



Project Completion Report

PCR

Project Name: Citizen Security and Justice Programme

Country: Jamaica

Sector/Subsector: ICF/ICS

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Project Number: JA0105

Loan Number: 1344/OC-JA

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Acronyms and Abbreviations

AFS	Audited Financial Statements
AGMs	Annual General Meetings
A-V	Audio-visual
BOVs	Boards of Visitors
CACs	Community Action Committees
CAOs	Community Action Officers
CBOs	Community Based Organizations
CDB	Caribbean Development Bank
CSI	Community Security Initiatives Project
CTD	Chief Technical Director
CVPS	Crime Victimization and Perception Survey in the KMA
DCFS	Department of Cooperatives and Friendly Societies
DCS	Department of Correctional Services
DRF	Dispute Resolution Foundation
EA	Executing Agency
FINSAC	Financial Sector Adjustment Company
FY	Fiscal year
GO	Governmental organization
GOJ	Government of Jamaica
IDPs	International development partners
ICBSP	Inner City Basic Services Project
IDP	International development partner
IEP	Impact evaluation plan
IMIS	Integrated Inter Agency Information System
JCF	Jamaica Constabulary Force
JEMS	Judicial Enforcement Management System
JLP	Jamaica Labor Party
JSIF	Jamaica Social Investment Fund
KMA	Kingston Metropolitan Area
KPH	Kingston Public Hospital
KRC	Kingston Restoration Company
KURP	Kingston Urban Renewal Project
M&E	Monitoring & Evaluation
MNS	Ministry of National Security
MOE	Ministry of Education
MOH	Ministry of Health
MOJ	Ministry of Justice
MPCs	Multipurpose Centers
NSWMA	National Solid Waste Management Authority
NVQ-J	National Vocational Qualifications-Jamaica
PALS	Peace & Love in Schools
PEU	Project Executing Unit
PIOJ	Planning Institute of Jamaica
PMI	Peace Management Initiative
PNP	Peoples National Party
PPCA	Police Public Complaints Authority



RIPs	Rapid impact projects
RISE	Rise Life Management Services
SDC	Social Development Commission
SISTREN	Sistren Theatre Collective
SJPC	St. James Parish Council
SM/PE	Social Marketing/ Public Education
SPPD	Strategic Planning & Policy Division
SPPRE	Strategic Planning, Policy, Research & Evaluation Division
TC	Technical Cooperation (Project)
UDC	Urban Development Corporation
VSP	Victim Support Program
VSU	Victim Support Unit
YOU	Youth Opportunities Unlimited



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I. Basic Information

BASIC DATA (AMOUNTS IN US\$)

PROJECT NO: JA0105

TITLE: CITIZEN SECURITY AND JUSTICE

Borrower: JAMAICA

Date of Board Approval: 05 SEP 2001

Executing Agency (EA): MINISTRY OF NATIONAL SECURITY

Date of Loan Contract Effectiveness: 20 SEP 2001

Date of Eligibility for First Disbursement: 25 JULY 2002

Loan(s): 1344/OC-JA

Sector: MODERNIZATION OF THE STATE

1) Months in Execution

* **from Approval:** 89

* **from Contract Effectiveness:** 88

Lending Instrument: INVESTMENT/ SPECIFIC INVESTMENT OPERATION

Disbursement Periods

Original Date of Final Disbursement: 20 SEP 2005

Current Date of Final Disbursement: 31 DEC 2008

Cumulative Extension (Months): 39

Special Extensions (Months): 0

Loan Amount(s)

* **Original Amount:** 16,000,000

* **Current Amount:** 13,930,000

* **Pari Passu (if applicable):** 72.99%

The Project was re-scoped in December 2004, following a partial cancellation of overall loan resources to the Country due to fiscal constraints and some reallocation to hurricane Ivan reconstruction efforts. This saw elimination of: (i) the information campaign on the Police Public Complaints Authority (PPCA) (3.2iv); (ii) training, automation and associated infrastructure upgrading for the Kingston Family Court (3.4ix and x); and, the Social Marketing sub-component V. Overall, the loan was reduced by US\$2,070,000, and the total budget, by US\$2,590,000. Details of this re-scoping were subsequently confirmed in an Amendatory Contract signed in July 2007

Disbursements

* **Amount to date:** 100 (%)

Poverty Targeted Investment (PTI): Yes/No

Social Equity (SEQ): Yes/No

Environmental Classification: A, B, or C

Total Project Cost (Original Estimate): 21,000,000

Redirectioning

Has this Project?

Received funds from another Project []

Sent funds to another Project []

N/A [X]

* **Current amount (adjusted for redirectioning):** 13,930,000

On Alert Status

Is project currently designated "on alert" by PAIS: NO

SUMMARY PERFORMANCE CLASSIFICATIONS

DO	[] Highly Probable (HP)	[X] Probable (P)	[] Low Probability (LP)	[] Improbable (I)
IP	[] Highly Satisfactory (HS)	[X] Satisfactory (S)	[] Unsatisfactory (US)	[] Very Unsatisfactory (VU)
SU	[] Highly Probable (HP)	[X] Probable (P)	[] Low Probability (LP)	[] Improbable (I)



II. The Project

a. Project Context

Jamaica's on-island population in 2000 was about 2.6 million. There is commonly thought to be a comparable number of first-generation Jamaicans in the Diaspora, the majority of who maintain family and cultural ties, as well as a strong interest in current affairs on the island. The political system is characterized by a two-party democracy, with elections every five years (maximum). The same political party, the People's National Party (PNP) had been in power for over a decade preceding Project approval. Citizens enjoy many civil freedoms.

The Country experienced declining output during most of the second half of the 1990s, and unemployment remained high at around 16%. This environment was conducive to high levels of crime and violence. At the same time, the problem of crime and violence tended to impede improvement of economic performance. The fiscal balance deteriorated during the second half of the decade, with deficits ranging from 7% to 9% of GDP. This situation was exacerbated by a severe financial sector crisis, which led to Government intervening to rescue failing institutions to the tune of nearly 40% of GDP. As a result, the public sector debt escalated sharply during the late 1990s, rising from 94% of GDP in 1994 to 144% in 2000, due mainly to increases in domestic debt.

The Government of Jamaica's (GOJ) macroeconomic policy of stabilization was concentrated on curbing inflation, which had been reduced from a peak of 80% in 1991 to 6% in 2000. This policy had been associated with a large accumulation of net international reserves, which had been negative throughout the 1980s and early 1990s. However, this policy has also been associated with high interest rates, which inhibited output growth. With the escalation of public domestic debt, characterized by high interest rates, debt service had reached the point where over half of all government fiscal revenues were being absorbed by debt service obligations, about 70% of which corresponded to domestic debt service. Consequently, the bulk of government revenue was being absorbed by debt service and public sector wage costs, leading to a severe contraction of resources allocated to capital expenditure and the provision of social services. Responding to the macroeconomic challenges and rising debt burden, the GOJ reached agreement with the IMF on a medium-term economic and financial program that focused on debt reduction and the restoration of fiscal balance. In this connection financial sector reform was supported by policy-based loans from the IDB, World Bank and the Caribbean Development Bank (CDB). Another related activity was comprehensive reform of the social safety net in Jamaica. The reform was intended to protect the poor and other vulnerable social groups against the effects of economic stabilization measures by maintaining the level of safety net spending while, at the same time, improving its efficiency and effectiveness. Over the last two years, there had been indications that the economic program was bearing some fruit in the form of an economic turnaround. The GOJ succeeded in reducing the fiscal deficit significantly to an estimated 1% of GDP in 2000/2001, and it was estimated that the economy recorded 1% growth in 2000/2001. A fiscal deficit of around 3% of GDP was then projected for 2001/2002, due primarily to the interest cost associated with the GOJ's take over of the Financial Sector Adjustment Company's (FINSAC) liabilities, while output was projected to grow by about 2.5% in 2001/2002. The immediate objectives of economic policy in Jamaica were the continued containment of inflation and the achievement of conditions for sustainable economic growth. A reduction in crime and violence could contribute significantly to these objectives by encouraging a more favorable environment for investment and growth and promoting economic efficiency and productivity.

Although crime and violence had been a feature of Jamaican society for several decades, with political and cultural roots, the incidence of violence had risen dramatically in recent years. During 1995-99, there was an average of approximately 800 reported murders a year. In 2000, 887 murders were reported and 458 murders had been reported for the period January-June 2001, up to the point when the loan proposal was finalized. Recent data at that time showed that Jamaica had the highest homicide rate in the Caribbean region, with an approximate rate of 34 per 100,000. In comparative terms, this figure placed Jamaica as the fourth most violent country in Latin American and the Caribbean. Violence was highly concentrated demographically among young males. Not surprisingly, the victims of violence were also concentrated among young males. The majority of violent crimes were committed in the Kingston Metropolitan Area (KMA), which includes Kingston, St. Andrew and sections of the parish of St. Catherine. Within the KMA, the communities of the inner city were among the



poorest in Jamaica; they also experienced a relatively higher level of crime and violence and posed the greatest obstacles to efforts aimed at addressing the problem.

The problem of crime and violence was one of the most urgent concerns facing Jamaican society of the day. Not only did violence degrade the quality of life for most Jamaicans, but it also impacted negatively on the country's economic and social development. According to a then recent World Bank study on governance and social justice in the Caribbean¹, if Jamaica were to strengthen the rule of law it could expect significantly more foreign investment and considerably higher growth. Crime and violence were far too costly to Jamaica in terms of direct government expenditures on control measures and in terms of foregone socioeconomic growth and development. In this context, the GOJ requested Bank support for a program to reduce the high levels of crime and violence afflicting Jamaican society. Investing in crime and violence prevention made good economic sense because such investment would likely lead to higher productivity and competitiveness, and would improve social sector performance and environmental conditions.

The PNP was replaced by the Jamaica Labour Party (JLP) in the General Election of 2007, and the Project continued to enjoy bi-partisan support. The social and economic context did not much change, except towards the end, at the onset of the international recession, which ushered in a worsening of economic underpinnings – falloffs in tourism, bauxite exports and remittances, bearishness on emerging market debt, etc. This has made it even more difficult to contain incidence of certain kinds of crime, as opportunities for legitimate alternative occupation were negatively affected.

b. Project Description

i. Development Objective(s)

To support the GOJ in the implementation of a program that seeks to prevent and reduce violence, strengthen crime management capabilities and improve the delivery of judicial services.

ii. Components

A detailed statement of the project components is given at Appendix A. Below is an abbreviated version:

1. Development of an integrated National Crime and Violence Prevention Strategy: To establish a blueprint for future crime and violence reduction activities, along with a medium to long-term Action Plan for implementation.

2. Capacity building of the Ministry of National Security and Justice (MNSJ): In the following related areas: (a) Strategic planning, analysis and formulation of appropriate policy responses; (b) Technical assistance, training and equipment to improve the Ministry's long-term ability to execute and coordinate projects related to violence prevention and crime management; and (c) Development of an integrated Management Information System (MIS) on crime and violence trends (including a local area network and wide area network).

3. Strengthening of the criminal justice system: Initiatives to improve the impact of programs and quality of services provided by the criminal justice system (CJS), and to increase the accountability of the Jamaica Constabulary Force (JCF) to civil society: (a) Strengthen the central office of the Victim Support Program (VSP), particularly its ability to inform the public about available assistance in the case of serious crimes; (b) Strengthen the Boards of Visitors (BOVs); (c) Technical assistance, training and equipment to strengthen the Police Public Complaints Authority (PPCA) in its investigative capacity and an information campaign on the PPCA to encourage

¹ Dollar, David, *Governance and Social Justice in Caribbean States*, World Bank report prepared for the Caribbean Group for Cooperation in Economic Development (CGCED), June 2000, p.3.

members of the public to report acts of police corruption or abuse, and in the long run increase the accountability of and public confidence in the JCF; (d) Institutional strengthening of the Rehabilitation Unit, including technical assistance in risks and skills assessment and specific internal reorganization and equipment; (e) Establishment of a Transformation Center for young (17-25 years old), short-term male offenders, including infrastructure upgrading, technical assistance and equipment; (f) Implementation of a new Inmate Training and Rehabilitation Program, including targeted vocational training, remedial education and personal development for offenders at the Transformation Center; (g) Design of a pilot project to extend the benefits of the Youth Diversion Program in one or more of the communities participating in the program; and (h) technical assistance, training and equipment for the Kingston and St. James Family Courts in order to improve judicial services:

4. Community actions – a number of violence and crime reduction activities implemented in nine (later 15) inner-city communities within three zones of the Kingston Metropolitan Area (KMA), identified and selected based on a set of established criteria, including low-income status, high crime and violence levels, and the demonstrated desire/ability of each community to actively participate in the Program: (a) Contracting of Community Action Officers (CAOs) to liaise with the communities - responsible for identifying and brokering training and employment opportunities for youth (b) Mobilization of the communities and building cohesion: formation and strengthening of Community Action Committees (CACs) to represent the broad interests of community groups in program-related activities, and propose and undertake violence reduction activities; (c) Implementation of rapid impact projects (RIP) geared toward the situational prevention of violence and serving to facilitate community cohesion; (d) Establishment of multi-purpose centers (up to ten community-based multipurpose facilities) to centralize delivery of the services provided by the selected NGOs; (e) Delivery of violence prevention interventions (alternative dispute resolution training (both school- and community based), mentoring, teen centers, job training, remedial education, parenting programs, and drug abuse prevention and treatment); and (f) Improved community-police relations - implementation of the new Police Code of Conduct (model financed under the JSIF) in each participating community; also, the refurbishing of reception areas of an estimated five local police stations to make them more community-friendly and accessible.

5. Social marketing and public education - campaign designed to foster positive attitudinal change, to reduce the social acceptance of violence and to promote peaceful coexistence. The citizens of the targeted inner-city communities would be a critical focal point for social marketing, where special attention would be given to youth and public legal education.

The Project was re-scoped in December 2004, following a partial cancellation of overall loan resources to the Country and some reallocation to hurricane Ivan reconstruction efforts. This saw elimination of: (i) the information campaign on the Police Public Complaints Authority (PPCA) (3.2iv); (ii) training, automation and associated infrastructure upgrading for the Kingston Family Court (3.4ix and x); and, the Social Marketing sub-component V. Overall, the loan was reduced by US\$2,070,000, and the total budget, by US\$2,590,000. Details of this re-scoping were subsequently confirmed in an Amendatory Contract signed in July 2007².

c. Quality Review Design

The design of the Programme attended to the principal problems in dealing with crime and violence. It strengthened the capacity of the MNS in analyzing, evaluating and developing public policy. The design of the Community Action component was flexible enough to accommodate different needs of the communities according the issues identified by their members. However, in some components, for example, the youth diversion Programme and the transformation center, Programme design did not consider the fact that certain policy decisions needed to be in place first before the proposed activities could be implemented.

Quality Review Design

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

² Documentation approving restructuring: <http://CJA-APPS-01.reg.iadb.org/WSDocs/getDocument.aspx?DOCNUM=8743>



III. Results

a. Outcomes

ACHIEVEMENT OF DEVELOPMENT OBJECTIVES (DO)	
<p>Development Objective (Purpose): To support the Government of Jamaica in the implementation of a program that seeks to prevent and reduce violence, strengthen crime management capabilities and improve the delivery of judicial services.</p> <p>PPMR Retrofitting: The PPMR was retrofitted 30 Jun 2006 to reflect revisions to the log-frame (12 Nov 2004), and changes resulting from a Country portfolio re-scoping exercise, approved by the Regional Manager (RE3) 17 Dec 2004.</p> <p>Classification [HP,P,LP,I]: Probable</p>	
Key Outcome Indicators	
<p>Planned Outcomes</p> <p>1.1. Homicides in targeted communities reduced by 30% - from 195 in 2002 to 136 in last year of Project.</p> <p>1.2. Major violent crimes in targeted communities reduced by 25% - from 739 in 2002 to 554 in last year of Project.</p> <p>1.3. Fifteen per cent (points) increase in persons in targeted communities who express feelings of safety about their communities - from 74% at Sep 2002 to 90% at Sep. 2008.</p> <p>1.4. Five per cent (points) increase in persons in targeted communities who perceive a willingness on the part of their friends and relatives to enter their communities - from 88% at Sep 2002, to 93% at Sep. 2008.</p> <p>1.5. Twenty-five per cent reduction in incidence of protest on justice issues (proxy used: percentage of persons in targeted communities knowing of cases of police brutality) - from 38.1% at Sep 2002 to 28.6% at Sep. 2008.</p>	<p>Outcomes Achieved</p> <p>1.1 Homicides were 78 in 2008; a 60% reduction compared to 2002. This represents a decrease of twice the target set at the beginning of the program.</p> <p>1.2 Major violent crimes were 241 in 2008, representing a reduction of 67% over 2008. Again, this reduction in the incidence of major violent crimes significantly exceeds the program's target of 25%. The above results are from data provided by the Jamaica Constabulary Force (JCF). The targets for the reduction in homicides and major violent crimes in the participating communities were exceeded.</p> <p>Development Objectives 1.3, 1.4, 1.5: The measures for the development objectives defined in 1.3, 1.4 and 1.5, highlight a major weakness of CSJP I. The National Crime Victimization Survey undertaken in 2006 as well as the National Crime Victimization Survey that is expected to be completed in 2009 sampled the population on the basis of the parish in which the respondents reside. The data are not disaggregated by the communities within the parish. Similarly, the Crime Victimization and Perception Survey (CVPS) in the Kingston Metropolitan Area (KMA) in December 2007, does not report data at the community level. This has presented a significant challenge in monitoring objectively, changes in the perceptions of safety among the residents of the participating communities.</p> <p>Appendix A contains data gathered from the sources mentioned above and others. Based on the 2007 Crime Victimization and Perception Survey of the Kingston Metropolitan Area as a whole which includes non-CSJP communities, an inadequate proxy, the outcomes indicated are as follows:</p> <p>1.3 70% of persons in the Kingston Metropolitan area as a whole (this excludes the communities that participate in the program in the western region of the country and includes communities in the Kingston area that were not participants in the project), expressed feelings of safety about their communities at Nov. 2007.</p> <p>1.4 81% of persons in the KMA as a whole (see caveat described in 1.3 above), perceived a willingness on the part of their friends and relatives to enter their communities at Nov. 2007.</p> <p>1.5 35.5% of persons in the KMA (see caveat described in 1.3 above), knew of cases of police brutality in their communities at Nov. 2007.</p> <p>The results of the 2007 Crime Victimization and Perception Survey of the Kingston Metropolitan Area (CVPS), suggest that the 'feeling of safety' and 'willingness to enter' results are somewhat inconsistent with data from the reference study: of the just over 70% of the respondents who reported that they felt safe in their communities in 2007, the majority (53%) stated that their safety level had remained the same over the period. Respondents who reported (a) 'not feeling safe' declined from 16% in 2002 to 14% in 2007; (b) 'feeling safe sometimes' increased from 9% in 2002 to 13.6% in 2007. Further, the perception of exits from the respondents' communities due to violence or fear of crime fell from 38% to 35% over the period. The Survey also found a reduction in the perception of 'crime and violence hurting Jamaica' - from 97% in 2002 to 92.5% in 2007. With 2007 being an Election year, the probability of degradation in perceptions would have been strong. The figures are broad averages for the metropolitan area as a whole, as the survey made no segregation of responses by districts/communities, and did not include the CSJP participating communities in the western region of the country. This plus other limitations suggest that all three sets of figures in Appendix A (proxy data for the participating communities) should be used with caution. In a more recent study for the UNDP and GOJ (Assessment of Community Security and Transformation Programs in Jamaica) which included 6 CSJP communities, 74% of residents saw their community as 'safe' or 'very safe'. 81% said safety had stayed the same or improved over the period 2006 to 2008. <u>A conservative conclusion is that the results of the CVPS are not definitive regarding the impact of CSJP on the perceptions of crime and violence among residents of the participating communities.</u> Overall, the foregoing figures and analysis indicate for the targeted inner city communities of Kingston (and western Jamaica), measurable <u>improvement</u> in the incidence of murder and other major violent crimes, together with <u>little or no deterioration</u> in the perceptions of safety of residents and visitors, and of Police brutality.</p>



Summary Development Objective(s) Classification (DO):

[] Highly Probable (HP) [x] Probable (P) [] Low Probability (LP) [] Improbable (I)

Country Strategy. Given the results described above, briefly discuss how the project contributed to the Bank's strategy in the country.

At the time of approval, this project was expected to contribute to improvement of the environment for long-term private sector-led growth and development since a decrease in violence and crime in the country would lead to higher productivity and competitiveness (especially in the tourist industry); and it would improve social sector performance and environmental conditions. It would also complement other Bank operations in execution or in preparation and provide opportunities for synergy.

The data reported indicate that there has been a measurable reduction in the level of crime in the selected inner city areas of Kingston and western Jamaica. The reference survey found a reduction in perception of 'crime and violence hurting Jamaica' – from 96.9% in 2002 to 92.5% in 2007. It would require further proof (beyond the scope of the M&E system for the Project) that such reduction in crime and improved perception in the targeted communities have contributed to higher levels of productivity and competitiveness in the country. Competitiveness at the micro level has been improved through vocational skills training, as discussed later on. Activities in remedial education, life and coping skills development, and targeted small-project interventions have also contributed positive social and environmental effects. At the macro level, GOJ has been pursuing competitiveness enhancement activities including a special program agreed with the Bank within the framework of policy-based loan 2058/OC-JA.

b. Externalities

As elaborated in the next sub-section, the deliberations over what started out as an information system of relatively limited purpose ("...establishing an integrated inter-agency information system on crime and violence trends..."), led to a strategic look at the wider MIS requirements of the MNS, JCF and MOJ, and the decision to implement a much larger activity. In supporting this activity, the Project has played a seminal role in this major strategic action of the government.

Community Actions activities

The mounting of rapid impact projects (RIPs) such as replacement of 'zinc' fences with reinforced steel block walls, and clearing of solid waste accumulations, besides conferring direct environmental and occupational benefits, also produced secondary social benefits. The consequent enhancement of group pride and self-esteem – how community residents see themselves – is reported to have reduced antisocial attitudes and had positive effects on certain externally directed crimes. *In one case, youth who had robbed a woman's bag and fled into the community were prevailed upon to return the item, as residents said they were no longer willing to tolerate such acts, their status having been lifted by the boundary wall upgrading. In the same community, a planned RIP to clear the North Gully of debris, in cooperation with the UDC, NSWMA and SJPC, will be a signal benefit both to the environment of the Montego Bay Marine Park, into which it empties, and to the environmental awareness of the local community.*

The 'opportunity fairs' organized by the CAOs in target communities (sub-section c., below) brought together the government services of birth, tax and electoral (national ID) registrations, as well as health screening. Besides constituting a 'passport' to access other public services such as school registration, this says to community residents – as declared by one participant at the Exit Workshop – "you exist".

Through the experience gained on the Project, NGOs strengthened their capacity to deliver violence prevention and social development services in deprived and troubled communities. One of the NGOs - RISE - largely drawing on competencies enhanced by service to the Project, conceived of, and has become the first institution to receive NVQ-J accreditation as a Youth Development Officer trainer. Such capacities can be used to further leverage governmental capacity and so save government expenditure.

Increased self confidence and self-reliance within target communities have enabled citizens to be more affirmative in accessing other government services, resulting in improved delivery of services such as solid waste collection, and requests by other agencies for meetings with CACs to discuss improvement in their services.



c. Outputs

IMPLEMENTATION PROGRESS (IP)

Components (Outputs):

1. Component 1: INTEGRATED NATIONAL CRIME AND VIOLENCE PREVENTION STRATEGY

(Funds for this component were provided from a parallel Technical Cooperation, ATN/SF-7572-JA: Citizen Security and Justice Project)

Classification [HS, S, U, VU]: Satisfactory

Key Output Indicators:

Planned Outputs

Integrated National Crime and Violence Prevention Strategy and Action Plan prepared, supported by series of studies.

Outputs Achieved

This component was intended to support the development of an integrated National Crime and Violence Prevention Strategy and Action Plan, together with a media campaign to publicize the Strategy. Due to a number of administrative hindrances at the time (2001–2002), GOJ had to proceed with development of its National Security Strategy through other means. However, the Project did provide complementary support in developing the Strategy, and a 3-year policy agenda (the National Security Strategy is now the National Security Policy). The package of support included:

Under Technical Cooperation ATN/SF-7572-JA (Citizen Security & Justice Project):

- Support for the Parish Crime Prevention Program – participatory seminars for committees to develop parish crime prevention plans, drafting of Crime Prevention and Community Safety Strategy.
- Study on the Transnational Illegal Drug Trade – has informed both Jamaican and CARICOM positions on action with respect to the trafficking of drugs and guns.
- Crime Analyst Study Tour to Observe COMSTAT model of Crime Management - Seven senior-level Ministry and Police personnel visited the Police Foundation in Washington D.C. and the New Jersey Police Department. Among other benefits, this Study Tour greatly informed thinking on the scope and scale of the IMIS.
- Start-up Coordination of Safe Schools Program (youth crime prevention initiative/ multi-sectoral effort) – integration of all violence reduction programs into 120 high risk schools, public education, etc. Safe Schools Program is ongoing.
- Production of the Country's first National Crime Victimization Survey in 2006 – provided GOJ with a detailed and more accurate analysis of major crime trends – the Ministry of National Security now owns the exercise. A second survey is expected to be completed by the end of 2009.
- Justice Sector Review study – the findings were used to inform MOJ's design of a comprehensive strategy for modernizing the sector.
- Sponsoring attendance of 5 persons from MNS, DCS, JCF and the PEU at IDB/GOC Citizen Security and Violence Prevention Seminar in Colombia ("Citizen Security and Violence Prevention: Examining Experiences and Challenges") – workshop and forum for sharing of experiences amongst Caribbean and Latin American members of the Bank. This helped inform the design of community level program interventions.
- Sponsored attendance of 5 CAC representatives (women) at "Women Building Sustainable Communities" seminar (Grassroots Women's International Academy, Vancouver, Canada), plus follow-up World Urban Forum ("Women Building Sustainable Communities amidst Rapid Urbanization and Decentralization").
- Support to the National Consultative Committee on Crime and Violence (NCCCV) a multi-stakeholder group formed to oversee implementation of recommendations of the (bi-partisan) National Committee on Crime and Violence (NCCV) (whose work was also an input to the GOJ's National Security Strategy) – facilitated 2-day retreat to develop Action Plan and Work Plan.
- Producing Planning Retreat of CSJP CACs – to engage the communities in the process of developing a sustainable plan of action for each of the participating communities.

Under ATN/JF-9453-JA: Citizen Security & Justice – Focusing on Trafficking in Persons:

- Comprehensive Assessment of the Scope of Sexual Exploitation and Trafficking in Jamaica
- Procurement of specialized equipment for the Anti-Trafficking Unit of the JCF
- Legislative and Policy Framework Strategies for Enforcement
- Training of Front Line Workers (> 60 trainers)
- Support to National Task Force on Anti-Trafficking in Persons which produced statutory report of the country's efforts to comply with international obligations.
- Training Program for Prosecutors in the Office of the Director of Public Prosecutions and Clerks of Court in the Resident Magistrate Courts island wide.

The Assessment was the first study of the subject and informed the establishment of structures at the MNS and JCF to address the issue. The National Task Force report resulted in a change of the Country's rating in the U.S. Human Trafficking Rating from Tier 3 to Tier 2, enabling continuation of bilateral economic assistance. The Task Force is still convened as a committee under the aegis of the MNS.

The Project's Strategic Policy Adviser was integrally and significantly involved in all aspects of policy formulation and implementation for the duration, including service as the MNS' Chief Technical Director during 2007-8.

ACHIEVED

2. Component 2: CAPACITY BUILDING OF THE MINISTRIES OF NATIONAL SECURITY AND JUSTICE - The central directorates of the Ministry of National Security (MNS) and Ministry of Justice (MOJ) organized to coordinate projects related to violence prevention and crime management and to formulate appropriate policy responses.

Classification [HS, S, U, VU]: Satisfactory



Key Output Indicators:

Planned Outputs	Outputs Achieved
1. Strategic and Policy Planning capacity in the Ministries of Justice and National Security strengthened and organizational changes approved by Services Commission-Strategic Planning and Policy Divisions (SPPDs) established.	<p>This activity was piloted by the Project's Strategic Policy Adviser/ Criminologist. The CJRU together with narcotics & border control, protective security, and strategic planning established a Strategic Planning, Policy, Research and Evaluation Division (SPPRED) in each ministry. The MNS' Division comprises eight (8) policy units/ directorates (for border security and control, crime prevention & community safety, organized crime and defense, international relations, protective security, JCF strategic review implementation unit, research & evaluation, legal affairs), reporting to a Chief Technical Director (CTD). The Project's Adviser was later appointed CTD, which allowed for direct hands-on institution building and assurance of continuity of the effort. All 8 Director positions have been filled and are functioning.</p> <p>In the MOJ, the SPPRED is headed by a Senior Director, and includes Director – Corporate Planning, Research & Evaluation, Corporate Planner, Senior Research & Monitoring Officer, Assistant Researcher, Senior Statistician, Statistician/ Assistant Statistician, Research & Monitoring Officer, Administrative Assistant (Research & Planning Unit), Senior Secretary. All positions are up and running. It is understood that a second stage of upgrading is in the offing, involving a sharper definition of the Policy Development function.</p> <p>Both SPPREDs have received training in various 'tools of the trade' [PEU] as well as desktop computers.</p> <p>ACHIEVED</p>
2. Project Management Units established in the Ministries of National Security and Justice.	<p>Project Management Units</p> <p>A PMU was envisioned to be established gradually in the MNS, to coordinate and supervise future crime and violence prevention projects. This was envisaged as a successor to the PEU, with a course of overlap in the last year of the Project. In practice, however, by virtue of the institutional capacity and capabilities developed for the CSJP, the PEU has itself functioned as that 'PMU'. Indeed the Ministry has recently placed aspects of another community development project with the PEU. It only remains to formally establish the now temporary positions or assign permanent staff to the PEU to understudy the consultants. After the Programme was completed, the Criminal Justice Research Unit (CJRU) was created with the responsibilities of devising, analyzing and evaluating programs and strategies to reduce crime and violence. This unit took the place of the Project Management Unit (PMU). This took more time than it was planned. Under Phase II of the Programme, specific functional areas of the PEU (such as the CAO, Community Action Coordinator and IMIS specialist) will be transferred incrementally to the units of Crime Prevention and Community Safety, IT and Systems, and Research and Evaluation, in the Policy Directorate, as part of its sustainability plan.</p> <p>A PMU has not yet been established in the MOJ; there is so far only a "Project and Allied Services Unit" that deals with physical works. The MOJ's SPPRED hosts two soft projects in waiting – the CIDA-funded JUST, and UNDP Youth Diversion Program. There is no urgency to establish a stand-alone PMU at this time.</p> <p>PARTIALLY ACHIEVED</p>
3. Component 3: STRENGTHENING OF THE CRIMINAL JUSTICE SYSTEM (CRIMINAL JUSTICE SYSTEM INITIATIVES)	
<p>Restructuring. Besides the official re-scoping described in section IIb (ii), which affected the PPCA and Kingston Family Court, the Youth Diversion Program (YDP) was not pursued and the Transformation Center, postponed.</p> <p>Classification [HS, S, U, VU]: Satisfactory</p>	

Key Output Indicators:

Planned Outputs	Outputs Achieved
1. Fifty per cent Increase in the coverage of new victims and follow up clients requiring support by the Victim Support Unit – from 6521 at the beginning, to 9986 at the end of the Project	<p>VSP (MOJ)</p> <p>Coverage reached 10817 at the end of the Project.</p> <p>Some 40 VSU staff (social workers, parish coordinators) and partners (representatives from the JDF, clerk of courts, among others) received training in a wide range of related topics. These included mediation, project management and monitoring directed at proper treatment of victims, appropriate dress codes, needs assessment and methodologies for referrals, for instance, in the cases of psychological and post traumatic syndrome and the maintenance of relevant client information and records. Counseling, court preparation, how to treat with judges, lawyers, and clerks of court were also important subject areas. Training was designed to enhance the capacity of participants to function more effectively. Basic computer equipment and training were provided to prepare the Unit to move beyond the mere collection and filing of important data to the conduct of meaningful analysis. Other provisions: development of a victim support operating procedures manual; hiring six (6) social workers to the VSU for the duration. Training beneficiaries reported a very high level of satisfaction, with the provision of valuable materials and being better equipped to perform their services. However, the lack of appropriate computer software packages such as SPSS, was seen as a constraint on data analysis. The Director expressed the need for a researcher in the Unit, to make better use of the data collected.</p> <p>Thus strengthened, the VSU has been able to systematize referrals from the Kingston Public Hospital (KPH) and other institutions, and to handle a 60 % increase in clientele over the Project period. The increased capacity of the VSU resulted in 90-96% of clients reporting that the services received under the VSU are the most comprehensive social support they have ever received. Five permanent posts have since been created and four of the short term social workers have been absorbed into them.</p> <p>ACHIEVED</p>



<p>2. Training Plan designed and all members of the Boards of Visitors trained.</p>	<p><u>BOVs (MNS)</u> BOVs are committees of persons from civil society appointed to inspect and report on conditions in adult correctional facilities. There are eight (8) such boards. A one-day retreat and in-house training sessions were completed in Dec 2006, and well received. Training was conducted on various aspects of the work and role of Board members, including the Corrections Act, parole and similar topics. A generally high level of appreciation for both the quality and usefulness of the training received by Board members was reported. They acquired greater competence and vital skills as a result of the training and training manuals received, which brought about improved on-the-job performance. However, Board appointments effectively terminated in 2007 with the change of Administration following National Elections. A repeat of the training is needed for the new membership.</p> <p>ACHIEVED</p>
<p>3. For the Correctional Services, management of rehabilitation services and outreach improved - staff of Rehabilitation Unit trained and use risk assessment techniques.</p>	<p><u>DCS/ Rehabilitation Unit (MNS)</u> Some 200 employees, particularly probation and correctional officers, received training in all aspects of their required job functions – parole, release, treatment. Sixty (60) also received training to administer a Risk and Skills Assessment Instrument. Starting out as a pilot, the DCS laid out a specific program for all juveniles to be assessed using this instrument, which is now a routine element of case management in all juvenile correctional facilities. Use of the Instrument has led to:</p> <ul style="list-style-type: none"> - More functional classification of wards - Alleviation of overcrowding - Better targeting of interventions for rehabilitation in preparation for life 'outside' - Increased hosting of activities outside the regular cellblocks, including increased use of classrooms for training - More informed decisions about wards on community service sentences, conditional-release options, and parole. <p>The instrument can be used for adult offenders as well.</p> <p>ACHIEVED</p> <p><u>DCS/ Youth Diversion Program (MNS)</u> This element, which would have designed a pilot project to extend the benefits of the YDP in one or more of the communities participating in the program, was not implemented. The main reason for this postponement was due to the fact that the GOJ did not have a policy regarding the types and prevalence of offenses committed by the youth, the length of sentencing, and whether if the youth with prior records would have been eligible for this Programme.</p> <p>[CANCELLED]</p>
<p>4. Transformation Center established with no less than 150 inmates.</p>	<p><u>DCS /Transformation Center (MNS)</u> Implementation of the physical element has been much delayed, due to a cut in budget allocation, scaling down of the facility (transition vs. transformation center) as well as the search for a suitable site. This would have been worrisome, except that Government has demonstrated a strong commitment to seeing the project through. Having now settled on a location, it has pressed ahead with design work and is proceeding to site infrastructure works in the interim. It has requested Bank support for both the infrastructure and program (an Inmate Training & Rehabilitation program, including targeted remedial education, vocational training, and social skills development), in the follow-up phase. As such, the DCS will not be ready to receive the 'soft' interventions before late 2010 to 2011. Establishing the Center is a Government priority that will be implemented utilizing GOJ funds. The main reasons for the postponement was due to the fact that the GOJ did not have a policy regarding the types and prevalence of offenses committed by the youth that would have been transferred to the center, nor a full range of criminal justice responses for existing youthful offenders (such as graduated sanctions, first-offender diversion programmes, residential and community based treatment options, etc.) that would have been more effective in dealing with this type of youth.</p> <p>NOT ACHIEVED [POSTPONED]</p>
<p>5. For the Police Public Complaints Authority (PPCA), technical support provided and public awareness of that body increased.</p>	<p><u>PPCA (MOJ)</u> The PPCA was provided with training and equipment to strengthen its investigative capacity. Twelve (12) Investigators received training*; ICT equipment was also installed (desktop computer, laptop computer and multimedia projector). The planned public information campaign on the PPCA was cut from the Project in 2004 due to fiscal constraints which resulted in the re-scoping (see section IIb (ii) above). The new Administration has set up a new body – the Independent Investigative Authority - under the MOJ. Given that a new body was being instituted, it did not make sense to carry out a public information campaign on the PPCA; this would have caused confusion among the citizens. The future of the PPCA and other similar bodies was not clear at the end of CSJP I. However, a policy decision has been made during 2009 to merge the PPCA with the Independent Investigative Authority.</p> <p>PARTIALLY ACHIEVED</p> <p>* Law and the Criminal Justice System, Modern Investigative Theory, Modern Investigative Methodology, Proactive and Reactive Investigation, Forensic Science, Exhibit Management, Investigative Interviewing, Managing Investigations, Collating Evidence and Court File Preparation, Court Skills and Media Management.</p>
<p>6. For the Court System, administrative processes improved and officers of the court system trained.</p>	<p><u>Court System (MOJ)</u> Due to the transient location of both courts - Kingston family court and St James regional court – at the time, and possibly the realization that court automation (of case management, delivery of evidence, real time capture of proceedings, etc.) would be dealt with more integrally under the Judicial Enforcement Management System (JEMS) project and financed by the IMIS, the activity related to automation of court administrative processes was not pursued. The internal upgrading of electrical and other infrastructure to accommodate automation was therefore not done. Although the Kingston court was officially re-scoped out of the Project (see section IIb (ii) above), both courts received customer service training for court administrators and other staff, desktop computers and some furniture. The Kingston court also received air-conditioning equipment.</p> <p>PARTIALLY ACHIEVED</p>

7. Justice Sector - Other	<p>The Project also funded the following consultancies:</p> <ul style="list-style-type: none"> - Diagnostic Study of Justice Sector, "to identify gaps in the justice sector agenda in order to apply corrective remedies". The final report on this study was completed in December 2006. - "Critical Assessment of the Information Technology Requirements of the Justice Sector", which was completed in January 2009. This study was to determine MOJ's ICT needs, the objective being a road map to an end-to-end automated e-justice system for Jamaica. It is understood that the MOJ is seeking funding separately to address the needs identified. However, through its intranet facility, IMIS will be able to provide the required dispersed user access. <p>ACHIEVED</p>
4. Component 4: COMMUNITY ACTIONS Classification [HS, S, U, VU]: Satisfactory	
Key Output Indicators:	
<p>Planned Outputs</p> <p>1. 10 Multipurpose Centers refurbished and operational in targeted communities*</p> <p>2. 15 Rapid Impact Projects implemented/ completed in targeted communities*</p> <p>3. 4 Public reception areas of selected police stations refurbished</p> <p>4. Community Action Committees established in targeted communities*</p>	<p style="text-align: center;">Outputs Achieved</p> <p><u>Multipurpose Centers (MPCs)</u> Seven (7) MPCs have been completed and two (2) are in process, as listed in Appendix B. This element proceeded much more slowly than planned, largely due to facility unavailability (for refurbishment) with respect to obtaining evidence of ownership and a somewhat drawn-out procurement process since it utilized the Service Commission of JSIF instead of the MNS. This has not yet affected community mobilization, as activities have been in 'set-up' mode under external assistance. It would however hinder efforts to continue activities by community actors themselves. PARTIALLY ACHIEVED</p> <p><u>Rapid Impact Projects (RIPs)</u> Twenty-two (22) RIPs were completed, as listed in Appendix B. The original intention to complete all RIPs in year 1 was impracticable and on reflection, would also have been unwise. This is because the very action of identifying and preparing these projects – under the guidance of the CAOs – has served to build community participation and a sense of shared ownership. Community interest in the Program was enhanced after the RIPs were implemented. ACHIEVED</p> <p><u>Community-police relations</u> The reception areas of three (3) police stations (Kingston Central, Cross-Roads & Denham Town) were refurbished, with a view to making them more community friendly and accessible. This activity was delayed due to selection, design and project management problems, and was eventually completed by the end of the program. Activities related to implementation of the new Police Code of Conduct were not carried out because JCF abuses rendered the instrument useless in the opinion of the community residents. The 2007 KMA survey (CVPS) found increases in perceived police brutality and use of excessive force, but also declines in perceived police effectiveness in combating crime and willingness to report incidents to the police. PARTIALLY ACHIEVED</p> <p><u>Community Action Committees (CACs)</u> CACs were established in 13 communities, 8 legally incorporated as Friendly Societies, and members trained in organizational management and conflict resolution. CACs have begun to assume their roles as truly representative bodies, accommodating differing age groups, gender concerns, points of view, values, and elements positive and 'negative'; and, taking on the problems of the community, prioritizing and identifying resources and channels, including outside partnerships, to solve them. It emerged at the Exit Workshop that a few cases of identity confusion have arisen, whereby the CAC is obliged to compete with other CBOs including groups acknowledged by the PEU itself, or committees with which other government actors such as JSIF or CSI, work. The Program Manager noted that the situation on the ground sometimes warranted a pragmatic approach. Also at the Workshop, the representative of the DCFS reported on a move to relax the rules on 'financial membership' in Friendly Societies, to remove what is in effect an obstacle to membership by volunteer citizens, and so facilitate the development of community self-governance. Te PEU will need to follow up on these matters, with the relevant agencies – DCFS for the legal and statutory aspects (accounts and AGMs), and the SDC for the organizational effectiveness aspects. ACHIEVED</p>

<p>5. Throughout the life of the Project, a menu of crime/violence prevention services delivered to targeted communities* by six specially selected NGOs.</p> <p>* The initial group of 9 communities in Kingston & St Andrew was extended to 15; later extended by 10 in St James parish and 1 in Westmoreland – total 26.</p>	<p><u>Violence Prevention Actions delivered to targeted communities</u></p> <p>Appendix C indicates the communities covered by the NGOs, and Appendix D, the types of violence-prevention interventions provided, which are many and diverse. Appendix E attempts a quantification of outputs, including those of the PEU's direct 'community action' interventions – depicting of the range, diversity and volume of activities deployed over the period. It can be seen that comparison of outputs between service providers is somewhat complicated by the lack of standardization of the interventions. This suggests that standard curricula should be adopted for each kind of intervention.</p> <p>In addition to driving the development of Rapid Impact Projects and Multi-Purpose Centers, organizing events such as 'opportunity fairs' and 'peace-mobiles', CAOs worked with CACs and existing CBOs to identify candidates for scholarships funded by the Project, to undertake vocational training and tertiary education. CAOs have also brokered employment opportunities; for example around 100 youth have been employed post-training in data entry at police stations, in connection with the IMIS activity (see Component 2); and, 185 persons were employed in temporary jobs on the North Gully 'zinc' fence removal activity.</p> <p>ACHIEVED</p>
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5. Component 5: SOCIAL MARKETING & PUBLIC EDUCATION

Restructuring. This component was restructured - See section IIb (ii), above.

Classification [HS, S, U, VU]: N/A

Key Output Indicators:

<u>Planned Outputs</u>	<u>Outputs Achieved</u>
Social marketing and public education campaign conducted on the negative effects of crime as well as measures being used to combat them.	<p>This component was re-scoped out of the Project (and the Bank's contribution) in 2004. However, some localized public information and promotional activities <u>were</u> undertaken to sensitize residents about the Project and how to access its benefits and services, or to celebrate facility openings and launchings. Some limited exposure was also gained via a one-off morning radio program.</p> <p>[CANCELLED]</p>

Summary Implementation Progress Classification:

[] Highly Satisfactory (HS)	[X] Satisfactory (S)	[] Unsatisfactory(U)	[] Very Unsatisfactory (VU)
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d. Project Costs

Item	Planned						Actual			% Difference (vs. re-scoped)
	Bank	GOJ	Total	Bank	GOJ	Total	Bank	GOJ	Total	
I. COMPONENT COSTS										
1. PPF	500	-	500	500	-	500	512	-	512	+ 2.4%
2. Program Management	1,390	390	1,790	1,390	400	1,790	2,080	2,323	4,403	+146.0%
3. Elaboration of an integrated National Crime & Violence Prevention Strategy (TC ATN/SF-7572-JA)	500	100	600	500	100	600	491	22	513	- 14.5%
4. Capacity Building of the MNS & MOJ	4,110	460	4,570	4,080	500	4,580	3,260	1,540	4,800	+ 4.8%
5. Strengthening of the Criminal Justice System	2,080	700	2,780	570	190	760	776	198	974	+ 28.2%
6. Community Actions	6,890	730	7,610	6,370	670	7,040	7,270	4,807	12,077	+ 71.5%
7. Social Marketing & Public Education	580	60	640	580	60	640	-	219	219	- 65.8%
Unallocated Expenses	250	30	270	240	30	270	-	-	-	-
Total Component Costs	16,300	2,470	18,760	14,230	1,950	16,180	14,389	9,109	23,498	+ 45.2%



II. FINANCIAL COSTS										
1. Interest Payment	-	1,410	1,410	-	1,410	1,410	-	1,410	1,410	-
2. Inspection & Supervision	160	-	160	150	-	150	13	-	13	- 91.3%
3. Credit Commission	-	220	220	-	220	220	-	220	220	-
Total Financial Costs	160	1,630	1,790	150	1,630	1,780	13	1,630	1,643	- 7.7%
Audit	50	-	50	50	-	50	19	81	100	+100.0%
Grand Total less Item I.3 (TC ATN/SF-7572-JA)	16,000	4,000	20,000	13,930	3,480	17,410	13,930	10,798	24,728	+ 42.0%

Besides the re-scoping of the program, the significant variances in cost are accounted for by extension of the Project period (program management, criminal justice initiatives), and increased emphasis by Government on community interventions. The much higher contribution of counterpart resources provided by the GOJ was due to an expansion of the scope of the Programme, such that since to the total number of participating communities increased from 9 to 26. In addition, there was a great increase in demand for programmes dealing with youth in violence prevention among the youth (vocational skills, general skills and life-skills training) that the GOJ decided to address.

IV. Project Implementation

a. Analysis of Critical Factors

1. In the early stages, the Project experienced delays arising from the separation of the National Security and Justice portfolios from a single Ministry into two separate Ministries. This resulted in, among other things, difficulty in coordinating with the Ministry's timetable for developing the National Security Strategy. However, as detailed in section III c., the Project went on to make major contributions to ongoing policy formulation and action.
2. Execution was also affected by inadequate budget provisions in the early years, especially the first two. As a result, the NGOs, for example, were not contracted until 2003 and 2004, some 2 - 3 years after loan approval. Infrastructure investments were similarly delayed. As elaborated in section II b (ii), the budgetary restrictions and incidence of hurricane Ivan led to a re-scoping of the Project effective Dec 2004. The Disbursement Period was also extended to September 20, 2008.
3. The social and community unrest associated with the 2002 National Elections also delayed start-up of project activities in the target communities. Except for a few such extraordinary occasions, the NGOs were not prevented from operating in the target communities as they had already established good relations with the target communities independently of this project. The change of government in 2007 had no effect on the Project as the new government maintained the commitment to the project. However, progress was somewhat slowed that year by the occurrence of hurricane Dean which affected all Community Action activities.
4. Another contributing factor to delays in implementation was the process of acquiring approvals to access the facilities that were to be refurbished, whether Multi-Purpose Community Centers, court houses, police stations, or even some RIPs. Typically, decisions were required from various government departments or agencies and the approvals process was lengthy. In future, such delays might be reduced or avoided by making the authorization of access to facilities, a pre-condition for disbursement eligibility. In addition, the government procurement approvals process caused delays in the physical works of the project. It is now understood that this could have been avoided by using a faster track that was open to the EA – that of using the MNS 'sector committee' instead of JSIF as a route to the National Contracts Commission. It is not known why this option was not used.



5. The Program Steering Committee (PSC) arrangement - designed to give strategy and policy oversight - did not really work as it was impracticable to assemble busy *ex officio* ministers and top government executives for regular meetings. It should be noted, however, that the Project Operations Committee (POC), was very active. The POC met regularly and was kept informed through comprehensive monthly reporting by the PEU. Although the impracticability of the PSC as configured can be understood, an alternative approach to securing high level oversight could have been for the POC to refer selected matters to the Public Order Committee of Cabinet.

b. Borrower/Executing Agency Performance

1. **Managing Fiduciary Risk:** In preparing for a second phase of CSJP, the Bank assessed the EA's procurement performance and capacity in July 2009, and determined that the level of risk was low and recommended that the Bank should review future procurement that falls under specific thresholds, on an ex-post basis.

With respect to financial management, at the Bank's insistence in the earlier years of implementation, the external auditors reviewed the NGO service providers' program accounts as an integral part of the preparation of the project's Audited Financial Statements. This required the PEU to deploy additional internal audit resources to address this matter. In 2009, however, the Bank and the PEU agreed that future contracts with NGOs that carry out community interventions will be structured so that payments will be made against deliverables. This would eliminate the need for the EA to review all of the receipts and invoices related to each of the deliverables. Another issue raised in the audit concerned difficulties in reconciling the Revolving Fund. This issue has been addressed by the addition of a foreign exchange module to the accounting system, the expansion and re-engineering of the finance unit, and the transition to electronic document storage. In addition, the Country Office will finance a short-term consultancy to analyze the PEU's internal controls and recommends recommendations for strengthening them, if necessary.

2. **Monitoring Project Performance and Results:** The PEU monitored the performance of service providers and beneficiaries through direct observation, dialogue, meetings, visits and quarterly written reports. The M&E Coordinator conducted close and continuous monitoring of the NGOs under contract, through frequent meetings and field visits. It appears that much of the in-house M&E effort was involved in supervising the process of NGO service delivery, i.e. quality assurance, rather in evaluation of the impact.

The PEU produced monthly reports for the POC which together with Minutes, were shared with the Bank. The Bank was invited to participate in POC meetings. The PEU also submitted semi-annual progress reports to the Bank. All semi-annual reports due, except for the last, were presented. The last report was waived on request, given that the Final Evaluation would have covered the last full six-month period. As of the date of the PCR, although a consultant has been working on the Final Evaluation, the report has not yet been submitted to the Bank.

The mid-term evaluation was also much delayed. Although most of the work was carried out in 2006, the report was only completed in 2008.

3. **Taking Corrective Action when necessary:** In regard to matters over which the PEU had control, it was quick to respond to perceived deficiencies in third party management of its NGO sub-contractors; and to re-conceptualize the scale of the IMIS in response to emergent institutional needs. The PEU has benefited from a redesign of the M&E function and development of an M&E plan for future CSJP activities that resulted from a recent Administration Mission in July 2009. The focus is on monitoring and evaluation of the impact of community interventions, employing Bank-supervised expert resources. This exercise will strengthen the M&E capacity of the MNS Research & Evaluation Unit.

- 4. Management of Interventions:** The addition of 11 communities in western Jamaica, under the Community Actions component, required increased deployment of CAOs but also increased demand on the supervision and support capacity at the CSJP's main office. These CAOs also had to take on a wider range of activities than in KMA, there being no NGO support in the west.

The PEU has recorded creditable performance in managing a diversity of interventions, involving a multiplicity of service providers, stake holding MDAs, and the layers of approval and oversight associated with this project and its complementary TCs – Citizen Security & Justice (ATN/SF-7572-JA) and Citizen Security & Justice - Focusing on Trafficking in Persons (ATN/JF-9453-JA).

The Project has facilitated or initiated fundamental developments, both in government and target communities, and the PEU is uniquely poised and capable of carrying through CSJP activities to maturity in the medium term. Indeed, the GOJ authorized the PEU to continue the program for FY 2009-10, in order to carry on activities in progress such as the IMIS, the Transformation Center and direct community interventions, in anticipation of the Bank's continued support for a follow-up phase of the program.

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

Refer to Annex II.

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

1. The weaknesses in policy development, strategic planning and project management in both Ministries have been ameliorated under the Project; the MOJ is at an earlier stage in this regard.
2. Realizing the promise of the IMIS will mean sustaining the implementation effort and funding through to completion, and assurance of user uptake. Budgetary provisions (fiscal ceiling) apart from Bank resources, and continued commitment to the details of the implementation, are critical for success. The assumption of 'ownership' by the JCF is particularly important. An adequate number of staff in all three user agencies, with the requisite levels of know-how, is indispensable to successful operation of the systems. The MNS's strong commitment is noteworthy.
3. MNS is host to a number of externally funded community security initiatives, but the sustainability of this element may lie outside the Ministry, i.e. in a rehabilitated Social Development Commission (SDC), which has the core mandate, systems and methodologies, and country-wide presence in this area, but not at present, the capacity or funding. The SDC should have been positioned to gradually take over many of the community-level functions from the PEU, providing continuity and propagation of interventions to other communities as needed beyond the life of this or any other Project.
4. Replication of broad-based community self-governance mechanisms will help decentralize the 'negative' power structure, itself a factor for the improvement of citizen security and peaceful existence. The Friendly Society model is a legal device that provides a ready-made structure to incorporate community organizations, promoting membership growth, democratic representation, and transparency. Some CACs



have already been incorporated. Going forward, the SDC should be more engaged in the institution building activities, and the Department of Cooperatives and Friendly Societies, in the legal and procedural aspects.

5. In the study for UNDP/GOJ referred to in section II (a), "Improved Policing" was cited by citizens as one of the top 3 reasons for improved safety, in 8 of the 11 communities surveyed. This finding was strongly reinforced in testimony from community residents who participated in the Exit Workshop for CSJPI on July 23, 2009. It is clear that 'good' community policing would be a valuable support for sustaining the peace, and must be included in any follow-up activity.
6. Gainful employment was also critical to lifting participants' horizons and permitting people to shoulder their responsibilities legitimately (avoiding 'reversion'), and contribute to the building of social capital. For some, temporary employment on Project-implementation activities was their first introduction to the world of formal work – *a few claimed (perhaps exaggeratingly) that they had framed their first paychecks!* Of course, the Project is not able to provide community residents with long-term employment, and out-placement is limited by the state of the economy. Links can however be fused with other agencies (such as the MLSS) towards accessing segments of the international job market. Furthermore, as the economy recovers from the recession, opportunities for job placement and internships that may lead to jobs should become more available.
7. Sustainability of the output from the VSU has been enhanced by the creation of permanent posts in the MOJ which regularized five of the six Social Workers positions temporarily funded by the Project.

b. Potential Risks

The main perceived risks concern the IMIS: insufficient funds to allow full, timely and rational implementation; slow migration of work processes to the computerized stage, slow uptake to create new value (enhanced policy formulation, intelligence and investigative capabilities, etc.); and inadequate HR capacity to run the system. GOJ has requested Bank support for a follow-on phase of the Project, which would include completion of the IMIS. The IEP for this phase should include indicators and a tracking mechanism to enable the Bank and the EA to monitor this activity closely, with timely presentations to Government as needed.

There is a risk of losing the momentum of community development actions, especially those of the NGOs and CAOs. Government has provided interim (but reduced) coverage by extending the project, without Bank financing in 2009. The Government anticipates a second phase of the project which will extend the Bank's involvement and support for another 4 years. The Government needs to prepare to eventually proceed on its own by:

- i. Rehabilitating the SDC and/ or contracting with the proven NGO service providers, as needed.
- ii. Mainstreaming the PEU's CAOs into an appropriate standing mechanism – SDC or other agencies.
- iii. Transitioning over the life of phase 2, the other functions of the PEU to the appropriate Ministries and agencies.

c. Institutional Capacity

The Government has requested, and the Bank has committed to finance a second phase.

The Ministry's capacity to think through and implement multiple-dimensional projects has been significantly augmented by the PEU. The PEU is now well-seasoned and competent manage a second phase effectively and efficiently. It is indispensable to securing the results gained thus far, and to carrying through activities in



progress and not yet at a practical results stage (e.g. IMIS). During phase II, the PEU's functions would need to be migrated into a more central PMU, in effect comprising the PMU envisioned in the original design.

As mentioned, the sustainability needed for community development activities would be advanced by transferring the PEU's functions in this regard to the SDC. By charter, the SDC is the designated agency for community development, but it has suffered from a perception that it has been used for partisan political purposes. It ought therefore to be rehabilitated to its official purpose, or formally replaced. The activities highlighted and exemplified by this project must have an appropriate, long term host. This is especially important given that crime and violence interventions at the community level tend to produce significant results over a medium-term rather than short-term horizon.

Sustainability Classification SU:			
[] Highly Probable (HP)	[X] Probable (P)	[] Low Probability (LP)	[] Improbable (I)

The classification indicated above, contemplates a competent project management effort together with a high level of political will on the part of Government, candidate communities and civil society (the NGOs active in community development work), and the probability that these actors will continue to seek solutions to the problems this project sought to tackle. However, the rating is somewhat compromised by the risk of budget constraints, which would jeopardize the continuity of Community Actions, or their extension to other high-risk, vulnerable communities – whether through the MNS or an upgraded and re-energized SDC.

VI. Monitoring and Evaluation

a. Information on Results

The PEU's semi-annual reports to the Bank generally followed the format of the log-frame, but outputs were stated for the current period only, rather than cumulatively; and the information provided was largely qualitative. Identifying particular results or gaining an apprehension of overall results would have meant searching all, or integrating across some thirteen (13) period reports. There was no uniform or finite classification of individual-NGO outputs which would have facilitated analysis of spending efficiency, or standardization of interventions across NGOs. This PCR exercise has attempted to collect selected output facts and data from the Community Actions component. As suggested in Annex VII, this would only be the starting point for the design of an effective evaluation design.

Based on the log-frame, an Impact Evaluation Plan (IEP) was developed for start-up, and updated at the time of the 2004 Annual Review. Some of the specified baseline surveys were done, but most were not followed up (or substituted in case of changed circumstances). These include user satisfaction studies in 2002, of the PPCA, VSU and IMIS. The KMA Crime Victimization & Perception Survey was a notable exception, which had a follow-up in 2007. It appears that the M&E Coordinator was overburdened, with responsibility for assuring NGO service delivery performance as well - a function that might well have been assigned to the Community Action Coordinator. Much store was laid on the Mid-Term Evaluation (MTE) to contribute information for the IEP, but the consultancy came two years late and took a somewhat different track.

The MTE contained limited evaluation of intermediate impacts by SISTREN and PALS – before-and-after scores, observed changes in certain behaviors, etc. This was not part of a formal plan agreed with the PEU: there were no baselines, systematic and consistent tracking or reporting out of 'data'.

Many testimonial accounts have been given, oral and written, of transformational effects of the Project on individuals and groups - 'putting down the gun', reduction in criminal behavior among young men, increases in individual and group self-esteem, care of community property, taking pride in surroundings - brought about by the various interventions. A compendium of written testimonials was seen for the NGO, SISTREN. Such success stories are truly impressive but cannot be fairly represented, as between service providers, in the standard form of a report. In order to represent fairly qualitative information on the project's impact: interactions,



performances and transformational experiences should be maintained in an electronic scrap books compiled over the life of the Project.

b. Future Monitoring and Ex-Post Evaluation

As part of a recent Administration Mission in July 2009, the Bank team designed a Monitoring and Evaluation Plan for the Community Initiatives element of the Project. This is described at Annex III.

The design, set-up and implementation of an effective M&E system are highly specialized activities that require dedicated tasking. Close attention should be paid to this activity, at least as much as, say, developing the Operating Regulations – usually required as a condition for eligibility. Going forward, the actual evaluation work (as distinct from service delivery performance monitoring) should be conducted under the direction of the MNS Research & Evaluation Unit. The data collection responsibilities of all actors must be clearly defined and enforced, to assure a reliable tracking mechanism. Routine use of self-tracking by NGOs and the PEU's personnel will reduce the need for costly external surveys. In addition to signing off on the IEP, the Bank should also agree on the format and procedures for reporting evaluation findings. The semi-annual report should follow the format of the IEP rather than the log-frame/results matrix. Entries should be kept in such manner as to be available for random audit.

An *ex post* evaluation is due three (3) years after the close of this project, and should be commissioned by the MNS' Research & Evaluation Unit. If there is a phase II, the exercise should be postponed until after phase II is completed. In preparation, an IEP should be set up, with the results of phase I taken as 'secondary baselines' for phase II.

VII. Lessons Learned

1. Monitoring & Evaluation:

- i. A working M&E system has to be in place before interventions are initiated. The Bank and EA have to work closely in developing the M&E system and plan. In multi-dimensional interventions of this kind, setting up the evaluation process is complex and should be supported by expert guidance including a workshop dedicated to this topic. The log-frame/results matrix is only a means towards this end.
- ii. Semi-annual reports should provide cumulative data on progress toward attaining the project's targets, rather than data on the current period only.

2. Oversight & Governance:

- i. The project had a number of mechanisms designed keep track of performance. These included: the program operations committee, bilateral quarterly portfolio reviews, semi-annual reports, annual reviews, periodic inspection visits, financial audits, and a mid term evaluation. This may have resulted in too much supervision, not too little; and may also have been somewhat diffuse and distracting to program management. A reduced number of such mechanisms should be sufficient to monitor progress, resolve obstacles, keep scope and direction on track, and address contractual issues. The Project could have benefitted from the strategic oversight which would have been provided by a functioning Steering Committee. The desire to have 'highest-level' membership needs to be tempered by the likelihood of the members' availability for meetings. Possible alternative approaches include:
 - a. Membership constituted below the level of minister.
 - b. A common steering committee for all 'community security' or 'community development' projects,
or



- c. Structure the Committee in such a way as to reduce the number of high level members required for a quorum.

3. Sustainability:

- i. Organs of community governance have to be underpinned by gainful employment, so that executive members can afford to volunteer their time, or be compensated out of the earnings of the citizens whom they serve. Enterprise development and imaginative job placement activity are therefore essential to sustainable violence prevention and peace maintenance programs.
- ii. Sustainability also requires identifying and empowering the appropriate line agency(s) of Government to take over from the PEU, and increasing levels of custodianship for the community development interventions.
- iii. Then existence of NGOs who continue to hone their skills through delivering services on a succession of IDP-funded projects serves as a safety net for Government in delivering such services. This resource should be counted on for future endeavors.

4. Monitoring and Evaluation:

- i. Information on changes in the communities' perceptions of safety could not be adequately measured given the surveys undertaken to measure this factor, sampled and reported data at the level of each parish or at the level of the Kingston Metropolitan Area. This meant that there were no data available at the level of the community with which to assess changes in perceptions of safety. The lesson here is that any indicator that is included as a measure of the program's development objectives, must be accompanied by resources to collect the data required to monitor progress or must rely on other data sources that will report the information in a manner consistent with the geographical, political or social boundaries used by the project to define the participating communities. Victimization Surveys have already been utilized by the MNS in trying to ascertain the latest development in crime and violence and will continue to be used in the second phase to monitor programme's progress. Also, this survey will be modified to collect information on citizen's attitude, perceptions and social cohesion. The subsequent surveys during implementation of CSJP II will be administered by a consultancy managed by the MNS bi-annually in 2011 and 2013. Oversampling in 28 CSJP and 10 control communities will be included. The consultant will conduct analyses on data from CSJP and control communities to determine whether significant differences in pre-post scores are evident.

5. Design Flexibility

Since risk factors related to crime and violence vary significantly within regions and communities, the project incorporated sufficient flexibility in the project design to adapt to the changing circumstances. This was illustrated by having a menu of intervention activities that could be utilized to address the issues of a particular community or region of the country. In addition, CSJPII will finance the elaboration of community development and safety plans that will orient the menu of interventions under the community action component, the single largest component of the Programme. This means that within the framework of the priorities established by the communities and agreed upon with the government, the project design will have the flexibility to adapt the services offered in light of potential changes in circumstances during implementation.

6. Other Matters:

- i. One early lesson learned in the Community Actions component is that community interest in the program was enhanced after the rapid impact (small infrastructure) projects were implemented: CSJP's credibility was enhanced after action on the ground with direct benefits for the community, was observed.



- ii. In terms of both balancing the benefits and measuring the impact, no community need be the recipient of multiple or overlapping IDP projects. Some CSJP communities are served by other IDP projects, making measurement of the impact of specific projects – and especially judging value for money – complicated.
- iii. Where the project has a large variety of activities, the accounting system needs to be structured such that costs may be reported out at the sub-component or activity level.



Annexes

1. Minutes from the Exit Workshop
2. Borrower Evaluation
3. Development Objective (DO) Results
4. Community Rapid Impact Projects and Multipurpose Centers
5. NGO Service Coverage of Targeted Communities
6. Types of Violence – Prevention Interventions Provided to Targeted Communities
7. Quantification of Community Violence Prevention Outputs
8. SISTREN
9. Programme Monitoring and Evaluation Arrangements



ANNEXES



Citizen Security and Justice Programme

PHASE II

PROGRAMME MONITORING AND EVALUATION ARRANGEMENTS

October 2009

I. INTRODUCTION

- 1.1 This document provides a Monitoring and Evaluation Framework (MEF) to support the implementation of the second phase of the Citizen Security and Justice Programme (CSJP II) in Jamaica. This framework will be used as a guide for internal monitoring and evaluation exercises, contracting for outside technical support, and reference for key stakeholders interested in tracking the progress of CSJP II in achieving its stated programme outcomes.
- 1.2 A detailed Logic Model reflecting the proposed Theory of Change is attached in Annex I.

II. PROGRAMME OVERVIEW

- 2.1 The CSJP II is a joint initiative by the Government of Jamaica and the Inter American Development Bank (IDB). The first installment of the Programme was approved in September 2001 and implementation commenced in April 2003. The Programme was originally co-funded to the amount of US\$20.6 million and was slated for execution over a period of four years. The goal of the Programme was to enhance citizen security and justice in Jamaica through achievement of the following principal objectives:
 - a. Prevent and reduce crime and violence;
 - b. Strengthen crime management capabilities; and
 - c. Improve the delivery of judicial services.
- 2.2 The second phase of the Programme (CSJP II) will have the following components:
- 2.3 **Component I. Community Action.** This component will finance technical assistance and equipment in the following areas:
 - a. **Community Mobilization and Governance.** Experts will be contracted and partnerships will be developed with the Social Development Commission (SDC) to promote community governance; community building best practices and the development of community development and safety plans to identify priority issues. These plans will be elaborated in consultation with the community and other government stakeholders and incorporate disaggregated violent crime, violence related injury and relevant findings of the Victimization Survey, to be provided by the Policy Research Unit (PRU) of the Ministry of National Security (MNS), to assist in identifying priority issues and populations. Partnerships will be sought with the Department of Cooperatives and Friendly Societies (DCFS) of the Ministry of Industry, Investment and Commerce to strengthen the administration and guide the

transition of the Community Action Committees (CAC)¹ into a more structured benevolent society, capable of fund raising. Community Action Officers (CAO) and an assistant per community will be contracted by the Project Execution Unit (PEU) and overseen by its Community Action Coordinator. This subcomponent also includes training (conflict mediation, dispute resolution and violence prevention implementation in high conflict communities, among others) for CAOs. This subcomponent will also include small projects (approximately US\$20,000 per community)² to demonstrate quick and effective responses to community concerns and promote participation. Projects must incorporate beneficiary participation at all stages (project identification, design, implementation and operation).

- b. **Community Violence Prevention Services.** Will finance a finite menu of crime and violence prevention and capacity-building activities to address priority populations (children, youth and young adults at risk) and the most prevalent types of violence in partner communities. Experts will be contracted to strengthen interventions such as: (i) skill-building (such as parenting, conflict resolution); (ii) situational crime prevention (i.e. the creation of safe community spaces, community gardens and playground equipment); and (iii) local policy improvement and service and opportunities provision (involving sectors such as education, work force development and Police) to implement violence prevention activities. Strategies funded will support individual, family, relationship, community and societal level interventions³, with particular attention to unattached and high risk youth.⁴ There are 3 types of at risk youth that will be attended to by the Programme: (i) young people who face risk factors in their lives but who have not yet engaged in risky behavior (i.e. those living in disadvantaged situations who are at risk of dropping out of school or of being unemployed); (ii) young people who engage in risky behavior but have not yet suffered severe negative consequences (i.e. youth who are often absent from school but have not yet dropped out, youth who are involved in delinquency but have not yet been arrested) and (iii) young people experiencing severe negative consequences as a result of risky behavior (i.e. youth who have dropped out of school, youth who are in violent street groups or gangs, young people who are being released from correctional institutions back into their communities). Special

¹ CACs are community level groups with varying levels of organization that represent the broad interests of community groups in program related activities.

² Projects may not be sub-divided into smaller sub-projects in an attempt to circumvent this ceiling. Furthermore, the ceiling applies to the total cost of the project, independent of the source or sources of financing. CSJP will not provide mid-stream financing to complete works projects unless the portion that has already been completed is the result of self-help project financing entirely by the community.

³ All of the above have been identified as an effective crime and violence prevention strategy. See David Hawkins 2007 cited in *What is Working around the World in Crime and Violence Prevention in Violence Prevention in Low and Middle Income Countries: Finding a Place in the Global Agenda*. US Academies of Science. 2008.

⁴ *Youth at risk policy tool kit for middle income countries*. World Bank 2008

emphasis will continue to be placed on unattached, Level II and III youth.

- c. **Establishment of community based multi-purpose centers.** To house community activities to serve as hubs for community and other participants (such as the CAC). Residents, hired on a stipend basis, will manage the centers. Loan resources will also finance computer and office furniture and equipment.
 - d. **Restorative and Community Justice Policy and Establishment of Community Justice Tribunals.** This subcomponent will provide assistance to implement up to 10 CJT (of which 8 will be in partner communities). In preparation, this component will fund a review of (i) proper rules of procedure; (ii) appropriate standards of judicial performance (including the means for monitoring performance); (iii) legislative amendments in relation to the establishment of such bodies and the types of offences that should be subject of RJ; (iv) the design and implementation of a training program for judicial officers, Justices of the Peace, court staff, lawyers, prosecutors, the Victim Support Unit, the media, Ministry of Justice officials; (v) the design and launching of a marketing strategy to disseminate the benefits of Restorative Justice (RJ) processes; and (vi) and the procurement of furnishings, minor civil works, IT and related equipment for ten Community Justice Tribunals.
 - e. **Social Marketing and Public Campaigns.** To foster attitudinal change and peaceful coexistence via media and other public education campaigns. Campaigns will be used to promote commitment and cohesiveness among participating agencies and to stimulate community involvement in CSJP II.
- 2.4 **Component II. Institutional Strengthening of the MNS.** This component will finance technical assistance and equipment to strengthen MNS capacity in: (i) development of evidence based policies; (ii) implementation of an inter-agency (Jamaica Constabulary Force (JCF), Department of Correctional Services and MNS) integrated management information system (IMIS) to monitor trends in crime and violence, facilitate information exchange and assist in policy and program formulation.
- 2.5 Administration of the Programme resides with the Programme Execution Unit (PEU), an office of the Ministry of National Security. The PEU is responsible for the daily affairs of the programme inclusive of financial and operational management, procurement of goods and services and supervision of all contracted agents of the programme. Oversight of the programme was originally the shared responsibility of a Programme Steering Committee and a Programme Oversight Committee but is now solely provided by the Public Order Committee, a sub-committee of the Cabinet, which is chaired by the MNS.

III. SUPERVISION AND REPORTING

- 3.1 The Policy Research and Evaluation Unit (R&E) will be in charge of monitoring the performance and progress of Programme implementation. Programme monitoring will be based on the implementation of annual operating plans. On November 30th of each year, the PEU will prepare an operating plan for the following year. This plan will also contain an evaluation of the results obtained during the previous period, and if needed, include a justification and recommended actions regarding the goals not achieved during the period in question. The annual review by the MNS and the Bank will also evaluate progress in the implementation of the activities related to capacity building of the MNS progress, with the Integrated Management Information System (IMIS), and implementation of community-level and individual program. The first operating plan is under preparation and will be part of the initial report of the Programme.
- 3.2 In support of the supervision and reporting function of the R&E, the Justice Reform Unit (JRU) of the Ministry of Justice will provide progress reports in connection with the implementation of the justice related component of CSJP II.
- 3.3 The monitoring of the Programme will evaluate the extent of the implementation of the agreed chronogram of activities, as well as contractual conditions and indicators included in the Results Framework and Matrix of Indicators, attached as Annex II. The monitoring and supervision system will entail the following: (i) collect and systematize information regarding the progressive implementation of activities and availability of funds; (ii) maintain up to date information regarding the results of the Programme's activities (iii) systematize the information emanating from the different evaluations of Programme's activities; and (iv) standardization of Programme reporting formats and protocols in accordance with relevant national data collection initiatives.
- 3.4 The scope of the Programme spans two ministries and, accordingly, mechanisms will be established for the collection and dissemination of information, for the purpose of monitoring, between the institutions in keeping with their respective organisational structures and arrangements. These mechanisms will also ensure that support for capacity building with regards to monitoring and evaluation exercises will be appropriately shared by the institutions.
- 3.5 The Policy Research and Evaluation Unit will receive specialized training to take on the responsibility for conducting impact evaluation during the project. Loan resources will finance technical assistance for the final design and implementation of these evaluations. Consultants will be hired to conduct these training sessions and opportunities sought at the regional and sub-regional level to draw substantively from good practices established within other citizen security-related programmes. Impacts on violence and crime will be estimated by the percentage of reduction in risk factors, increase in protective factors and decrease in fear by comparing participating and nonparticipating communities.

- 3.6 **Launch workshop.** A project launch workshop will be held as close as possible to the date that the program is declared eligible for disbursements to re-familiarize all parties engaged in program execution with their responsibilities, the program's goals, the implementation plan, execution procedures and evaluation framework.
- 3.7 **Reports.** During Programme implementation, the PEU will present to the Bank semi-annual progress reports, to be presented within 30 days of the end of the semester, summarizing the execution and financial highlights of the period. The report will also take into consideration the indicators of the Logical Framework and other agreed goals. The second semiannual report will represent the Annual Operating Plan for the following year.
- 3.8 **Mid-term review.** The mid-term review will be undertaken during the third year of program operation. A consultant will be hired to conduct this review. A mid-term review mission will discuss with the MNS and the Government of Jamaica (GoJ) the results from the implementation of each component and review the plan of the activities for the second part of the project. The purpose of the mid-term review is to utilize formative evaluation for program enhancements and to determine whether any changes in the evaluation methodology are warranted.
- 3.9 **Final evaluation.** A final evaluation comprised of process and impact evaluations will be financed with project funds and will take place when 95% of loan resources are disbursed. The evaluation will assess the implementation of project and will document outcomes in participating agencies and communities. A consultant will be hired to conduct this review. The objectives of the final evaluation are to assess: (i) the degree to which the project achieved its objectives; (ii) the efficiency of the means used to address these objectives; (iii) the factors that, in general, influenced program outcomes; (iv) the factors that influenced variations in impacts across participating agencies and communities; (v) whether unexpected results are due to administrative factors; (vi) the sustainability of the project results; and (vii) the lessons learned with respect to building community cohesion and in the implementation of interventions to prevent crime and violence.
- 3.10 **Final assessment.** The R&E will collect, store and retain all necessary information, indicators and parameters, the mid-term review, and final evaluation, to enable the Bank to prepare the Project Completion Report (PCR).

IV. MONITORING AND EVALUATION PLAN

- 4.1 CSJP II includes (i) programmes to impact individual propensity to crime and violence; (ii) activities to mobilize, organize, and improve citizen engagement in community life; and (iii) promotion of system-level improvements in response to crime (IMIS). Following these distinctions, the Monitoring and Evaluation Plan (MEP) addresses the evaluation of each component separately. However, as efforts move from individuals to communities to systems, monitoring and

evaluation is a more complex task. Stated otherwise, changes in individual perceptions and behaviors are more easily monitored for outcomes than changes in communities or systems. Finally, impact will be assessed by change in specific crime and violence indicators at the community level (using Police, hospital, and victimization survey data).

- 4.2 It should be noted for purposes of evaluation that given the complex nature of communities and social systems, a particular focus will be on individual-level change. For this reason, macro level changes will primarily be measured in terms of their effects on individual perceptions, beliefs, and actions, as well as associated community-level indicators of crime and violence impacts. When possible, efforts will be made to examine the interaction of individual and community-level change.

A. Programmes to impact individual propensity to crime.

- 4.3 A diversity of individual and family-level interventions will be provided to prevent and/or reduce involvement in crime and violence. A particular focus will be on at-risk youth and their families. These programmes will include parent training, literacy and certification programmes, mentoring, life skills, dispute resolution, and conflict management. The primary goal of these programmes is to increase youth social competencies and pro-social attitudes (alternately called “non-cognitive skills”), literacy skills, and vocational preparedness (certification). These capacities represent the proposed mechanisms of Programme impact on prevention and reduction in violence and crime (i.e. mediators of change).

- i. **Monitoring.** A recommendation from the mid-term evaluation of CSJP I was the need to develop a cadre of customized assessment tools for monitoring service delivery. Towards this end, a standardized service delivery monitoring form (individual programme participation) will be developed by CSJP and provided to all participating Non-Governmental Organizations (NGO). The form will track number of individuals and families served, hours of service, type of service, and other related indicators of program activity. The information for this form will provide key inputs for the development of a service recipient database that will be developed and maintained by the R&E.
- ii. **Evaluation.** All participating NGOs will be required to conduct pre-test, post-test, and follow-up (3-6 months) evaluations of proposed mediators of change and related behavioural outcomes using validated data collection measures. A potential instrument for this endeavor is the **Jamaica Youth Survey (JYS)**, developed as a collaborative endeavor between donor agencies, University of the West Indies, and University of California. The assessment tool must be standardized and validated with Jamaican youth (ages 12-18) and will be used for all programs serving this age group. In addition, it should be adaptable for use for older adolescents and young adults no longer living at home but participating in the individual-level

programmes. Training in administration of assessments, data management, and data analyses will be conducted through consultancy contracts (to be awarded). Programme impact will be evaluated in relation to moderators of effects (length of program, type of program, socio-economic status, and community residence). Terms of reference will be prepared for this contract by the R&E. This contract will be sent for bid during the first quarter of 2010.

B. Activities to mobilize, organize, and improve citizen engagement in community life.

4.4 A diversity of community-building activities are designed to increase utilization rates of formal avenues of grievances, create partnerships for formal engagement of government and civil society, increase community willingness to participate in community life, and increase community confidence in police and willingness to report crimes. These outputs represent the proposed mediators of the program effects on reductions in crime and violence. Findings from the CSJP communities will be compared with findings from 10 matched control communities. The 10 matched control communities will be selected by the R&E to most closely approximate socio-economic and community characteristics in the 28 CSJP communities.

- i. **Monitoring.** A recommendation from the mid-term evaluation was for greater incorporation of stakeholder views in the prioritization and evaluation of community-based projects and initiatives. Part of the monitoring for this component of the program will involve regular documentation through CAO reports of stakeholder knowledge of and involvement in community programmes. A standardized monitoring form (community programme participation) will also be implemented by CSJP to document and record ongoing efforts in CSJP communities. Community members will also be utilized, where appropriate, to conduct monitoring exercises in an effort to promote sustainability of the Programme's outcomes.
- ii. **Evaluation.** The primary mechanism for evaluating the success of the community-level programmes in affecting community mediators of change will be the Jamaica Crime Victimization Survey. In addition to the 28 CSJP II communities, the survey will be conducted in 10 matched control communities, with oversampling in all 38 communities.

4.5 The survey will be modified to include additional measures of attitudes and behaviors related to crime and violence (including justifications for reprisals), bridging social capital (trust individuals from neighboring communities, safe to walk in neighboring communities), confidence in police, and restorative justice system interventions (use and support for Community Tribunals). The R&E (in consultation with stakeholders and collaborators and based on surveys used in

other Caribbean countries) will be responsible for modifications of the victimization survey to include these items.

- 4.6 This survey will be administered by a consultancy for the MNS bi-annually (2011 and 2013). Oversampling in 28 CSJP and 10 control communities will be included. The consultant will conduct analyses on data from CSJP and control communities to determine whether significant differences in pre-post scores are evident.

C. Promotion of system-level improvements in response to crime (IMIS).

- 4.7 The primary system-level improvement is the completion of the IMIS. It is proposed that the IMIS will provide for greater efficiency in processing criminal justice information.

- i. **Monitoring.** For the IMIS, standardized protocols will be developed to document and monitor major accomplishments and compliance with project goals. The IMIS monitoring will focus on development and implementation of databases.
- ii. **Evaluation.** For the IMIS, evaluation will focus on benefits of the IMIS including average information processing time, number of networked databases, record conversion rates, ratio of service utilization to capacity, percentage of data queries resolved, and change in variable costs for provision of information technology services. These data will be collected, analyzed, and reported by the R&E in the Policy Directorate.

D. Change in specific crime and violence indicators.

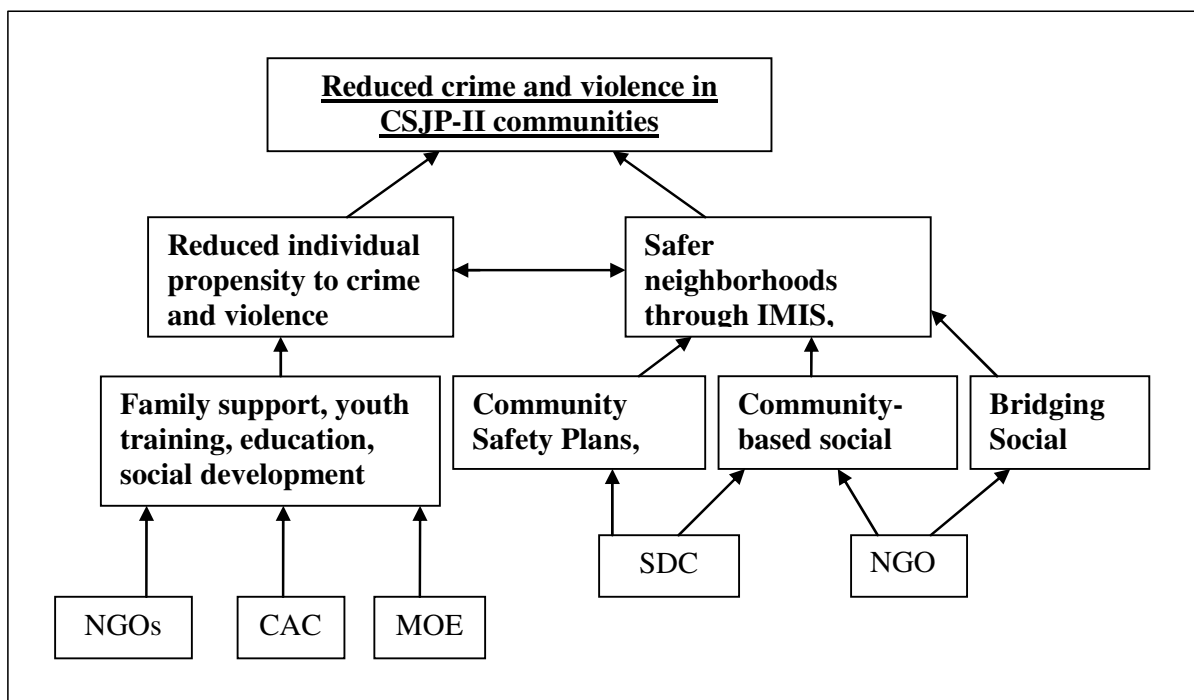
- 4.8 Three specific indicators of crime and violence at the community level (impacts) are specified. The R&E will determine control communities using propensity score matching and establish comparability across these multiple data sources (i.e., harmonization of geographic areas covered) during the first quarter of 2010. These will be reviewed annually. These are:

- a. **JCF data for serious crimes in CSJP and control communities.** These data will be provided monthly for all program years. Monthly data will allow for analyses of changes in crime trends over time. These data will be collected, analyzed, and reported by the Policy Research and Evaluation Unit (R&E) in the Policy Directorate.
- b. **Hospital-based violence-related injury data for CSJP and control communities.** The R&E will designate staff to collect, systematize, and report on hospital-based violent related injuries in CSJP and control communities. These data will be provided monthly for all Programme years.

- c. **Reports of victimization from the ICVS for CSJP and control communities.** The data from the community survey will be analyzed to identify changes in victimization in CSJP and control communities.
- 4.9 Data from these three sources will be triangulated to ensure congruence and facilitate interpretation of findings.

V. TIMELINE

- 5.1 The monitoring and evaluation process will be characterized by three phases: (i) the start up; (ii) operational monitoring; (iii) and transition. The start up period will comprise the recruitment, training and equipping of additional staff to the R&E to ensure completion of all necessary preparatory work. This preparatory work includes the development of all standardized reporting documents, construction of the service recipient database, procurement of consultants, and production of a quarterly review meeting schedule for the various sub-components of the Programme. This phase will ensue for the first six to eight months after the Programme is declared eligible.
- 5.2 The operational monitoring phase will see the ongoing monitoring of the day to day operations of the Programme in keeping with the annual operational work plans. The scheduled monitoring activities will be punctuated by the commissioning of special research, the mid-term evaluation and capacity building exercises. This phase will encompass the remaining life of the Programme with the exception of the final eighteen months of the Programme.
- 5.3 The transition phase will last for the remaining eighteen months of the Programme. This phase will be marked by an emphasis on summative evaluation and impact analysis. The progress of integrating Programme activities into the regular business processes of the two ministries will also be key undertaking during this time. Community members in the targeted communities will also receive enhanced training during this period to ensure a successful handing over of oversight responsibilities in keeping with the community empowerment goals of the Programme.



MINUTES FROM THE EXIT WORKSHOP

JAMAICA Citizen Security and Justice Programme I (CSJP I) (JA-0105; Loan 1344/OC-JA)

I. INTRODUCTION

Development Objective: To support the Government of Jamaica in the implementation of a program that seeks to prevent and reduce violence, strengthen crime management capabilities and improve the delivery of judicial services.

The Project Exit Workshop was held on Thursday July 23, 2009 at the Medallion Hall Hotel in Kingston. The Bank was represented by Gerard Johnson, Representative, Country Office Jamaica; Jorge Lamas, Project Team Leader Astrid Wynter, Senior Sector Specialist, and Denis Parchment, Consultant.

II. RESULTS

A. Summary of Proceedings

The Minister of National Security and personnel of the Policy Research Unit and the Project Execution Unit (PEU) of the MNS, staff of the Planning Institute of Jamaica (PIOJ), Department of Correction Services (DCS), Jamaica Constabulary Force (JCF), Ministry of Finance, Ministry of Education, Heart Trust NA and representatives from the beneficiary communities participated in the workshop. Results of the different components of the programme were discussed and they showed that the programme had reached its development goals. Also, the different stakeholders presented recommendations for modifications to improve service delivery during the second phase. Of particular importance were the recommendations to improve JCF-community relations in order to reduce crime in communities and to include a detailed monitoring and evaluation system (M&E) in the second phase. The M&E system would provide information for program improvement and outcome data to assess program impact on serious crime and violence. This system would allow for integration of both individual and community-level information related to intermediate and long-term outcomes

B. Details of Proceedings

The proceedings are detailed in the following documents, annexed hereto:

- Annex A – AGENDA
- Annex B – ATTENDEES
- Annex C – MINUTES (Notes of Workshop)
- Annex D – FINDINGS ON THE PROJECT (Consultant's prepared presentation)
- Annex E – TESTIMONIES FROM BENEFICIARIES

C. Main Points coming out of Workshop

1. The Project enjoys strong government support at both political and executive/ administrative levels, as well as strong support of the citizenry of the beneficiary communities. There was an understandably strong desire on the part of residents in target communities to see the project continue.
2. The overall Development Objective was achieved.
3. Most components and sub-components achieved their planned outputs within the project period. Notable departures were the Transformation Center; automation of the Family Court, and (reduced number of) Community Multipurpose Centers. These were all attributable to property unavailability: locations not secured or settled on in time; non-conformance to property tenure requirements, etc. In the case of the Integrated Inter-Agency Information System (IMIS), GOJ had taken the opportunity to increase the scope substantially, which has extended the period of implementation by some two years.
4. Among other features, the Project's Security Strategy and Trafficking in Persons (TIP) components contributed seminally to development of policy and operational response. Outputs included studies on the Trans-National Drug Trade and on Human Trafficking. In both cases, responsive organizational structures were created (MNS and JCF, respectively). In the case of the latter, a successful TIP component resulted in repositioning of Country to a more favorable classification, enabling repositioning of international reputation and qualification for continued US bi-lateral funding. Project outputs continue to make significant contributions to national security policy formulation and implementation – notably in the Ministry's 3-year policy agenda.
5. The citizens of the communities have responded positively to "good" community policing. This suggests the inclusion of an explicit police-community relations element in future project activity.
6. The NGOs and direct-hire CAOs provide a range and diversity of violence prevention and personal development interventions – vocational-, remedial and life-skills training, institution building, rapid-impact projects, and employment promotion. Adoption of a standard curriculum for Life Skills training is recommended. A degree of temporary employment was being provided as spin-off of project execution activity. However, stronger job placement activity was indicated, and not necessarily limited to the domestic market.
7. A good M&E framework, with faithful implementation of the attendant tracking protocols, is indispensable to enable evaluation of impact at specified stages of the project
8. Sustainability of the program must be tackled proactively. In the sphere of community actions, institution building activity must be ramped-up to equip communities to self-represent their interests and development affairs. Going forward, an enhanced role was seen for the Department of Cooperatives and Friendly Societies, and the Social Development Commission (SDC), in supporting the building and running of democratic and effective institutions.

III. NEXT STEPS

The Bank team will be finalizing the Project Completion Report (PCR) on the basis of the results of the outcome and recommendations of the workshop.



**Inter-American Development Bank
Project Completion Report –2006 PCR
Borrower Evaluation**

Project Name: Citizen Security & Justice Programme

Executing Agency(is): Ministry of National Security

Borrower: Government of Jamaica

Date of Project Approval: September 5, 2001

Date of Contract Effectiveness: September 20, 2001

Date of Borrower Evaluation: October 6, 2009

Expected Date of Exit Workshop: July 23, 2009

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:

As evidenced by data on major crimes, the project was successful in achieving a reduction of crime in many of the target communities. This was to a large extent due to the achievements of the Community Action component and the significant buy-in of the various interventions by residents of the participating communities. Other components were implemented fairly successfully but significant challenges were encountered with respect to Capacity Building component, in particular, the Integrated Management Information System sub-component. Also, the implementation of the Transformation Centre and rehabilitation activities experienced significant delay. This was due mainly to indecision about the conceptual approach to rehabilitation early in Programme Implementation.

Fiscal challenges also played a role in lowering expectation of achieving the development objectives in a shorter timeframe as some aspects of the Programme were re-scoped (Youth Diversion Project and Social Marketing).

Community level activities such as capacity training of individuals and families and institutional strengthening of local organizations, building of capacity in Government ministries, agencies and departments are some of the building blocks laid during this phase that have the potential to assure sustainability. Further actions have been identified for phase two particularly at the institutional level but also at consolidating the gains in other areas.

Borrower Performance During Project Preparation

Please rate your own performance during Project Preparation:

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

Comments:

Government of Jamaica provided personnel and other resources promptly in the latter part of Programme preparation in order to facilitate completion of this activity. This unfortunately was not always the case at the commencement period.

Borrower Performance During Project Execution

Please rate your own performance during Project Execution:

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

Comments:

The Government of Jamaica demonstrated a high level of commitment to the project throughout the implementation period. This was evidenced by the level of resources allocated in the annual fiscal budgets and the responsiveness of high-level authorities to implementation issues. Whilst it is true that the significant fiscal support provided by the GOJ came primarily in the second half of Programme implementation, this was not a reflection of lack of commitment on the part of the GOJ but instead a genuine challenge with overall fiscal space.

Bank Performance During Project Preparation

Please rate the Bank's performance during project preparation. 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).

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

Comments:

The Bank was fully supportive during the project preparation process and provided assistance in various forms throughout that phase. Bank staff was generally very responsive and engaging, demonstrated a good understanding of the issues of crime and violence in the country. That adequate technical solutions were incorporated in the design of the Programme is reflected in the fact that after eight years of programme operation the design concept remained valid.

Bank Performance during Project Supervision

Please rate the Bank's overall performance during project supervision. Factors to be considered include 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) ☒ Satisfactory(S) ☐ Unsatisfactory (US) ☐ Very Unsatisfactory (VU)

Comments:

The Bank was fully supportive of the implementation process and provided assistance in various forms throughout the operations. Bank staff was generally very responsive and facilitated solutions and adaptations to emerging issues.

The only major point of departure from satisfactory relationship was toward the end of Phase One operations when demands were unilaterally imposed by the Bank to have the NGO Service Providers' programme accounts audited as an integral part of the preparation of the Programme's AFS. This action, which proved costly to the Government of Jamaica and very taxing on Unit staff time, was objected to on the grounds that Programme management had no authority over internal control issues in the contracted organizations and therefore should not be held responsible for same. The merit of this argument, whilst obvious, is further supported by the fact that this requirement did not exist for any other contracted provider of goods, works or services.

The above comment aside, Programme management was extremely satisfied with the level of flexibility of the Bank in facilitating programme operations, ready availability of Bank staff to discussing and resolving emergent issues and the soundness of advice generally provided to the Execution Unit.

Additional Suggestions for Improving Bank Performance

Additional comments/suggestions for improving Bank performance in the future.

Agreement has been reached between the Bank and Programme Management in relation to the issue of the AFS raised above. Implementation of the measure so agreed will assist in improving the performance of both Bank and Programme management.

DEVELOPMENT OBJECTIVE (DO) RESULTS

Communities KMA	Feeling of Safety ¹⁾²⁾		Willingness to Enter 1) 2) 3)		Protests on Justice Issues 1) 4)	
	2002	2007	2002	2007	2002	2007
Allman Tn						
Cassia Park						
August Tn	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Grants Pen	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Denham Tn	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Drewsland	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Fletcher's Land	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Hannah Tn	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Kencot						
Mountain View						
Parade Gdns						
Rockfort						
Tower Hill	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Trench Tn	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Waterhouse	74.3%	70.2%	88%	81.3%	38.1%	35.5%
Sub-total						
West						
Canterbury						
Farm Heights						
Flanker						
Glendevon						
Granville						
Mt Salem						
North Gully						
Norwood						
Rose Heights						
Russia						
Salt Spring						
Sub-total						

1) Taken from the Crime Victimization and Perception Survey (CVPS) in the Kingston Metropolitan Area (KMA), Development Options Ltd. December 2007.

2) Aggregated sample of 1005 across 12 electoral districts covering 9 of the CSJP targeted communities plus non-CSJP communities of Whitfield Town, Whitehall Av.

3) Actually, respondents' perception of relatives' and friends' safeness in entering communities. Response is consistent with perception of unsafeness to enter: 2002 – 6.2%, 2007 – 9.2%.

4) Figures represent "knowing of cases of police brutality" – the best proxy to hand: protests on justice issues are usually related to police killings.

COMMUNITY RAPID IMPACT PROJECTS AND MULTIPURPOSE CENTERS

Communities KMA	RIPs	MPCs
Allman Tn	The refurbishing of the Allman Town Police Station at Woodford Park The cost of this development exceeded the general guidelines used by the CSJP, but it was executed as a 50/50 joint project with funds sourced from outside the Program.	No MPC due to lack of property meeting land tenure requirements
Ambrook/ Cassia Park/ HWT	Multipurpose hard court construction at the Dunrobin Primary School	New MPC constructed and furnished
August Tn	The Hermitage Homework Centre The Goldsmith Villa hard court construction The Bedward Gardens hard court construction	No MPC constructed due to lack of property meeting land tenure requirements. Subsequent to end of IDB aspect of CSJP, land tenure issues were resolved for 1 MPC property. Drawings completed
Barbican/ Grants Pen	The fencing of the New Day Primary School The Youth Crime Prevention project (The YCPP was the name given to the RIP which included the fencing as well as life skills)	Center constructed by another agency (AMCHAM)
Denham Tn	The establishment of the Denham Town Youth Orchestra	Existing community center repaired by CSJP
Drewsland	The fencing of the Balcombe Drive Primary School	New MPC constructed by CSJP
Fletcher's Land	The establishment of the Fletchers Land Musical Band The Orange Villa sanitation project	Existing centre renovated and expanded by CSJP
Hannah Tn	The fencing of the Chetolah Park Primary School	Delays in resolving land tenure matters and technical issues resulted in non-implementation of centre for this community
Kencot	The construction of the Melrose All-Age School hard court and lighting The Kencot Cultural Group (Steel band)	No MPC due to non-availability of land meeting tenure requirements
Mountain View	The partial refurbishing of five Community Centers and one Basic School	Land tenure issues and the initiative by another agency to facilitate the construction of a center resulted in non-implementation (the other center was completed)
Parade Gdns	The rehabilitation of the Southside playing field and the construction of a multipurpose hard court.	Difficulty in identifying suitable site meeting land tenure requirements caused delays. Site has since been identified and drawings completed
Rockfort	The Rockfort Cultural Group (Training and equipment)	No suitable site identified
Tower Hill	The fencing and lighting of the Multi-purpose hard court	Existing structure completed and furnished by CSJP
Trench Tn	The Wilton Hill Park construction	No suitable venue identified
Waterhouse	The upgrading of the Marie Atkins hard court on Bagga Road	Difficulty in identifying suitable site. Site has since been identified and drawings completed
West		
Canterbury		
Farm Heights		Existing center renovated
Flanker		
Glendevon	Removal of zinc fence and construction of wall	
Granville	Communal bathroom, Boundary fence	Existing center completed
Mt Salem		
North Gully	Removal of zinc fence and construction of concrete wall	
Norwood	Removal of zinc fence and construction of wall (same as Glendevon?)	
Rose Heights		Same center serves Farm Heights
Russia		
Salt Spring		

NGO SERVICE COVERAGE OF TARGETED COMMUNITIES

Communities	NGO Service Providers					
	DRF	KRC	PALS	RISE	SISTREN	YOU
Allman Tn				X	X	
Ambrook Ln/ Cassia Park/ HWT		X				
August Tn	X	X	X			X
Barbican/ Grants Pen	X	X			X	
Denham Tn		X	X			
Drewsland				X		
Fletcher's Land	X			X	X	X
Hannah Tn		X			X	
Kencot		X				X
Mountain View		X				X
Parade Gdns				X	X	
Rockfort	X	X			X	
Tower Hill	X			X		
Trench Tn	X	X	X			X
Waterhouse		X	X	X		
Canterbury						
Farm Heights						
Flanker						
Glendevon						
Granville						
Mt Salem						
North Gully						
Norwood						
Rose Heights						
Russia						
Salt Spring						

TYPES OF VIOLENCE-PREVENTION INTERVENTIONS PROVIDED TO TARGETED COMMUNITIES

Service Providers	Interventions										
DRF	<p>Conflict Resolution training</p> <ul style="list-style-type: none"> - 3-hour Workshop for Young Men - 1-day Workshop - 2-day Workshop for Young Men <p>Mediation training - classroom training, practicum and certification</p>										
KRC	<p><u>Youth Development Program</u> (catered to over 1500 persons)</p> <ul style="list-style-type: none"> - CXC classes in 12 District participants age 15 years and up to 50 (12 teachers contracted) - GSAT classes grade 6 students in 23 Districts which involves 10 communities (23 teachers contracted) - Educational Activities with grades 4 & 5 students in the 23 districts (40 teachers) <p>13 persons were chosen from the parenting associations within the communities to monitor these classes in their respective communities.</p> <p><u>Continuing Education Program</u> (participants 250)</p> <ul style="list-style-type: none"> - Remedial education for youth and adults - persons who had dropped out of school or passed school age - CSEC Math and English classes <p><u>Parenting Development Program</u> (participants 710)</p> <p>Parenting workshops were held in 23 Districts and 3 Schools.</p> <p>Topics include:</p> <ul style="list-style-type: none"> - Parenting styles - Strategy for helping your child to achieve good grades - Parental instruction versus corrections - Handling confrontation - Effective communication/self esteem - Stress management - Crime and your child - Eliminating revenge - Conduct disorder - Parental supervision <p>A Parenting symposium was held with over 400 parents participating. The Theme was "Parenting the strength of the community".</p> <p><u>Certificate courses</u> were offered as follows:</p> <table data-bbox="349 1281 974 1428"> <tr> <th></th><th><u>Agency</u></th></tr> <tr> <td>- Dispute Resolution</td><td>DRF</td></tr> <tr> <td>- Nutrition</td><td>Ministry of Health</td></tr> <tr> <td>- Community Safety Monitor/Warden</td><td>Jamaica Fire Brigade</td></tr> <tr> <td>- First Aid</td><td>Jamaica Red Cross</td></tr> </table> <p><u>Employability Skill Development Program</u></p> <p>Workshops were held with the Youth in the communities</p>		<u>Agency</u>	- Dispute Resolution	DRF	- Nutrition	Ministry of Health	- Community Safety Monitor/Warden	Jamaica Fire Brigade	- First Aid	Jamaica Red Cross
	<u>Agency</u>										
- Dispute Resolution	DRF										
- Nutrition	Ministry of Health										
- Community Safety Monitor/Warden	Jamaica Fire Brigade										
- First Aid	Jamaica Red Cross										
PALS	<p>Teaching the PALS Curriculum in Schools - which includes the training of school administrators and teachers to deliver conflict resolution education to students:</p> <ul style="list-style-type: none"> - Managing conflict and violence in schools - Violence prevention and conflict resolution education - Creating and maintaining a safe school - Classroom management - Transforming school culture - Creating a nurturing climate - Mediation – adults and students - Conflict resolution for leaders - Behavior modification - Anger management - Conflict resolution for student leaders 										

Service Providers	Interventions
	<ul style="list-style-type: none"> - Effective school wide discipline - Conflict resolution for parents and families - Pro-social skills education - Integration of parents into school as support to teachers in conflict resolution - Conflict resolution for communities - Conflict resolution for school resource officers (JCF)
RISE	<p>Educational Services</p> <ul style="list-style-type: none"> - adolescent remedial education (11,824 hours delivered) - adult continuing education (9,184 hours delivered) - HEART-certified Skills Training – Customer Service (700 hours delivered) <p>Social Services</p> <ul style="list-style-type: none"> - parenting skills training & support group (8 groups established) - corner counseling (1,032 hours delivered) - home visit survey (447 surveys completed) <p>Life Management Services</p> <ul style="list-style-type: none"> - behavior modification - life & social skills education (adolescent) (3,928 hours delivered) - youth intervention (groups) (2,240 hours delivered, 8 groups established) - drug prevention counseling
SISTREN	<p>Workshops/Performing Arts training</p> <p>Drumming training</p> <p>Street Theatre Productions & Community Walks</p> <p>Major Production & Gala Show</p> <p>Forum & Mini Expo</p> <p>Field Trips & Concerts</p> <p>Male Leadership Development</p> <p>Family & Community Vibes (individual counseling sessions – home and school visits)</p>
YOU	<p>One to One Mentoring</p> <p>Adolescent Workshop (life skills training, cultural arts)</p> <p>Group Mentoring (reading enrichment, life skills training, field trips)</p> <p>Leadership Training</p> <p>Parenting (workshops)</p> <p>Building Strong Families Conference</p> <p>Summer Development/ Summer Sport Program</p> <p>Capacity Building for Teachers</p> <p>Remedial Teacher Training - Reading Certificate Program (for adults to teach reading)</p>
PEU	<p>Facilitating RIPs and development of MPCs</p> <p>Vocational skills training (needs assessment, brokering)</p> <p>Training of CAC members</p> <p>Establishment/ upgrading status of CACs</p> <p>Facilitating development of Community Development Plans</p> <p>Facilitating partnerships with community development resource agencies</p> <p>Opportunity Fairs (accessing civil, electoral and taxpayer registrations, national ID card)</p> <p>Opportunity Fairs for community residents to access civil registrations such as birth-, taxpayer-, electoral-, national IDs and national insurance, as well as health screenings</p> <p>Scholarships (university courses)</p> <p>Placement in jobs and employment internships</p>

QUANTIFICATION OF COMMUNITY VIOLENCE PREVENTION OUTPUTS

Communities	Service Providers						
	DRF	KRC	PALS	RISE	SISTREN 1)	YOU	PEU 2)
Allman Tn				Adolescent Programs (remedial education & Life Skills) – 115 Adult Education Program - 68 Parenting Skills Training/Support Group - 15 Youth Leadership Training - 33		Remedial Teacher Training - 2	Refurbishment of police station; support to Salvation Army Basic School; training for community organizations; training for community Social Worker; vocational skills training; scholarships;
Ambrook Ln/ Cassia Park/ HWT		Youth Development & Continuing Education 75 Parenting Workshops 50				Remedial Teacher Training – 2	Construction of community centre; construction of ball court; provision of skills training; provision of scholarships
August Tn	40-hr Mediation training - 34	Youth Development & Continuing Education 215 Parenting Workshops 125	<ul style="list-style-type: none"> - Ten workshops for 14 teachers – administration and guidance counselor trained in conflict resolution (CR) education, classroom management, transforming the culture of the school, creating a nurturing climate, behavior modification. - Approximately 12 workshops for parents in CR. - Student mediators trained. Each year, new batch averaging 15 students each time. - Three teachers trained in mediation. - Peace education curriculum mainstreamed and institutionalized. Taught in all classes to population of roughly 400 students. - Community outreach through attending August Town civil society association meetings and forums. - Students helped on a one-one basis with behavior problems which required expertise in the area of mental health therapy and social 			One to One Mentoring – 35 Group Mentoring – 200 Parenting – 70 Adolescent Workshops – 150 Building Strong Families – 30 Summer Development/Sport – 50 Leadership Training – 8 Capacity Building for Teachers – 40 Remedial Teacher Training – 2	Provision of skills training; provision of scholarships; construction of ball courts; support to intercommunity sports programs

Communities	Service Providers						
	DRF	KRC	PALS	RISE	SISTREN 1)	YOU	PEU 2)
			<p>work– provided by PALS trainers.</p> <ul style="list-style-type: none"> - Program implementation committee (PIC) established. - Functioning program implementation committee which focused on maintaining links with civil society groups and ministers fraternal, as well as issue of illiteracy. - Four joint guidance counselor meetings with Denham Town Primary. - Approximately 30 hours working with choir – promoting peace through music. - Trainers' visits, every week, to work on a one-on-one basis with teachers in the classroom. Average hours per month – 48 hours. - Peace Day. 				
Barbican/ Grants Pen	40-hr Mediation training - 38	<p>Youth Development & Continuing Education 45</p> <p>Parenting Workshops 35</p>				Remedial Teacher Training – 2	Provision of skills training; scholarships; training of community organization; fencing of primary school
Denham Tn		<p>Youth Development & Continuing Education 170</p> <p>Parenting Workshops 35</p>	<p>1) <i>Denham Town Primary</i></p> <ul style="list-style-type: none"> - Ten workshops for 35 teachers, administration and guidance counselor in CR education, classroom management, transforming the culture of the school, creating a nurturing climate, behavior modification. - 15 workshops in CR for average of 30 parents each workshop. - Parents trained in CR, rostered on a daily basis into grades 1-3 classes as support to teachers in CR. - Student mediators trained. Each year, new batch averaging 15 students each time. - Teachers trained in mediation. - Peace education curriculum 			Remedial Teacher Training – 2	Repair to community centre; provision of instruments for youth orchestra, scholarships, vocational skills training, training of community organizations; repairs to police station

Communities	Service Providers						
	DRF	KRC	PALS	RISE	SISTREN 1)	YOU	PEU 2)
			<p>mainstreamed and institutionalized; taught to 1,000-plus students.</p> <ul style="list-style-type: none"> - Trainers' visits, every week, to work on a one-on-one basis with teachers in the classroom. Average hours per month –70 hours. - PIC established. - Monthly meetings of PIC. - Ongoing meetings with guidance counselors. - Four Joint guidance counselor meetings with August Town Primary. - Peace Day celebrations. <p>2) <i>Denham Town High School</i> (The program was later aborted at this school.)</p> <ul style="list-style-type: none"> - Three workshops for teachers. - Curriculum mainstreamed for grade seven students as well as students of the 'Reading Village' – students specially placed because of literacy challenges. - Meetings with administration re challenges and implementation. 				
Drewsland				<p>Adolescent Programs (remedial education & Life Skills) – 147</p> <p>Adult Education Program - 27</p> <p>Parenting Skills Training/Support Group – 30 (three groups)</p> <p>Youth Leadership Training - 49</p>		Remedial Teacher Training – 2	Construction of community centre; fencing of playfield; scholarships; skills training;
Fletcher's Land	<p>40-hr Mediation training – 13</p> <p>2-day Workshop for Young Men -27</p>			<p>Adolescent Programs (remedial education & Life Skills) – 116</p> <p>Adult Education Program - 127</p> <p>Youth Leadership Training – 63 (includes Orange Villa)</p>		<p>One to One Mentoring – 60</p> <p>Group Mentoring – 80</p> <p>Parenting – 100</p> <p>Adolescent Workshops – 120</p> <p>Building Strong Families – 35</p>	<p>Renovation and expansion of community centre; improvement of sanitation facilities; establishment of pop band; training of community organization; training of community social workers; vocational skills training; scholarships</p>

Communities	Service Providers						
	DRF	KRC	PALS	RISE	SISTREN 1)	YOU	PEU 2)
						Summer Development/Sport – 100 Leadership Training – 10 Remedial Teacher Training – 2	
Hannah Tn		Youth Development & Continuing Education 120 Parenting Workshops 35				Remedial Teacher Training – 2	Repair to perimeter wall of primary school; training of community organization; vocational skills training; scholarships
Kencot		Youth Development & Continuing Education 230 Parenting Workshops 35				One to One Mentoring – 40 Group Mentoring – 110 Parenting – 100 Adolescent Workshops – 150 Building Strong Families – 40 Summer Development/Sport – 50 Leadership Training – 10 Capacity Building for Teachers – 50 Remedial Teacher Training – 2	Construction of ball court; scholarships; vocational skills training; rehabilitation of playfield; cleaning of gully; establishment of steel band; training of community social workers
Mountain View		Youth Development & Continuing Education 609 Parenting Workshops 145				One to One Mentoring – 65 Group Mentoring – 170 Parenting – 150 Adolescent Workshops – 200 Building Strong Families – 40 Summer Development/Sport – 100 Leadership Training – 10	Renovation of community centers; scholarships; vocational skills training; training of community social workers

Communities	Service Providers						
	DRF	KRC	PALS	RISE	SISTREN 1)	YOU	PEU 2)
						Capacity Building for Teachers – 60 Remedial Teacher Training – 2	
Parade Gdns				Adolescent Programs (remedial education & Life Skills) – 294 Adult Education Program - 109 Parenting Skills Training/Support Group – 40 Youth Leadership Training – 89 (includes Southside) Pon Di Corner Counseling - 30		Remedial Teacher Training – 2	Scholarships; vocational skills training; training for community organization; provision of furniture
Rockfort	40-hr Mediation training – 19 2-day Workshop for Young Men –28	Youth Development & Continuing Education 645 Parenting Workshops 110				Remedial Teacher Training – 2	Establishment of cultural group; scholarships; vocational skills training
Tower Hill	40-hr Mediation training – 39 2-day Workshop for Young Men -19			Adolescent Programs (remedial education & Life Skills) – 319 Adult Education Program - 117 Parenting Skills Training/Support Group – 20 (two groups) Youth Leadership Training – 59 Pon Di Corner Counseling - 25		Remedial Teacher Training – 2	Completion of community center; provision of computers and furniture; training for community organization; training of community social worker; vocational skills training; scholarships; fencing and lighting of ball court
Trench Tn	40-hr Mediation training - 24	Youth Development & Continuing Education 522 Parenting Workshops 105	- Workshops for 34 teachers, administration and guidance counselors in CR education, classroom management, transforming the culture of the school, creating a nurturing climate - Biweekly workshops for parents in conjunction with the Ministry of			One to One Mentoring – 65 Group Mentoring – 270 Parenting – 80 Adolescent Workshops – 400 Building Strong	Scholarships; vocational skills training; training of community social worker; renovation of park

Communities	Service Providers						
	DRF	KRC	PALS	RISE	SISTREN 1)	YOU	PEU 2)
			<ul style="list-style-type: none"> Education – approximately 10... - 30 student leaders trained. - Student mediators trained each year, totaling 35, approximately. - Peace education curriculum mainstreamed for grade seven and eight students, numbering 180. - Special intervention for grade 10 students – numbering 15. Students with behavior problems. - Development of handbook for students and parents, which included code of conduct. - Special session led by psychiatrists for parents and families. - Trainers' visits, every week, to work on a one-on-one basis with teachers in the classroom. Average hours per month – 48 hours. - One-on-one with students with serious behavior problems – 30 hours. - Trainers' monitoring meetings, monthly. 			<ul style="list-style-type: none"> Families – 40 Summer Development/Sport – 150 Leadership Training – 10 Capacity Building for Teachers – 120 Remedial Teacher Training – 2 	
Waterhouse		Parenting Workshops 35	<ul style="list-style-type: none"> - Six workshops for 45 teachers, administration and guidance counselor trained in CR education, classroom management, transforming the culture of the school, creating a nurturing climate - Ten special sessions to address critical problems affecting school efficiency and school culture and climate. Sessions held with all stakeholder groupings, including ancillary and administration - Five presentations to parents in CR. - Three meetings with select board members re transforming the culture of the school. - School-improvement committee formed with 10 members. - Ten meetings of school- 	<ul style="list-style-type: none"> Adolescent Programs (remedial education & Life Skills) – 323 Adult Education Program - 77 Parenting Skills Training/Support Group – 25 (two groups) Youth Leadership Training – 49 Pon Di Corner Counseling - 29 		Remedial Teacher Training – 2	Renovation of ball court; scholarships; vocational skills training; training of community social worker

Communities	Service Providers						
	DRF	KRC	PALS	RISE	SISTREN 1)	YOU	PEU 2)
			<p>improvement committee, chaired initially by PALS.</p> <ul style="list-style-type: none"> - Ongoing meetings with principal – regarding program implementation, as well as school effectiveness. - 70 student leaders trained. - Trainers' visits, every week, to work on a one-on-one basis with teachers in the classroom. Average hours per month – 48 hours. - Peace education curriculum mainstreamed for grade seven students, numbering 170. - Development and production of handbook for students and parents. - Trainers' monitoring meetings – monthly. 				
Western							
Canterbury							
Farm Heights							
Flanker							
Glendevon							
Granville							
Mt Salem							
North Gully							
Norwood							
Rose Heights							
Russia							
Salt Spring							

1) See table following

2) PEU's direct-hire corps of Community Action Officers (CAOs) under the direction of the Community Action Coordinator

SISTREN

Communities	Workshops/ Performing Arts Training	Drumming Training Sessions	Street Theatre Productions & Community Walks	Major Production & Gala Show	Forum & Mini Expo	Field Trips & Concerts	Male Leadership Development	Family & Community Vibes
Allman Tn	36 Performing Arts Training Sessions 36 Performing Arts Sessions Avg att'd 27 children 25 Performing Arts Sessions Avg att'd 25 Children	16 Drumming Sessions 5 Participants* 26 Sessions Avg att'd 7 children*	2 Community Walks 2 Productions Audience 115	8 Shows Audience 1100 1 Gala Show Audience 900 Performers 120 children* 1 Gala Production 200 Participants Audience 200*	1 Mini Expo Audience 60	2 Field Trips 88 & 80 children 1 Field Trip 16 Adult Group Members* 1 Field Trip 160 Children & 8 parents 1 Field Trip 112 Children and 3 parents* 1 Field Trip 167 Children*	<u>Allman Tn only</u> 2 Commitment Sessions 4 Build Back Sessions 6 3-hr Photography workshops 4 Field Trips 20 Participants (Group 1) <u>All six communities</u> 11 Complete 12 3- hr Photography classes and 5 Field Trips (Group 2) 17 Complete 6 3-hr Photography Classes and 4 Field Trips (Group 1) 19 Complete 8 3-hr Basic Computer Course (Group 1 & 2)*	69 Home Visits 15 School Visits 5 Mediations 4 Parenting workshops 27 Individual Counseling Sessions & 3 Group Sessions (9 children FL only)* 152 Home Visits 55 School Visits 143 Individual Counseling Sessions 28 Group Sessions 1 Family Session 5 Trauma Counseling Sessions per Group (HT only) 10 Adults Group 1 10 Children Group 2*
Barbican/ Grants Pen	25 Workshops Avg attendance 33.4 children 40 Performing Arts Training Sessions 65 Performing Arts Sessions Avg Att'd 30 children 34 Performing Arts Sessions Avg Att'd 40 Children	16 Drumming Sessions 5 Participants* 26 Sessions Avg att'd 7 children*	9 Productions 5 Community Walks 3 Community Walks 2 Productions Audience 250 2 Productions Audience 120	9 Shows Audience 1830* 8 Shows Audience 1100 1 Gala Show Audience 900 Performers 120 children* 1 Gala Production 200 Participants Audience 200*	1 Forum 110 Participants 1 Mini Expo Audience 80 1 Forum 290 children 10Parents 1 Mini Expo Audience 120 children 10 parents*	1 Concert Audience 300 1 Field Trip 30 Children 2 Field Trips 88 & 80 children 1 Field Trip 16 Adult Group Members* 1 Field Trip 160 Children & 8 parents 1 Field Trip 112 Children 1 Field Trip 167 Children*and 3 parents*	22 Complete 8 4-hr Adobe Photoshop Course (Group 1 & 2) 22 Complete 4 6-hr Micro Financing & Entrepreneurship Course (Group 1 & 2) 25 Complete 6 3-hr Build Back Sessions (Group 1 & 2) 10 Participants (Group 3) Complete: 2 Commitment Workshops 10 4-hr Photography Classes 4 Field Trips 7 Build Back Sessions	69 Home Visits 15 School Visits 5 Mediations 4 Parenting workshops 27 Individual Counseling Sessions & 3 Group Sessions (9 children FL only)* 152 Home Visits 55 School Visits 143 Individual Counseling Sessions 28 Group Sessions 1 Family Session 5 Trauma Counseling Sessions per Group (HT only) 10 Adults Group 1 10 Children Group 2* 118 Home & School Visits

Communities	Workshops/ Performing Arts Training	Drumming Training Sessions	Street Theatre Productions & Community Walks	Major Production & Gala Show	Forum & Mini Expo	Field Trips & Concerts	Male Leadership Development	Family & Community Vibes
Hannah Town	33 Workshops 10 Adults (Drama Grp) 2 Workshops 30 youth 6-15 year old 15 Workshops 10 Adults (Drama Grp) 7 Workshops Avg attendance 41.8 children 36 Performing Arts Training Sessions Children 27 Training Sessions Drama Group (8 persons) 57 Perf Arts Sessions Avg Att'd 37 children 35 Performing Arts Sessions Avg Att'd 52 Children	16 Drumming Sessions 5 Participants* 26 Sessions Avg att'd 7 children*	1 Production 2 Community Walks 1 Community Walks 3 Productions Audience 570 4 Productions Audience 680	1 Short play 10 participants Audience 350 9 Shows Audience 1830* 8 Shows Audience 1100 1 Gala Show Audience 900 Performers 120 children* 1 Gala Production 200 Participants Audience 200*	1 Forum 290 children 10Parents 1 Mini Expo Audience 120 children 10 parents* 1 Mini Expo Audience 350	2 Field Trips 88 & 80 children 1 Field Trip 16 Adult Group Members* 1 Field Trip 160 Children & 8 parents 1 Field Trip 112 Children and 3 parents* 1 Field Trip 167 Children*		69 Home Visits 15 School Visits 5 Mediations 4 Parenting workshops 27 Individual Counseling Sessions & 3 Group Sessions (9 children FL only)* 152 Home Visits 55 School Visits 143 Individual Counseling Sessions 28 Group Sessions 1 Family Session 5 Trauma Counseling Sessions per Group (HT only) 10 Adults Group 1 10 Children Group 2*
Fletcher's Land	13 Workshops 15 youth 14-18 year old 17 Workshops Avg attendance 20.7 children 38 Performing Arts Training Sessions 64 Performing arts Sessions Avg Att'd 37 children 32 Performing Arts Sessions Avg Att'd 50 Children	16 Drumming Sessions 5 Participants* 26 Sessions Avg att'd 7 children*	1 Community Walks 3 Productions Audience 260 4 Productions Audience 300	1 Short Play 8 Participants Audience 30 9 Shows Audience 1830* 8 Shows Audience 1100 1 Gala Show Audience 900 Performers 120 children* 1 Gala Production 200 Participants Audience 200*	1 Forum 290 children 10Parents 1 Mini Expo Audience 120 children 10 parents* 1 Mini Expo Audience 60	2 Field Trips 88 & 80 children 1 Field Trip 16 Adult Group Members* 1 Field Trip 160 Children & 8 parents 1 Field Trip 112 Children and 3 parents* 1 Field Trip 167 Children*		10 Home Visits 69 Home Visits 15 School Visits 5 Mediations 4 Parenting workshops 27 Individual Counseling Sessions & 3 Group Sessions (9 children FL only)* 152 Home Visits 55 School Visits 143 Individual Counseling Sessions 28 Group Sessions 1 Family Session 5 Trauma Counseling Sessions per Group (HT only) 10 Adults Group 1 10 Children Group 2*
Parade Gardens	11 Training Sessions 15 Adolescents Leads Youth Club 18 2.5 hr Sessions Ave Att'd 7 Adolescents		3 Productions Audience 1500 (220, 180, 1100)			1 Field Trip 40 Participants Drama Groups RF, PG, & HT*		

Communities	Workshops/ Performing Arts Training	Drumming Training Sessions	Street Theatre Productions & Community Walks	Major Production & Gala Show	Forum & Mini Expo	Field Trips & Concerts	Male Leadership Development	Family & Community Vibes
Rockfort	22 Training Sessions Drama Group (8 Adults) 14 Performing Arts Sessions Avg Att'd 15 Children 19 Performing Arts Sessions 10 Adults (Drama Group)	6 Sessions Avg Att'd 11 children	2 Productions Audience 100 3 Productions Audience 600 (180,170, 250)			1 Field Trip 40 Participants Drama Groups RF, PG, & HT*		

* Denotes set of activities spanning multiple communities – repeated for each community concerned.

Citizen Security and Justice Programme

PHASE II

PROGRAMME MONITORING AND EVALUATION ARRANGEMENTS

October 2009

I. INTRODUCTION

- 1.1 This document provides a Monitoring and Evaluation Framework (MEF) to support the implementation of the second phase of the Citizen Security and Justice Programme (CSJP II) in Jamaica. This framework will be used as a guide for internal monitoring and evaluation exercises, contracting for outside technical support, and reference for key stakeholders interested in tracking the progress of CSJP II in achieving its stated programme outcomes.
- 1.2 A detailed Logic Model reflecting the proposed Theory of Change is attached in Annex I.

II. PROGRAMME OVERVIEW

- 2.1 The CSJP II is a joint initiative by the Government of Jamaica and the Inter American Development Bank (IDB). The first installment of the Programme was approved in September 2001 and implementation commenced in April 2003. The Programme was originally co-funded to the amount of US\$20.6 million and was slated for execution over a period of four years. The goal of the Programme was to enhance citizen security and justice in Jamaica through achievement of the following principal objectives:
 - a. Prevent and reduce crime and violence;
 - b. Strengthen crime management capabilities; and
 - c. Improve the delivery of judicial services.
- 2.2 The second phase of the Programme (CSJP II) will have the following components:
- 2.3 **Component I. Community Action.** This component will finance technical assistance and equipment in the following areas:
 - a. **Community Mobilization and Governance.** Experts will be contracted and partnerships will be developed with the Social Development Commission (SDC) to promote community governance; community building best practices and the development of community development and safety plans to identify priority issues. These plans will be elaborated in consultation with the community and other government stakeholders and incorporate disaggregated violent crime, violence related injury and relevant findings of the Victimization Survey, to be provided by the Policy Research Unit (PRU) of the Ministry of National Security (MNS), to assist in identifying priority issues and populations. Partnerships will be sought with the Department of Cooperatives and Friendly Societies (DCFS) of the Ministry of Industry, Investment and Commerce to strengthen the administration and guide the

transition of the Community Action Committees (CAC)¹ into a more structured benevolent society, capable of fund raising. Community Action Officers (CAO) and an assistant per community will be contracted by the Project Execution Unit (PEU) and overseen by its Community Action Coordinator. This subcomponent also includes training (conflict mediation, dispute resolution and violence prevention implementation in high conflict communities, among others) for CAOs. This subcomponent will also include small projects (approximately US\$20,000 per community)² to demonstrate quick and effective responses to community concerns and promote participation. Projects must incorporate beneficiary participation at all stages (project identification, design, implementation and operation).

- b. **Community Violence Prevention Services.** Will finance a finite menu of crime and violence prevention and capacity-building activities to address priority populations (children, youth and young adults at risk) and the most prevalent types of violence in partner communities. Experts will be contracted to strengthen interventions such as: (i) skill-building (such as parenting, conflict resolution); (ii) situational crime prevention (i.e. the creation of safe community spaces, community gardens and playground equipment); and (iii) local policy improvement and service and opportunities provision (involving sectors such as education, work force development and Police) to implement violence prevention activities. Strategies funded will support individual, family, relationship, community and societal level interventions³, with particular attention to unattached and high risk youth.⁴ There are 3 types of at risk youth that will be attended to by the Programme: (i) young people who face risk factors in their lives but who have not yet engaged in risky behavior (i.e. those living in disadvantaged situations who are at risk of dropping out of school or of being unemployed); (ii) young people who engage in risky behavior but have not yet suffered severe negative consequences (i.e. youth who are often absent from school but have not yet dropped out, youth who are involved in delinquency but have not yet been arrested) and (iii) young people experiencing severe negative consequences as a result of risky behavior (i.e. youth who have dropped out of school, youth who are in violent street groups or gangs, young people who are being released from correctional institutions back into their communities). Special

¹ CACs are community level groups with varying levels of organization that represent the broad interests of community groups in program related activities.

² Projects may not be sub-divided into smaller sub-projects in an attempt to circumvent this ceiling. Furthermore, the ceiling applies to the total cost of the project, independent of the source or sources of financing. CSJP will not provide mid-stream financing to complete works projects unless the portion that has already been completed is the result of self-help project financing entirely by the community.

³ All of the above have been identified as an effective crime and violence prevention strategy. See David Hawkins 2007 cited in *What is Working around the World in Crime and Violence Prevention in Violence Prevention in Low and Middle Income Countries: Finding a Place in the Global Agenda*. US Academies of Science. 2008.

⁴ *Youth at risk policy tool kit for middle income countries*. World Bank 2008

emphasis will continue to be placed on unattached, Level II and III youth.

- c. **Establishment of community based multi-purpose centers.** To house community activities to serve as hubs for community and other participants (such as the CAC). Residents, hired on a stipend basis, will manage the centers. Loan resources will also finance computer and office furniture and equipment.
 - d. **Restorative and Community Justice Policy and Establishment of Community Justice Tribunals.** This subcomponent will provide assistance to implement up to 10 CJT (of which 8 will be in partner communities). In preparation, this component will fund a review of (i) proper rules of procedure; (ii) appropriate standards of judicial performance (including the means for monitoring performance); (iii) legislative amendments in relation to the establishment of such bodies and the types of offences that should be subject of RJ; (iv) the design and implementation of a training program for judicial officers, Justices of the Peace, court staff, lawyers, prosecutors, the Victim Support Unit, the media, Ministry of Justice officials; (v) the design and launching of a marketing strategy to disseminate the benefits of Restorative Justice (RJ) processes; and (vi) and the procurement of furnishings, minor civil works, IT and related equipment for ten Community Justice Tribunals.
 - e. **Social Marketing and Public Campaigns.** To foster attitudinal change and peaceful coexistence via media and other public education campaigns. Campaigns will be used to promote commitment and cohesiveness among participating agencies and to stimulate community involvement in CSJP II.
- 2.4 **Component II. Institutional Strengthening of the MNS.** This component will finance technical assistance and equipment to strengthen MNS capacity in: (i) development of evidence based policies; (ii) implementation of an inter-agency (Jamaica Constabulary Force (JCF), Department of Correctional Services and MNS) integrated management information system (IMIS) to monitor trends in crime and violence, facilitate information exchange and assist in policy and program formulation.
- 2.5 Administration of the Programme resides with the Programme Execution Unit (PEU), an office of the Ministry of National Security. The PEU is responsible for the daily affairs of the programme inclusive of financial and operational management, procurement of goods and services and supervision of all contracted agents of the programme. Oversight of the programme was originally the shared responsibility of a Programme Steering Committee and a Programme Oversight Committee but is now solely provided by the Public Order Committee, a sub-committee of the Cabinet, which is chaired by the MNS.

III. SUPERVISION AND REPORTING

- 3.1 The Policy Research and Evaluation Unit (R&E) will be in charge of monitoring the performance and progress of Programme implementation. Programme monitoring will be based on the implementation of annual operating plans. On November 30th of each year, the PEU will prepare an operating plan for the following year. This plan will also contain an evaluation of the results obtained during the previous period, and if needed, include a justification and recommended actions regarding the goals not achieved during the period in question. The annual review by the MNS and the Bank will also evaluate progress in the implementation of the activities related to capacity building of the MNS progress, with the Integrated Management Information System (IMIS), and implementation of community-level and individual program. The first operating plan is under preparation and will be part of the initial report of the Programme.
- 3.2 In support of the supervision and reporting function of the R&E, the Justice Reform Unit (JRU) of the Ministry of Justice will provide progress reports in connection with the implementation of the justice related component of CSJP II.
- 3.3 The monitoring of the Programme will evaluate the extent of the implementation of the agreed chronogram of activities, as well as contractual conditions and indicators included in the Results Framework and Matrix of Indicators, attached as Annex II. The monitoring and supervision system will entail the following: (i) collect and systematize information regarding the progressive implementation of activities and availability of funds; (ii) maintain up to date information regarding the results of the Programme's activities (iii) systematize the information emanating from the different evaluations of Programme's activities; and (iv) standardization of Programme reporting formats and protocols in accordance with relevant national data collection initiatives.
- 3.4 The scope of the Programme spans two ministries and, accordingly, mechanisms will be established for the collection and dissemination of information, for the purpose of monitoring, between the institutions in keeping with their respective organisational structures and arrangements. These mechanisms will also ensure that support for capacity building with regards to monitoring and evaluation exercises will be appropriately shared by the institutions.
- 3.5 The Policy Research and Evaluation Unit will receive specialized training to take on the responsibility for conducting impact evaluation during the project. Loan resources will finance technical assistance for the final design and implementation of these evaluations. Consultants will be hired to conduct these training sessions and opportunities sought at the regional and sub-regional level to draw substantively from good practices established within other citizen security-related programmes. Impacts on violence and crime will be estimated by the percentage of reduction in risk factors, increase in protective factors and decrease in fear by comparing participating and nonparticipating communities.

- 3.6 **Launch workshop.** A project launch workshop will be held as close as possible to the date that the program is declared eligible for disbursements to re-familiarize all parties engaged in program execution with their responsibilities, the program's goals, the implementation plan, execution procedures and evaluation framework.
- 3.7 **Reports.** During Programme implementation, the PEU will present to the Bank semi-annual progress reports, to be presented within 30 days of the end of the semester, summarizing the execution and financial highlights of the period. The report will also take into consideration the indicators of the Logical Framework and other agreed goals. The second semiannual report will represent the Annual Operating Plan for the following year.
- 3.8 **Mid-term review.** The mid-term review will be undertaken during the third year of program operation. A consultant will be hired to conduct this review. A mid-term review mission will discuss with the MNS and the Government of Jamaica (GoJ) the results from the implementation of each component and review the plan of the activities for the second part of the project. The purpose of the mid-term review is to utilize formative evaluation for program enhancements and to determine whether any changes in the evaluation methodology are warranted.
- 3.9 **Final evaluation.** A final evaluation comprised of process and impact evaluations will be financed with project funds and will take place when 95% of loan resources are disbursed. The evaluation will assess the implementation of project and will document outcomes in participating agencies and communities. A consultant will be hired to conduct this review. The objectives of the final evaluation are to assess: (i) the degree to which the project achieved its objectives; (ii) the efficiency of the means used to address these objectives; (iii) the factors that, in general, influenced program outcomes; (iv) the factors that influenced variations in impacts across participating agencies and communities; (v) whether unexpected results are due to administrative factors; (vi) the sustainability of the project results; and (vii) the lessons learned with respect to building community cohesion and in the implementation of interventions to prevent crime and violence.
- 3.10 **Final assessment.** The R&E will collect, store and retain all necessary information, indicators and parameters, the mid-term review, and final evaluation, to enable the Bank to prepare the Project Completion Report (PCR).

IV. MONITORING AND EVALUATION PLAN

- 4.1 CSJP II includes (i) programmes to impact individual propensity to crime and violence; (ii) activities to mobilize, organize, and improve citizen engagement in community life; and (iii) promotion of system-level improvements in response to crime (IMIS). Following these distinctions, the Monitoring and Evaluation Plan (MEP) addresses the evaluation of each component separately. However, as efforts move from individuals to communities to systems, monitoring and

evaluation is a more complex task. Stated otherwise, changes in individual perceptions and behaviors are more easily monitored for outcomes than changes in communities or systems. Finally, impact will be assessed by change in specific crime and violence indicators at the community level (using Police, hospital, and victimization survey data).

- 4.2 It should be noted for purposes of evaluation that given the complex nature of communities and social systems, a particular focus will be on individual-level change. For this reason, macro level changes will primarily be measured in terms of their effects on individual perceptions, beliefs, and actions, as well as associated community-level indicators of crime and violence impacts. When possible, efforts will be made to examine the interaction of individual and community-level change.

A. Programmes to impact individual propensity to crime.

- 4.3 A diversity of individual and family-level interventions will be provided to prevent and/or reduce involvement in crime and violence. A particular focus will be on at-risk youth and their families. These programmes will include parent training, literacy and certification programmes, mentoring, life skills, dispute resolution, and conflict management. The primary goal of these programmes is to increase youth social competencies and pro-social attitudes (alternately called “non-cognitive skills”), literacy skills, and vocational preparedness (certification). These capacities represent the proposed mechanisms of Programme impact on prevention and reduction in violence and crime (i.e. mediators of change).

- i. **Monitoring.** A recommendation from the mid-term evaluation of CSJP I was the need to develop a cadre of customized assessment tools for monitoring service delivery. Towards this end, a standardized service delivery monitoring form (individual programme participation) will be developed by CSJP and provided to all participating Non-Governmental Organizations (NGO). The form will track number of individuals and families served, hours of service, type of service, and other related indicators of program activity. The information for this form will provide key inputs for the development of a service recipient database that will be developed and maintained by the R&E.
- ii. **Evaluation.** All participating NGOs will be required to conduct pre-test, post-test, and follow-up (3-6 months) evaluations of proposed mediators of change and related behavioural outcomes using validated data collection measures. A potential instrument for this endeavor is the **Jamaica Youth Survey (JYS)**, developed as a collaborative endeavor between donor agencies, University of the West Indies, and University of California. The assessment tool must be standardized and validated with Jamaican youth (ages 12-18) and will be used for all programs serving this age group. In addition, it should be adaptable for use for older adolescents and young adults no longer living at home but participating in the individual-level

programmes. Training in administration of assessments, data management, and data analyses will be conducted through consultancy contracts (to be awarded). Programme impact will be evaluated in relation to moderators of effects (length of program, type of program, socio-economic status, and community residence). Terms of reference will be prepared for this contract by the R&E. This contract will be sent for bid during the first quarter of 2010.

B. Activities to mobilize, organize, and improve citizen engagement in community life.

4.4 A diversity of community-building activities are designed to increase utilization rates of formal avenues of grievances, create partnerships for formal engagement of government and civil society, increase community willingness to participate in community life, and increase community confidence in police and willingness to report crimes. These outputs represent the proposed mediators of the program effects on reductions in crime and violence. Findings from the CSJP communities will be compared with findings from 10 matched control communities. The 10 matched control communities will be selected by the R&E to most closely approximate socio-economic and community characteristics in the 28 CSJP communities.

- i. **Monitoring.** A recommendation from the mid-term evaluation was for greater incorporation of stakeholder views in the prioritization and evaluation of community-based projects and initiatives. Part of the monitoring for this component of the program will involve regular documentation through CAO reports of stakeholder knowledge of and involvement in community programmes. A standardized monitoring form (community programme participation) will also be implemented by CSJP to document and record ongoing efforts in CSJP communities. Community members will also be utilized, where appropriate, to conduct monitoring exercises in an effort to promote sustainability of the Programme's outcomes.
- ii. **Evaluation.** The primary mechanism for evaluating the success of the community-level programmes in affecting community mediators of change will be the Jamaica Crime Victimization Survey. In addition to the 28 CSJP II communities, the survey will be conducted in 10 matched control communities, with oversampling in all 38 communities.

4.5 The survey will be modified to include additional measures of attitudes and behaviors related to crime and violence (including justifications for reprisals), bridging social capital (trust individuals from neighboring communities, safe to walk in neighboring communities), confidence in police, and restorative justice system interventions (use and support for Community Tribunals). The R&E (in consultation with stakeholders and collaborators and based on surveys used in

other Caribbean countries) will be responsible for modifications of the victimization survey to include these items.

- 4.6 This survey will be administered by a consultancy for the MNS bi-annually (2011 and 2013). Oversampling in 28 CSJP and 10 control communities will be included. The consultant will conduct analyses on data from CSJP and control communities to determine whether significant differences in pre-post scores are evident.

C. Promotion of system-level improvements in response to crime (IMIS).

- 4.7 The primary system-level improvement is the completion of the IMIS. It is proposed that the IMIS will provide for greater efficiency in processing criminal justice information.

- i. **Monitoring.** For the IMIS, standardized protocols will be developed to document and monitor major accomplishments and compliance with project goals. The IMIS monitoring will focus on development and implementation of databases.
- ii. **Evaluation.** For the IMIS, evaluation will focus on benefits of the IMIS including average information processing time, number of networked databases, record conversion rates, ratio of service utilization to capacity, percentage of data queries resolved, and change in variable costs for provision of information technology services. These data will be collected, analyzed, and reported by the R&E in the Policy Directorate.

D. Change in specific crime and violence indicators.

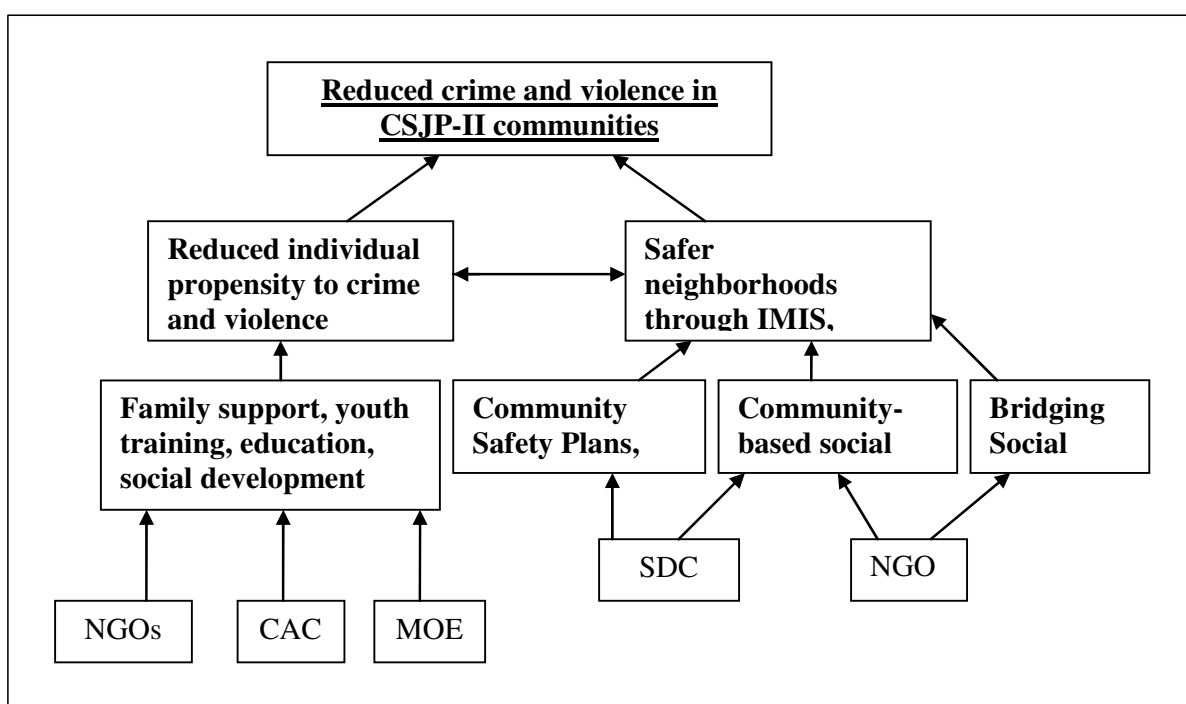
- 4.8 Three specific indicators of crime and violence at the community level (impacts) are specified. The R&E will determine control communities using propensity score matching and establish comparability across these multiple data sources (i.e., harmonization of geographic areas covered) during the first quarter of 2010. These will be reviewed annually. These are:

- a. **JCF data for serious crimes in CSJP and control communities.** These data will be provided monthly for all program years. Monthly data will allow for analyses of changes in crime trends over time. These data will be collected, analyzed, and reported by the Policy Research and Evaluation Unit (R&E) in the Policy Directorate.
- b. **Hospital-based violence-related injury data for CSJP and control communities.** The R&E will designate staff to collect, systematize, and report on hospital-based violent related injuries in CSJP and control communities. These data will be provided monthly for all Programme years.

- c. **Reports of victimization from the ICVS for CSJP and control communities.** The data from the community survey will be analyzed to identify changes in victimization in CSJP and control communities.
- 4.9 Data from these three sources will be triangulated to ensure congruence and facilitate interpretation of findings.

V. TIMELINE

- 5.1 The monitoring and evaluation process will be characterized by three phases: (i) the start up; (ii) operational monitoring; (iii) and transition. The start up period will comprise the recruitment, training and equipping of additional staff to the R&E to ensure completion of all necessary preparatory work. This preparatory work includes the development of all standardized reporting documents, construction of the service recipient database, procurement of consultants, and production of a quarterly review meeting schedule for the various sub-components of the Programme. This phase will ensue for the first six to eight months after the Programme is declared eligible.
- 5.2 The operational monitoring phase will see the ongoing monitoring of the day to day operations of the Programme in keeping with the annual operational work plans. The scheduled monitoring activities will be punctuated by the commissioning of special research, the mid-term evaluation and capacity building exercises. This phase will encompass the remaining life of the Programme with the exception of the final eighteen months of the Programme.
- 5.3 The transition phase will last for the remaining eighteen months of the Programme. This phase will be marked by an emphasis on summative evaluation and impact analysis. The progress of integrating Programme activities into the regular business processes of the two ministries will also be key undertaking during this time. Community members in the targeted communities will also receive enhanced training during this period to ensure a successful handing over of oversight responsibilities in keeping with the community empowerment goals of the Programme.



CITIZEN SECURITY AND JUSTICE PROGRAMME

(JA0105; 1344/OC-JA)

**QUALITY AND RISK REVIEW
Results and Procedures Report**

A. QRR PROCEDURE:

The Project Completion Report and its corresponding Annexes were distributed for comments to the QRR on Friday, October 23, 2009. A meeting was held on October 30, 2009, where Gerard Johnson (CCB/CJA); Laura Profeta (LEG/SGO); Michael Nelson (CCB/CCB); Katharina Falkner-Olmedo (VPC/PDP); (PDP-PFM); Carlos Herrera (FIN/FSV); Carola Alvarez (SPD/SDV); Cristian Santelices (SPD/SMO); Stephen Quick (OVE/OVE); Mario Marcel (ICF/ICF); Antoni Estevadeordal (INT/INT); Eduardo Lora (RES/RES); Alicia Ritchie (CAN/CAN); Carlos Hurtado (CSC/CSC); Gina Montiel (CID/CID); Dora Currea (CCB/CCB); Xavier Comas (ICF/ICS); Mario Sangines (ICF/ICF); María Mercedes Mateo (ICF/ICF); Leandro Alves (INE/ENE); José Agustín Aguerre (INE/TSP); Federico Basaños (INE/WSA); Héctor Malarín (INE/RND); Juan Pablo Bonilla (INE/ECC); Marcelo Cabrol (SCL/EDU); Hugo Florez (SCL/SPH); Flora Painter (SCL/SCT); Kei Kawabata (SCL/SCL); Carmen Pages-Serra (SCL/LMK); Vicente Fretes (ICF/FMM); Kurt Focke (ICF/CMF); Karen Mokate (KNL/KNM); Graciela Schamis (KNL/KNL); Office of the Vice President for Counties; Office of the Vice President, Sectors & Knowledge; Executive Vice President; Manuel Rapoport (VPF/VPF); Steven Puig (VPP/VPP); Mario Marcel (ICF/ICF); Antoni Estevadeordal (INT/INT); Eduardo Lora (RES/RES); Office of the General Manager CAN; Office of the Manager-CID; CCB-CCB; Office of the Manager CSC; Clark Sand (CCB/CCB); Andrew Morrison (SCL/GDI); Sharon Miller (CCB/CBH); Karen Astudillo (ICF/FMM); Kevin McTigue (LEG/SGO); Eduardo Rodal (FMM/CTT); María Jordan (CCB/CCB); Astrid Wynter (ICS/CBA) and Nathalie Hoffman (ICF/ICS), were invited.

The meeting was attended by Jorge Lamas (ICF/ICS); Karelía Villa (ICF/ICS); Laura Profeta (LEG/SGO); Mizotis Florez (LEG/SGO); Joel Korn (ICF/ICS); Emmanuel Abuelafia (CCB/CCB); Nathalie Hoffman (ICF/ICS); and Xavier Comas (ICF/ICS) who chaired it. Astrid Wynter (ICS/CBA); participated in the meeting connected by videoconference and Mauricio García Mejía (ICS/CNI) participated in the meeting via teleconference.

The comments received, as well as recommended next steps, have been documented in this Results and Procedure Report.

B. NON-RESOLVED ISSUES:

N/A

C. IMPORTANT ISSUES:

The draft of the Project Completion Report (PCR) was reviewed by the CJA Country Office Review Committee for the Project Completion Report (CJA-CORC) and the Committee's comments were incorporated in the final version of the document.

The final version of the PCR was available before the completion of the Loan Proposal for CSJP II and Lessons Learned from this Operation, have been incorporated in Phase II (Citizen Security and Justice Programme II (JA-L1009)). The PCR draft was reviewed by Mr. Xavier Comas, Division Chief, (ICF/ICS), who chaired the QRR meeting, and also supervised the development of the Loan Proposal for the second phase.

D. COMMENTS:

Name and Division	Topic	Comments	Answers
Laura Profeta LEG/SGO	Project Management Unit	In connection with the component for Capacity Building of the Ministries of National Security and Justice, it is reported that the Project Management Unit is not yet established completely and is under study by consultants. Could additional explanation be provided as to why this was only partially achieved, and what impact this has had?	After the completion of CSJP I, the Criminal Justice Research Unit (CJRU) was established with the responsibilities of devising, analyzing and evaluating programs and strategies to reduce crime and violence. This unit took the place of the Project Management Unit (PMU). This took more time than was planned. This explanation will be included in the document.
Laura Profeta LEG/SGO	Project Components	<p>The document may benefit from further explanation as to why the following components were only partially carried out: Strengthening of the Criminal Justice System for the Police Public Complaints Authority, and for the Court System; and Community Actions Multipurpose Center and Community-Police Relations. Was this partial execution due solely to the reduction of loan resources as a result of the "re-scoping" exercise? What was the impact on the project objectives of foregoing the activities that were not carried out?</p> <p>We also suggest clarifying why the Strengthening of the Criminal Justice System component was postponed, and what impact this postponement had.</p>	<p>Detailed reasons were presented in the QRR that explained why these activities were not completed. They will be included in the final document.</p> <p>A clarification was made in the QRR that this comment was related to the construction of the Transformation Center, which was postponed. The main</p>

			reasons for the postponement were due to the fact that the GOJ did not have a policy regarding the types and prevalence of offenses committed by the youth that would have been sent to the Center, and issues with the identification of the proper location of the center.
Laura Profeta LEG/SGO	Local Counterpart	According to the table of Project Costs on page 15, the Government's actual local counterpart contribution was significantly higher than the amount originally contemplated (almost US\$11M vs. \$4M). Further explanation for this would be useful.	The much higher contribution of counterpart resources provided by the GOJ was due to an expansion of the scope of the Programme, from 9 to 26 participating communities. In addition, there was a great increase in demand for Programmes dealing with violence prevention among youth (vocational skills, general skills and life-skills training).
Laura Profeta LEG/SGO	Borrower's Evaluation	Finally, the Borrower's Evaluation (Annex II, final section) states that the Bank was fully supportive of the implementation of this operation; nevertheless, it states that "demands were unilaterally imposed by the Bank to have the NGO Service Providers' Programme accounts audited as an integral part of the preparation of the Programme's AFS", and that this was costly to the Government. It would be useful to know the reason for the Bank's request; e.g. were problems detected or suspected regarding the NGO Service Providers? Were these problems overcome? Was the request for this audit beneficial? And, in general, what is the Bank's response to this comment of the Borrower?	The executing agency found this Bank requirement onerous given that additional resources were not provided to support the unit in carrying out the additional work required to carry out this task. The executing unit questions the premise of the country office financial specialist at that time, that the unit should be held accountable for the record keeping and accounting practices of the NGO's contracted to provide services under the Programme when the unit had no authority to instruct the NGOs on their internal controls. For Phase II, the unit will enter into performance based contracts with NGO service-providers. In addition, the

			Country Office has requested a review of the unit's own internal controls with a view to strengthening them if necessary, and has indicated that it will finance this additional analytical work with COF resources.
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E. MAIN TOPICS DISCUSSED DURING THE MEETING AND RECOMMENDATIONS:

Topic	Recommendation
Project Quality of Design	It is necessary to include this section in the document, since it has been a very successful Programme. It is important to include it as a reference for future operations.
Results Achieved	It is important to clarify other factors that may have contributed to the reduction in violent crimes rates and that are not mentioned in the document. This kind of analysis is extremely difficult to undertake in the context of a multi-layered complex issue such as violent crime rates and as such would require specialized analysis for which resources are not available.
Lessons Learned	<p>It is important to include as a lesson learned, the need to provide supplementary resources when the Bank requires additional e fiduciary work not contemplated during project design. Such impose unusual extra work and costs for the Project Executing Agency</p> <p>Also include the need to use indicators that are less related to external factors of the Programme, with the purpose of make them more effective.</p>

Concur: (Original Signed)
Xavier Comas
Division Chief, ICF/ICS