further, if a primary focus is to reduce youth crime and violence in Belize, it is critical that services be focused on at-risk youth, their families, and their communities. It is a well-documented fact worldwide that serious crime and violence clusters in specific neighborhoods and among a subset of youth. Focused and targeted services (both to individual youth and specific neighborhoods) are critical to impact country-level crime and violence indicators.
- (vi) The IPSMIS system is important in augmenting the Government of Belize's evaluation capacity at the population level (looking at rates in the country and by region). It also appears that MHDST is streamlining and systematizing data collection procedures for documenting recidivism. Implementation of these systems takes considerable time, and the Government of Belize has made significant progress developing infrastructure and uploading data. Collaboration across ministries has been identified as a significant barrier, and efforts should

be made to promote/require participation as development of the data management system continues to progress.

(i) Vertical Logic

- 6.2 The results chain implied that school-based and focused positive youth development programs across the country, targeted services for incarcerated youth, and improved data management systems would impact community levels of crime in Belize. However, serious crime and violence in Belize is highly concentrated in South Side Belize City (but emerging in other regions), is linked to organized gang involvement and drug trafficking, and is perpetrated primarily by unattached (not working and not in school) male youth, often from troubled, single-parent families. In addition to individual predictors of risk for this behavior, family and community level factors need to be addressed to impact level of community violence.

(ii) Execution and Budget

- 6.3 The project experienced some delays in both the physical and financial execution in the initial years. This is attributed mainly to the severe lack of qualified and experienced personnel to staff the PEU. The design of the project assumed that the capacity for project execution (financial and procurement) was readily available, and as such a lot of the infrastructure works were slated for the first year of the project. This had to be revisited and the disbursement targets revised since most of the first year was spent setting up the PEU and the execution mechanism. Further, disbursement targets did not factor in the time it takes for the preparation and tendering of the infrastructure works and therefore, the operation disbursed very little in 2012 and 2013.
- 6.4 A feature of this project is the fact that it did not make any provisions for counterpart resources to be utilized in its execution. This complicated the administration of the project because operational expenses for the daily operation of the PEU were not covered by the loan; however, the executing agency was able to make some adjustments and cover these operations costs of the unit. In any future operation it is imperative that some allocation be made and clearly budgeted for the daily operations of the PEU either from counterpart resources or from loan funds. Overall the budgeted amounts were adequate to carry out the planned activities.
- 6.5 **Overall experience with project management.** This is the first citizen security project ever implemented in Belize and the first project for an executing agency with limited expertise and experience with IDB standard project procedures. In the end, they adjusted well. In the case of Component I, qualified educators and education specialists were engaged in oversight. In the case of Component II, professionally trained social workers led the initiatives. While some adjustments had to be done at the executing agency to accommodate the level of work generated by the project, the mechanism in place for resource management assisted greatly in project execution. The Government of Belize and the Bank had agreed to use the country's accounting system (SmartStream) to make all payments in relation to project activities. Lack of direct access to SmartStream was a continuous challenge to track payments to suppliers, contractors

and consultants. It would have been beneficial to the project to provide the PEU with direct access and to not have to balance a dual accounting system (Quickbooks).

- 6.6 **Implementation Delays.** There were three main challenges with finding the location for one of the major infrastructure works: (i) the land had to be government-owned and there was difficulty finding a location solely owned by the government; (ii) it had to be located in the South-side; and (iii) It had to have adequate space for the facility and a sporting area. Furthermore, the lack of engineering expertise in the EA and the hiring of a supervising engineer were not factored in the project design which created bottlenecks for the project. Other coordination issues among government departments particularly surrounding opposition from principals and teachers administering one of the pre-tests further delayed the project. There were some difficulties in recruiting the control group of the youth program because they were not incentivized initially to remain in the program and only later some were matriculated in the GYC programs. Further, actual access of the youth to the preventative care intervention was a challenge since the GYC is located in the main centre of gang territories and most youth feared entering that area.
- 6.7 Overall the systems in place required some adjustments to accommodate the high expectations and high volume of transactions emanating from the project. However, once the systems were calibrated, the project was able to execute without much difficulty. The project generated important savings from the original budget that were used to rebuild a new male dormitory rather than mere refurbishment. Additionally, a new kitchen and mess hall were built from project savings along with the provision of equipment, a major structure not contemplated in the project but very helpful in transforming the living environment of the resident population. Also, a fire suppression system was installed at the Youth Hostel, based on project savings.
- 6.8 **Additional Compensation and Capacity Building.** In hindsight, it would have been beneficial for the project to provide a method of compensation (stipend/annual increments) to teachers who administered these exercises as additional work to ensure the quality of delivery. Other areas for improvement point to the need for continuous training through a training of trainers initiative to ensure the sustainability of the programs—whether Continuum of Care and implementation of PYD. It would be important to have a cadre of professionals that undertakes continuous training especially considering that there is a high turnover of human resources in this area of work.

(iii) Impact evaluation

- 6.9 The outcomes for recidivism were extremely positive and well beyond international standards for similar facilities. However, during implementation of targeted programs other needs were identified that should be addressed in future programming. These include concerns that additional vocational training linked to real world opportunities for employment would promote long-term changes in behavior as youth would secure gainful employment, and concerns that many of the incarcerated youth have experienced severe trauma and adverse childhood experiences that require mental health and trauma-focused interventions. A related concern in Belize is that there are relatively few mental health professionals and opportunities for staff training in trauma-focused services.

(iv) Unresolved issues

6.10 There are no unresolved issues affecting the project.

Table 4
Findings and Recommendations

Findings	Recommendations
Vertical Logic	
<p>Finding # 1</p> <p>The expectations in the original Results Matrix included impacts linked to population-level reductions in crime and violence. These were changed to reflect only changes in individual behavior and systems linked to data management.</p>	<p>Recommendation # 1</p> <p>The results chain implied that school-based and focused positive youth development programs across the country, targeted services for incarcerated youth, and improved data management systems would impact community levels of crime in Belize. However, serious crime and violence in Belize is highly concentrated in South Side Belize City, is linked to organized gang involvement and drug trafficking, and is perpetrated primarily by unattached (not working and not in school) male youth. In addition to individual predictors of risk for this behavior, community level factors linked to presence of the state, policing, judicial response, policies (e.g. alcohol availability), employment opportunities, etc. would need to be addressed to significantly impact community impact on crime and violence. Although school-based primary prevention programs such as the PYD curriculum can lead to increased competencies, it is unlikely that this type of program alone will lead to significant reductions in serious violence. Based on the above, it is recommended that the next phase of Bank support in this sector: (i) target the most at-risk youth, many of whom are incarcerated in the juvenile facilities; and (ii) target the most at-risk communities with comprehensive services, integrated within one-stop service centers. This is consistent with international standards.</p>
<p>Finding # 2</p> <p>The vertical logic for at-risk youth was that implementing core correctional practices in rehabilitation facilities, and providing intensive and focused additional programming including after care would reduce recidivism significantly because youth would be more integrated into conventional activities.</p>	<p>Recommendation # 2</p> <p>The outcomes for recidivism were extremely positive and well below international standards for similar facilities. However, during implementation of targeted programs other needs were identified that should be addressed in future programming. These include concerns that additional vocational training linked to real world opportunities for employment would promote long-term changes in behavior as youth would secure gainful employment, and concerns that many of the incarcerated youth have experienced severe trauma and adverse childhood experiences that require mental health and trauma-focused interventions. A related concern in Belize is that there are relatively few mental health professionals and opportunities for staff training in trauma-focused services.</p>
Execution and Budget	
<p>Finding # 3</p> <p>The limited technical capacity available in the</p>	<p>Recommendation # 3</p> <p>Ensure that the critical posts in the PIU are hired and provide some training at the beginning of the project to ensure that the personnel once hired will have the capacity to initiate their responsibilities in an acceptable manner.</p>

country in fiduciary and procurement procedures should be considered when setting up timelines for project delivery. Not taking this into consideration leads to implementation delays due to lack of experienced staff to fill the posts in the PIU.	<p>Recommendation # 4 Provide continued technical training to PIU staff to ensure that they are kept up to date on any changes in Bank policies that may occur during project implementation. Provide hands on technical expertise such as was the case with the provision of a resident fiduciary specialist that was assigned to the PIU for a specific time period.</p>
<p>Finding # 4</p> <p>The project was fully funded by the IDB and did not have any counterpart resources. This created a challenge for the PIU to obtain administrative resources to cover expenses for daily operations of the PIU.</p>	<p>Recommendation # 5 The budget should include some counterpart resources such that small expenses which would not qualify under bank procedures could be absorbed by the PIU.</p>
Overall experience with project management	
<p>Finding # 5</p> <p>The project had a number of mechanisms designed to keep track of performance, including the oversight provided by the Project Steering Committee. While this level of oversight is good it may have resulted implementation delays.</p>	<p>Recommendation # 6 Determine prior to the intervention the role of the PSC to provide strategic oversight taking into account that “high-level membership” needs to be tempered by the likelihood of the member’s availability for meeting.</p>
	<p>Recommendation # 7 Provide the PC with clear guidelines as to the level of decision making power such that only matters of great impact would require to be submitted the Project Steering Committee. This would allow for a timelier implementation schedule while still providing the necessary high-level oversight.</p>
<p>Finding # 6</p> <p>Projects that have significant infrastructure works should have dedicated resources to retain technical expertise to ensure the technical soundness of outputs in a way consistent with project design.</p>	<p>Recommendation # 8 It is important to have access to an expert who can provide sound technical advice on infrastructure works such that the PIU can make recommendations to the PSC in a timely manner for decision making. In the case of this project a consultant was retained with the requisite expertise who worked well with a Bank funded international expert.</p>
Impact Evaluation	
<p>Finding # 7</p>	<p>Recommendation # 9 Conduct an evaluability assessment prior to executing the evaluation to determine feasibility of the research design including use of random assignment with at-risk</p>

<p>Impact evaluations were commissioned for (i) PYD in schools; (ii) PYD and additional services for youth at Gateway Youth Center; and (iii) PYD, additional services, and after care for youth in correctional facilities. The evaluation design depended on full-scale implementation and adequate participation. The school-based PYD program was not fully implemented across all schools at the same time, nor were schools selected for staggered participation randomly assigned. The time frame for evaluation was brief, and the intervention was not monitored for implementation. For the focused programs for at-risk youth, actual numbers of participants did not allow for adequate statistical comparisons of treatment and control groups.</p>	<p>youth. Provide adequate time for program uptake and implementation fidelity before initiating outcome evaluation.</p>
	<p>Recommendation # 10 Include process evaluations and focus groups during program development to enhance implementation and programming. Differentiate impact on skills taught, for instance with PYD, and impact on longer-term objectives such as reductions in aggression and violence, which are multiply-determined and more difficult to change with a single component intervention. Consider additive designs where different levels of treatment are provided to test critical components (e.g., for at-risk youth PYD alone, PYD plus vocational training, PYD plus vocational training plus after care services).</p>
	<p>Recommendation # 11 Determinate when we expect outcomes to show an effect prior to conducting an impact evaluation. Certain outcomes such as changes in behavior take time to materialize. In some cases this mean that is better to delay the final stage of the evaluation until these will show an effect, and to conduct longer-term follow up to capture effects that may be delayed. Related to this, it is important to measure both individual level outcomes linked to specific programs (for instance, change in aggressive behavior for participants in a specific training program) as well as community-level changes in violence rates when a set of programs and comprehensive services are expected to have a broader, community impact.</p>