

**SUPPORT THE PREPARATION & IMPLEMENTATION OF THE SECOND PHASE OF COMMUNITY ACTION FOR PUBLIC
SAFETY (CAPS II) PROGRAM**

BL-T1082

CERTIFICATION

I hereby certify that this operation was approved for financing under the **Citizen Security Special Program (CSF)** through a communication dated June 14, 2016 and signed by Alejandro Stamoglou (ORP/GCM). Also, I certify that resources from said fund are available for up to **US\$225,000** in order to finance the activities described and budgeted in this document. This certification reserves resource for the referenced project for a period of six (6) calendar months counted from the date of eligibility from the funding source. If the project is not approved by the IDB within that period, the reserve of resources will be cancelled, except in the case a new certification is granted. The commitment and disbursement of these resources shall be made only by the Bank in US dollars. The same currency shall be used to stipulate the remuneration and payments to consultants, except in the case of local consultants working in their own borrowing member country who shall have their remuneration defined and paid in the currency of such country. No resources of the Fund shall be made available to cover amounts greater than the amount certified herein above for the implementation of this operation. Amounts greater than the certified amount may arise from commitments on contracts denominated in a currency other than the Fund currency, resulting in currency exchange rate differences, represent a risk that will not be absorbed by the Fund.

(Original Signed)

Sonia M. Rivera
Chief

Grants and Co-Financing Management Unit
ORP/GCM

12/7/2016

Date

Approved:

(Original Signed)

Carlos Santiso
Division Chief

Institutional Capacity of State Division
IFD/ICS

12/8/2016

Date

TC DOCUMENT

I. Basic Information for TC

▪ Country/Region:	Belize / CID
▪ TC Name:	Support for the Preparation and Implementation of the Second Phase of the Community Action for Public Safety (CAPS II) program (BL-L1023)
▪ TC Number:	BL-T1082
▪ Team Leader/Members:	Alexandre Veyrat-Pontet (ICS/CPN), Team Leader; Arnaldo Posadas (IFD/ICS); Andres Restrepo (IFD/ICS); Melissa Gonzalez (IFD/ICS); Adria Armbrister (GDI/CPE); Mauricio Bastien (IFD/ICS); Venetia Eck (CID/CBL); John Primo (FMP/CBL); Graham Williams (FMP/CBL); Sofia Greco (LEG/SGO); and Ute Reisinger (VPS/ESG).
▪ Indicate taxonomy:	Operational Support
▪ If Operational Support TC, give number and name of Operation Supported by the TC:	Community Action for Public Safety Phase II (BL-L1023)
▪ Date of TC Abstract authorization:	June 14, 2016
▪ Beneficiary (countries or entities which are the recipient of the technical assistance):	Ministry of Human Development, Social Transformation, and Poverty Alleviation (MHDPAST) of Belize
▪ Executing Agency and contact name	Inter-American Development Bank (IDB), through the Institutional Capacity of the State Division (ICS)
▪ IDB Funding Requested:	\$225,000 (Citizen Security Special Program -CSF)
▪ Local counterpart funding, if any:	None
▪ Disbursement period (which includes Execution period):	48 months
▪ Required start date:	October, 2016
▪ Types of consultants (firm or individual consultants):	Firms and Individuals
▪ Prepared by Unit:	IFD/ICS
▪ Unit of Disbursement Responsibility:	ICS/CBL
▪ TC Included in Country Strategy (y/n):	No
▪ TC included in CPD (y/n):	Yes
▪ GCI-9 Sector Priority:	Institutions for Growth and Social Welfare (GN-2587-2); Citizen Security

II. Description of the Associated Loan/Guarantee

- 2.1. The IDB funded the Community Action for Public Safety (CAPS) program from 2011-2016 (US\$5 million), which aimed to reduce youth involvement in Crime and Violence (C&V) in Southside Belize City. At project completion, all components of CAPS showed promising outcomes.¹ Nevertheless, rates of C&V in Belize remain high: the homicide rate was 32.3 per 100,000 in 2015.² Violent crime is concentrated largely in one part of Belize City, Southside, which had 11.5% of the population but 28.5% of homicides in 2015. Three quarters of victims are men ages 19-35.³ Police estimate that there are about 1300 gang members in the country, primarily in Southside, operating in about 21 identified groups.⁴ In addition, juveniles in conflict with the law are frequently held in detention centers instead of in alternative settings (during both remand and sentence, as well as for non-criminal reasons), which increases their risk of subsequent involvement in criminal activity. Also, gender-based violence is prevalent: 22% of women report physical and/or sexual abuse by

¹ CAPS I Project Completion Report (2016).

² Belize Police data, 2016.

³ Belize Police data, 2016.

⁴ Belize Police data, 2016.

current or former partners, and 54% of women reported physical abuse or discipline by a family member prior to age 16.⁵

- 2.2. The general objective of CAPS II is to contribute to reducing violent crime (homicides and assault) in Belize. The specific objectives are to: (i) reduce violent crime among youth (ages 12-25) in Southside Belize City; and (ii) reduce admissions and re-admissions to juvenile justice facilities (YH and WYF), including non-criminal first-time admissions and re-admissions for new charges.
- 2.3. **Component 1. Community-based violence prevention services in Southside (\$2.3 million):** This component will address risk factors through localized wraparound services for youth and families in Southside Belize City. Activities include: (i) strengthening the work of the Conscious Youth Development Programme (MHDSTPA) in mediating gang conflicts and reducing recruitment (including examining links between violence and notions of masculinity); (ii) continued roll-out of PYD curriculum in schools and youth centres; (iii) a new one-stop service centre, providing services for conflict resolution, mental health, counselling, parenting, as well as a separate space for services related to gender-based violence prevention and treatment; and (iv) improving inter-agency data collection and analysis, including gender-disaggregation and gender-specific analysis.
- 2.4. **Component 2: Services for youth in conflict with the law (\$2.2 million).** This component will strengthen institutional capacity for handling juveniles in conflict with the law and in the foster care system. Activities include: (i) refurbishment at YH and WYF, including separation by age, sex, and security level, and space for programmes; (ii) training and implementation of core correctional practices and continuum of care programmes with YH and WYF staff and community partners; (iii) legal aid for all juveniles in conflict with the law; (iv) expanding mental health and trauma-sensitive treatment, with emphasis on victims and perpetrators of gender-based violence; (v) strengthening aftercare and reentry programmes, particularly housing and employment, and campaigns to reduce stigma against formerly incarcerated youth; and (vi) strengthening inter-agency data collection and case management, including linking case records across stages (police, courts, foster care, detention, and re-entry).

III. Objectives and Justification of the TC

- 3.1 The objective of the TC is to support the Government of Belize in the design, preparation, and implementation of CAPS II. Specifically, this TC will strengthen the technical and political dialogue and knowledge among key actors in Belize on juvenile justice issues, to develop baseline information and pilot initiatives for the implementation of new approaches in community violence prevention and in juvenile justice and diversion, and to improve capacity for monitoring and evaluation. The TC will generate relevant and Belize-specific knowledge for the design, implementation, and evaluation of CAPS II.
- 3.2 **Strategic Alignment.** This TC is consistent with the Update to the Institutional Strategy 2010-2020 (GN-2788-5) and with the development challenges: (i) social inclusion and equality; as well as with the cross-cutting themes: (i) gender equality and diversity; and (ii) institutional capacity and rule of law. While citizen security is not in the IDB Country Strategy (2013-2017) (GN-2746), this TC supports the Government of Belize through the work begun with CAPS I and strengthens the tourism economy by reducing crime. The TC

⁵ Young, R. and V. MacFarlane (2015). Final Report: Belize Public Health Survey. Family and Community Safety with Emphasis on the Situation of Gender-Based Violence in Belize. Belize: MHDSTPA. Equivalent data for men are not available, but childhood abuse rates are likely similar.

is also included in the [CPD](#). This TC is aligned with the Citizen Security Conceptual Framework and Empirical Evidence (No. IDB-DP-232) and the Citizen Security and Justice Sector Framework Document (GN-2771), which call for management capabilities of the criminal justice system. Citizen Security is also one of the main areas of the Strategy for Institutions for Growth and Social Welfare (GN-2587). It's also aligned with the Operational Guidelines for the Design and Implementation of Programs in Public Safety (GN-2535-1) as well as with the Citizen Security Special Program's specific priorities of: (i) focusing on programs that benefit vulnerable populations; and (ii) improving opportunities for the rehabilitation and reintegration of juveniles in conflict with the law.

IV. Description of activities/components and budget⁶

4.1 In general, this TC will fund studies, consultancies, and data collection work to ensure that the necessary knowledge, data, adapted designs, feasibility plans, etc., are developed and in place for implementation of the CAPS II loan activities. There will also be additional studies and technical inputs required as the loan progresses, to ensure the quality and consistency of the implementation, as well as of the monitoring and evaluation plan.

4.2 **Relationship to loan BL-L1023.** The TC funds may not be enough to cover all of the studies listed below; some items may be prioritized over others, and some elements may be funded by the loan itself.⁷

4.3 **Component 1. Support for the design and implementation of community-based violence prevention services in Southside:** This component in CAPS II will address risk factors through localized wraparound services for youth and families in Southside Belize City. This component of the TC will fund consulting services related to developing the information, knowledge, and adaptation plans necessary prior to implementation of the main loan activities.

(i) First, this component will fund the preliminary stages of a full, mixed-methods assessment of gang dynamics in Belize City, following established assessment approaches.⁸ For example, the US model (DOJ Comprehensive Gang Assessment) includes several elements: community demographic data, law enforcement data, school data, and community perceptions, as well as gender dynamics and disaggregation.⁹ This can be adapted for the Belizean context, which involves a much smaller city with a larger number of small crews (compared to typical US cities).

(ii) Second, this component will fund studies, visits, and/or consultancies to consider adaptation or integration of evidence-based models for mediation of gang conflicts.¹⁰ Since the Conscious Youth Development Program (CYDP), under the MHDSTPA, has already been working in this sector, this adaptation needs to

⁶ Component names and the structure of the TC closely follow those of the related loan.

⁷ It is expected that this TC will facilitate future technical dialogue with the authorities for a potential loan preparation.

⁸ Office of Juvenile Justice and Delinquency Prevention (2009). OJJDP Comprehensive Gang Model: A Guide to Assessing Your Community's Youth Gang Problem. Washington DC: Department of Justice.

⁹ The issue of masculinity concepts and gang violence is a key concern here, as identified in the landmark report by Herbert Gayle (2010) on young men and urban violence in Belize. This can build on programs for community-level gender-based violence intervention focusing on masculinity, e.g. CEPREV in Honduras.

¹⁰ For example, the public health violence interruption model "Cure Violence" has substantial evidence from implementation in US cities. The IDB is funding adaptations to Trinidad and Colombia through the TC Feasibility Study, Adaptation and Evaluation of the Cease Fire Model (ATN/OC-13552-RG).

account for local experience and for the possibility of integrating promising practices and tracking data more precisely.

- (iii) Third, this component will fund preliminary design and cost estimate studies¹¹ for the design of the one-stop social services center (MHDSTPA), including an environmental and social assessment during construction and operations that takes into account disaster risks and requires a public consultation, identifying potential negative impacts and developing accurate mitigation measures and the consultation process. The Government of Belize already has identified the lot of land. Preparatory and design work includes several aspects: a study of zoning requirements and a preliminary design estimate for construction and administration; detailed architectural design; service delivery modules; reception module; training (including on gender and data management) for staff. The architectural design will occur in tandem with the design of the social services modules that will be implemented in the center, since the space layout must align with the activities. The key types of services are, among others: counseling, mental health treatment, educational and vocational training, masculinity and gender violence programs,¹² parenting classes, other community workshops, gang mediation, after-school programs for children, data and case management system operations, and open spaces for community events. The service design plan must consider the requirements – human, space, materials, training, etc. It will follow previous designs for one-stop service centers, integrating infrastructure and service elements, such as the Women’s City Center in Trinidad and Tobago.¹³

4.4 Component 2. Support for the design and implementation of services for youth in conflict with the law: This component of CAPS II will strengthen institutional capacity for handling juveniles in conflict with the law and in the foster care system. This component of the TC will fund consulting services related to the information, knowledge, and designs required prior to the implementation of the main loan activities.

- (i) First, it will fund preliminary feasibility¹⁴ and architectural design studies regarding the potential renovations to the Youth Hostel and Wagner Youth Facility (separated residential spaces by age, gender, and security level), taking into account potential negative environmental and social impacts, and residential space or facilities outside of detention centers, i.e. for foster care facilities and other housing for juveniles diverted from detention. This will also include a study on the possibility of a transition or halfway house for juveniles leaving the juvenile detention centers who do not have a safe home to return to in their community. Second, it will fund the design of a legal aid program for juveniles in conflict with the law. This study will analyze the legal framework, the types of cases to be addressed, the legal skills and profiles needed, other professional skills and profiles needed (e.g. paralegal, administration, data management), and options for building upon the existing adult legal aid office (versus a separate office).¹⁵ Third, this component will

¹¹ The preliminary design will be financed by resources from the loan.

¹² These can build on promising evidence from the IDB-funded CEPREV program in Honduras. A recent impact evaluation (under final review) found that the intervention group had less physical violence and less psychological control within couples.

¹³ See ATN/OC-14243-TT for more detail; this also aligns with the design of Ciudad Mujer in El Salvador. The firms that provided these services are potential candidates for similar work in Belize.

¹⁴ The preliminary feasibility study will be financed by resources from the loan.

¹⁵ This will be an expansion of the cost-benefit analysis already conducted by UWI (2015, commissioned by the Attorney General’s Office), and will occur in close collaboration with the Chief Justice and his team.

fund a needs assessment focused on mental health and trauma-related counselling needs of juveniles in Southside, in the foster care system, and in the juvenile justice system, in particular girls who have experienced abuse. The general needs are clear but this study will identify the key issues and professional skills required with a more clinical lens. It will also analyse training needs and options for building the staff capacity of existing and new social workers and counsellors (in collaboration with the U Belize social work program).

4.5 **Component 3. Consolidation of information systems and operational support:** This component of CAPS II will support the Government of Belize to prepare and coordinate the preparation of the operation inputs required for CAPS II.

- (i) First, this component will fund consulting services related to the development of the operational guidelines for project execution, project Execution Plan, procurement plan, and risk assessments – all following prior experience and lessons learned from CAPS I.
- (ii) Second, it will fund the design of a comprehensive M&E plan, which must take into account the recommendations of the PCR for CAPS I (notably the changes in the project indicators).
- (iii) It will also set up the data collection plan and methods required for developing new indicators, and the training necessary for the relevant actors to collect and manage this data. Integration and use of the data already in IPSMIS and FamCare is a crucial element, though the M&E plan may go beyond the parameters of those systems.
- (iv) This component will also fund some collection and analysis of qualitative and quantitative, including gender-disaggregation, to ensure that activities have sufficient baseline data (for M&E) and that the data systems are well-integrated with the IPSMIS and FamCare data platforms.
- (v) This component may fund the design of a full crime victimization survey for Belize, following relevant international guidelines (such as the WHO).
- (vi) The resources of the TC will be utilized for technical and specialized support.

Indicative Results Matrix

Indicator	Baseline			Target			Means of Verification
	Unit	Value	Year	Unit	Value	Year	
Expected Result: Belize key actors' knowledge on juvenile justice issues is strengthened by the end of the TC's execution.							
Output Indicators							
Component 1							
Design of the gang dynamics assessment elaborated	# of assessment	0	2016	#	1	2017 (2 nd Q)	Dataset and report submitted to IDB
Evidence-based models for mediation of gang conflicts updated	# of models	0	2016	#	1	2017 (2 nd Q)	Report submitted to IDB
Design of preliminary infrastructure plan for one-stop shop elaborated	# of plans	0	2016	#	1	2016 (4 th Q)	Report submitted to IDB
Design of preliminary service delivery plan for one-stop shop elaborated	# of plans	0	2016	#	1	2016 (4 th Q)	Report submitted to IDB
Design of an environmental and social assessment	# of assessments	0	2016	#	1	2016 (4 th Q)	Report
Component 2							
Design of integrated cross-system needs assessment for housing/facilities issues for YH, WYF, foster care, transitional housing elaborated	# of assessments	0	2016	#	1	2016 (4 th Q)	Report (and data set, if applicable) submitted to IDB
Design of refurbishment and/or construction plans for YH, WYF, foster care, transitional housing elaborated	# of plans	0	2016	#	4	2017 (1 st Q)	Plans submitted to IDB
Design of Legal aid program elaborated	# of programs	0	2016	#	1	2016 (4 th Q)	Report (and data set, if applicable) submitted to IDB
Diagnosis of mental health and trauma-related counselling needs assessment elaborated	# of assessments	0	2016	#	1	2016 (4 th Q)	Report (and data set, if applicable) submitted to IDB
Mental health / trauma services implemented	# of services	0	2016	#	1	2017	Report (and data set, if applicable) submitted to IDB
Component 3							
M&E systems implemented	# of systems	0	2016	#	1	2016 (4 th Q)	Plan submitted to IDB
M&E data management system integrated with IPSMIS and FamCare designed and implemented	# of systems	0	2016	#	1	2017 (1 st Q)	Data management system available to and/or demonstrated to IDB
Indicators data collection plan for component 1 (Southside services – quantitative and qualitative) designed	# plans	0	2016	#	1	2017 (1 st Q)	Dataset integrated into M&E system; brief report submitted to IDB
Indicators data collection plan for component 2 (juveniles in conflict with the law – quantitative and qualitative) designed	# plans	0	2016	#	1	2017 (1 st Q)	Dataset integrated into M&E system; brief report submitted to IDB
Design of Crime Victimization survey elaborated	# of surveys	0	2016	#	1	2017 (1 st Q)	Survey design submitted to IDB

Indicative Budget

Activity/Component	Description	IDB/Fund Funding	Total Funding
Component 1: Violence prevention services in Southside	See above	\$70,000	\$70,000
Component 2: Services for juveniles in conflict with the law	See above	\$70,000	\$70,000
Component 3: Consolidation of Information systems and Operational support	See above	\$70,000	\$70,000
Contingencies	See above	\$15,000	\$15,000
Total			\$225,000

V. Executing agency and execution structure

- 5.1 In order to support the MHDPAST in the process of designing the proposed operation (CAPS II), the IDB through ICS will be the executing agency of the TC. Moreover, ICS has executed and is currently executing similar TCs with an excellent track-record in the deliverables, including the BL-T1046 that successfully supported the design and implementation of the Loan BL-L1014 (CAPS) Program. The TC will be supervised by the IDB, through the ICS division. Given the Bank's experience and technical knowledge on the field, it is in a better position to identify and to contract expert consultants as well as to deliver products on time. Additionally, the sector specialist will oversee the implementation of the CAPS II loan. The focal point in the COF will be Venetia Eck-Salazar, operations specialist who will also work on CAPS II.
- 5.2 The Bank, as executing agency, will hire the consulting services required by the operation in accordance with the prevailing policies for the selection and contracting of consultants financed by the Bank (GN-2350-9), preferably using the method of selection based the consultants' qualifications (CQS). ICS will monitor and evaluate the proposed outputs of the OS-TC included in the indicative results matrix. Required documentation will be kept in ICS archives.
- 5.3 The ICS specialist and COF specialist will lead the implementation of the TC, including: (i) hiring consultants; (ii) organizing training courses; (iii) organizing cross-agency meetings as required; (iv) ensuring that activity outputs are delivered and are integrated into loan preparation and/or implementation; y (v) procurement and contract processing; and (vi) financial management of the TC.
- 5.4 All procurement of services will be carried out in accordance with the applicable Bank policies and procedures.

VI. Major Issues

- 6.1 This TC follows an approach similar to the TC that supported the design and implementation of the first CAPS program. The main challenge is in ensuring that the consultancies, studies, and dissemination that are required prior to the implementation of a given loan activity occur in time and do not cause delays to the loan. For example, some of the studies related to the design of the one-stop service center must be completed prior to beginning any construction. Other consultancies, such as designing mental health service delivery, will be iterative, in collaboration with the Government of Belize staff, with an initial design that can be updated and adapted over the course of program implementation. This requires planning ahead of time as much as possible, plus frequent engagement of the IDB staff with the relevant consultants and Government of Belize counterparts. The

consultants will also be asked to provide interim findings, in order to advance the internal Government of Belize and IDB conversations during the process.

VII. Exceptions to Bank policy

- 7.1 There are no exceptions to Bank policy.

VIII. Environmental and Social Strategy

- 8.1 Due to its nature in producing studies, the TC will not have negative environmental or social impacts, however since it is related to the preparation of a loan operation that will be most likely classified as Category B, the TC takes the same impact classification. The TC will produce relevant studies to identify and mitigate potential negative impacts of the loan operation (see [IDBDOCS-#40747441](#)).

Required Annexes:

- [Letter of request and non-objection from the client](#)
- [Terms of Reference for activities/components to be procured](#)
- [Procurement Plan](#)