



Project Completion Report

PCR

Project Name: Youth Development Program

Country: Jamaica

Sector/Subsector: Education

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Project Number: JA-L1005

Loan Number (s), TC(s): 2039/OC-JA

QRR Date: January 13, 2017

Final Approval Date of PCR: February 14, 2017

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Acronyms and Abbreviations

DBMS	Database Management System
GOJ	Government of Jamaica
GWEP	Graduate Work Experience Program
HEART/NTA	Human Employment and Resource Training
IDB	Inter American Development Bank
JFLL	Jamaican Foundation for Lifelong Learning
LMIS	Labour Market Information System
MICYS	Ministry of Information, Culture, Youth and Sports
MLSS	Ministry of Labour and Social Security
MOE	Ministry of Education
MOEYI	Ministry of Education, Youth and Information (post-March 2016)
MYC	Ministry of Youth and Culture
MOU	Memorandum of Understanding
NCYD	National Center for Youth Development
NYP	National Youth Policy
NYS	National Youth Service
PIOJ	Planning Institute of Jamaica
PIU	Project Implementation Unit
PMSC	Project Management Steering Committee
PS	Permanent Secretary
PSOJ	Private Sector Organization of Jamaica
STATIN	Statistical Institute of Jamaica
UWI	University of West Indies
YAPD	Youth and Adolescent Policy Division
YDP	Youth Development Program
YEO	Youth Empowerment Officer
YIC	Youth Information Center

I. Basic Information

BASIC DATA (AMOUNTS IN US\$)							
PROJECT NO: JA-L1005	TITLE: Youth Development Program (YDP)						
Borrower: Government of Jamaica	Date of Board Approval: 29 October 2008						
Executing Agency (EA): Ministry of Youth and Culture (MYC)	Date of Loan Contract Effectiveness: 5 December 2008						
Loan(s): 2039/OC-JA	Date of Eligibility for First Disbursement: 21 September 2009						
Sector: Education	Months in Execution						
	* from Approval: 86						
Lending Instrument: Investment Loan	* from Contract Effectiveness: 85						
	Disbursement Periods						
	Original Date of Final Disbursement: 5 June 2013						
	Current Date of Final Disbursement: 30 December 2015						
	Cumulative Extension (Months): 30						
	Special Extensions (Months):						
	Loan Amount(s)						
	* Original Amount: US\$11 million						
	* Current Amount: US\$9.79 million						
	* Pari Passu (if applicable): 100%						
Poverty Targeted Investment (PTI): No	Disbursements						
Social Equity (SEQ): No	* Amount to date: \$9,786,736 (89%)						
Environmental Classification: C	Total Project Cost (Original Estimate): US\$11 million						
	Redirectioning						
	Has this Project?						
	Received funds from another Project []						
	Sent funds to another Project []						
	N/A [X]						
	<table border="1"> <thead> <tr> <th>To/From Project Number</th> <th>From Sub-Loan Number</th> <th>Amount</th> </tr> </thead> <tbody> <tr> <td></td> <td></td> <td></td> </tr> </tbody> </table>	To/From Project Number	From Sub-Loan Number	Amount			
To/From Project Number	From Sub-Loan Number	Amount					
	* Current amount (adjusted for redirectioning):						
	On Alert Status						
	Is project currently designated "on alert" by PAIS: No						
	If yes then why is the project on alert (DO, IP Ratings and/or relevant PAIS indicators):						
	Comments on relevance of "on alert" status for this project (if applicable):						

Summary Performance Classifications				
DO	<input type="checkbox"/> Highly Probable (HP)	<input type="checkbox"/> Probable (P)	<input checked="" type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)
IP	<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (US)	<input type="checkbox"/> Very Unsatisfactory (VU)
SU	<input type="checkbox"/> Highly Probable (HP)	<input checked="" type="checkbox"/> Probable (P)	<input type="checkbox"/> Low Probability (LP)	<input type="checkbox"/> Improbable (I)

II. The Project

a. Project Context

At the time the Project was being prepared, 60% of the Jamaican population was below the age of 30 and 18% between the ages of 15-24. About 19% of the population lived below the poverty line and youth represented a quarter of the poor. At that time a National Youth Policy (NYP), approved in 2004, provided the framework for promoting positive youth development, a priority for Jamaica at the time. The policy highlighted the need for youth to build competencies and skills to enable them to become active and productive citizens. Unattached youth (nor in school nor working), estimated to be 140,000, were of great concern at the time of project preparation. Youth unemployment coincided with an unmet demand for skilled workers in some sectors, indicating a mismatch between the training offered and the labor market demands as well as shortcomings in the intermediation services. Around 77% of the Jamaican labor force did not have vocational, technical or professional qualifications. Employers also were demanding qualitative or "soft" skills (punctuality, self-initiative, teamwork, commitment and moral behavior). The Human Employment and Resource Training/National Training Agency (HEART/NTA) and the National Youth Service (NYS) were the most important agencies – both statutory agencies under the Ministry of Education (MOE) – providing vocational and technical opportunities. HEART/NTA was the facilitating and coordinating body for the Jamaican workforce, offering services to all working age Jamaicans. The NYS specifically targeted youth between the ages of 17-24 who were out of school or unemployed.

At the time of project preparation, the NYS was a national service that provided knowledge and skills to young people through its Corps Program, to support their transition into adulthood. The Corps Program was a one-month residential program focused on positive youth development, some skills development and a six-month internship/job placement consistent with the work-related focus of the respective corps. There were 13 areas of study in the Corps Programs. The majority of the NYS' placements (90%) were in the public sector. A 2004 study found that participation in the Corps Program had a positive impact on participants, in terms of reducing unemployment, compared to a control group. The study also pointed to the need for some adjustments to the programs, focusing on more mentoring and follow-up to ensure a successful transition from internship to study or work. Monitoring and evaluation was weak at the NYS with no formal follow-up to participants after completing the program. Demand for NYS services had quadrupled during the 2004-2008 period and there was a need to evaluate the program and explore new alternatives to meet the strong demand for its services. A second study, carried out before preparation of the Youth Development Programme (YDP), showed that the NYS needed to improve the occupational orientation provided in its courses and its work placements.

The study pointed to the need to make the curricula more competency-based and better articulated with HEART programs. About 50% of the unattached youth in Jamaica did not have the basic skills to participate in the programs offered by HEART/NTA or NYS.

The National Centre for Youth Development (NCYD) was the institution responsible for fostering collaboration and coordination of youth activities. This task was very challenging given the multi-sectoral characteristics of the youth portfolio and the weak links among institutions. M&E was weak resulting in poor information to implement policy, develop programs and follow up on youth services.

In this context, the Government requested the IDB's support to strengthen the country's effort to design and implement positive youth development policies and programs. This lending program was conceived in two phases, with triggers established to move from the first phase to the second. At the end of phase I, the program was to have an external evaluation to assess the readiness for phase II, measured by disbursement levels (at least 50%) and having reached defined milestones, included in the program document.

In 2012, the general elections brought a change in government that affected the YDP. The incoming Government placed the YDP and the NYS under the Ministry of Youth and Culture (MYC), leaving the Career Advancement Program (CAP) under the Ministry of Education (MOE). This occurred during a pivotal point in project implementation. The PCR discusses the impact of this change throughout the document.

b. Project Description

i. Development Objective

The main objective of the YDP was to facilitate the transition of unattached youth to adulthood and the world of work, through training, on-the-job experience, information dissemination and labor intermediation services.

ii. Components

The YDP had three components:

Component 1: Quality improvement and strengthening of the NYS Corps Program. This component would support: (i) Alignment with employer needs and demands; (ii) Upgrading and modernization of NYS facilities; (iii) Piloting of new initiatives; and (iv) Institutional strengthening.

Component 2: Youth Information Centers (YIC). This component was to support the establishment of YICs in five additional parishes. Each center was to include a cyber center, a resource center with information on education and training opportunities, career guidance, and entrepreneurial programs among other programs. The YICs would have a multipurpose room for 25 people. This component would finance technical

assistance to link the YICs to the existing Labor Market Information System and the Electronic Labor Exchange, managed by the Ministry of Labor. An evaluation of the YIC as a tool for facilitating the transition of unattached youth into training, education and work opportunities was to be carried out at the end of phase I.

Component 3: This component was to finance support for the NCYD efforts to monitor policy development and implementation and to strengthen coordination mechanisms among relevant ministries and agencies involved in youth initiatives. This component was to finance the activities geared to the revision of the National Youth Policy.

c. Quality -At- Entry Review (if applicable)

A Quality-at-Entry Review was not done for this project, and so there is no formal rating. The Project's development objective was relevant at the time of preparation and remained relevant throughout implementation. It was in line with the 2004 National Youth Policy and with the overall goals of the Vision 2030, Jamaica's main national development strategy, which included human capital as a key area of development in the years to come. The PDO continued to be relevant after the change in government in 2012. The new Government, which assumed power in February 2016, presented a sectoral document to Parliament on June 8, 2016, highlighting the priorities for education and youth services, which remain in line with the YDP objectives.

In relation to the program design, the components were relevant and included activities adequate to lay the path towards the achievement of the PDO. The change in government in 2012 brought changes to some key activities originally included under each component, due in part to the GOJ's decision to move the YDP and the NYS to the Ministry of Youth and Culture (MYC). At that time, some of the activities included in the program document were re-thought or dropped, per NYS and MYC decision (i.e. the corporate outreach strategy or the mentorship program). Nevertheless, there was no formal re-design of the Project's components before completion. The results framework lacked baseline and target definitions for a number of indicators. Some of the outcome indicators seemed ambitious, taking into account the evaluation capacity in NCYD and NYS at the time of preparation. The costing tables did not include resources for certain key activities, such as the revision of the NYP. The Project Implementation Unit (PIU) identified those activities early in project implementation and found ways to realize savings to finance them.

During implementation, the PIU worked closely with the IDB team. It sought to adapt the Project's activities to MYC requests and changes in priorities, such as the inclusion of construction of NYS regional locations, close to the YICs, not foreseen originally at the design stage. The PIU, together with the IDB, worked intensively to adapt the project activities to changing priorities within the NYS as well, in an effort to maintain implementation and achieve the PDO.

III. Results

a. Outcomes

By completion, the Government had attained several outcomes with Project support. It had carried out the key studies and outreach activities planned to achieve the revision of the National Youth Policy and present it to Parliament. It strengthened the YICs, which became a solid support for youth in Jamaica. The number of YICs increased and the services provided diversified. NYS was also strengthened in the field, with new offices located closer to the YICs for a more integrated information service and training approach. An M&E system for the YICs was designed, piloted and implemented, providing relevant information on users and services. Two key impact evaluations of youth programs (NYS non-residential and CAP) were completed and their findings shared, informing the government decisions on youth programs. These impact evaluations were showcased on the IDB's Development Effectiveness Overview website in November 2016 (<http://deo.iadb.org/2015/en/chapter3/evaluation-07-skills-and-opportunities-for-a-better-future/>).

The main pending outcomes are: (i) the approval of the NYP by Parliament and its implementation (Green paper was resubmitted in November 2016); and (ii) the definition of the institutional framework, within the revised NYP, to advance the youth agenda. While there was some progress in the strengthening of the sector management, there was limited progress due to the changes in the context affecting the project implementation. This was the case of the strengthening of NYS, NCYD and the MYC. The MYC was dissolved with the most recent change of government. GoJ has since informed that they are planning to merge the NYS, NCYD, HEART/NTA and Jamaican Foundation for Lifelong Learning (JFLL) into one agency to address youth needs. This would allow for greater efficiencies and more targeted support.

The YDP included a results framework, agreed with the Government, with outcome indicators for Components 1 and 3. No outcome indicator was included for Component 2 in the Program document. This results framework was not formally revised during implementation. The PCR team used the results framework and IDB monitoring documents' indicators and additional indicators for measuring the outcomes of the Project, to capture results achieved under the program. The indicators 2 and 3 were triggers to access phase II of the program; indicator 6 reflected the findings of the Impact Evaluation for the Career Advancement Program (CAP), which was directly supported by the Project; Indicator 8 was an intermediate outcome indicator in the Project Document and Indicator 9 was introduced during monitoring in the PMRs.

The PCR team based its analysis of the YDP on the data provided by the NYS on its programs, the M&E reports prepared by the YICs, the Impact Evaluations (IE) for the NYS non-residential Corps and CAP programs, the MOE reports of the CAP and interviews with individuals and focus groups in the field.

The Project Development Outcome was achieved to a certain extent, measured by the outcomes and intermediate outcome indicators above. Some dimensions of the PDO were achieved while others fell short of the goals set for the first phase of the YDP.

Sector management improved to support youth - Rating: Satisfactory

The Project supported a set of studies that informed the NYP revision, including a comprehensive Youth Survey at the parish level, a Situation Analysis and an Electronic Database/Inventory of agencies working on youth issues. The consulting firm responsible for updating the NYP carried out a series of consultations, workshops and focus groups prior to the revision of the NYP to inform the preparation of the NYP as a Green Paper. The NYP included a Cost-Benefit Analysis, an M&E framework, a Strategic Plan, a Stakeholder Analysis, Legal and Policy Environment, a Capacity Assessment, a Resource Mobilization Strategy and a Communications Strategy. The draft policy was discussed with stakeholders in June 2015 in a series of regional consultations and a technical consultation. Their comments were incorporated in the Green Paper.

Despite all the work leading up to the NYP, it was never fully realized, and the program fell short on achieving the articulation among ministries and agencies dealing with youth policies and programs. The revised NYP included, among other content, the definition of the roles, responsibilities and obligations of the MYC, its Youth and Adolescent Policy Division and other relevant stakeholders. The MYC developed partnerships with some institutions working with youth programs, but the pending approval of the NYP prevented the MYC from fully executing its leading and coordinating role in the sector. After the January 2016 elections, the new administration dissolved the MYC and placed the youth policy and activities within the Ministry of Education, Youth and Information (MOEYI). The MOEYI coordinated further public consultations with responses from some 240 youth representatives. Parliament approval of the NYP is a top priority of the MOEYI's Division for Adolescent and Youth Policy. Once approved by Parliament, the revised NYP will be the framework for the MOEYI and all other agencies working on youth programs.

The revision of the NYP achieved the outcome of creating instruments for mainstreaming of youth policies and programs. But the pending approval of the NYP has prevented its dissemination within government agencies and ministries. A multi-sectoral committee (including eight ministries and other agencies) was established in early 2016 to work on the implementation of the NYP. It is expected that the new Government will work further on the institutional arrangements for youth matters, once the NYP is approved.

Part of the sector management improvement was to come from the strengthening and support provided by the Project to the NCYD, to strengthen its role to monitor policy development and implementation and enhance its role as the coordinating agency among ministries and agencies working on youth issues. In 2013, the incoming government decided to merge the NCYD and NYS, in the framework of its public sector modernization reform efforts. This decision led to the disappearance of the NCYD as such, and its staff was absorbed under the Youth and Adolescent Policy Division of the MYC. However, the merge was not fully defined or realized before project completion, and the GOJ's recent decision to dissolve the MYC and move youth issues back to the MOE diminishes the relevance of the merger. The new Government vision focuses on establishing a strong youth development arm focused on policy and operations.

Facilitating the transition to the world of work

The Program aimed to facilitate the transition of youth into the world of work by supporting training and on the job experience. The Program was to achieve this objective by supporting the institutional strengthening of the NYS, its programs and infrastructure, as well as piloting new youth programs. There was progress towards achieving this dimension of the PDO, though the program fell short in achieving this outcome in a satisfactory manner. Based on the proposed indicators, the Project contributed to the following outcomes:

(i) The NYS Corps Programs are better aligned with employers' demands (percentage of participants in NYS programs placed in private sector): By project completion, two of the main NYS programs – the Summer Program and the Graduate Work Experience Program (GWEP) – were placing 30.8% and 65.7% of their participants, respectively, in the private sector. The Summer Program is an annual NYS engagement of young people in three weeks of work experience during the months of July and August. The objective of this program is to expose participants to key employability skills and develop characteristics important for gaining and retaining employment. During the 2014/2015 session, the program engaged 5,205 participants (surpassing the 5,000 target). The GWEP provides valuable work experience to tertiary graduates up to 24 years of age. Participants are placed in a job for up to six (6) months during which NYS pays a stipend to assist with their expenses. The program aims to include Young Persons with Disabilities (25% of annual participants). During 2014/15, the program placed 309 young persons in public and private jobs. Though these programs were not financed with YDP resources, they are relevant to the achievement of the PDO. By project completion (early into the project's implementation, in 2010), NYS had eliminated its Corps programs, introduced new programs and alliances with institutions to provide training and job opportunities for youth. Annex 3 includes a description of these programs and enrollment figures. These programs are providing training in soft skills (in high demand by the private sector) through the Empowerment program and support to gain on-the-job experience. By YDP completion, the NYS still lacked an M&E system to follow up on the participants to assess their transition towards the world of work or study and to gather data systematically, to analyze the background and ongoing status of participants. During the PCR mission, the team observed that NYS regional offices and staff had participants' information and remained in touch through informal follow up.

(ii) Youth at risk acquire learning and working skills: The NYS has an array of programs aimed to provide youth with highly relevant skills to look for and keep employment, such as the Enrichment, Empowerment and Entrepreneurship 101 Programs, although they were not developed under the YDP. Annex 3 includes a description of NYS programs and the number of participants over the last four years.

This dimension of the PDO was achieved through the implementation of the Career Advancement Program (CAP), conceived in 2010 by the MOE. The CAP aimed to keep "at risk" 16-year olds in school for an additional two years, while equipping them with marketable skills. Conceived as an umbrella program, it incorporated inputs from the NYS and the Jamaican Foundation for Lifelong Learning (JFLL). CAP placed youth in one of two groups, depending on their literacy capabilities, to pursue TVET or general education to get them to TVET or to get higher qualifications. The Program started in 2010 as a pilot, and expanded during 2011 and 2012. The program was re-branded in 2013, as "Change of Attitude through Performance". Annex 4 includes details on CAP's achievements in terms of participants and certifications by year as well as a description of measures taken to strengthen it institutionally, improving monitoring and evaluation and focusing on improving the CAP outcomes to meet its objectives and participants and families' expectations. CAP succeeded, as a program, to reach a group of youth with low literacy and numeracy levels, who could not access other training programs offered by NYS or HEART. This outcome was captured by the impact evaluation (IE) carried out in 2014 by UWI, financed by the Project. The IE established the outcome effects of CAP on academic, social functioning and workplace skills development and the economic and social benefits to participants after participating in the program, highlighting the strengths and weakness of the program. The IE showed that CAP was successfully reaching its target population.

(iii) Access and knowledge by youth to information, training and job opportunities: By project completion, attached and unattached youth had gained greater access to information and youth services through 11 functioning YICs in parishes across Jamaica. The Project supported this outcome through the construction of new facilities for three YICs in Clarendon (May Pen), Hanover (Lucea) and St. Elizabeth (Spanish Town). Efforts were made to support the construction of a new facility for the YIC in Trelawney; construction will be completed by the Government in the near future.

The YICs were successful in fostering greater access to information on training and job opportunities for youth in their parishes. The MYC indicated that youth access to the YICs increased every year, reaching 3,373 additional new users in 2015. Actual users reached 25,817, and unattached youth reached 8,321 in 2015, representing 32% of the users. The PCR mission spoke to YIC users about what the use of the services meant for them. They saw the YICs as a safe place and a place to better themselves. YICs offer services in career development, the promotion of healthy lifestyles, youth entrepreneurship and personal empowerment. Construction of adjacent facilities for the YICs and NYS in the three new YICs (Clarendon, Hanover and St. Elizabeth) offer more integrated information and training services.

The YDP contributed to efforts to quantify youth access to information and services through the development of an M&E system for YICs. The M&E system was launched in all YICs in all parishes and then tested in four YICs. The Project financed the development of the M&E system and training and hiring of M&E assistants to enter data and generate reports on the use and impact of the YIC. The monthly reports include data on new users, repeat users, attached and unattached youth, the main services requested by youth and degree of users' satisfaction, among other information.

The Corporate Outreach Strategy, the marketing strategy, and the supervision and mentoring program were not carried out as foreseen by the YDP. As described below, the new NYS Board, which took office in February 2012, undertook a revision of NYS programs and decided to re-focus efforts on the personal development of participants, expanding that curriculum and placing less emphasis on other skills training areas. The NYS pursued its own initiatives to develop contacts with the private sector, in an effort to place young trainees with them for internships. Annex 3 provides a description of these efforts and successes. The NYS did not embrace the support the Project could have provided to strengthen the M&E and the MIS system.

Country Strategy. The Country Strategy for Jamaica, approved in 2012, covered the period 2013-2014. The Bank focused its support on the following priority areas: (i) Fiscal Sustainability, (ii) Social Protection & Safety, and (iii) Financial Sector and Business Climate. Within these priorities, investments supported citizen security and public sector efficiency. The 2016-2020 Country Strategy will support the government's development agenda and address constraints to economic growth by: (i) improving public sector management, (ii) boosting private sector led growth and competitiveness, and (iii) enhancing human capital protection and development. These priority areas contribute to the Government of Jamaica's Vision 2030.

b. Externalities

Environmental and Construction aspects: Care was taken during construction of the YICs and NYS facilities to ensure that all national and IDB environmental guidelines were followed. Several greening components were included, such as recycling of grey water for toilets, and all the new facilities include entrance ramps, chair lifts and accessible bathrooms. The new building facilities for NYS have had a perceived positive impact on teaching and learning. During the PCR mission, staff and youth participants pointed out the improved quality of the environment in which courses are taught. More spacious rooms, more comfortable furniture, and air conditioning has made it possible to extend training hours, and has contributed to better listening and learning by youth participants

(as reported by trainers and users). The proximity of the NYS and the YIC facilities also allow youth better access to information and training opportunities.

Social aspects: The YICs have played a wider role in the parishes where they are located. In addition to fulfilling their mission of providing access to information and job opportunities for attached and unattached youth, the YICs have become safe havens for youth, especially in communities with a large percentage of unattached youth. In focus group interviews, users stated that they came initially to use the services (printing and research on the computers, assistance with job applications and resume writing, and workshops), but many developed a longer term relationship with the center and with other youth they met there. Several eventually became volunteers or Youth Empowerment Officers (YEOs). YEOs, volunteers and youth expressed the view that the YICs have become magnets for positive community development. YEOs have engaged youth as volunteers and have encouraged them to seek training and embrace opportunities to better their lives, acting as a force to support community growth.

c. Outputs

IMPLEMENTATION PROGRESS (IP)	
Components (Outputs):	
Component 1: Strengthening of National Youth (NYS) Service Corps Program	
Total cost of Component 1: Planned: US\$5,848,770	
Actual: US\$4,682,880.57	
Counterpart: N/A	
IDB: US\$4,682,880.57	
IDB Disbursement: 80%	
Classification: U	
Key Output Indicators:	

Planned Outputs <i>Alignment with employers' needs</i>	Outputs Achieved		
	<u>Baseline</u>	<u>Intermediate</u>	<u>Planned End of Project</u>
1. <u>Database of corporate contacts created</u>	0	completed	completed
	<u>Actual:</u> Activity not completed as per NYS' decision		
2. <u>Corporate outreach strategy developed and implemented</u> Marketing strategy developed A quality enhancement plan prepared for NYS		<u>Actual:</u> First Draft Corporate Outreach Strategy completed. Final strategy not carried out. Labor market study carried out and results shared with stakeholders. Study tour to Canada for NYS management team, NYS Board and JFLL carried out.	
3. <u>Supervision and mentoring program designed</u>		<u>Actual:</u> Dropped, as part of the Corporate Outreach Strategy activity, although a framework for supervision and mentoring of NYS participants on-the-job and post-graduation is in operation	
4. <u>NYS curricula aligned with National Qualification Standards;</u>		<u>Actual:</u> Revision of the <u>Personal Development Manual</u> focused on key life skills. 160 hard copies and 100 CDs delivered to NYS and the MYC. Output not fully achieved.	
<i>Upgrading of NYS offices</i>			
5. NYS offices upgraded	0	6 offices and head office upgraded	12 offices and head office upgraded
	<u>Actual:</u> Upgrades (partitioning of the facilities' space) completed for Head Office and Westmoreland parish. Physical upgrades in other parishes (Portland, Hanover, St. Thomas, St. Elizabeth, Manchester) put on hold by NYS. <ul style="list-style-type: none"> Blinds installed in all NYS locations. Furniture upgraded for existing NYS facilities. New NYS facilities furnished (Lucea, Spanish Town and May Pen) Equipment provided to all NYS facilities (Photocopier, appliances, 24 desktops, 6 laptops computer and printers) Electrical upgrades carried out on all NYS sites as needed. HVAC units installed in St. Ann, St. Thomas and Hanover. 		
6. NYS facility acquired and upgraded	0	One facility under use	Facility upgraded
	<u>Actual:</u> Upgrade of the NYS camp facility dropped Construction of new administration and training facilities in Hanover, Clarendon and St. Elizabeth		
<i>Piloting of new initiatives for Youth</i>			
7. Pilot program for youth with low levels of literacy and numeracy designed and validated	Residential and non-resid. modalities completed and in place	Program designed	Program implemented Piloting of 4 modalities Residential (web and classroom) Non resid. (web and classroom)
	<u>Actual:</u> NYS residential modality discontinued Support provided to the Career Advancement Program (CAP): program design; piloting of the CAP program; CAP grants. Purchase and installation of server for JFLL to support Auto-skills Software (see details below)		
<i>Institutional Strengthening</i>			
8. Additional Corporate Service Officers hired	n/a	7	7
	<u>Actual:</u> 7 Regional Field Officers hired by the Project until March 2015.		
9. Key NYS staff receive training	n/a	5 staff receive training	5 additional staff receive training
	<u>Actual:</u> Training needs assessment (TNA) conducted April-August 2011 (activity not included in the project design); Draft training plan included in the TNA; Procurement training at the Management Institute for National Development (MIND); Training on sign language for RFOs.		
10. Data on all NYS participants collected and analyzed Establishment of an M&E unit in the MYC and Development of a M&E framework for the NYS programs	<u>Actual:</u> TORs drafted; activity never completed due to changing priorities of the NYS Board		
11. Impact evaluation of the NYS programs	<u>Actual:</u> Impact evaluations of the CAP and the NYS non-residential program completed and reports submitted in June 2014.		

Briefly explain differences between planned and actual outputs

This component experienced substantial changes during implementation. The NYS' main program was the Corps program, with a residential and non-residential modality. The residential modality was dropped shortly after project implementation started and the non-residential modality disappeared after 2012. Key activities and outputs were not carried out, as the NYS experienced changes in vision and strategy and opted to carry out activities without YDP support. The MOE's CAP was successfully financed, implemented and evaluated by the YDP as an innovative program to support youth.

NYS curricula aligned with National Qualification Standards: The Project did not achieve the goal of redesigning the NYS and JFL curricula, aligning it with national, regional and international standards. Outputs under this activity fell short of the targets initially set for the Project. The main output of this activity was the elaboration of the Personal Development Manual, which was completed in December 2014. The NYS received 160 hard copies and 100 CDs. The MYC received 10 copies and the IDB received two copies. Four sets of mediated learning resources were developed for web use and one for use on android smart phones. They were organized in modules (Personal Development and Employability Skills) on the following: how to make a budget; BMI calculator; Menu planner; a healthy lifestyle; Am I ready for sex?; telephone etiquette and communication; conversation topics and time management. Several factors prevented or reduced this activity's implementation: (i) the discontinuation of the NYS residential corps program meant the NYS stopped providing skills training as it had before; (ii) the change in NYS strategy focused more on personal development than skills, and recaptured the aspect of volunteerism. This change in strategy was informed by consultations held with youth, who provided feedback on NYS programs; (iii) the disengagement of the original consultant firm was followed by delays in redefining the focus of the consultancy; (iv) the time elapsed between the initiation of this activity in 2009 and the start in July 2013 of the new consultants brought other elements that disrupted this activity: JFLL asked the PIU to terminate the activity related to developing an Adult Basic Education Curriculum since it was not synchronized with their program on high school equivalence; and skills areas to be developed for NYS were redundant and already developed by HEART. As the activity extended over time, HEART evolved in curricular changes, diminishing the timeliness and relevance of further work related to JFLL.

A quality enhancement plan prepared for NYS: This plan was to be prepared based on the evaluation of the findings related to the quality of the work placements and their link to the training area of the participants, the transition of graduates into further training, education and employment and the development of corporate contacts and relationships. This output was not achieved, as it would have been the product of the Corporate Outreach consultancy, which was not completed under the Project. The NYS chose to work directly with the private sector, indicating it did not have interest in pursuing the goals under this activity as defined at that moment.

NYS facilities upgrading and new construction. The Project did not carry out an upgrade of the NYS campsite facility because the NYS residential training modality was discontinued. Instead, funds were partly reallocated to the construction of three new NYS administrative and training facilities in St. Elizabeth (Spanish Town), Hanover (Lucea) and Clarendon (May Pen). The Hanover facility was a renovation of an existing building. These facilities were built adjacent to YICs and were conceived to provide better coordinated services to youth. The Permanent Secretary in the MYC proposed this plan in November 2009 and the Project Steering Committee (PSC), the MYC, the MOE and the IDB endorsed it. An additional facility in Falmouth (Trelawny) was planned, together with a YIC, but these could not be supported by the Project due to the lengthy process required to overcome environmental challenges in the construction. It is expected that these will be carried out by the Government in the future.

Piloting of new initiatives for youth with low levels of literacy: The NYS decided to discontinue the residential modality of its corps program in 2010. Following this decision, the Project supported the Career Advancement Programme (CAP), a program proposed by the MOE. The YDP allocated funds (previously allocated to the curriculum activities) to support the following activities: (i) design of the CAP, producing a document approved by the MOE; (ii) printing of personal development manuals for the NYS to use as a key element of their training. This activity was part of the curriculum revision exercise. The manual was also used during the CAP training; (iii) Financial training for CAP schools: the Project financed basic financial management training related to project funds for 10 schools, which regularly received CAP funds to pay teachers' remuneration for delivering CAP; (iv) hiring of a literacy and numeracy coordinator from January 2011 to January 2013. JFLL later funded this position; (v) capacity building and program monitoring for the literacy and numeracy component: This included financing an assistant numeracy and literacy coordinator and an IT facilitator, per JFLL's request. Both started work in June 2011. These positions were critical to support the delivery of CAP, since the CAP schools were spread across the island; (vi) Remuneration for CAP instructors in 10 schools until June 2013; (vii) payment of examination fees for students in 10 schools: only one request was covered, since all other fees requests were covered by the MOE.

The Corporate Outreach Strategy was not completed though an initial draft was presented. The changes in focus and strategy in NYS were the main reason for dropping this activity, which was no longer a priority for the NYS Board once it revised NYS activities, despite the IDB's recommendation that the strategy be developed more broadly to meet the needs of other programs (eg. CAP, JFLL, HEART, CSJP). While some activities in component I were not carried out, the MYC succeeded in reaching more youth than initially envisaged, through the use of online tools. The MYC estimated that the NYS reached some 25,000 youth during the life of the Project.

Restructuring.

This component was not formally restructured. Some activities, as mentioned above, were dropped in light of NYS decisions. The construction of NYS facilities, not foreseen in the project document, was approved by IDB though the Project was not formally restructured. This activity is explained in Component 2.

IDB Disbursement: 77%

Classification: HS

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Briefly explain differences between planned and actual outputs.

This component surpassed the Project goals. The original design focused mainly on infrastructure, accompanied by some technical assistance. The YDP provided substantial technical assistance to support the functioning of the YICs through the design of a pilot, the development of the M&E system and training workshops and the development of a tool kit for YEOs and professionals working with youth.

YIC construction and equipment: There were four existing and functioning YICs and four more were near completion at the time of the Project's approval. A key change was the joint decision by the MOE and the MYC to build NYS training facilities alongside the YICs, where feasible. This required IDB approval and reallocation of project resources across activities. The construction schedule was delayed compared to the original plan. The first two YIC/NYS facilities to start construction were May Pen and Spanish Town. Both sites were the biggest development areas in their parishes. Consultations with stakeholders were held in November 2011, and a stakeholder committee was formed and accompanied the entire process in each parish, establishing community participation and ownership. After the first bidding process was cancelled, Cabinet approval of the bids took place in November 2011. Construction started in January 2012. There were repeated delays during the construction of these YICs, and the completion deadlines were extended until September (May Pen) and December 2013 (Spanish Town). The May Pen YIC was officially opened in May 2014, after the end of the defect liability period. The Spanish Town YIC experienced an increase of 27% over the original contract sum, requiring Cabinet approval (given in Dec 2014), which further delayed construction. The YIC was completed and inaugurated in June 2015. The YIC in Hanover was a full construction project and was completed on time. The NYS was a renovation of an existing building. Construction started in April 2014, and the facility was inaugurated in June 2015. All new YICs were furnished, and equipped; and existing YICs were equipped and IT upgraded by project completion, based on results of an audit of IT and equipment needs.

The construction of the YIC in St. Andrew was dropped due to: (i) difficulty finding a suitable location and (ii) shortfalls in funding within the Project. The YIC in Trelawny obtained building approval and was to be carried out by the MYC when funds became available. The Parish Council approved the construction of the YIC in 2015.

Supervision and quality control activities. The Project financed the design, development and launching of an NCYD/YIC website, which went live in November 2011. A web content officer was hired to maintain it, first under the NCYD directly and then under the MYC (after the NCYD and NYS were to merge). The Program document provided technical assistance to link the YICs to the existing Labor Market Information System (LMIS) and the Electronic Labor Exchange managed by the Ministry of Labor and Social Security (MLSS). During implementation, meetings were held with the MLSS to operationalize that coordination. Enhancement to the LMIS to allow for tracking of YIC users was agreed upon and the upgrade to the system was financed by the Project. The MLSS and the MYC (NCYD) signed a MOU. By project completion, youth using the YICs could access this information through the YIC website. The project financed a web user manual and a user manual for the LMIS as well.

The Project financed the design of a Framework for Strategic Action and a YIC Operational model. This activity was not included in the original project, but it was agreed that attention should be paid to how the YICs were being used. Initially, this new activity consisted of the collection of data and the design of a YIC model that was to serve as a pilot. The IDB invited an international youth expert to Jamaica to look at the YIC model. He provided training to all the Youth Empowerment Officers (YEOs) in programming and strategies for working with youth at risk, and developed a tool kit for the YEOs and other professionals working with youth at risk. He also helped the YEOs think about ways to measure the effects of their work. This led to the inclusion of inputs and deliverables of the M&E design, namely Targets and Performance indicators. The new YIC operational model was not fully piloted before completion of the Project, affected by the decision to merge the NCYD and the NYS, and the creation of the Youth and Adolescent Policy Division at the MYC.

M&E System for the YICs: Though not initially foreseen, the Project financed the design, development and piloting of an M&E system for the YICs. In 2012 an internal evaluation committee was formed to help define all the requirements, placing great efforts on designing a sustainable system. The draft M&E framework and data collection instrument were prepared by a local consultant and shared with stakeholders to get feedback and incorporate their views. In mid-2013, the launching of the system was put on hold due to the merger of NYS and NCYD. The development of the system was re-launched by the end of 2013. The testing of the system lasted six months; four YICs were designated test sites but all the YEOs and other staff/volunteers were trained in the importance of M&E and its uses, and the system was implemented in all YICs. The Project financed an M&E manager and nine M&E assistants (one per active YIC), until March 2015. These positions were discontinued after that date, due to shortage of funds at the MYC. By project completion, the YICs were all using the M&E tools and generating reports, though there is ongoing work on the frequency and the type of report produced, as the system is still being rolled-out.

Restructuring.

N/A

Components (Outputs):			
Component 3: Sector Management Total cost of Component 1: Planned: US\$1,235,754 Actual: US\$1,089,894.05 Counterpart: N/A IDB: US\$1,089,894.05 IDB Disbursement: 88%			
Classification: S			
Key Output Indicators:			
<u>Planned Outputs</u>	<u>Outputs Achieved</u>		
	<u>Baseline</u>	<u>Intermediate</u>	<u>End of Project</u>
1. Youth survey carried out	n/a	Application of survey	Analysis and dissemination
	<u>Actual:</u> Youth survey carried out in 2012 and findings used to prepare the revision of the NYP		
2. Youth Policy updated	n/a	Stakeholder workshops	Draft policy finalized and disseminated and focus groups carried out
	<u>Actual:</u> NYP green paper prepared and sent to Parliament, pending approval. Stakeholder consultations and focus groups carried out; and findings incorporated into the revised policy.		
3. NCYD skills upgraded	2 staff	15	30
	<u>Actual:</u> <ul style="list-style-type: none"> • Training on programming and leadership for YEOs • Tool kit shared with YEOs, NCYD staff and key stakeholders • Training on M&E to MYC staff and YEOs provided • Training Needs Assessment carried out 		
4. Electronic inventory of Youth Service Providers established	n/a		Completed
	<u>Actual:</u> Electronic Inventory completed and in use on the web for one year		
5. Workshops held with representatives from other ministries and government agencies involved with youth issues to improve coordination and collaboration	n/a	3	9
	<u>Actual:</u> Meetings held with other ministries as planned		
6. Manual and guidelines for youth mainstreaming across government agencies distributed	n/a		Completed
	<u>Actual:</u> Manual prepared with the MYC. Dissemination has not taken place, pending the approval of the NYP.		

Briefly explain differences between planned and actual outputs

This component succeeded in completing all of the background work in terms of studies and consultations for the preparation of the revised National Youth Policy. A key achievement of this component was supporting a discussion process with all relevant stakeholders (including PIOJ, IDB, MOE, MYC) to agree on the content of the revision of the 2004 NYP. After this discussion process, it was agreed that the consultancy would focus the revision of the NYP on the development of policy instruments to support the youth sector. This was a significant achievement, as it contributed to identifying the lack of those instruments as a main reason for ineffective implementation of the 2004 NYP.

This component financed a high quality and comprehensive set of studies as well as consultations with stakeholders, which informed the revision of the previous NYP document. Two main products were the Youth Survey and Youth Situational Analysis, both carried out in 2011. The National Youth Survey, carried out in 2011 and final report submitted by December 2011, was the main vehicle to collect data to justify the National Youth Policy. The Situational Analysis was a comprehensive review of existing research about youth. These studies informed the final consultancy carried out by UWI, which focused on the revision of the NYP (now pending approval) and the development of instruments to support its implementation and guide the work of the youth sector.

The consultants completed the revised NYP document, which included a set of annexes to support its implementation and operationalization. These included: (i) a M&E framework; (ii) a Cost-Benefit analysis; (iii) a Resource Mobilization Strategy and Plan; (iii) a Communications Plan; (iv) a Budget to Implement the Revised National Youth Policy; (v) Legal and Policy Environment; (vi) a Capacity Assessment; (vii) a Stakeholder Analysis and (viii) a Strategic Plan.

The draft revised NYP, with all of the supporting documents, was presented to the Minister of MYC as a Green Paper for its presentation to Parliament. The revised NYP was not approved by Parliament before project completion. This shortcoming had an impact on the coordination of youth activities and policy across actors working on youth issues and on the feasibility of mainstreaming youth activities. The MOEYI, the ministry responsible for youth affairs after the January 2016 elections, is prioritizing completion of the Green Paper, following stakeholders consultations, to get the policy approved.

An Electronic Database and Inventory of youth service providers and Gap Analysis: An Electronic Programmatic Inventory (EPI) and Gap analysis were completed in January 2013. These activities were combined under a single consultancy because they were interrelated and the information could be cross-referenced easily. This included training of NCYD staff in the use and management of the EPI; the system was handed over to the NCYD in January 2013. The EPI could be accessed through the NCYD/YIC website (<http://www.youthjamaica.com/content/youth-programmatic-inventory>). The EPI was created and in use on the web for a year, but its use was discontinued due to lack of payment to the hosting service. This product and the information it provided is no longer available.

The YDP financed technical assistance to train YEOs on programming for unattached youth, monitoring and evaluation and leadership, as described in Component 2. A program tool kit for unattached youth was developed under the YDP and shared with YEOs, NCYD and key youth stakeholders. This technical assistance was not initially planned in the YDP but was deemed necessary to ensure that quality services accompanied the physical improvements and construction of the YICs. A Training Needs Assessment was carried out to provide guidance on the training required for NCYD staff. Training of NCYD staff, based on the above mentioned assessment, was not carried out due to the institutional uncertainties of the merger of NCYD and NYS.

Restructuring.

N/A

Summary Implementation Progress Classification:

[] Highly Satisfactory (HS) [☒] Satisfactory (S) [] Unsatisfactory (U) [] Very Unsatisfactory (VU)

a. Project Costs

Components	Total Project Cost - Planned (US\$)	Total Project Cost Revised (US\$)	Total Project Cost Revised After Cancellation (US\$)	Total Project Cost - Actual (US\$)	% Difference
1. Strengthening of the NYS Corps Program	5,848,770	5,585,743.28	4,682,880.57	4,682,880.57	
2. Youth Information Centers	2,095,776.0	2,095,776.00	1,785,374.83	1,623,373.15	
3. Sector Management	1,235,754	1,178,140.40	1,178,104.40	1,089,894.05	
4. Administration, audit and evaluation	1,819,700	2,140,376.32	2,140,376.32	2,077,252.96	
Contingencies (exchange rate loss)				313,335.39	
Total Project cost	11,000,000	11,000,000	9,786,736.12	9,786,736.12	

The original loan was US\$11 million. The loan covered 100% of eligible expenses and the government covered a small amount for utilities and maintenance of a project vehicle. The Ministry of Finance requested the cancellation of US\$1,213,263.88 from the loan in January 2016. A total of US\$902,862.71 was cancelled from Component 1 and US\$310,401.17 from Component 2. The costs for Component 1 were lower than planned because several activities were not fully carried out: (i) the Corporate Outreach Strategy consultancy was not completed; (ii) the alignment of the NYS curricula with HEART/NTA standards was scaled back, financing only a Personal Development Manual and some learning resources; (iii) the MIS for the NYS was downscaled, completing only the Accounting System; (iv) the activities related to upgrading the NYS campsite for the Corps Program were not carried out, as that training modality ended.

Regarding Component 2, the Project financed the construction of three YICs, while the original plan was five. Though not included in the project document, the Project financed NYS training facilities in Hanover (Lucea), St. Catherine (Spanish Town) and Clarendon (May Pen).

The evolution of the exchange rate adversely affected the available amount of project resources, as the exchange rate brought losses amounting to US\$313,335.39 by the closing of the loan.

IV. Project Implementation

a. Analysis of Critical Factors

Delay in starting implementation: There was a delay of eight months in starting the project's implementation, due to the time required to meet the effectiveness conditions. Implementation started after the PIU staff was fully hired, in August 2009. The elaboration of the Operational Manual took longer than expected, requiring hiring of three different consultants to complete the work. Given the time elapsed between the project's preparation and actual beginning of implementation, the PIU had to introduce changes and request reallocation of funds due to: (i) increases in actual costs of activities; (ii) under-costing of originally planned activities; (iii) omission of some activities in the original cost tables; and (iv) newly agreed activities that required financing.

Strong project management: Project implementation was managed by the Project Implementation Unit (PIU), which was well staffed and led by a capable Project Manager who was able to address a number of challenges and obstacles during implementation. This was the case of the management of construction of the NYS and YIC facilities, and of the consultancies, whereby TORs and contracts had to be revised numerous times in an effort to align the tasks to the changing priorities of the MYC and NYS. There was continuity of the majority of PIU staff members (project coordinator, administrator,

fiduciary staff, technical coordinators of each component). The Project Manager, working with the MYC, identified key activities that needed to be included and had not been costed, merged activities to increase efficiency and effectiveness, and demonstrated flexibility to work with the MYC and NYS to meet their requests and needs. Action plans and procurement plans were adapted throughout the Project.

Project steering committee's role: The YDP benefited from the guidance of a Project Steering Committee, created in 2009. The MOE and the MYC co-chaired it until 2012, when the Project and the NYS were moved under the MYC. During the first six months, the PSC met monthly; afterwards, it met quarterly. The PSC met only once during the last year and a half of the project's implementation, due to lack of quorum. The PIU kept the PS of the MYC informed regularly during that time.

Budgetary constraints limiting project implementation: Jamaica experienced severe fiscal constraints during the life of the Project, which translated into limited resources allocated to the Project, despite their availability under the loan. The MOF did not allocate the amounts requested annually by the PIU to carry out the action plans. Nevertheless, the MOF provided counterpart funds in FY2011-2012 to cover the operational expenses of the PIU, given the fact that the provisions in the Project were underestimated.

Institutional changes affecting implementation: The Project was initially executed by the MOE, which led implementation during 2010 and 2011. In January 2012, the newly elected administration placed the Project under the MYC. The PIU was maintained and remained in its offices in the MOE. The IDB encouraged a MOU between the MYC and the MOE to clearly define the role of the PIU in its relationship with each ministry, given the shift in activities to the MYC but physical proximity to the MOE. The change of ministry affected project implementation, in part due to the weaker institutional capacity of the MYC as a younger ministry. An institutional assessment of the MYC was carried out by the IDB at the time of this transition, identifying key areas to be strengthened and steps required to achieve the project objective and goals. However, little was done by GOJ to strengthen the MYC following the assessment, and numerous changes in leadership of the MYC, at the PS level and in the NCYD and NYS, had an impact on the pace of implementation and required sustained dialogue with the IDB and the PIU to ensure ownership of the PDO and activities. Once the MYC assumed responsibility for the YDP, consultations were carried out with some 3,000 youth to hear their views and suggestions on the programs the NYS should offer. This feedback informed the subsequent changes in NYS strategy and programs.

Decision to merge the NCYD and the NYS: In 2013, the Minister announced the decision to merge both agencies, due to shortage of budgetary resources and in the context of the public sector modernization efforts undertaken by the new government in 2012. No institutional assessment accompanied this Cabinet decision at the time. The NCYD

disappeared, and its staff was placed in the MYC's new Adolescent and Youth Policy Division in order to reallocate these human resources. However the official merger of the NCYD and the NYS was never completed or operationalized.

Changes in the NYS leadership: The 2011 elections and change in government brought a change in NYS Board Chair. Appointed in February 2012, this change in leadership affected project implementation. The Board requested a pause in ongoing activities related to the NYS in order to conduct a strategic review of NYS operations. This brought to a halt the consultancies for the Corporate Outreach Strategy, the marketing strategy, the supervision and mentoring program and the Curriculum Revision. The Board opted to change the focus of its activities towards Personal Development of youth, increasing volunteerism and reducing the emphasis on other skills training. At that point, the Corporate Outreach and Curriculum Revision consultancies were revised to align their objectives with the Board's priorities, re-starting in September 2012. Shortly thereafter, the NYS expressed a lack of interest in continuing the Corporate Outreach consultancy. The NYS opted to use individual consultants and reached out directly to the private sector to achieve its goals. With this change in strategy, the MYC aimed to focus the YICs on working with un-attached youth and NYS on employment opportunities, signing a Memorandum of Understanding with the Private Sector Organization of Jamaica (PSOJ).

Challenges during the implementation of CAP: The design of the CAP was of good quality, but the program faced challenges during its implementation. CAP was to cover students 16-18 years old, for remedial and TVET education, to ensure they met the minimum requirements to access other programs (HEART/NTA and NYS). The CAP was designed in 2010 and its pilot started in January 2011 in a small number of schools; the implementation challenges that would be faced once the program was scaled up were not apparent at that time. In its original design, schools were to receive a sum of money (J\$58,000) per student to cover costs of teachers' salaries and materials. The program was imparted at schools, and schools were to select the students. In June 2011, the program was extended to a wider number of schools. By June 2012, the program was suffering from low enrollment, high drop out and a low level of certification. At that time, the UWI research team began to apply the evaluation instruments and capture information for the baseline. During this stage, various program challenges became apparent, and they were confirmed in the MOE internal evaluation of the program. One problem was that schools were mixing the two groups of students (remedial and TVET), generating frustration and not effectively improving student achievement results.

In light of the MOE evaluation findings, the MOE opted to separate the remedial part of the program and place it with JFLL, and the TVET aspect was placed with technical institutions. Implementing this decision took a long time and the schools were not placing enough emphasis on student performance.

During 2013, there were problems with certification of students and HEART. As a result, a technical working group was put together, including HEART, school principals and other technical institutions; they all worked to rebrand the program: Changing Attitude through Performance became the mantra. The rebranding led to improvements in the program's organization: (i) CAP placed students on a defined pathway; (ii) remedial students could work with JFLL on language skills and then access TVET; (iii) TVET students were educated in technical institutions (17 at closing) which prepared them to access tertiary institutions; (iv) CAP moved from HEART to the MOE, where a department was created for the program and incorporated quality assessment into the program, showing better results in terms of TVET certification; (v) monitoring and accompanying tools have translated into better follow up of all the related indicators.

The CAP program's budget was reduced and the number of students dropped from 15,000 to an average of 6,000 in the last two years. An impact evaluation showed that the program was well targeted and had a positive effect.

Challenges in the construction of the YIC and NYS facilities: Several challenges arose during the construction phase: (i) the addition of the NYS field offices which were not originally planned; (ii) higher than anticipated costs which required allocation of counterpart funds to pay for the additional costs and taxes; (iii) a constraint in getting timely support services for construction and MIS from the MOE in the initial stage of project construction; and (iv) long delays in the construction of the Spanish Town and May Pen facilities. Despite these challenges, the construction of NYS facilities in proximity of the YICs allowed for synergies between both. The construction of NYS facilities was key to provide the NYS with its own buildings, allowing the GOJ to desist paying rent.

Community participation to accompany construction of YICs: Consultations with stakeholders were held during the construction of the YICs and later on to promote the YICs in Clarendon and St. Catherine as community resources. Two stakeholder-working groups were created to formalize the consultation process. The one in Clarendon continued its activities beyond the project completion. The one in St. Catherine stopped its activities in light of the construction delays; it is expected to resume meetings shortly. Consultations were helpful to identify community concerns and to ensure that the location of the future centers was adequate for the communities they aimed to serve.

Procurement challenges: There were delays during implementation due to the procurement process itself. There was limited response to several procurement processes, and these had to be carried out again or the deadlines extended (for instance the electronic youth inventory; the first bidding process for construction of the first two YICs). Delays came from procurement approvals by IDB or MYC or NYS taking longer than expected.

b. Borrower/Executing Agency Performance

MOE: The MOE was responsible for project implementation for the first two years and its performance was satisfactory, despite initial implementation delays. During this early phase of implementation, the MOE provided the guidance and support to the PIU to start the implementation of activities under the three components. After the Project was moved to the MYC, the MOE continued to perform in a satisfactory manner with the implementation of the CAP program. The MOE worked to re-brand the CAP, acting on the internal evaluation findings as well as on the external impact evaluation by UWI.

MYC: The MYC was responsible for project implementation after 2012 and its performance was uneven. The main weakness seemed to be the apparent lack of strong ownership by the MYC leadership in relation to the Project. During the last stage of implementation, the MYC leadership (PS) made efforts to move the NYP from the Green to White Paper and showed commitment in supporting the project activities. But overall there was little or no progress in key institutional strengthening of the NYS, lack of approval of the NYP, constant changes of key positions (three PSs, seven NYS directors and three NCYD directors over four years), and the announced merging of the NCYD and the NYS without a clear plan which left project activities hanging without appropriate support and oversight. On the positive side, the MYC made efforts to consult with youth to incorporate their views on the NYS programs. It reached out to a large number of youth through the use of technology in an effort to achieve the PDO, despite the lack of implementation of some of the YDP's key activities. Finally, it worked to retain key human resources within the youth sector after announcing the merger of the NCYD and NYS.

NYS: The NYS initially worked closely with the PIU to implement the project activities. Its performance was unsatisfactory, based on the perceived lack of interest to engage with the PIU and the IDB in discussing and re-formulating the Project, and to take advantage of an approved loan operation to support the strategic priorities of the new NYS leadership that took office in February 2012. NYS missed the opportunity to use the YDP to support critical areas of its institutional strengthening such as the M&E system, the MIS and training of key staff, all of which were to be supported under the Project.

PIU: The performance of the PIU was satisfactory throughout the life of the Project. The PIU manager and her team played a critical role during implementation, enabling the transition of the Project from the MOE to the MYC. The PIU displayed great efforts to move implementation forward, working with the leadership in the MYC and NYS to modify terms of reference of ongoing consultancies to incorporate new strategic directions and interests, after the change in government. The PIU provided cohesiveness to the implementation process and ensured that programmed activities were carried out before completion.

Borrower/Executing Agency			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

c. Bank Performance

The Bank carried out regular supervision missions and maintained a close relationship with the MOE and the MYC, as its counterparts during the life of the Project. The Bank showed flexibility during the change of government in 2012. It sought to support the government decision to place the MYC at the forefront of youth issues. The Bank financed an institutional assessment of the MYC, identifying strengths and weaknesses to assist the ministry in targeting institutional growth areas, and was flexible in aligning YDP activities with the government's changing priorities and needs.

The Bank provided strong support to the YICs, offering constructive feedback on the pilot proposal and the M&E framework; and participating in workshops and providing international technical assistance (TA) to the YEOs to strengthen their capacity in programming, monitoring and supervision, especially when working with youth at risk. A result of the TA was a toolkit on youth development that was shared with the PIU and NCYD for distribution to all YEOs.

The Bank offered support to the new NYS Board when, in 2012/2013, it undertook a revision of its activities and decided to change the focus of its programs. Despite the dialogue, the Bank did not succeed in building a positive relationship with the NYS Board or in encouraging the NYS to take advantage of the existing project resources.

Several changes in Task Managers affected implementation, bringing some delays to the execution of project activities. This effect was compounded by the multiple changes in the agencies and ministries in charge of the Project.

Bank Performance			
<input type="checkbox"/> Highly Satisfactory (HS)	<input checked="" type="checkbox"/> Satisfactory (S)	<input type="checkbox"/> Unsatisfactory (U)	<input type="checkbox"/> Very Unsatisfactory (VU)

V. Sustainability

a. Analysis of Critical Factors

There are several factors contributing to the sustainability of the project achievements:

- The MOEYI sectoral document presented to Parliament in June 2016 includes the main outcomes and outputs supported by the YDP, demonstrating the new administration's commitment to follow through on support to the youth sector.
- The YICs are known and sought after in their communities, having demonstrated successful support to youth in the communities they serve.
- The background work to prepare the revised NYP was thorough, and well carried out and well disseminated. It has served to deepen the knowledge of Jamaican youth's reality and to carry out consultations with civil society and agencies and

organizations working with youth. The revised NYP is a comprehensive document; once it is approved by Parliament and starts implementation, it will assist the GOJ to better lead, analyze and act upon youth issues.

- The NYS and the YICs are collaborating in providing guidance, support, volunteering and training opportunities to youth, fostered by their physical proximity in some parishes. As the NYS is better known, this proximity will benefit the YICs in terms of increasing the number of users. The MOEYI has expressed support for the work the YICs have been carrying out. YICs will focus on youth development (including health, education, social inclusion and entrepreneurship) while NYS (and HEART) will focus on employment skills. YICs will continue to have an entrepreneurship desk to provide guidance and mentorship to youth in this area
- The impact evaluation of the CAP showed that the program is reaching its target population. The MOE has used the findings from the impact evaluation and its internal evaluation to rebrand the program and to introduce changes to improve completion rate, avoid drop outs and explain the program better to students and families. The CAP remains a key program for supporting youth for the new Government, as indicated in the sector strategy presented to Parliament in June 2016.
- The incorporation of youth issues into the MOEYI will contribute to enhance coordination, implementation and streaming of youth activities, favored by the strong institutional capacity of the MOEYI.
- The MOEYI intends to work towards greater integration of existing youth support programs (CAP, HEART, JFLL, NYS, etc.).

b. Potential Risks

- Resources to fund CAP have been waning. The MOE will need to lobby the support of the MOF.
- If an M&E system is not established early on as part of the NYP, the GOJ will not know the impact of their programs;
- If the NYP is not approved soon or it is sent to be revised once again by Parliament, the youth sector will not benefit from its guidance and direction.

c. Institutional Capacity

With the arrival of the new government in early 2016, the MYC was closed in March 2016, and the MOE, renamed the Ministry of Education, Youth and Information (MOEYI), absorbed the youth activities of the MYC. The MOEYI has strong institutional capacity within the Jamaican public sector. It is likely that bringing youth issues under the umbrella of the MOEYI will contribute to strengthen the focus of youth matters,

favor coordination with other ministries and agencies, sustain what has been achieved in the YICs and finalize the youth policy. An initial step in this direction is the presentation of the sector priorities in the sectoral document to Parliament, which includes CAP and a chapter on youth services, touching upon the National Youth Policy, YICs, the role of the Youth Advisory Council and the NYS.

Sustainability Classification SU:

☐ Highly Probable (HP) ☒ Probable (P) ☐ Low Probability (LP) ☐ Improbable (I)

VI. Monitoring and Evaluation

a. Information on Results

The program document included a results framework, with outcome, intermediate outcome and output indicators. Many of the outcome indicators were vague, lacking baselines and end-of-project values. The outcome indicators that were defined were ambitious, given the M&E capacity at the NYS, NCYD and later on, the MYC. The program document placed emphasis on improving monitoring and evaluation at the NYS and NCYD and it included several activities focused on building this capacity. Later in the project implementation, with the shift in ministry, the establishment of an M&E unit within the MYC was added and recommendations were made following an institutional assessment of the ministry (carried out by IDB in April 2012).

The M&E system for the YICs, piloted in 2014 and rolled out in early 2015, was functioning by project completion. YICs were using the standard monthly report created with YDP support, though not all YICs had the capacity to prepare these reports monthly. Some YICs were preparing reports that did not follow the format of the standard YIC report, which was revised after the piloting phase. The YIC M&E system provides information on the number of actual users, new and repeat users, the number of unattached users, the type of services users seek, the activities carried out by the YIC which are not standard, and the degree of user' satisfaction. Though every YIC is not using the system seamlessly, there has been a tremendous effort to include data and information into the system and send it regularly to the MYC (now to the MOE).

In the case of the NYS, an M&E system was not functioning by project completion. This is the main reason why outcome indicator 7 could not be updated for the PCR. Regional offices gather information on participants in their programs, but there is not a system that enables NYS to analyze the information on the type of companies where youth are doing internships, or to follow up on participants systematically once they graduate, for instance. While the Project included the establishment of an M&E unit within NYS, this activity was not carried out due to the choices made by NYS leadership during implementation, based on evolving priorities during the life of the Project.

Overall, there was good monitoring of the progress of project activities, and the results framework was not modified during implementation. Monitoring progress towards the

achievement of development outcomes was a challenge due to lack of some data sources as described above. Key activities that would have provided the instruments to gather the information on the project outcomes were implemented very late in the Project (YIC M&E system) or not carried out (NYS M&E system).

The Project financed two impact evaluations, which were very helpful in showing the accomplishments of some of the Project's activities and in providing critical recommendations to improve these programs (CAP and NYS corps program).

b. Future Monitoring and Ex-Post Evaluation

A formal ex-post evaluation of the Project was not carried out, in light of the GOJ decision not to pursue Phase II. The MYC prepared a final Project Implementation Report to capture the history of the Project. It is expected that the YICs will continue to gather information on users and prepare reports regularly, as YICs become more familiar with the reporting requirements. There is a need to provide human resource support to the YICs to enable them to incorporate the information on time, and highlight the importance of data and information for the youth sector.

VII. Lessons Learned

Strong ownership of a project is critical for successful achievement of outcomes. In the MYC, the top leaders (the Minister, the PS, and the NYS Board) did not display the same level of ownership the Project experienced under the MOE. This was partly due to the numerous changes in leadership in the MYC. This undermined project implementation and prevented timely use of the project resources to support the institutional strengthening of the MYC, the NYS and NCYD.

Institutional strengthening is important to ensure the achievement and sustainability of the PDO. Activities to strengthen an institution (the MYC, MOE, NYS, etc.) are important to ensure achievement and sustainability of outcomes. These activities include the training of staff to strengthen human resources, and the development of MIS and M&E systems. In the case of the YDP, institutional strengthening was only partially achieved. Continued efforts towards institutional strengthening of the YICs will ensure further progress on quality and sustainability of their activities. Key to institutional strengthening is ensuring that youth specialists remain in the youth support system. Analysis of options to implement a motivating and competitive remuneration system for youth workers should be a priority area for the Government, in the framework of the revised NYP.

Maintaining a close dialogue between an incoming government and the Bank is key to support the country's development priorities. In the case of this project, the change in government in 2012 brought significant and foreseeable changes, as is expected after elections. While the Government and the Bank engaged in dialogue, and

the Bank made efforts to adjust the project activities to the priorities of the incoming government, these efforts were not always as fruitful as desired.

M&E systems are crucial to support policy decisions. Gathering information on youth programs and activities should be a priority for the ministry responsible for youth affairs. Building the capacity to collect and process data is key to inform policy decisions and to ensure an effective use of public resources. In the case of the YICs, the development and roll out of an M&E system is showing the importance of having information to assess the impact of the work the YICs are carrying out. In the case of the NYS, though there is information on the number of participants, the lack of an M&E system prevents the NYS from working with the information it gathers from its regional offices, curtailing further analysis of its activities and outcomes.

A strategy should be defined for all agencies working on youth training, to connect trainees with internship/employment opportunities. The YDP included the support for a Corporate Outreach Strategy. While it focused mostly on the NYS, it could have been used more broadly by CAP, JFLL, HEART, CSJP and so forth. This strategy was not completed under the YDP. However, there is a case to be made for developing the strategy in the future, as it could be a useful tool to align and coordinate the work of the different institutions seeking to support Jamaican youth in moving from training/school to work. The impact evaluation of the NYS non-residential program and the Gap Analysis under the revision of the NYP recommended establishing broader and stronger links to the private sector.

Use of local consultants is advisable. Fostering the use of local consultants can contribute to fruitful work on the consultancies and technical assistance supported by the projects. It is often true that local consultants possess a solid knowledge of the country's context and actors, which may contribute to effective and efficient results. In the case of the YDP, local consultants were hired for several consultancies, contributing to the M&E system for the YICs and completion of outputs for the revised NYS and impact evaluations, for instance.

Infrastructure activities should include a degree of flexibility. Due to the nature of construction activities, it is common practice to build flexibility in time and resources around these project activities. Including contingencies allows the Borrower to have a degree of flexibility regarding changes in construction costs. It is important to carry out an accurate estimate of construction costs during preparation and to assess bids during the procurement process to ensure that the resources are budgeted adequately.

Annexes:

1. [Minutes from the Exit Workshop](#)
2. [Borrower Evaluation](#)
3. [Progress Monitoring Report](#)
4. [NYS programs and summary of participants](#)
5. [Summary of Impact Evaluation for the National Youth Service \(NYS\) Non-Residential modality of the Corps Program \(University of West Indies. June 2014\)](#)
6. [Career Advancement Program \(CAP\): enrollment figures and main findings of the 2014 Impact Evaluation \(University of West Indies. June 2014\)](#)
7. [YIC user data 2012-2015](#)

Annex I - Minutes of the Youth Development Programme (YDP) Workshop to review the Project Completion Report (PCR)

A workshop was held on June 22, 2016 to present the draft Project Completion Report for the YDP. After welcoming remarks, the PCR team presented the main outcomes and outputs of the Project and lessons learned.

Participants provided feedback and comments which contributed to clarification of the PCR content, and asked to include additional information to accurately reflect the YDP implementation. Comments were as follows:

- Funds from the curriculum activities were reassigned to the Career Advancement Programme (CAP) (not from the National Youth Service/NYS residential program, when this was discontinued).
- While it is accurate to state that there were delays in implementation when the YDP was shifted to the Ministry of Youth and Culture (MYC), more context should be added to the PCR. At the time of transition from the Ministry of Education (MOE) to the MYC, consultations were carried out with approximately 3,000 youth to hear about their views on the NYS programs at the time and their suggestions on what NYS should offer. The decisions to shift strategy were based on the feedback from the youth.
- The merger of the National Centre for Youth Development (NCYD) and the NYS was done due to shortage of resources. The MYC had to aggressively pursue the policy of reallocation of human resources. Human resources were not lost with the decision to merge, but rather they were reallocated within the MYC.
- While some of the activities in Component I were not carried out, the MYC succeeded in reaching out to many more youth than initially envisaged with the use of online tools (NYS touched more than 25,000 youth).
- The construction of NYS facilities in proximity to the Youth Information Centres (YICs) allowed for synergies between both. The construction of NYS facilities was key to provide NYS with high quality buildings owned by the GOJ (avoiding paying rent as was the case before).
- The National Youth Commission was built into the Revised National Youth Policy (NYP); it is not a new idea. It was included to build in checks and balances and make oversight of the youth sector more dynamic. The new Government's decision to continue to support it augers well for continuity and sustainability.
- Parliament is to pass the revised NYP by November 2016.
- Participants asked questions regarding the way forward for YICs. During the workshop, the [new] Ministry of Education, Youth and Information (MOEYI) explained that YICs will focus on youth development (education, health, social inclusion, entrepreneurship) while

NYS (and HEART) would focus on employment skills. YICs will continue to have an entrepreneurship desk to provide guidance and mentorship to youth in this area.

- The decision to stop the Corporate Outreach Strategy was based on the fact that the consultants were not providing the deliverables that the MYC wanted. The NYS opted to use individual consultants and reach out directly to the private sector to achieve its goals.
- The Impact Evaluation of the NYS non-residential program and the gap analysis recommended establishing broader and stronger links to the private sector. The PCR should highlight this and include in the lessons learned.
- The MOEYI intends to work towards greater integration of existing youth support programs (CAP, HEART, JFLL, NYS, etc.).
- When the NYS strategy changed focus, the idea was that the YICs would focus on youth at risk and the NYS would focus more on employment opportunities through a Memorandum of Understanding with the Private Sector Organisation of Jamaica (PSOJ).
- MYC human resources received training on monitoring and evaluation (M&E), programming and the YIC service model, which should be highlighted in the PCR.
- There was discussion around the feasibility of reactivating the Electronic Inventory of Youth Programs as it is considered a highly relevant tool to guide youth support.
- Delays should be portrayed more as a fact than a weakness.

The workshop discussion focused on the lessons learned that had been included in the PCR, and participants suggested additional lessons for consideration in the final PCR document:

- Planning of projects should consider changes in costs of construction. Greater flexibility should be built in. The IDB explained that flexibility is built into contingencies and the government decides how to use these.
- Project costing should be more accurate to avoid problems during implementation. In the case of the YDP, there was a perception that estimated costs for construction were low and that other activities had not been costed during preparation (such as website activity that did not include host, user fees, etc.).
- The use of local consultants should be fostered as they are likely to have a sound knowledge of the country's realities.

During concluding remarks, participants thanked the IDB and highlighted the positive outcomes and achievements of the YDP, despite the challenges faced and overcome during implementation. Some key remarks were:

- Despite challenges, the NYS benefited from the YDP support. The Impact Evaluation provided recommendations that the NYS is seeking to implement. The NYS is using the

Personal Development Manual in its training, and values it as a high quality tool for youth skills building.

- The Youth and Adolescent Policy Division has benefited greatly from capacity building through training. Efforts should be placed in the future on sustaining these achievements and building a strong team to work on youth and adolescent support.
- The YICs experienced a remarkable improvement in the quality of the services they provide, with the YDP support. Efforts need to be placed on supporting the Youth Empowerment Officers (YEOs) and staff working in the YICs, to ensure the sustainability of the outcomes for youth. Staff that work in the YICs have a great deal of know-how on how to work with attached and un-attached youth. They are the institutional memory of work with youth, and efforts should be made to encourage them to stay within the youth support system. Participants recommended the development of a scale that determines how youth development workers are paid, to ensure remuneration that better reflects the work they are doing and how their work impacts society.
- Overall, participants placed great emphasis on sustainability of activities and achievements supported by the YDP, which are in line with the national youth development priorities.
- A suggestion was made to prepare a summary of main achievements under the YDP to make available to the public to ensure wide dissemination of the program's results.

**Youth Development Programme (YDP)
Project Completion Report (PCR) Workshop**

Liguanea Club, Kingston

22 June 2016

9:30 am – 12:00 pm

Agenda

- | | | |
|------|---|--|
| I. | Welcome and Opening Remarks | Cynthia Hobbs
(Lead Education Specialist) |
| II. | Presentation of PCR (part 1)
Project Results (Outcomes and Outputs) | Rosa Puech (Principal Author) |
| III. | Discussion/Comments/Feedback | All participants |
| | Coffee Break (15mins) | |
| IV. | Presentation of PCR (part 2)
Lessons learned | Rosa Puech |
| V. | Borrower's Evaluation: Sustainability of achievements, Bank and Borrower performance and Borrower's Recommendations | |
| VI. | Invitation for Closing Remarks | Cynthia Hobbs |

List of attendants

Name	Position	Institution
Carline Irvine		MOF
Tracie-Ann West	Senior Project Economist	PIOJ
Lisa Hanna	Member of Parliament	Spokesperson on Youth
Miguel Williams	Former Director	NCYD
Grace Munroe	Deputy Executive Director	JFLL
Claire Spence	Education Adviser	USAID
Novia Condell	Youth Development Specialist	UNICEF
Carolyn Thomas	Senior Research Fellow	UWI Open Campus
Jimmy Tindigarukayo	Senior Research Fellow	SALISES, UWI
Lloyd Waller		Centre for Governance, UWI Mona
Errol Miller		Formerly of MLSS
Shernette Effs	Former Project Financial Officer	
Alethia Barker	Former Technical Consultant	
Vivienne Williams-Thompson	Former Technical Consultant	
Geraldine Simmonds	Former Project Administrative Assistant	
Uki Atkinson	Research Analyst	National Council on Drug Abuse
Sharifa Powell	Lead Researcher	Knowledge Network for International Investment & Trade, Formerly of UWI Consulting
Carol Watson-Williams	Consultant	UWI Consulting
Alicia Glasgow	Executive Director	Youth Upliftment Through Employment (YUTE)
Barrington Bryce	NEO Project Coordinator	Youth Upliftment Through Employment (YUTE)
Daniel Cockrane		Youth Upliftment Through Employment (YUTE)
Michele Small Bartley	Senior Director	Youth and Adolescents Policy Division (YAPD) MOEYI
Takisha Barnes	Director	Programme Implementation, YAPD - MOEYI
Donnette Batchan-Walker	Sr. Youth Empowerment Officer	YAPD - MOEYI
Rani Sarju	Manager - M&E	YAPD - MOEYI
Kerissa Nelson-Gordon	Clarendon YEO	YAPD - MOEYI
Chevelle Campbell	Clarendon YEO	YAPD- MOEYI
Simone Green	YEO - St. Catherine	YAPD- MOEYI
Gihon Mitchell	YEO - St. Catherine	YAPD- MOEYI
Denis Lawrence	Executive Director	National Youth Services- MOEYI
Charlene Mattocks-Bent	YEO	YAPD- MOEYI
Kathrina Bennett		NYS, GWEP- MOEYI
Oshane Nelson		NYS, Summer Programme- MOEYI
Reynado Jackson		NYS, CORP- MOEYI
Sashanie Lyn		NYS, Summer Programme- MOEYI
Jovan Johnson		NYS, GWEP- MOEYI
Cynthia Hobbs	Lead Education Specialist	IDB
Rosa Puech	Consultant	IDB
Vanessa Bonner	Consultant	IDB
Rene Herrera	Sr. Procurement Specialist	IDB
Naveen Jainauth-Umrao	Financial Management Specialist	IDB
Janet Quarrie	Sr. Operations Analyst	IDB

Annex II - Borrower's Evaluation

Inter-American Development Bank Project Completion Report (PCR) Borrower's Evaluation

Project name: Youth Development Programme	
Executing Agency: Ministry of Education/ Ministry of Youth and Culture	
Borrower: The Government of Jamaica	
Date of Project Approval: October 29, 2008	Date of Contract Effectiveness: December 5, 2008
Date of Borrower Evaluation: June 2016	Date of Workshop: June 22, 2016

Borrower Project Performance Ratings

Probability on Achieving its Development Objective(s):

☐ Highly Probable (HP) ☒ Probable (P) ☐ Low Probability (LP) ☐ Improbable (I)

Project Implementation:

☐ Highly Satisfactory (HS) ☒ Satisfactory (S) ☐ Unsatisfactory (US) ☐ Very Unsatisfactory (VU)

Sustainability of Project Results:

☐ Highly Probable (HP) ☒ Probable(P) ☐ Low Probability (LP) ☐ Improbable (I)

Comments

Development Objectives: **Target # 13:** 5 new YICs constructed, equipped and operational.

[No triggers in the Results Framework are related to activities in this Component¹]

1. Activity: Construction of YICs/NYS (Joint activity between Components 1 and 2)

The focus of this component was the establishment of Five (5) Youth Information Centres in the parishes of St. Catherine, Clarendon, St. Andrew, Hanover and Trelawney. Five (5) YICs were already in existence and three (3) were nearing completion at the start of the Project. It was anticipated that construction of the five new centres would have begun by January 2010.

The prototype design for the YICs adopted from those constructed under other projects (funded by the Korean Government and UNICEF) was used in the design of the new centres. The YICs were built using models for full construction, renovation and retrofitting of shipping containers. Spanish Town (St. Catherine) and May Pen (Clarendon) represent the largest and second largest Development Areas (DA) in the respective parishes. These first two should

¹ This refers to the original project design, which was in two phases with triggers to move from Phase I to Phase II.

have been constructed in Years 1-2 of the Project. The next two in the parishes of St. Andrew (Papine) and Trelawny (Falmouth) were slated for construction in Year 2, and the final site in Hanover (Lucea), in Year 3.

Site acquisition for the first two facilities was already in progress at the start of the Project. A decision was taken by the two Ministries (MOE and MYC) that NYS training facilities would be constructed alongside the YICs wherever feasible. Although the directive was accepted in principle, the No Objection of the IDB for the change of scope was required and budget provisions identified.

The following consultants were engaged to provide supervision of the construction of the first two YIC/NYS facilities (St. Catherine and Clarendon).

- **Project Manager (National Works Agency)** – Spanish Town and May Pen
- **Architectural Firm (Plexus Ltd.)** - May Pen.
- **Specialist Architect (Cornerstone Design Ltd.)** - Spanish Town. Technical support (QS, Structural Engineer, Civil Engineer, Electro-Mechanical Engineer and Land Surveyor) to the Architect provided by the National Works Agency (NWA).

All three contracts were amended to include services related to the construction of the NYS facility. Design work was completed and both NYS and National Centre for Youth Development (NCYD) signed off on the schematic design for the two joint YIC/NYS complexes in May Pen and Spanish Town. The Invitation to Bid was advertised and bids requested for January 4, 2011. Letters of Possession were prepared for Clarendon and St. Catherine by the National Land Agency, and Grants of Possession for the sites received by the MYC from the National Land Agency/Commissioner of Lands.

The bidding process for the construction of the first two (2) facilities (May Pen and Spanish Town) was cancelled based on the recommendation of the Evaluation Committee and the MYC's Procurement Committee. New bids (5 for each site) were received on May 4, 2011. Evaluation of the bids and the subsequent approval process culminated in Cabinet approving the award of contracts for both sites on November 7, 2011. Contracts were signed for the construction of the Spanish Town and May Pen facilities in January 2012.

Project Implementation:

Project implementation progressed well throughout the life of the Project. Implementation of the Project effectively commenced when the Project Manager and Technical Coordinators were contracted (July – August 2009). As a result of this initial delay, implementation fell behind schedule by eight (8) months. In June 2013 an eighteen (18) month extension was granted, moving the end date to June 2015 at which time there was a further extension to December 2015.

The pace of implementation picked up towards the end of 2010 (FY 10-11) as many of the activities which were previously on hold or delayed were activated/reactivated. This was supported by allocations from the MOFP which improved progressively over the life of the Project. There were marked delays with the completion of the Spanish Town Facility as a result of special refurbishment conditions related to the Heritage designation of the building as well as on the construction part with a problematic contractor and delays in the installation of windows by the sub-contractor.

Sustainability of Project Results: Youth Information Centres are an established brand in the eleven parishes where they are found, lending to the positive youth development needs of the community youth population. Among the positive factors contributing to sustainability are: (i) The establishment of the centres are guided by the National Youth Policy 2004 (currently being revised). It created a good reputation among the political class as well as among civil society; (ii) given this good reputation for objectivity and professional implementation, YICs have received financial resources from the national budget and other Multi-national Development Partners; (iii) the implementation of the Youth Database system to address the M&E aspects of the program, to focus on targeting, risk assessment and case management among other elements, to improve the impact of the program and its assessment of outcomes.

Bank Performance

Please rate the Bank's overall performance during project preparation and execution. Factors to be considered include the extent to which the Bank facilitated a participatory project design, proposed adequate technical solutions to the problems identified, and responded to the needs of the Borrower (timeliness, selection of instrument type) as well as technical assistance (including informal and formal training) to Executing Agency, timeliness of Bank response and the Bank's flexibility to respond to emergency situations during project implementation.

[] Highly Satisfactory (HS) [[X](#)] Satisfactory(S) [] Unsatisfactory (US) [] Very Unsatisfactory (VU)

Comments:

Project design: The Bank and the Borrower worked together to design, monitor and continuously assess the project progress throughout the project implementation period. The Development Objective was in line with the country priorities to facilitate the transition of unattached youth to adulthood and the world of work through training, on-the-job experience, information dissemination and labour intermediation services. Unattached youth are defined as those youth that are not employed, not enrolled in school and not engaged in any other form of training. Activities will be financed in three mutually supporting strategic areas:

- i) Enhancement of youth training and life skills offered by the National Youth Service;
- ii) Promotion of youth information centres, building upon on-going efforts in this area;
and
- iii) Institutional strengthening, including technical assistance to the National Centre for Youth Development to support governance and articulation between various sectors.

Project implementation: The Bank provided support to the Youth Development team. The changes in task managers were smooth and there was good dialogue and understanding between the Borrower and the Bank. The Bank was responsive to the Borrower's needs and requests made during implementation. The Bank could have been more flexible in allowing for inflation on the construction aspects of the Project.

Borrower Performance

Please rate your own overall performance during project preparation and execution.

[] Highly Satisfactory (HS) [X] Satisfactory(S) [] Unsatisfactory (US) [] Very Unsatisfactory (VU)

Comments:

Project Preparation: The Borrower worked with the Bank with the Youth Division to prepare for project implementation and offered their expertise as required.

Project Implementation: Overall, the Borrower was committed to the development objective and to the achievement of the targets set in the results framework. Unfortunately only three YICs were built; however, flexibility by the Bank allowed for the implementation of the YIC website and Link to the Labour Market website (LMIS). Several capacity building sessions were effected to improve programme design and delivery at the YIC, and the work on the YIC Database will propel the engagement of youth in a more targeted scientific manner leading to more effective holistic development of the youth.

Additional Suggestions to Improve Bank's Performance

N/A