



INTEGRATED SUPPORT TO JAMAICA SOCIAL PROTECTION STRATEGY

(JA-L1053/3565/OC-JA)

**Project Completion Report
(PCR)**

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Optional Electronic Links

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Acronyms and Abbreviations

BMIS	Beneficiary Management Information System
CCT	Conditional Cash Transfers
EA	Executing Agency
ECC	Early Childhood Commission
ECD	Early Childhood Development
EFF	Extended Fund Facility
ESP	Early Stimulation Programme
ELE	Electronic Labour Exchange
GOJ	Government of Jamaica
IDB	Inter-American Development Bank
IMF	International Monetary Fund
ISPLP	Integrated Social Protection and Labour Program
ISJSPS	Integrated Support to Jamaica Social Protection Strategy
JSLC	Jamaica Survey of Living Conditions
LFS	Labour Force Survey
MIS	Management Information System
MLSS	Ministry of Labour and Social Services
MTF	Medium Term Social and Economic Framework
MOEYI	Ministry of Education, Youth, and Information
NCSC	National Council for Senior Citizens
NPSC	National Parent Support Commission
OJT	On-the-Job Training
PEP	Parenting Education Programme
PATH	Programme for Advancement through Health and Education
PLWD	Persons living with disabilities
PIU	Project Implementation Unit
SBP	School Breakfast Programmes
SFP	School Feeding Programme
SFU	School Feeding Unit
SLC	Survey of Living Conditions
SSN	Social Safety Net
SPS	Social Protection Strategy
STW	Steps to Work

BASIC PROJECT INFORMATION

^JA-L1053 Integrated Support to Jamaica Social Protection Strategy

Country Beneficiary Jamaica	Loan Instrument Investment Loan	Borrower JA-JA - JAMAICA	Loan(s) 3565/OC-JA	Sector Social Investment	Sub-Sector Poverty Alleviation
Date of Board Approval Oct 21, 2015	Date of Eligibility for First Disbursement Mar 30, 2016	Date of Closure (CO) Feb 21, 2022	Loan Amount - Original 50,000,000.00	Loan Amount - Current 50,000,000.00	Pari Passu 100%
Total Project Cost 50,000,000.00	Months In Execution from Approval 76	Months In Execution from First Disbursement 71	Original Date of Final Disbursement Nov 25, 2019	Actual Date of Final Disbursement Oct 31, 2021	Cumulative Extension(Months) 23
Total Amount Disbursed 50,000,000.00	Total Percentage of Disbursement 100%				

^ Ratings of project Performance in PMRs



Has This Project Received Funds from
another Project?

☐ Yes ☒ No

Has This Project Sent Funds to Another
Project?

☐ Yes ☒ No

Development Effectiveness Classification

Highly Successful

No	PMR Date	PMR Stage	Classification	Disbursement Percentage (As of Dec 31)
1	Apr 23, 2017	Second period Jan-Dec 2016	Satisfactory	33%
2	Apr 20, 2018	Second period Jan-Dec 2017	Satisfactory	56%
3	Apr 12, 2019	Second period Jan-Dec 2018	Satisfactory	80%
4	Apr 09, 2020	Second period Jan-Dec 2019	Satisfactory	96%
5	Apr 16, 2021	Second period Jan-Dec 2020	Satisfactory	97%
6	May 06, 2022	Second period Jan-Dec 2021	Satisfactory	100%

^ Bank Staff



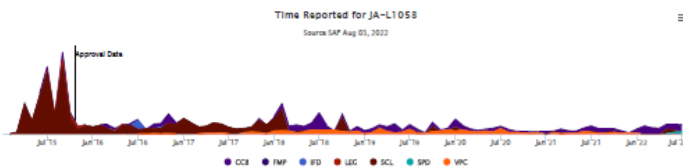
Positions	At PCR Feb 21, 2022	At Approval Oct 21, 2015
Vice-President VPS	Lopez, Benigno	Levy,Santiago
Vice-President VPC	Martinez, Richard	Rosa,Alexandre Meira
Country Manager	Turner-Jones,Therese (CCB/CCB)	Johnson,Gerard S. (CCB/CCB)
Sector Manager	Regalia,Ferdinando (SCL/SCL)	Salazar Sanchez,Hector (SCL/SCL)
Division Chief	Pablo Ibarraran (SCL/SPH)	Regalia,Ferdinando (SCL/SPH)
Country Rep	Lorenzo Escondeur (CCB/CJA)	Turner-Jones,Therese (CCB/CJA)
Project Team Leader	Tejerina,Luis R. (SCL/SPH)	Ibarraran,Pablo (SCL/SPH)
PCR Team Leader	Tejerina,Luis R. (SCL/SPH)	Ibarraran,Pablo (SCL/SPH)

^ Staff Time and Cost



Stage Project Cycle	# of Staff Weeks	USD (including Travel and Consultant Costs)
Preparation	26.1	129,303.00
Supervision	54.4	362,752.26
Total	80.5	492,055.26

^ Time



I. INTRODUCTION

A. Summary

- 1.1 This document presents the Project Completion Report (PCR) for the Integrated Support to Jamaica Social Protection Strategy (ISJSPS, JA-L1053, 3565/OC-JA) project, approved by the Bank and signed by the Government of Jamaica (GOJ) in October 2015.
- 1.2 The Integrated Support to Jamaica Social Protection Strategy (ISJSPS), or 3565/OC-JA for USD50m provides continuity to activities started by JA-L1037 (2889/OC-JA), Integrated Social Protection and Labour Programme (ISPLP) approved in 2012 for US\$30 million.
- 1.3 The general objective of the loan 2889/OC-JA was to support the GOJ efforts to improve human capital and labour market outcomes of the poor by enhancing the efficiency and effectiveness of key social protection programmes. This objective was carried forward to 3565/OC-JA, whose main development objective was to (1) support consumption, (2) protect and promote the human capital accumulation of the beneficiaries of the Program of Advancement through Health and Education (PATH), and (3) strengthen the overall capacity of the Ministry of Labour and Social Security (MLSS) to improve quality and access to the network of social services provided by the Ministry of (MLSS) to the poor and vulnerable population.
- 1.4 The overall performance of the project is highly successful.¹ It's relevance at design, during implementation and at completion is Excellent. The project was also aligned to the Bank's Institutional Strategy and Update, and to the social sector strategy and social protection framework document. Its development objective has been prioritized in the Bank's country strategies with Jamaica. The relevance analysis shows that the vertical logic of the project was solid. Most outcome indicators were fully or mostly achieved (over 85%), except for the parenting skills (R.2.1) and Electronic Labour Exchange intermediation beneficiaries (R.2.5); output indicators were also mostly achieved (over 90%), the effectiveness rating is satisfactory. The efficiency and sustainability analysis yield an excellent rating.

B. Background

- 1.5 Since 2013, when the International Monetary Fund (IMF) supported Extended Fund Facility (EFF) was signed by the GOJ, Jamaica's economy underwent a modest period of growth. The country's economic activity slowly recovered amidst improvements in the agricultural sector, a reduction in oil prices and prudent monetary fiscal policy that reduced inflation to its lowest rate in 50 years. However, the fiscal consolidation since 2013 adversely affected consumption and accumulation of human capital of the poorest Jamaicans, which is essential to access the jobs that should be created during the economic recovery. By 2015, unemployment reached 14.2% compared to 13.4% in January 2014. Youth unemployment reached 33% among the 20-24 age group.
- 1.6 Since 2000, the (IDB) has engaged in policy dialogue, technical assistance and financing of investments to increase equity, efficiency and effectiveness of Jamaica's

¹ The views and opinions in this document represent the position of the Bank's administration.

Social Safety Net (SSN).²The emphasis of the Bank's support has been in protecting human capital formation and improving the effectiveness of safety net programs to reduce vulnerability of the poor. In December 2012, the GOJ and the Bank approved the investment loan JA-L1037 (2889/OC-JA), the ISPLP for US\$30.0 million, to finance cash grants for children and pregnant and lactating women of poor households through PATH, and to strengthen PATH through the design of parenting education for households with children two to six years old. PATH is the GOJ's main social protection program with a budget of 0.39% of GDP in 2018. It covers nearly 283,000 [beneficiaries \(2022\) and 9.5% of the population in 2021](#). It targets children 0-18 years old, pregnant and lactating women, persons with disabilities, and the elderly. The JA-L1037 loan also funded the development and early implementation of an on-the-job-training (OJT) program to place participants in wage employment and the modernization of the School Feeding Program (SFP). By 2015, due to fiscal space, it was clear that some of the activities would not be executed in the original four-year loan period. The GOJ, thus, requested further support to maintain social protection for the most vulnerable. The ISJSPS (3565/OC-JA) was approved in 2015 for US\$50.0 million and included US\$5.0 million to fund carry-over and new activities, and US\$45 million for cash grants.

- 1.7 The general development objective of 3565/OC-JA was to support consumption, protect and promote human capital accumulation of PATH beneficiaries, and strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the ministry to the poor and vulnerable. This would be achieved by (1) supporting the conditional cash transfer for PATH through the financing of the cash transfers to children and pregnant and lactating women that live in households that are eligible beneficiaries of PATH, and that comply with the health and education coresponsibilities; (2) enhancing the services of PATH, by: (i) continuing the implementation of the parenting conditionality; (ii) a communication campaign using technology to reinforce parenting messages delivered in the workshops and promote father's involvement and compliance with conditionalities, the design of a new payment system; (iii) the continued development of stronger linkages between social assistance and employment and strengthen the institutional capacity for active labor market policies by expanding welfare-to-work schemes with the OJT program and strengthening the Electronic Labour Exchange (ELE) platform and building stronger linkages with the private sector; (iv) the updating of the PATH's Beneficiary Management Information System (BMIS) and Bank Reconciliation System (BRS), and management practices; and (v) the planning strengthening to deliver the school feeding subsidy to PATH beneficiaries; (3) modernization of social security services provision by the MLSS, which would aim at implementing core management and information systems in the MLSS, such as: (i) a documentation management system for all social services, (ii) a client management system, (iii) the upgrade of the customer service facilities; (iv) a review to organize MLSS' systems, processes and human-resources related issues; and (v) the development of a strategic plan to improve its effectiveness, the development of an electronic registry of senior citizens to facilitate improved service and opportunities, training of social

² In 2001 the Bank approved the Social Safety Net Reform Program (1355/OC-JA), and in 2008 the Social Protection Support to Food Price Crisis, PDL (JA-L0114); Human Capital Protection I and II JA-L1020 and JA-L1030 as well as the Integrated Social Protection and Labour Programme (JA-L1037) approved in 2012. Three technical cooperations have supported the strengthening of School Feeding Program, Studies to assess the effects of the financial crisis, and Support to Persons with Disabilities, all of which complemented the loans.

workers, and assessment of day activity centers; and lastly (4) an administrative component which would support the project administration and execution.

II. CORE CRITERIA. PROJECT PERFORMANCE

A Relevance

a. Alignment with country development needs

- 2.1 This loan was granted in 2015 as the government sought to achieve economic stability, while also safeguarding its ability to provide a SSN to society's most vulnerable.³ Vision 2030 Jamaica, the country's policy document outlines the long-term national development vision for Jamaica. It is being implemented and monitored via a series of triennial Medium Term Social and Economic Frameworks (MTF). The MTF for 2015-2018 identified as priorities⁴: (i) national security and justice, (ii) education and training, (iii) early childhood development, family structures and parenting; (iv) unemployment, economic growth and tax reform; (v) natural environment, waste management and climate change; (vi) poverty and social protection; and (vii) health care. The loan supported four of these national priorities; 1) education and training -through the OJT training programme; 2) early childhood development, family structures and parenting – though the Parent education pilot; 3) unemployment, economic growth and tax reform -through the ELE platform; and 4) poverty and social protection -through cash grants for PATH.
- 2.2 The operation is also aligned to GOJ's 2014 Social Protection Strategy (SPS), that emphasizes the importance of income transfers to the poorest to support consumption and protect and promote human capital accumulation. The SPS also recognizes the importance of children of poor households being exposed to parenting practices that promote their emotional and cognitive development, the need to promote effective school-to-work and welfare-to-work transitions; and, to ensure income security and an adequate living standard promoting active aging and social inclusion for the elderly. As the project closes a new crisis is developing in the shape of increasing food prices. As in the previous food price crisis of 2008, programs like PATH are key to reaching poor households with assistance.

b. Strategic Alignment

- 2.3 The loan was aligned with the two Bank's country strategies (CS) valid during the project execution. It was aligned with the second pillar of the 2013-2014 CS (GN-2694-2); Social protection and safety, by strengthening key SSN programs, and enhancing quality access to education and training;⁵ and with the 2016-2021 CS (GN-2868), in the third strategic area, reinforce human capital protection and development. The project was also aligned with the update of the Institutional Strategy (UIS, 2010-2020) (AB-3008), challenges of social inclusion and inequality by supporting PATH and the employability of its beneficiaries. The project contributes to the Ninth General Increase of the Resources of the Bank-IDB-9 (AB-2764) lending priorities for poverty reduction and equity enhancement as well as lending to small and vulnerable countries and to the Bank's Strategy on Social Policy for Equality and Productivity (GN-2588-4), contributing to the number of individuals receiving benefits

³ Jamaica Request for Stand by Arrangement and Cancellation of The Current Extended Arrangement Under the Extended Fund Facility—Press Release and Staff Report

⁴ [Planning Institute of Jamaica \(2012\) Medium Term Socio-Economic Framework Policy 2015-2018.](#)

⁵ The validity of the 2013 to 2014 strategy was extended until 2016.

under targeted anti-poverty programs. The programme is also consistent with the Social Protection and Poverty Sector Framework Document (approved in 2017 and 2021, GN-2784-12) by supporting cash-transfer programs that alleviate structural poverty and provide protection against systemic or idiosyncratic shocks. The Programme contributed to the Corporate Results Framework (CRF) 2016-2019 (GN-2727-6) and 2020-2023 (GN-2727-12), by expanding the number of beneficiaries receiving targeted anti-poverty cash transfers. It also contributes to the regional development goals of reducing extreme poverty, reducing inequality, and increasing the share of youth 15-19 years old completing 9th grade.

c. Relevance of Design

- 2.4 The project's objective was to support consumption, protect and promote human capital accumulation of PATH beneficiaries, and strengthen the overall capacity of MLSS to improve quality and access to the SSN. To accomplish this purpose, the project pursued the following three specific objectives:
- 2.5 To achieve the specific objective 1, to Support consumption of the poor and vulnerable population covered by the PATH program (US\$45.0 million) the operation provided cash transfers that directly supported consumption of the poor, increasing their resilience to shocks and protecting and promoting the human capital accumulation of children in poor households. The Bank's financing was expected to cover 41% of cash grants to children and pregnant women (about 29% of total PATH grants). To achieve specific objective 2, protect and promote human capital accumulation of PATH beneficiaries (US\$ 2.7 million), the project focused on a pilot for parenting services and a set of labour training and intermediation services described below:
- 2.6 **The Parenting Education Programme (PEP)** funded the implementation of a parenting pilot which provided a ten (10)-session parenting training programme for a cohort of PATH beneficiary families. This was done to provide added value to corresponsibilities for kids who, due to their age do not need to visit health centers (and thus use health resources) as frequently as younger kids. Participation on the program would count as compliance with corresponsibilities for these kids. Evidence exists on the importance of positive parenting in ECD (Engel et al, 2011), The project intended to evaluate the effect of redesigning CCT programs to have a larger impact on development outcomes.
- 2.7 **The OJT** sought to upgrade the Steps to Work (STW) model, which provided skills and literacy training, microenterprise support and youth summer camp. Given the gaps in educational achievement, children from poor households are, at a disadvantage when joining the labor market.⁶ The introduction of the OJT programme included workplace sensitization training and placement for three months in a partner organization. Evidence from a metanalysis of these programs shows a consistently positive though moderate impact on intended outcomes (Greenberg, Cebulla and bouchet, 2005). The operation also expanded the OJT, strengthened ELE programs and built stronger linkages with the private sector through Public Private Partnerships (PPPs).

⁶ Jamaica has achieved universal enrollment (more than 99%) for all children ages 3-14. However, gaps between Q1 and Q5 arise at age 15-16 (90.3% vs 98.5%), increasing even more at ages 17-18 and 19-24 (37.3% vs 74.1% and 4.3% vs 32.3%).

- 2.8 The program also supported other complementary activities to the human capital accumulation efforts of PATH such as the School Feeding Programme (SFP). The SFP main objective is to improve nutrition and school attendance of students. It provides free or subsidized meals for Jamaican students at the primary and secondary levels. Most beneficiaries of SFP are PATH beneficiaries, and this benefit can help to improve adherence to the PATH attendance conditionality. However, operational inefficiencies have long plagued the SFP. The previous loan (JA-L1037) included funding for the consolidation of the SFP management information system, the development of the policy framework and the operations manual.⁷ The JA-L1053 funded the finalization of a comprehensive Policy to govern the reformed SFP. This Policy was expected to consolidate good practices that were evident in some schools⁸ in one comprehensive guide to reduce differential and discriminatory treatment for PATH students. Other enhancing activities, such as the design of a new payment system, the update of the PATH's Beneficiary Management Information System (BMIS) and Bank Reconciliation System (BRS) were also completed as part of the project.
- 2.9 To achieve specific objective 3 to strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the ministry to the poor and vulnerable population, the JA-L1053 project financed management and information systems in the MLSS, such as a documentation management system for all social services, a registry of beneficiaries of all social services provided by the MLSS with the capacity to monitor in real time the delivery of services; upgrading the customer services facilities to improve service delivery; the improvement of MLSS organizational structure. In line with the SPS strategic focus on the elderly, this objective sought to strengthen the National Council for Senior Citizens (NCSC) by developing a strategic plan to improve its effectiveness and delivery of services, as well as of the electronic registry of senior citizens to facilitate improved service and opportunities, training of social workers, the final stages of the revision of the National Policy for Senior Citizens, assessment of day activity centers along with the purchase of wellness kits (food, activity items, and hygiene items) to enable seniors to manage/cope with the pandemic while at home. Lastly, the project also included a component dedicated to its administration and evaluation.
- 2.10 Indicators to measure the impact of the project, were (I.1) poverty gap of PATH beneficiaries (see paragraph 2.15 for details on achievement of this indicator), and (I.2) children in the parenting pilot at risk of delay on child development according to ASQ3. For objective 1 (Support consumption of the poor and vulnerable population covered by the PATH program), the results indicator of (R.1.1) compliance with the parenting pilot conditionalities for the 2–6-year group was selected. For objective 2 (protect and promote human capital accumulation of PATH beneficiaries the indicators were (R.2.1) parenting skills index, (R.2.2) children 2-6 years old in PATH households that were disciplined with one or more corporal punishment methods in the last month; (R.2.3) families in which the father or a man participates in at least half of the sessions of the parenting pilot workshops; (R.2.4) PATH beneficiaries participating on-the-job steps-to-work training that are employed 6 months after initial placement; (R.2.5)⁹ and PATH beneficiaries receiving labour intermediation and training through ELE that are employed six months after initial placement.

⁷ See Integrated Social Protection and Labour Program (JA-L1037) PCR.

⁸ For example, eliminating color coded tickets that identified students who were recipients of the PATH benefit.

⁹ Both R.2.4 and R2.5 were disaggregated by gender.

(R.3.1) Services provided by MLSS included in the Client Management System was the indicator to measure objective 3 (to contribute to strengthen and consolidate the MLSS's capacity to oversee and provide a network of social and labour services as set forth in the Social Protection Strategy (SPS)).

- 2.11 Most products for the project were achieved (94%). They included for Component 1 the number of Beneficiaries of anti-poverty targeted programs, for Component 2 the number of beneficiaries participating in pilot parenting education and steps-to-work OJT pilot workshops, the number of new satellite stations established to strengthen partnership with private sector and provide online access to job, the national electronic labour exchange portal established and functioning, the number of cell phone text messages about parenting nutrition, discipline and cognitive stimulation advises on how to comply with the program to parents, the PATH feeding subsidy strategic plan completed and a review of the financial systems of the Ministry. Component 3 included a document Management System and a Client Management System functioning, a new organizational structure of the MLSS defined and approved by Permanent Secretary and the refurbishment and upgraded Customer service centre.
- 2.12 Table 1 and Figure 1 summarize the project's vertical logic presented in previous paragraphs. As can be observed, overall, the JA-L1053 project was relevant to the development goals of the GOJ, and consistent with the IDB's country strategy for Jamaica. This logic was preserved during the entire programme, without suffering any major change. The project's original expiration date was November 2019, which was extended two more years initially to complete the customer service upgrades for the program. However, the program was further delayed due to measures taken against COVID-19. The project's actual closing date was February 21 2022. Accordingly, the project scored as excellent in terms of relevance.

Table 1: Results Matrix at Approval, 60 days after eligibility and at completion

Indicators		At approval			Start-up plan			At project completion (PCR)			Comments	
		Unit of measure	Baseline	EOP (P)	Unit of measure	Baseline	EOP (P)	Unit of measure	Baseline	EOP (A)		
Development Objective: to support consumption, protect and promote human capital accumulation of Program of Advancement through Health and Education (PATH) beneficiaries, and strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the ministry to the poor and vulnerable population												
Impacts												
I.1	Poverty Gap of PATH beneficiaries	percentage	24.3 ¹⁰ (2016)	9	percentage	11	10	percentage	11	27.1% (2019)		
I.2	Children in the parenting pilot at risk of delay on child development according to ASQ3				percentage	n.a.	15	percentage	n.a.	n.a.	Indicator could not be measured at EOP	
Outcomes												
Development Objective 1: Support consumption of the poor and vulnerable population covered by the PATH program.												
1.1	Compliance with the parenting pilot conditionalities for the 2-6 year group	percentage	55 (2015)	70	percentage	55	70	percentage	55	75	Source: ISJ Semestral Report - July - December 2019	
1.2	Coverage of the program				percentage	57.6	57.6	percentage	57.6	59.9 (2019)	Source: own calculations based on the Survey of Living conditions of Jamaica (2016 and 2019) ¹¹	
Development Objective 2: protect and promote human capital accumulation of PATH beneficiaries												
2.1	Parenting skills index	Index (base=100)	100 (2015)	120	index	100	120	Index	100	103.25 ¹²	Source: calculations based on impact evaluation data from the parenting program.	

¹⁰ Baseline data was updated with more recent information from the 2016 survey. The increase in the poverty gap may be due to the large reduction in poverty in this period from 19.4% to 11.3%. That is, people who were closer to the poverty line crossed the threshold leaving those with larger gaps among the poor. This would increase the poverty gap while improving the general wellbeing, which seems to have happened.

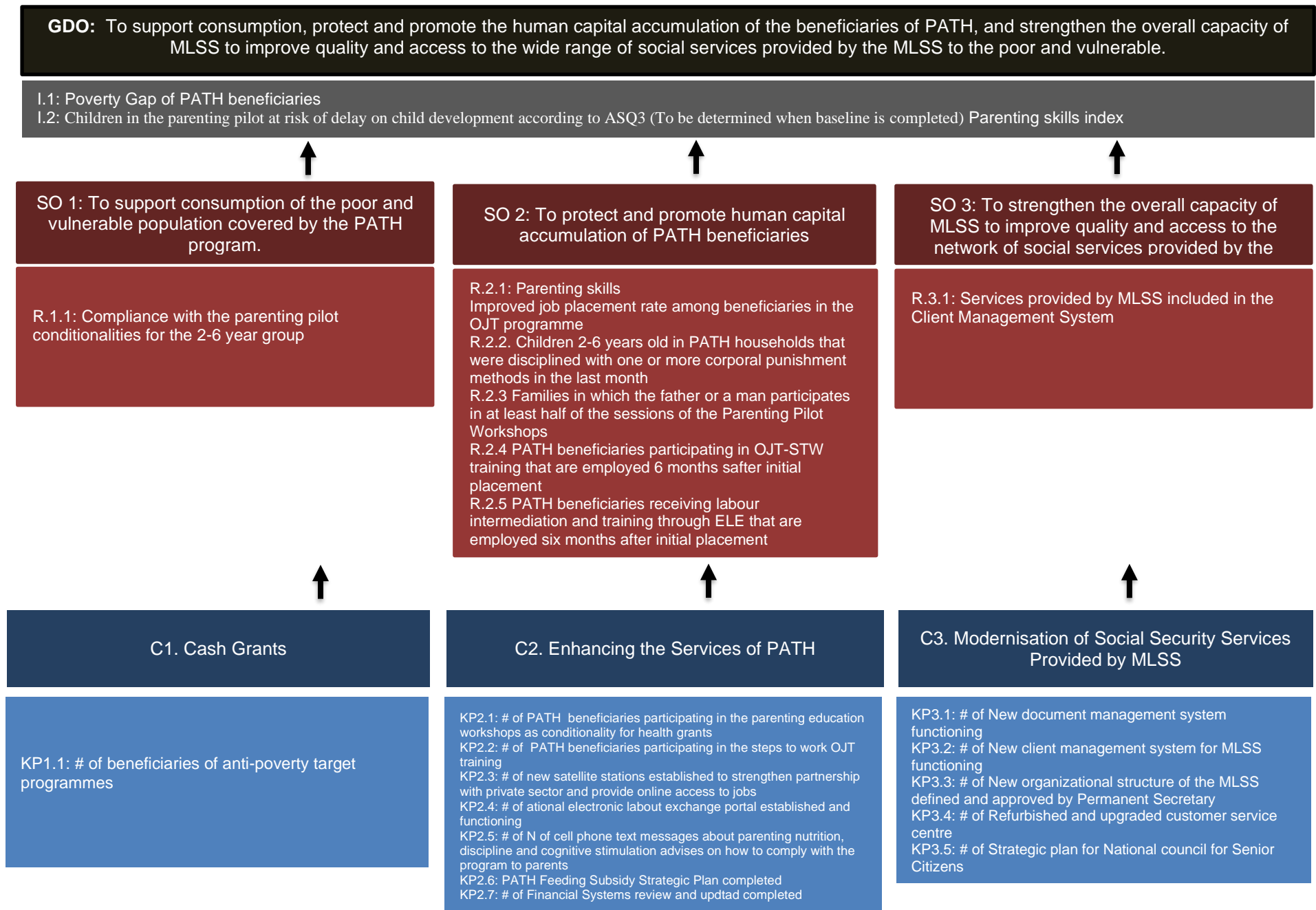
¹¹ The indicator was not originally included in the results table of the project. It was added later to better reflect progress in achieving the objective of the component. It is calculated as the number of beneficiary households divided by the number of eligible households (poor households). The target - to at least maintain the original program coverage - was inferred by the description in the POD "Given that no major expansions of PATH are considered, it will largely finance existing beneficiary households."

¹² The indicator was expected to follow the Home Observation for Measurement of the Environment (HOME) inventory of indices. See annex I for a description of how the calculated index reflects the objectives of HOME and how it was constructed. The index includes seven variables from the impact evaluation. The baseline value for the index was 61.6% and the measured value at EOP was 63.6%. The index was agreed ex-post with the MLSS for the preparation of the PCR. For this reason the committee that guided the impact evaluation work was not part of the definition of the final index.

Indicators		At approval			Start-up plan			At project completion (PCR)			Comments
		Unit of measure	Baseline	EOP (P)	Unit of measure	Baseline	EOP (P)	Unit of measure	Baseline	EOP (A)	
2.2	Children 2-6 years old in PATH households that were disciplined with one or more corporal punishment methods in the last month	percentage	54 (2012)	45	percentage	54	45	percentage	54	36.35	Parenting Impact evaluation
2.3	Families in which the father or a man participates in at least half of the sessions of the Parenting Pilot Workshops	percentage	0 (2015)	45	percentage	0	45	percentage	0	100	Indicator refined during the start-up plan Source: ISJ Semestral Report - July - December 2019
2.4	PATH beneficiaries participating in on-the-job steps-to-work training that are employed 6 months after initial placement	percentage	0 (2015)	40	percentage	0	40	percentage	0	80.5	Source: ISJ Semestral Report - July - December 2019
	PATH men beneficiaries participating in on-the-job steps-to-work training that are employed 6 months after initial placement				percentage	0	40	Percentage	0	81.6	Source OJT trainees survey
	PATH women beneficiaries participating in on-the-job steps-to-work training that are employed 6 months after initial placement				percentage	0	40	percentage	0	76.7	Source OJT trainees survey
2.5	PATH beneficiaries receiving labor intermediation and training through Electronic Labor Exchange that are employed six months after initial placement	percentage	0 (2015)	35	percentage	0	30	percentage	0	0	Indicator could not be measured
	PATH beneficiaries receiving labor intermediation and training through Electronic Labor Exchange that are employed six months after initial placement - men				percentage	0	30	percentage	0	0	Indicator could not be measured
	PATH beneficiaries receiving labor intermediation and training through Electronic Labor Exchange that are employed six months after initial placement - women				percentage	0	30	percentage	0	0	Indicator could not be measured

Indicators		At approval			Start-up plan			At project completion (PCR)			Comments
		Unit of measure	Baseline	EOP (P)	Unit of measure	Baseline	EOP (P)	Unit of measure	Baseline	EOP (A)	
Development Objective 3: To strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the ministry to the poor and vulnerable population											
3.1	Services provided by MLSS included in the Client Management System	percentage	0 (2015)	80	percentage	0	70	percentage	0	76	Source: Report from MLSS on Client Management System

Figure 1. Vertical Logic



B Effectiveness

a. Statement of project development objectives.

- 2.13 The main objective of the JA-L1053 project was to support consumption, protect and promote human capital accumulation of PATH beneficiaries, and strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the ministry to the poor and vulnerable population. The specific objectives were (1) Support consumption of the poor and vulnerable population covered by the PATH program, (2) protect and promote human capital accumulation of PATH beneficiaries, and (3) to strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the ministry to the poor and vulnerable population.¹³
- 2.14 The loan provided immediate relief through cash transfers. The project was expected to strengthen the capacity of the MLSS to offer a wider menu of services to PATH beneficiaries, providing, thus, support for the medium- and long-term human capital development of persons living in poverty through parenting training, and the OJT training programme. The project also facilitated the upgrading of the BMIS and explored alternative payment methods, as well as partnered with private sector organizations to provide internship and employment opportunities for beneficiaries under the ELE/OJT component. Also, the project modernized the services provided by the MLSS through investments in physical infrastructure. The project also served as a mechanism for evaluating the effectiveness of programmes and activities developed by MLSS and implemented in coordination with PATH (OJT for example).

b. Results Achieved

- 2.15 The results achieved are outlined in Table 2 and discussed in this section. Overall, the project was successful in meeting the specific objectives -though some indicators faced challenges.
- 2.16 **General development objective.** The target of the general objective indicator of reducing poverty gap was not achieved. The poverty gap in the 2016-2019 period actually increased. However, this came at the same time as a reduction in poverty by almost half. The second indicator for children in the parenting pilot at risk of delay on child development according to ASQ3¹⁴ was not measured at baseline, therefore a follow up measurement would have not been useful to measure progress.
- 2.17 **Specific Objective 1. Support consumption of the poor and vulnerable population covered by the PATH program.** This objective corresponds to Component 1 of the project. This part of the project was, by far, the largest and the most expediently executed (US\$45 million). It represented 90% of the total funding and was fully disbursed by 2019 -though the largest proportion (32%) was done in 2016. This component represented 29% of the total PATH cash transfers, and 41% of the CT for children and pregnant and lactating women,¹⁵ who added up to 456,429 beneficiaries, who not only complied with the health and education conditionalities, but also the parenting pilot conditionalities, exceeding the original

¹³ The original program did not define the specific objectives, so the team identified these objectives from the overall objective defined for the program.

¹⁴ The [Ages & Stages Questionnaires®](#), Third Edition (ASQ®-3) is a developmental screening tool that pinpoints developmental progress in children between the ages of one month to 5 ½ years.

¹⁵ IDB JA-L1053 Loan Proposal Document, 2015.

target (75% instead of 70% - R.1.1) also coverage of the program was increased slightly increasing the target of maintaining coverage (104% - R1.2).

- 2.18 **Specific Objective 2: To protect and promote human capital accumulation of PATH beneficiaries.** This objective corresponds to Component 2 of the project. This component had several activities aimed at expanding the services provided by PATH. This included continued implementation of the PEP, designing of a new payment system for cash grants, strengthening the OJT programme and the ELE to facilitate stronger linkages with the private sector, updating the BMIS and the BRS as well as strengthen planning to deliver school feeding subsidy to beneficiaries.
- 2.19 The project provided education and support for 1,537 persons in the form of ten training sessions and five home visits as part of the **parenting pilot**. The focus of the training was improving knowledge of child development and parenting practices. The trainings were conducted in six parishes – Kingston & St. Andrew, St. Thomas, Portland, St. Ann, Clarendon, and St. James. The sessions covered areas including parenting skills, nutrition, communication, education, money management, stress management, play, child development, and discipline and punishment. The sessions were generally well attended, and the project exceeded its attendance target by 156%. Table 2 shows the achievement rate for each of the results indicators related to this objective. In general, the evaluation of the parenting pilot showed that it had positive results on parenting practices. In particular, all fathers from participating families joined at least half of the parenting pilot sessions (R.2.3), and the share of children that were disciplined with corporal punishments (R.2.2) decreased by 36 percent points (pp). The parenting skills index, indicator to show how well parents get to follow positive parenting practices, showed a small improvement of 3.2%. In addition to the workshops, the project team also used a system of text messaging to reinforce the content covered in the workshops. Text messages were sent to approximately 600 participants with registered mobile phone numbers. At the end of the loan, 70,920 text messages had been sent under this initiative, less than the projected 125,000; suggesting a lack of intervention intensity that could have affected the promotion of parenting behavior changes.
- 2.20 **On the Job Training:** At the end of the project, a total of 2,357 persons from PATH beneficiary households were placed in jobs under the OJT programme. Notably, the number of participants who benefitted from this activity exceeded the project target by 214%. In addition, to strengthen the impact of the ELE, 3 memorandums of understanding (MOUs) were signed (Jamaica Hoteliers Ass. St. Ann Chapter; St. Ann Chamber of Commerce, and the Montego Bay Community College), to improve uptake of the services offered by the later, and widen the range of jobs and occupations in which the ELE can place interns. The programme also expanded into satellite locations/offices in several parishes to reach its target groups – both employers and job seekers – across the island. In the July- December 2019 period, satellite locations were completed in St. Ann, Hanover, Trelawny, St. Catherine and several Jamaica Defense Force (JDF) locations.
- 2.21 As a result of these activities, the percentage of PATH beneficiaries participating in OJT that are employed 6 months after initial placement was 80.5% (R.2.4); though higher for men than for women (81.6% vs. 76.7%). Unfortunately, the percentage of PATH beneficiaries receiving labor intermediation and training through the ELE that are employed 6 months after initial placement (R.2.5) could not be measured due to lack of information.

- 2.22 This loan also carried out 'mopping up' and administrative operations under Component 2, including the revamping of the ELE website to make it more user friendly, and upgrading the functionality and accessibility of the Labour Market Information System (LMIS) as a repository for Labour Market research, career guidance and job placement.
- 2.23 Despite the COVID-19 pandemic, the Ministry of Education Youth and Information (MOEYI) was able to complete the training exercises planned under for the school feeding subsidy (product 2.6). In collaboration with the Ministry of Health and Wellness (MOHW), the existing SFP was revised and turned into a School Nutrition Policy. This new focus addresses not only particulars of the actual SFP, but the overall nutritional environment of schools.
- 2.24 The loan provided support for establishing new alternative payment methods by which beneficiaries could access their cash transfers. Through this initiative, several service providers for electronic payments partnered to provide beneficiaries access to products that would facilitate access to their cash using the remittance service or a card. The establishment of alternative payments systems facilitated social distancing measures during the Covid-19 pandemic. The introduction of electronic payments also provided direct access to funds, and reduced the administrative expense and risks associated with cheque payments. There was an overwhelming response among beneficiaries for electronic payment: 49% of the targeted number of families (7,203) attended information sessions and fairs and 98.5% of these families selected an alternative payment option to cheque.
- 2.25 **Specific Objective 3: To strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the ministry to the poor and vulnerable population.** This objective corresponds to Component 3 of the project. At the end of the project cycle, a total of 122,238 National Information System (NIS) documents had been digitized as part of the new Document management System. Also, the customer service area at the MLSS has been upgraded. Though experiencing some delays due to procurement issues and the COVID-19 pandemic, the infrastructure work was completed, and now the MLSS staff and clients have comfortable and appropriate facilities in which to access and provide services. In addition, the review of the organizational structure, systems, processes and human resources related to the MLSS services was completed. As a result, the project was successful in managing to increase in 76 pp the services provided by MLSS in the client management system. In addition, in line with the SPS strategic focus on the elderly, this objective sought to strengthen the NCSC through the development of a strategic plan to improve its effectiveness and delivery of services, the final stages of the revision of the National Policy for Senior Citizens, assessment of day activity centers along with the purchase of wellness kits (food, activity items, and hygiene items) to enable seniors to manage/cope with the pandemic while at home were also implemented under this component. Training of social workers and assessment of day activity centers were planned but curtailed due to the COVID-19 pandemic.
- 2.26 Lastly, as part of the 4th component, that included administration and evaluation, the three planned studies were completed: the process evaluation of the OJT programme, the impact evaluation of the pilot parenting programme, and the tracer study of PATH. Table 2 summarizes the achievements of the JA-L1053 by objective,

in terms of outputs and outcomes. Overall, the project managed to achieve 94%¹⁶ of planned products, with only two partially completed adding up to a satisfactory performance in this dimension.

¹⁶ If the specific objectives were weighed by the amount allocated to each component the score would go up to 97%.

Table 2. Results Achieved Matrix

Impact/Indicator	Unit of Measure	Baseline value	Baseline year	Targets and Actual achievement		% Achieved	Means of verification
1.1 Poverty Gap of PATH beneficiaries	Percentage	24.3 ¹⁷	2016	P	10	27.1	Own calculations based on the Survey of Living Conditions (2016 and 2019)
				P(a)	10		
				A	25.8%		
2.1 Children in the parenting pilot at risk of delay on child development according to ASQ3 (To be determined when baseline is completed)	Percentage	0	2016	P	15	0	The indicator was not collected
				P(a)	15		
				A	0		

Outcome/Indicator	Unit of Measure	Baseline value	Baseline year	Targets and Actual achievement		% Achieved	Means of verification
Outcome #1 Consumption of the poor and vulnerable population covered by the PATH program supported							
1.1 Compliance with the parenting pilot conditionalities for the 2-6 year group	percentage	55	2015	P	70	133%	Parenting impact evaluation/BMIS
				P(a)	70		
				A	75		
1.2 Coverage of the program	percentage	57.6	2016	P	57.6	104%	Survey of living conditions
				P(a)	57.6		
				A	59.9		
Outcome #2 Human capital accumulation of PATH beneficiaries protected and promoted							
2.1 Parenting skills index	Index	100	2016	P	120	16.25%	Parenting pilot dataset (impact evaluation)
				P(a)	120		
				A	103.252		
2.2 Children 2-6 years old in PATH households that were disciplined with one or more corporal punishment methods in the last month	percentage	54	2012	P	45	196%	Parenting pilot dataset (impact evaluation)
				P(a)	45		
				A	36.35 ¹⁸		
2.3 Families in which the father or a man participates in at least half of the sessions of the Parenting Pilot Workshops	percentage	0	2016	P	45	222%	Parenting impact evaluation/BMIS
				P(a)	45		
				A	100		

¹⁷ See footnote 14.

¹⁸ To calculate the target indicator the percentage fall from the impact evaluation was applied to the baseline of the project at approval (from 91.8 to 61.8).

Outcome/Indicator	Unit of Measure	Baseline value	Baseline year	Targets and Actual achievement		% Achieved	Means of verification
2.4 PATH beneficiaries participating in on-the-job steps-to-work training that are employed 6 months after initial placement	percentage	0	2016	P	40	201%	OMJ survey
				P(a)	40		
				A	80.5% ¹⁹		
PATH men beneficiaries participating in on-the-job steps-to-work training that are employed 6 months after initial placement	percentage	0	2016	P	40	204%	OMJ survey
				P(a)	40		
				A	81.6		
PATH women beneficiaries participating in on-the-job steps-to-work training that are employed 6 months after initial placement	percentage	0	2016	P	40	192%	OJT survey
				P(a)	40		
				A	76.7		
2.5 PATH beneficiaries receiving labor intermediation and training through Electronic Labor Exchange that are employed six months after initial placement	percentage	n.a.	2016	P	30	n.a.	Indicator could not be measured
				P(a)	30		
				A	n.a.		
PATH men beneficiaries receiving labor intermediation and training through Electronic Labor Exchange that are employed six months after initial placement	percentage	0	2016	P	30	n.a.	Indicator could not be measured
				P(a)	30		
				A	n.a.		
PATH women beneficiaries receiving labor intermediation and training through Electronic Labor Exchange that are employed six months after initial placement	percentage	0	2016	P	30	n.a.	Indicator could not be measured
				P(a)	30		
				A	n.a.		
Outcome #3 Capacity of MLSS to improve quality and access to the network of social services provided by the Ministry to the poor and vulnerable population strengthened.							
3.1 Services provided by MLSS included in the Client Management System	percentage	0	2016	P	70	120%	MLSS administrative data
				P(a)	70		
				A	76		

¹⁹ The survey was conducted in November of 2018 for a sample of beneficiaries of the program between 2015 and 2018, therefore the data is likely to be an estimate of an average of more than 6 months after completion of the training. For evidence about the persistence effects in similar programs see [Ibarraran et. Al 2015](#).

c. Counterfactual Analysis

- 2.27 This section presents evidence and fundamentals to substantiate that the results achieved can be attributable to the project and build upon the elements presented in the JA-L1037.
- 2.28 CCT programs have been successful in increasing consumption and reducing poverty in the short-term (Fiszbein & Schady, 2009; Bastagli et al., 2016). They have also increased human capital through increased use of health and education services. The increase in the use of health services ranges from 6.3 pp in Nicaragua, to 33 in Colombia (Fiszbein & Schady, 2009). Increased school enrollment and attendance in the region, range from 0.5 pp in Jamaica, to 12.8 pp in Nicaragua (Fiszbein & Schady, 2009). Results from the parenting pilot in Jamaica indicate that this additional conditionality also has a good compliance (R.1.1) and is attributable to the project. Parenting sessions were generally well attended, going from 55%, to 75% at the end of the project. Moreover, as reviewed in the previous section, 100% of the families in the pilot had the father/man participating in at least half of the sessions (R.2.3).
- 2.29 In terms of the parenting skills, the impact evaluation (IE) of the parenting pilot shows that the parenting skills index (R2.1) result can be attributable to the intervention. The IE followed an experimental design and show significant differences after the intervention. The parenting index increased from 61.6 to 63.6%. Disaggregated index indicators provide a more illustrative impact. Parents in the treatment group report doing better in keeping the child healthy (97.7% vs 88.5%), providing nutritious food (95.8% vs. 71.5%), encouraging creativity (94.4% vs 75.7%), discouraging unhealthy relationships (94.8% vs. 81.8%), disciplining children in love (95.1% vs 85%), encouraging good communication (97.4% vs. 86.3%), and playing with child consistently (92.8% vs 73.8%). The parenting pilot was also successful in reducing the prevalence of children disciplined with corporal methods from 91.82%, to 61.67%. The IE also showed that this result (R.2.2) is attributable to the programme. The parenting pilot incorporated strategies to promote positive discipline and creating a positive parent-child communication. As showed by indicator R.2.3, all fathers/male figures from the families participating in the pilot joined for at least half of the workshop sessions. These results are aligned with evidence from other countries, showing that parenting interventions can improve parenting practices, the home environment and relationships between parents and children, (Barlow J. et al 2006; Bilukha O et al 2005; Knerr et al 2011; MacMillan H 2009; Smith. T. K. et al. 2012).²⁰
- 2.30 In terms of the labour interventions data was not available for the precise indicator “PATH beneficiaries participating in on-the-job steps-to-work training that are employed 6 months after initial placement”. Instead employment data was collected for beneficiaries trained between 2015 and 2018 who were still employed in November of 2018. Results show that 80.5% of PATH beneficiaries that participated in the OJT programme were employed at this time (R.2.4), showing that the training

²⁰ Most of these results refer to short-term impacts. Rigorous evidence for long-term effects is still limited; primarily due to difficulties associated with designing and implementing follow-up studies, or when available, due to methodological weaknesses to yield convincing evidence (Furlong et al 2012, Ozdemir 2015). Nevertheless, the scant rigorous evidence suggests that these programmes had led to improvements across a broad range of youth problem outcomes and competencies from one to 20 years following the intervention, (Sandler et al. 2011).

programme was successful not only to place beneficiaries, but also to provide additional skills to be able to keep their jobs, or get themselves rehired for other positions. Unfortunately, the project could not monitor the indicator related to the ELE (R.2.4).

- 2.31 There is ample evidence to establish attribution of the OJT **and labour market intermediation interventions (ELE)** that were aimed at improving the labour market performance of PATH beneficiaries. Evidence on the effectiveness of this type of programs indicate, in general, positive effects in terms of increasing employment and earnings of participating youth (Urzua, 2010, Kluve et al., 2017; Gonzalez-Velosa et al, 2018). The positive effect on employment is captured by an overall standardized mean differences (SMD) effect size of 0.04, and 0.05 for earnings. In Latin-America and the Caribbean the programmes have increased the employment between 0 and 10% (Ibarrarán and Rosas-Shady, 2010); although the results are quite heterogeneous depending on the characteristics of the participants and the type of training. There are three particularly rigorous impact evaluations in the region: Panama, Dominican Republic, and Colombia. In Panama's Procajoven, the impact of the training program on employment rate was 5 percentage points (pp), with a greater effect for women (Ibarrarán and Rosas-Shady, 2007). However, there were no impacts on wages or quality of employment in terms of formality. In the Dominican Republic, the *Youth and Employment Programme* showed a positive impact of 17% on the formality of employment for men, as well as a 7% increase in the monthly salaries of the employed participants. However, no overall impacts on employability levels were found (Ibarrarán et al, 2012). In the case of *Youth in Action* in Colombia, the programme increased the probability of getting a job in the case of women (7 pp) as well as the salary (19.6% higher). The effects for men were not as pronounced and significant; except for the case of formality, where the probability increased for both sexes (5 pp for men and 7 pp for women) (Attanasio et al., 2011). Lastly, as part of objective 3, services provided by MLSS included in the Client Management System (R.3.1) were also achieved and are attributable to the project. Indeed, hadn't the project being in place to finance this objective, the procurement of a Voice Over Internet Protocol (VOIP) system as the upgrade for the telephone network in the MLSS offices wouldn't have been possible. By the end of the project, 16 out of 21 the MLSS offices have already VOIP technology functioning.

d. Unanticipated outcomes

- 2.32 The main unanticipated outcome of the JA-L1053 project has been the improvement in the capacity of the staff of the ELE to design and implement a public employment programme such as the OJT. The MLSS has managed to build a full programme unit and training new and existing staff to recruit and retain employers, promote the programme, deliver training to interns, monitor placement performance, and respond to the needs of their clients- both employers and interns. This approach has raised the profile of both OJT and ELE, which although it existed prior to the project, has been significantly enhanced under the project.
- 2.33 In addition, by being interventions implemented by the MLSS, the activities were also available for non-PATH beneficiaries. As such, OJT and ELE have helped to strengthen the country's labour intermediation and active labour market policies, benefiting a large share of Jamaica's population. National level indicators of youth unemployment have improved. This is particularly relevant, especially in the context

of covid where after increased rates in mid-2020, youth unemployment has recovered its decreasing trajectory.

- 2.34 Based on the information above the project got a score of satisfactory in the effectiveness dimension.

C. Efficiency

- 2.35 The project was approved in October 2015, and it achieved eligibility in March 2016. Disbursements for US\$16.6 million took place immediately, and the remaining US\$28.4 million were disbursed in the next 3 years, to complete all the disbursement for the cash grants by 2019. No major reallocations happened during the course of the project, except for a minor one from Component 4 into Components 2 and 3.²¹ The project had a 23-month extension. While the cash transfers were executed as originally planned, the parenting pilot and On the Job Training Program took longer to get started. Even though financially it did not represent a large part of the project it was an important pilot to learn from. As the results from the project show the pilot surpassed by far its target of employment so the delays did not affect its efficiency. Table 3 summarizes the cost structure of the project at the time of its closure.

²¹ Approximately 76 thousand dollars to support the OJT, ELE activities in Component 2 and the Client management system Customer center upgrade and Organization review of MLSS in Component 3.

Table 3. Costs of the Project

									Component Revised Cost 45,000,000.00
1 Component: Cash Grants									
	Output Definition		2016	2017	2018	2019	2020	2021	Cost
		P	21,000,000.00	12,000,000.00	12,000,000.00				45,000,000.00
1.1	Beneficiaries of anti-poverty targeted programs	P(a)	21,000,000.00	12,000,000.00	9,343,967.35	6,000,000.00	0.00	0.00	45,000,000.00
		A	16,555,226.00	11,418,143.00	9,238,376.00	7,788,255.00	0.00	0.00	45,000,000.00
2 Component: Enhancing services of PATH									Component Revised Cost 2,746,895.11
	Output Definition		2016	2017	2018	2019	2020	2021	Cost
		P		189,000.00	158,000.00	88,000.00			435,000.00
2.1	Number of PATH beneficiaries participating in pilot parenting education workshops as conditionality for health grants	P(a)		138,000.00	309,000.00	159,367.00	43,300.00	0.00	635,075.00
		A	0.00	0.00	275,633.00	334,356.00	25,086.00	18,214.00	653,289.00
		P		272,000.00	293,000.00	226,000.00			791,000.00
2.2	Number of PATH beneficiaries participating in steps-to-work OJT pilot	P(a)		184,000.00	500,000.00	200,000.00	0.00	0.00	971,520.44
		A	0.00	0.00	469,806.00	346,950.44	154,764.00	0.00	971,520.44
		P		165,000.00	165,000.00				330,000.00
2.3	Number of new satellite stations established to strengthen partnership with private sector and provide online access to jobs	P(a)		165,000.00	210,000.00	0.00		0.00	1,074,593.67
		A	0.00	0.00	331,072.00	456,309.67	287,212.00	0.00	1,074,593.67
		P		92,800.00	92,000.00	86,000.00			270,800.00
2.4	National electronic labour exchange portal established and functioning	P(a)		48,000.00	190,000.00	100,000.00	504,980.00	0.00	0.00
		A	0.00	0.00	0.00	0.00	0.00	73,355.00	73,355.00
		P		3,000.00	3,000.00	2,000.00			8,000.00
2.5	Number of cell phone text messages about parenting nutrition, discipline and cognitive stimulation advises on how to comply with the program to parents (women and men)	P(a)		3,000.00	0.00	8,000.00	443.00	0.00	0.00
		A	0.00	0.00	0.00	0.00	0.00	0.00	0.00
		P	50,000.00	50,000.00					100,000.00
2.6	PATH FEEDING SUBSIDY Strategic plan completed	P(a)	50,000.00	50,000.00	50,000.00	48,096.00	27,500.00	0.00	64,592.00
		A	0.00	0.00	51,904.00	12,245.00	443.00	16,020.21	80,612.21
		P	75,000.00	68,200.00	26,000.00	36,000.00			205,200.00
2.7	Financial Systems review and upgrade completed (BMIS and Bank Reconciliation System)	P(a)	75,000.00	68,200.00	25,000.00	104,086.00	21,428.00	0.00	1,114.00
		A	0.00	0.00	1,114.00	0.00	0.00	0.00	1,114.00

								Component Revised Cost 1,169,835.30
3 Component: Modernization of Social Security Services Provided by MLSS								
Output Definition		2016	2017	2018	2019	2020	2021	Cost
3.1 New Document Management System functioning	P	30,000.00	50,000.00	100,000.00	70,000.00			250,000.00
	P(a)	30,000.00	76,000.00	60,000.00	174,568.00	39,135.00	0.00	140,025.34
	A	0.00	0.00	75,432.00	25,457.34	39,136.00	0.00	140,025.34
3.2 New Client Management System for MLSS functioning	P		45,000.00	100,000.00	75,000.00			220,000.00
	P(a)		76,000.00	154,000.00	20,000.00	39,923.00	403,568.00	420,878.00
	A	0.00	0.00	17,310.00	0.00	0.00	450,331.00	467,641.00
3.3 New organizational structure of the MLSS defined and approved by Permanent Secretary	P		50,000.00	50,000.00				100,000.00
	P(a)		0.00	0.00	99,297.00	14,030.00	0.00	38,312.00
	A	0.00	0.00	703.00	23,579.00	14,030.00	0.00	38,312.00
3.4 Refurbished and upgraded Customer service centre	P	147,250.00	147,250.00	147,250.00	147,250.00			589,000.00
	P(a)	147,250.00	147,250.00	212,000.00	177,844.00	147,744.00	479,748.00	496,239.92
	A	0.00	0.00	11,156.00	5,335.92	0.00	644,961.00	661,452.92
3.5 Strategic Plan National Council for Senior Citizens	P		100,000.00	50,000.00				150,000.00
	P(a)		0.00	63,000.00	107,371.00	86,455.00	0.00	74,380.04
	A	0.00	0.00	42,629.00	6,799.04	24,952.00	42,242.00	116,622.04

								Component Revised Cost 263,797.88
4 Component: Program Administration, Audit and Implementation								
Output Definition		2016	2017	2018	2019	2020	2021	Cost
4.1 Evaluation of OJT completed	P			50,000.00	50,000.00			100,000.00
	P(a)			0.00	78,020.00		0.00	76,093.00
	A	0.00	0.00	21,980.00	54,113.00		0.00	76,093.00
4.2 Parenting Evaluation completed	P			50,000.00	50,000.00			100,000.00
	P(a)			0.00	100,000.00	71,803.00	0.00	71,814.00
	A	0.00	0.00	0.00	0.00	71,814.00	0.00	71,814.00
4.3 Tracer Study on PATH beneficiaries completed	P		164,000.00					164,000.00
	P(a)			0.00	64,000.00	16,025.00	96,000.00	115,890.88
	A	0.00	0.00	0.00	391.88	19,499.00	0.00	19,890.88

Other Cost		2016	2017	2018	2019	2020	2021	Cost
Monitoring and Evaluation and IT Staff	P	60,000.00	60,000.00	75,000.00	60,000.00			255,000.00
	P(a)	60,000.00	40,000.00	155,000.00	17,204.00	75,975.00		446,341.50
	A	0.00	0.00	252,157.00	118,209.50	75,973.00	107,325.00	553,664.50
Project Associates for Modernizing MLSS services	P	49,000.00	247,500.00	238,000.00	47,500.00			582,000.00
	P(a)	49,000.00	18,000.00	112,000.00	382,000.00		0.00	0.00
	A	0.00	0.00	0.00	0.00	0.00		0.00
audit	P	25,000.00	25,000.00	25,000.00	25,000.00			100,000.00
	P(a)	25,000.00	0.00	0.00	100,000.00		0.00	0.00
	A	0.00	0.00	0.00	0.00	0.00		0.00
Contingency	P			125,000.00	125,000.00			250,000.00
	P(a)			75,000.00	150,000.00	0.00	0.00	0.00
	A	0.00	0.00	0.00	0.00	0.00		0.00
Total		2016	2017	2018	2019	2020	2021	Cost
Total Cost	P	21,436,250.00	13,728,750.00	13,747,250.00	1,087,750.00			50,000,000.00
	P(a)	21,436,250.00	13,013,450.00	11,458,967.35	8,089,853.00	1,088,741.00	979,316.00	49,626,869.79
	A	16,555,228.00	11,418,143.00	10,789,272.00	9,172,001.79	712,909.00	1,352,448.21	50,000,000.00

- 2.36 A Cost-Benefit Analysis (CBA) was conducted to determine whether the project was socially desirable and cost efficient. The CBA is mainly focused on the PATH Conditional Cash Grants, as it concentrated 90% of the total cost of the project and was the main social welfare program implemented by the MLSS. Using the accounting method, the main benefit of the programme is the increase in future income of the beneficiaries associated with higher labour productivity as a result of additional years of education. These benefits are based on the yearly investments by PATH on school-aged children of poor families according to the program's data as of December 2021. The main assumptions of the CBA are:
- a. The discount rate for the baseline estimation is 4% –there is an extensive theoretical and empirical literature that justifies using a rate lower than 12% to analyze values of social projects.²² For the sensitivity analysis we use a discount rate of 8% and 12%.
 - b. The number of beneficiaries is based on the administrative data as for December 2019, which includes the number of beneficiaries from the educational grants;
 - c. The analysis assumes that receiving PATH during one year will increase schooling in 6% (Levy and Ohl, 2010; Fizbein and Schady, 2009; IDB, 2014); and that an school increase will also affect future earnings by 8%, as per the results from the Mincer regression using the Labour Force Survey and Survey of Living Conditions for 2018;
 - d. To calculate the wage differential, we assume that without additional schooling the participants would earn the minimum wage;
 - e. The time horizon is 65 years in order to capture costs and benefits over the working life of the beneficiaries;
 - f. The costs considered in the CBA are the costs of PATH, which include administrative expenses, costs associated with institutional strengthening and expenditures scheduled for assessment, monitoring and tracking, and the opportunity costs for participants;
 - g. The estimates are a lower bound because we assume that all the impact of the programme is captured by the future increase in earnings, and the analysis considers a conservative scenario for the impact of PATH and the returns on education.
- 2.37 Table 5 shows the monetized net benefits, BCR and IRR for a discount rate of 4%, for different values of the impact of PATH on schooling. The cells in grey correspond to the baseline parameters discussed in previous sections. For all the combinations, the CBA indicators suggest that the programme has a high social value. For example, for the low wage with a medium impact of PATH, the NPV per participant is \$7,354, the benefit-cost ratio is 2.68, and the IRR is 9.7%, 2.4 times

²² The Washington State Institute for Public Policy (WISPP) has a Cost-Benefit Model to identify effective programs and practices in a wide range of policy areas, and the model uses low (2%), modal (3.5%) and high (5%) discount rates in its computations. For Latin America, some authors have used lower rates 12% to evaluate projects. For example, De Castillo and Lema (1998) used a discount rate of 8% to economically analyze some social funds in Bolivia; economic impact assessments of projects of nutrition in health and education use rates 8% (Martinez and Fernandez 2008). Lomborg (2010) uses a discount rate of 3 and 6% to analyze the cost benefit in terms of education for Conditional Cash Transfer Program in three Latin American countries. Moreover, Parker & Vogl (2018) analyze the long-term effects of the Mexican CCT program, Progres-Oportunidades, and conduct a CBA analysis using a discount rate of 5%.

the discount rate. For the high wage scenario, these values are \$11,261.8, 3.7, and 15.1%, respectively.

Table 5: Cost –Benefit Baseline Scenarios

			Impact of schooling on wages (6.7%) with 4% discount rate			
		Impact of CCT on schooling	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR
Wage	Low	Pessimistic 4%	\$448,777,023.1	\$3,446.2	1.79	4.6%
		Medium 6%	\$957,664,596.2	\$7,354.0	2.68	9.7%
		Optimistic 8%	\$1,466,552,169.3	\$11,261.8	3.58	15.1%
	High	Pessimistic 4%	\$788,035,405.2	\$6,051.4	2.38	7.9%
		Medium 6%	\$1,466,552,169.3	\$11,261.8	3.58	15.1%
		Optimistic 8%	\$2,145,068,933.4	\$16,472.2	4.77	23.2%

- 2.38 For the sensitivity analysis, the results suggest the programme has mostly sociably desirable outcomes, as the BCR has values greater than one except for the worst-case scenario when the highest discount rate is used and the impacts of PATH on schooling and of schooling on wages are low. Accordingly, the project scored as excellent in the efficiency dimension.

Table 6: Sensitivity analysis

			Impact of schooling on wages with 4% discount rate												
			Low (0.067)				Medium (0.08)				High (.095)				
			Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	
Wage	Low	Pessimistic	4%	\$448,777,023.1	\$3,446.2	1.79	4.6%	\$646,255,782.8	\$4,962.7	2.14	6.5%	\$874,115,890.2	\$6,712.4	2.54	8.8%
		Medium	6%	\$957,664,596.2	\$7,354.0	2.68	9.7%	\$1,253,882,735.8	\$9,628.7	3.20	12.8%	\$1,595,672,896.8	\$12,253.3	3.80	16.6%
		Optimistic	8%	\$1,466,552,169.3	\$11,261.8	3.58	15.1%	\$1,861,509,688.7	\$14,294.7	4.27	19.7%	\$2,317,229,903.4	\$17,794.2	5.07	25.5%
	High	Pessimistic	4%	\$788,035,405.2	\$6,051.4	2.38	7.9%	\$1,051,340,418.1	\$8,073.3	2.82	10.6%	\$1,355,153,894.6	\$10,406.3	3.38	13.9%
		Medium	6%	\$1,466,552,169.3	\$11,261.8	3.58	15.1%	\$1,861,509,688.7	\$14,294.7	4.27	19.7%	\$2,317,229,903.4	\$17,794.2	5.07	25.5%
		Optimistic	8%	\$2,145,068,933.4	\$16,472.2	4.77	23.2%	\$2,671,678,959.3	\$20,516.0	5.70	30.3%	\$3,279,305,912.2	\$25,182.0	6.76	39.6%

			Impact of schooling on wages with 8% discount rate											
			Low (0.067)				Medium (0.08)				High (.095)			
			Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR
Wage	Low	Impact of CCT on schooling												
		Pessimistic 4%	-\$78,295,752.9	-\$601.2	0.86	-1.2%	\$16,915,154.8	\$129.9	1.03	0.3%	\$126,773,894.4	\$973.5	1.22	2.0%
		Medium 6%	\$167,055,432.2	\$1,282.8	1.29	2.6%	\$309,871,793.7	\$2,379.5	1.54	4.9%	\$474,659,903.1	\$3,645.0	1.83	7.6%
	High	Optimistic 8%	\$412,406,617.3	\$3,166.9	1.72	6.6%	\$602,828,432.6	\$4,629.2	2.06	9.8%	\$822,545,911.8	\$6,316.4	2.45	13.8%
		Pessimistic 4%	\$85,271,703.9	\$654.8	1.15	1.3%	\$212,219,580.7	\$1,629.7	1.37	3.3%	\$358,697,900.2	\$2,754.5	1.63	5.7%
		Medium 6%	\$412,406,617.3	\$3,166.9	1.72	6.6%	\$602,828,432.6	\$4,629.2	2.06	9.8%	\$822,545,911.8	\$6,316.4	2.45	13.8%
Optimistic 8%	\$739,541,530.8	\$5,679.0	2.30	12.3%	\$993,437,284.5	\$7,628.7	2.75	17.1%	\$1,286,393,923.4	\$9,878.3	3.26	23.3%		

			Impact of schooling on wages with 12% discount rate											
			Low (0.067)				Medium (0.08)				High (.095)			
	Impact of CCT on schooling		Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR
Wage	Low	Pessimistic 4%	-\$284,165,903.0	-\$2,182.1	0.50	-6.2%	-\$228,899,949.9	-\$1,757.7	0.60	-4.9%	-\$165,131,542.5	-\$1,268.1	0.71	-3.6%
		Medium 6%	-\$141,749,793.1	-\$1,088.5	0.75	-3.0%	-\$58,850,863.4	-\$451.9	0.90	-1.3%	\$36,801,747.8	\$282.6	1.06	0.8%
		Optimistic 8%	\$666,316.9	\$5.1	1.00	0.0%	\$111,198,223.2	\$853.9	1.20	2.5%	\$238,735,038.1	\$1,833.3	1.42	5.4%
	High	Pessimistic 4%	-\$189,221,829.7	-\$1,453.1	0.67	-4.1%	-\$115,533,892.2	-\$887.2	0.80	-2.5%	-\$30,509,348.9	-\$234.3	0.95	-0.7%
		Medium 6%	\$666,316.9	\$5.1	1.00	0.0%	\$111,198,223.2	\$853.9	1.20	2.5%	\$238,735,038.1	\$1,833.3	1.42	5.4%
		Optimistic 8%	\$190,554,463.6	\$1,463.3	1.33	4.3%	\$337,930,338.6	\$2,595.0	1.59	7.8%	\$507,979,425.1	\$3,900.8	1.89	12.2%

- 2.39 An additional exercise was done to analyse the CBA of the parenting pilot. The benefits of the parenting component are based on the number of individuals who participated in the pilot (1,537). The benefits come from their children's gain in future earnings. The evidence shows that parenting interventions are effective for child development (Walker *et al*, 2007; Walker *et al*, 2011b). In a Jamaican trial, weekly home visits by community health workers (CHWs) to improve mother-child interaction and demonstrate play activities, led to substantial gains in development in early childhood. Follow-up at 22 years of age has shown sustained benefits to adult IQ, educational attainment, and mental health; reductions in violent behavior and gains in income (Gertler *et al*, 2014; Walker *et al*, 2011a). For the CBA purposes, the benefits will be based on these gains on income. In particular, an impact of 12% of health center parenting intervention on future earnings, as identified by Walker *et al*. (2015), is used. Again, as benefits are reduced to the income component, we assume that the estimation of the total benefits, is on the lower bound.
- 2.40 If a parent of a 2-year-old child participated in the parenting pilot, when he joins the labour market 16 years later, he will earn 12% higher wages. Again, to calculate the wage differential, we assume that without participation in the pilot, the participants' children would earn the minimum wage (JMD\$7,000 per 40 hr week). In the case of a pessimistic scenario, we assume a wage equivalent to $\frac{3}{4}$ of the minimum wage, equivalent to $.012 \times \text{JMD per week} \times 52 \text{ weeks per year} \times 0.634$ which is the employment rate.²³ We also assume that the returns persist for the person's entire working life, i.e. from 18 to 65 years. The total amount provided to finance the parenting pilot is considered as costs for the analysis: US\$653,289 or J\$99,599,389.80.
- 2.41 **CBA Results for parenting component.** Table 5 shows the monetized net benefits, BCR and the ERR for a discount rate of 4%. The CBA indicators for this basic scenario suggests that the program has a high social value. For the low wage, the NPV per participant is \$186,077.4, the benefit-cost ratio is 3.87, and the IRR is 17%. For the high wage scenario, these values are \$269,703.2, 5.16, and 26.1%, respectively.

Table 5: Cost –Benefit Parenting Basic Scenarios

		Impact of participating in the parenting pilot on children's future wages (12%) with 4% discount rate			
		Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR
Wage	Low	\$286,000,949.5	\$186,077.4	3.87	17.0%
	High	\$414,533,796.2	\$269,703.2	5.16	26.1%

- 2.42 **Sensitivity Analysis – parenting pilot.** A sensitivity analysis was also developed to explore changes in the results based on other parameter values. Table 6 reports the indicators for parenting interventions impact values of 8% and 16%, plus additional discount rates of 6% and 12%.

²³ Labor Force as a % age of Population 14+: <http://statinja.gov.jm/labourforce/newlfs.aspx> (Oct 2021).

- 2.43 The results show that the program has mostly sociably desirable outcomes, as the BCR has values greater than one, except for the worst-case scenario when the highest discount rate is used.

Table 6: Sensitivity analysis parenting pilot

		Impact of parenting intervention on wages with 4% discount rate											
		Low (0.08)				Medium (0.12)				High (.16)			
		Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR
Wage	Low	\$157,468,102.8	\$102,451.6	2.58	9.1%	\$286,000,949.5	\$186,077.4	3.87	17.0%	\$414,533,796.2	\$269,703.2	5.16	26.1%
	High	\$243,156,667.2	\$158,202.1	3.44	14.2%	\$414,533,796.2	\$269,703.2	5.16	26.1%	\$585,910,925.1	\$381,204.3	6.68	40.8%

		Impact of parenting intervention on wages with 8% discount rate											
		Low (0.08)				Medium (0.12)				High (.16)			
		Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR
Wage	Low	-\$11,131,223.0	-\$7,242.2	0.89	-10.0%	\$33,101,960.8	\$21,536.7	1.33	3.0%	\$77,335,144.7	\$50,315.6	1.78	7.1%
	High	\$18,357,566.2	\$11,943.8	1.18	1.7%	\$77,335,144.7	\$50,315.6	1.78	7.1%	\$136,312,723.1	\$88,687.5	2.37	13.0%

		Impact of parenting intervention on wages with 12% discount rate											
		Low (0.08)				Medium (0.12)				High (.16)			
		Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR	Net Benefit	Net Benefit per participant	Benefit-Cost ratio	IRR
Wage	Low	-\$63,040,340.6	-\$41,015.2	0.37	-8.0%	-\$44,761,715.5	-\$29,122.8	0.55	-5.5%	-\$26,483,090.5	-\$17,230.4	0.73	-3.3%
	High	-\$50,854,590.6	-\$33,086.9	0.49	-6.3%	-\$26,483,090.5	-\$17,230.4	0.73	-3.3%	-\$2,111,590.5	-\$1,373.8	0.98	-0.3%

- 2.44 In addition, the project had a mostly satisfactory rating according to the project performance methodology used by the Bank.^{24,25} The indices measure deviations in terms of cost and time with respect to the accumulated plan, the annual plan of the Project and the planning of the duration of the Project estimated when it achieved its eligibility. The JA-L1053 was classified as satisfactory in all its years of execution. The Project managed to disburse all of its financing resources. Table 4 presents the performance indicators according to the bank's methodology.

Table 4. Performance indicators

Description	2017	2018	2019	2020	2021
SPI	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
CPI	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
SPI(a)	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
CPI(a)	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Disbursement Indicator	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory
Classification Score	Satisfactory	Satisfactory	Satisfactory	Satisfactory	Satisfactory

D. Sustainability

a. General Aspects of Sustainability

- 2.45 **Specific Objective #1.** *Support consumption of the poor and vulnerable population covered by the PATH program.* The GOJ remains committed to providing social protection with PATH as its signature SSN programme. Indeed, the Government allocated \$8.03B JMD to the Jamaica SPS Programmes in 2019/20 and 7.9B JMD in [2022/23](#), compared to \$6.7B JMD in 2018/19.²⁶ Changes in economic performance and policy precipitated by the IMF programme, and continued by the GOJ, have strengthened its position to continue providing grants from its own resources and its capacity to administer PATH CCTs.
- 2.46 **Specific Objective #2.** *To protect and promote human capital accumulation of PATH beneficiaries.* The Parenting education pilot has been funded and managed entirely by the project, with little integration with the day-to-day operations of the NPSC. Sustainability of the intervention after the end of external financing will depend on the capacity of the NPSC to undertake the activity, and the GOJ to provide funding. As designed, the cost of its implementation is high.²⁷ With its current small staff and limited financial resources, the likelihood of the NPSC undertaking this programme is slim even though the social returns as shown by the CBA are high.
- 2.47 **Labour market interventions:** Prospects of sustaining these activities are positive due to the strengthening of the ELE, OJT and the overall capacity of the MLSS to

²⁴ According to the methodology used by the Bank, for this program five performance indicators are calculated into a synthetic indicator: (i) cumulative cost performance index during the life of the project (CPI); (ii) annual cost performance index (CPI (a)); (iii) cumulative timeline performance index over the life of the project (SPI); (iv) annual schedule performance index (SPI (a)); and (v) historical disbursements accumulated by the project and comparing it with the historical disbursement curve of 10 years of disbursements in all projects in Jamaica.

²⁵ The CPI and SPI are satisfactory when they are in a range of between 0.8 to 2 (inclusive).

²⁶ Linton (2018). [\\$7.9 billion for Social Protection Programme](#).

²⁷ It requires significant administrative resources to locate and recruit participants, monitor attendance, and follow up at the end to assess parents' application of the skills shared in the training and stipends to parents.

design, implement and monitor active labour market policies.²⁸ Sustainability though may be a challenge when direct funding ends. The staff engaged in the implementation of the OJT had already other substantive responsibilities before being assigned on the project, and it is not clear if the current team will be kept intact now that the project has ended. Key partnership with other training providers and employers in a wide range of industries and occupational groups would be key to sustainability. While the MLSS has entered in some MOUs, it will need to expand its reach, providing evidence to both employers and jobseekers that this platform is effective and provides mutual benefits to its partners. The Ministry for example has still not been able to conclude an MOU with HEART/NSTA²⁹ and other GOJ youth employment programmes. **New Payment System:** PATH piloted new payment systems but has not identified one definitive system that it will implement going forward. More exploration will be required to determine the most effective method, or a mix of methods of disbursing the cash grants. School Feeding Programme: The SFP was implemented as an additional transfer to PATH beneficiaries since March 2020, when schools closed due to the COVID-19 pandemic. To undertake this programme a total of \$6.3B JMD has been allocated for the new fiscal year. Project activities have not yet fully borne fruit in this area as the revised policy still needs to be tabled and approved by Cabinet.

- 2.48 **Specific Objective #3.** To strengthen the overall capacity of MLSS to improve quality and access to the network of social services provided by the Ministry to the poor and vulnerable population. The MLSS has built a larger and better-outfitted customer service area in its Kingston offices, to facilitate more efficient customer service. It also upgraded the Customer Service Area within the Social Security Division of the MLSS. Furthermore, the component facilitated the scanning of files to the OnBase System as well as the migration of legacy data to the JNISS live. The funeral grant application was also piloted using the new technological updates.
- 2.49 Given the results presented above sustainability of the project is deemed to be excellent as no unmitigated risks to continuation of results was found.³⁰

b. Environmental and Social Safeguards

- 2.50 According to the Environmental and Social safeguard compliance (OP-703), this operation is classified as a “C” and has no negative environmental impacts and therefore it requires no environmental strategy. The project’s classification seems adequate, there were no changes in the project that may have caused negative social or environmental effects.

III. NON-CORE CRITERIA

A. Bank Performance

- 3.1. **Overall performance:** The Bank was a keen partner and demonstrated flexibility and an eagerness to ensure that the programme succeeded. **Quality at entry.** The

²⁸ IDB (2019): PCR JA L-1037.

²⁹ This is the largest GOJ provider of skills training in Jamaica, and it also has its own job placement programme.

³⁰ The termination of the parenting was not taken into consideration, as a pilot is implemented precisely to make the decision to scale up an intervention or not.

Government team highlighted the level of professionalism of the Bank team during the design of the project. The Bank also provided the technical assistance needed to develop the capacity of the Executing Agency and the component teams to implement the programme. **Quality at supervision.** ELE staff report was being well supported by the IDB team, who introduced them to new ways of approaching employer recruitment/design of platform. Study tours to the USA, and Colombia financed by the loan, and facilitated by the IDB, provided exposure to successful models in other countries, and provided ideas on how to expand and improve the LMIS and ELE programme in Jamaica. The parenting education component was also well supported by the IDB consultants who developed the curriculum and the Operations Manual, and monitored implementation, providing recommendation on changes to approach which may be needed. The Bank was also willing to work with the MLSS to ensure that the funds were available and allowed for a re-direction of funds in some instances. Overall, the Executing Agency and component coordinators considered that the Bank provided timely response to requests. The Bank's flexibility was critical in accomplishing the project components, especially the customer centre and the IT upgrade, through delays caused during COVID-19, and helping the counterpart to direct funds from other areas to the infrastructure component. Furthermore, COVID-19 did not affect the Bank's funding that was allocated for the project. The task leaders were knowledgeable and accessible to problem solve, working with the project team to obtain the goals and targets. Nevertheless, it was felt that there could be some more degree of flexibility about the weighting given for the costing for each component. Both, in terms of quality at entry and quality of supervision the Bank's performance was excellent. While there were threats to project execution there were no shortcomings in identifying proactive solutions to them.

B. Borrower Performance

- 3.2. The GOJ executed the JA-L1053 efficiently. Considering the lessons learnt under JA-L1037, the executing agency was able to make the necessary changes in the implementation of the project, which facilitated smoother disbursement of funds. The performance of the borrower was excellent. While there were some alignment problems in the participating institutions, the executing unit went out of their way to find solutions and make sure all components were adequately executed.

IV. FINDINGS AND RECOMMENDATIONS

- 4.1. The project's performance was highly satisfactory. The operation was delayed in the non-cash components and not all activities took place as planned due mainly to the COVID-19 context. The following paragraphs list a set of lessons learnt from its implementation.
- 4.2. **Technical.** The JA-L1053 replicated several indicators from JA-L1037. In some cases, the mechanism to track their evolution was lacking and the project did not plan to provide it. Also, having a clear definition of how each indicator is constructed should be considered for future operations. For instance, the Impact Evaluation of the parenting pilot was supposed to estimate a parenting index score. However, this wasn't clearly developed during the consultancy because a precise definition was not provided. The index had to be constructed ex-post. The percentage of employment after ELE training was also not measured. At an early stage of the project the Government indicated to the Bank that the indicator be eliminated but this was not done at the time. The JA-L1053 intended to provided job placement for

members of PATH households and provided capacity strengthening for the MLSS. However, a combination of overly ambitious goals (for example in the intended number of participants in the parenting education programme) with the underestimation of the necessary preparatory work (in terms of logistics), and the unforeseeable occurrence of violence within several communities, resulted in a slow start-up of the programme that required modifying its time frame and scope. When incorporating innovations into the CCT programme further attention should be given to the preparatory and outreach work in order to make these adaptations feasible and useful.

- 4.3. Organisational and Managerial.** The project was executed with only few delays thanks to the lessons learned from JA-L1037, which allowed the team to properly plan and train the necessary teams. Nonetheless, an objective evaluation of the executing agency capacity as well as how realistic are the goals proposed should be prioritized when developing a new project. The expectation of finding private sector partners to implement the labour market interventions was questionable, and the project needed to be more integrated into the MLSS. This would have allowed the MLSS to begin recruiting project staff earlier, as well as the technology and training requirements. Had these details been clear at start-up, the learning curve for the staff in the ELE unit would have been anticipated and provided for. Likewise, had the bureaucratic processes been more efficient and fiscal space had been available to pursue necessary preparatory work to launch activities after the programme was approved, these activities could have begun earlier or could have been implemented more rapidly. The concentration of project administration activities in the small Project Implementation Unit (PIU) in the MLSS added several challenges. In addition to contracting the staff, the PIU also had to handle the administrative arrangements for all the project components. The volume proved too much for the small unit. Again, this could have been anticipated by specifying in the project the additional human resources necessary, as well as the required interagency agreements.
- 4.4. Public Processes/Actors.** While there was active involvement of key stakeholders in most of the components, this was not universal nor sustained throughout the duration of the project. In the OJT, private organisations were not always able to sustainably retain many of their interns beyond the three months period. Further advancement of this activity should find ways to integrally involve private stakeholders and assess what is required for these players to retain maximum number of interns who participated in the program.

Table 4. Findings and Recommendations

Findings	Recommendations
Dimension 1: Technical/Sectorial	
1. Any type of activity within the project that has large expenditure needs to be clearly planned and documented from the inception of the project. For example the VOIP product was not well planned at project inception and resulted in extensions of the project.	1. To strengthen the results chain accompanying the projects; i.e, clearly setting the linkage between activities, products, results and impacts.
	2. Be more realistic about the monitoring capabilities of the counterpart, and plan accordingly at every stage of the project cycle.
	3. Clearly define project indicators during the project design.
	4. During project design, more attention should be given to the preparatory work, and the scope of the activities, especially when including policy innovations.
During design and execution of the project there were miscommunication problems on the side of the Bank regarding which indicators were in the approved results matrix and being monitored in Bank systems. The GOJ was not aware of two indicators (one impact and one outcome) in the results matrix and for this reason did not make provisions to measure them.	5. The Bank, should always ensure that the Government has copies of all the latest and approved official project information and relevant annexes; also the GOJ should have access to the aforementioned documents on the Bank's systems/website. Additionally, the Bank should take the responsibility to share all of approved Project documents (i.e Annual and Semi-Annual Reports etc) that have been filed by the PEUs which should be shared with the key Government stakeholders and counterparts in a timely manner.
Dimension 2: Organizational and Managerial	
2. Goals and local capacity should be better aligned.	6. Further analyze the government readiness to implement the project or any innovation, and plan accordingly. If there is not enough capacity, results should be more realistic/less ambitious.
3. A good project implementation depends heavily on a PIU with enough capacity.	7. Include in the project administration component measures to support the PIU, especially when this office is also coordinating other projects in parallel.
Dimension 3: Public Processes/Actors	
4. Successful project implementation requires the full involvement and knowledge of all key stakeholders. Project activities requires a lot of administrative effort and institutional support that goes beyond one Ministry. The project may not have necessary leverage in other institutions. The parenting pilot project for example does not seem to have contemplated the operation costs beyond the pilot.	8. Verify the commitment from different stakeholders in order to be able to have a broad mandate over the project activities.
	9. Further analyze the government readiness to implement a pilot or innovation that may have a chance to be scaled up (i.e., capacity to implement the pilot is not enough, there should be capacity to scale up), and plan accordingly. Newly planned interventions should require a sustainability plan to be developed.

Dimension 4: Fiduciary	
5. Project funds were well managed by the PIU	10. The Bank should continue being flexible in approving reallocation according to the needs of the GOJ.
	11. The Bank should continue to work with the GOJ to deepen and widen the fiduciary capacity of its staff members.

Appendix 1 - Achievement of products

Output	Unit of Measure	Baseline value	Baseline year	Targets and Actual achievement		% Achieved	Means of verification
1.1 Beneficiaries of anti-poverty targeted programs	beneficiaries (#)	0	2015	P P(a) A	375,000 375,000 456,429	122%	BMIS
2.1 Number of PATH beneficiaries participating in pilot parenting education workshops as conditionality for health grants	people	0	2015	P P(a) A	600 1,537 1,537	256%	Parenting impact evaluation/BMIS
2.2 Number of PATH beneficiaries participating in steps-to-work OJT pilot	people	0	2015	P P(a) A	1,100 1,195 2,357	214%	
2.3 Number of new satellite stations established to strengthen partnership with private sector and provide online access to jobs	# stations	0	2015	P P(a) A	3 3 3	100%	MLSS administrative data
2.4 National electronic labour exchange portal established and functioning	# electronic labour exchange	0	2015	P P(a) A	1 1 1	300%	ELE portal website
2.5 Number of cell phone text messages about parenting nutrition, discipline and cognitive stimulation advises on how to comply with the program to parents (women and men)	# msgs	0	2015	P P(a) A	125,000 70,920 70,920	57%	
2.6 PATH FEEDING SUBSIDY Strategic plan completed	plan	0	2015	P P(a) A	1 1 1	100%	Strategic Plan (Document)
2.7 Financial Systems review and upgrade completed (BMIS and Bank Reconciliation System)	# systems	0	2015	P P(a) A	2 1 1	50%	
3.1 New Document Management System functioning	# Doc System	0	2015	P P(a) A	1 1 1	300%	
3.2 New Client Management System for MLSS functioning	# Client System	0	2015	P P(a) A	1 1 1	100%	
3.3 New organizational structure of the MLSS defined and approved by Permanent Secretary	Org. Structure	0	2015	P P(a) A	1 1 1	100%	
3.4 Refurbished and upgraded Customer service centre	# Customer Centre	0	2015	P P(a) A	1 1 1	100%	

Output	Unit of Measure	Baseline value	Baseline year	Targets and Actual achievement		% Achieved	Means of verification
3.5 Strategic Plan National Council for Senior Citizens	# Strag. Plan	0	2015	P P(a) A	1 1 1	100%	
4.1 Evaluation of OJT completed	report	0	2015	P P(a) A	1 1 1	100%	
4.2 Parenting Evaluation completed	report	0	2015	P P(a) A	1 1 1	100%	
4.3 Tracer Study on PATH beneficiaries completed	report	0	2015	P P(a) A	1 1 1	100%	
Overall project performance:						94% ³¹	

Where: P = Start-Up Plan; P (a) = Revised Annual Target; A = Actual.

³¹ This performance is calculated as the average achievement of products where whenever a project was achieved it gets a value of 1, otherwise it gets the percentage of the planned product that was achieved. The 94% is a simple average of the products achieved.

Appendix 2. Parenting Skills Index computation

As noted in the Project Completion Report, this indicator was originally expected to be measured using the Home Observation for Measurement of the Environment (HOME).

The HOME is an inventory of indices for assessing the caring environment in which the child is raised. Its primary goal is to measure the quality and quantity of stimulation and support available to a child in the home environment.

For example, the Infant-Toddler HOME (0-3) is composed of 45 items that measure six main dimensions: (a) emotional and verbal responsivity of the primary caregiver, or the communicative and affective interactions between the caregiver and the child; (b) the avoidance of restriction and punishment, or how the adult disciplines the child; (c) organization of the physical and temporal environment, or how the child's time is organized outside the family house and what the child's personal space looks like; (d) the provision of appropriate play materials, or the presence or several types of toys available to the child and appropriate for his/her age; (e) parental involvement with the child, or how the adult interacts physically with the child; and (f) opportunities for variety in daily stimulation, or the way the child's daily routine is designed to incorporate social meetings with people other than the mother (Totsika and Sylva, 2004).

Based on these domains, but mainly on the goal to identify improvements in parenting practices, is that the construction of the parenting skills index was built. The structure of the index was agreed with the MLSS at the time of the preparation of the PCR. This index, focuses on dimensions a, b, and e of the HOME, leaving aside c and d as these are less controllable in the context of vulnerable families participating in the pilot; as well as f, due to the covid pandemic context.

The parenting skills index was calculated by using actual parenting behaviour/practices themselves collected in a survey to participants before and after the training.

For this purpose, we considered the following variables to accommodate to the HOME dimensions described above. The proposed index was discussed and approved by the Government:

Encourage child play outside	+
Physically active with or in front of child	+
Limit what my child does as I worry that he/she may injury themselves	-
Focus upon my child developing their basic learning skills	+
Work schedule or other commitments limit the time I have to play with my child	-
Spank my child when I don't like what he/she does or says	+
I give my child choices so s/he will learn to make decisions	-

Each variable was converted to binary, where "always" and "sometimes" answers were scored as 1, and "never" as 0, when the activities were positive (+), and the other way around when variables were negative ("always" and "sometimes" as 0, and "never" as 1).

Then the mean was calculated for each of the control and treatment groups, yielding the following results:

Parenting_index_pre=61.60%

Parenting_index_post: 63.6%

Difference: 0.02