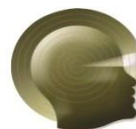




70 years of Service,
70 years of Leadership



SIR ARTHUR LEWIS
INSTITUTE OF
SOCIAL AND
ECONOMIC
STUDIES

External Evaluation of “A New Path”: Promoting a Healthy Environment and Productive Alternatives for Juvenile Remandees and Offenders in Jamaica

A Final Report

Prepared for:

General Secretariat

Organization of American States

By:

Sir Arthur Lewis Institute of Social and Economic Studies

University of the West Indies, Mona Campus, Jamaica

Evaluation Team Members:

Jimmy Kazaara Tindigarukayo (PhD): Retired Senior Fellow, SALISES (Team Leader)

Dacia Latoya Leslie (PhD): Research Fellow, SALISES (Advisor on Offender Reintegration)

Nicole Thwaites (MSC): Research Assistant, SALISES, (Team Research Assistant)

December 6, 2019

Contents

| | |
|--|-----------|
| List of Tables | 4 |
| Acknowledgements | 5 |
| Acronyms and Abbreviations..... | 6 |
| Chapter 1: Introduction..... | 7 |
| 1.1 Project Background | 7 |
| 1.2 Evaluation Background & Purpose | 8 |
| 1.3 Methodology & Approach | 9 |
| References | 11 |
| Chapter 2: The National Context of “A New Path” Program | 12 |
| 2.1. Structural Challenges and Crime and Violence | 12 |
| 2.2 Crime and Violence among Juveniles | 13 |
| 2.3 The Policy Environment within which “A New Path” Operates | 15 |
| 2.4 The Correctional System | 16 |
| 2.5 Admissions to Juvenile Institutions 2014-2017 | 18 |
| 2.6 The Conditions of Juvenile Facilities prior to A New Path | 21 |
| References | 23 |
| Chapter 3: Response and Challenges to “A New Path” Program..... | 24 |
| 3.1. Appropriateness of New Path..... | 24 |
| 3.1.1 Program Logic | 25 |
| 3.2: USAID Caribbean Basin Security Initiative (CBSI) Indicators | 27 |
| 3.3: “A New Path” Output Indicators | 30 |
| References | 35 |
| Chapter 4: Evaluation Findings Regarding the Evaluation Criteria..... | 36 |
| 4.1 Relevance | 36 |
| 4.2 Effectiveness..... | 40 |
| 4.3 Efficiency | 43 |
| 4.4 Sustainability | 44 |
| References | 45 |

| | |
|--|-----------|
| Chapter 5: Conclusions, Lessons Learned & Recommendations | 46 |
| 5.1: Lessons Learned | 47 |
| 5.2: Recommendations | 48 |
| References | 51 |
| Annex A: Terms of Reference | 52 |
| Appendix A: “A New Path” Program Logical Framework..... | 62 |
| Appendix B: “A New Path” Program-Revised Theory of Change | 66 |

List of Tables

| | |
|--|-----------|
| Table 1: Reasons Juveniles (14 to 17 years old) Appeared before the Court, 2013-2017 .. | 14 |
| Table 2: Admissions of Children (13-17 years old) into Juvenile Institutions for 2014 | 18 |
| Table 3: Admissions of Juveniles (13-17 years old) into Juvenile Institutions for 2015 | 19 |
| Table 4: Admissions of Juveniles (13-17 years old) into Juvenile Institutions for 2017 | 20 |
| Table 5: Vulnerable People Benefiting from USG-Supported Social Services | 27 |
| Table 6: People Completing USG-funded Workforce Development Programs | 28 |
| Table 7: People Gaining New/Better Employment As a Result of Participating in the USG-Funded Programs | 28 |
| Table 8: Detainees Who Graduated From At Least One Program Module While in Detention | 30 |
| Table 9: Detainees Who Received Life Skills and Psychosocial Counselling | 31 |
| Table 10: Detainees Who Participated In Alternative Curricula Activities | 31 |
| Table 11: Detainees Who Received Initial Case Management & Individual Development Plans | 32 |
| Table 12: Releasees Provided With Vocational Training, Life Skills Support and Psychosocial Follow-Up Six Months Following Release | 32 |
| Table 13: At Least 20 Case Manager/Social Workers Trained To Implement Case Management Solutions for Release | 33 |
| Table 14: At Least 35% of the Releasees Are Connected to Economic Or Education Opportunities Through the Program | 33 |
| Table 15: DCS Officers, NGO Representatives, and Social Workers Trained in Case Management and Follow-Up for Juveniles in Detention | 33 |
| Table 16: At Least 10 NGOs with Capacity to Provide Post-Release Six Months Training & Support Programs to Release | 34 |
| Table 17: Main Achievements of “A New Path” Program (November 2014-January 2017) | 43 |

Acknowledgements

This external evaluation was commissioned by the General Secretariat of the Organization of American States (GS/OAS), the Grantee implementing “A New Path”: Promoting a Healthy Environment and Productive Alternatives for Juvenile Remandees and Offenders in Jamaica project, through its Department of Public Security (DPS), working with The Trust for the Americas (“The Trust”), a non-profit organization affiliated to the OAS, with the financial support of the United States Agency for International Development (USAID).

The consultant, Dr Jimmy Tindigarukayo acknowledges the kind contributions of the various organizations and individuals involved in the preparation of this external evaluation, including Professor Garth Lipps, who in the initial phases of the project provided useful insights for its development; and the GS/OAS, particularly the DPS, headed by Paulina Duarte. Special thanks to the staff at DPS, USAID, The Trust, Ministry of National Security (MNS), Department of Correctional Services (DCS), and to the representatives from the Institute of Law and Economics (ILE), Planning Institute of Jamaica (PIOJ), National Youth Orchestra of Jamaica (NYOJ), Yoga Angels International (YAI), Youth for Development Network (YFDN), Youth for Arts & Recreational Development (YARD) Empire, Jamaica Agricultural Society (JAS), Abker, Cole’s Welding, Geegos Place, HEART Trust/NTA, and the Child Protection and Family Services Agency (CPFSA), who shared their experiences and perspectives on the achievements of “A New Path”.

The evaluation was conducted under the stewardship of Cristian Taboada (Chief of the Security and Justice Section and Program Manager, GS/OAS) and Pier De Luca (Project Officer, GS/OAS), with coordination and supervisory support provided by the Department of Planning and Evaluation of the GS/OAS. The local OAS team led by Susan Ewerse assisted greatly with coordinating the primary data collection activities; for that, we are grateful to them.

Gratitude is also expressed to Drs. Kenisha Nelson and Dacia Leslie for assisting with the conducting of interviews, Thabbita Dennis with transcription, and Nicole Thwaites for the exceptional logistical and research support she provided throughout the project, with early input from Pambana Bassett, Jessica Brown, Mekeina McLennon, Kimberly Nugent and Khadine Smith.

Acronyms and Abbreviations

| | |
|------------------|---|
| CAPRI | Caribbean Policy Research Institute |
| CARICOM | Caribbean Community |
| CDA | Child Development Agency |
| CPFSA | Child Protection and Family Services Agency |
| CSO | Civil Society Organization |
| DCS | Department of Correctional Services |
| DPE | Department of Planning and Evaluation |
| DPS | Department of Public Security |
| GOJ | Government of Jamaica |
| GS/OAS | General Secretariat of the Organization of American States |
| HEART Trust /NTA | Human Employment and Resource Training Trust/ National Training Agency |
| HTJCC | Hill Top Juvenile Correctional Centre |
| ILE | Institute of Law and Economics |
| JAS | Jamaica Agricultural Society |
| JASW | Jamaica Association of Social Workers |
| JRRAP | Jamaica Reducing Reoffending Action Plan |
| LYNCS | Learning for Youth Network & Change Session |
| M&E | Monitoring & Evaluation |
| MNS | Ministry of National Security |
| MSSJC | Metcalfe Street Secure Juvenile Centre |
| MOEYI | Ministry of Education Youth and Information |
| MOH | Ministry of Health |
| MOJ | Ministry of Justice |
| NGOs | Non-governmental Organizations |
| NPACJ | National Plan of Action for Child Justice |
| NYOJ | National Youth Orchestra of Jamaica |
| OAS | Organization of American States |
| OCA | Office of Children's Advocate |
| OCR | Office of the Children's Registry |
| PIOJ | Planning Institute of Jamaica |
| PMI | Peace Management Initiative |
| RCJCC | Rio Cobre Juvenile Correctional Centre |
| SALISES | Sir Arthur Lewis Institute of Social & Economic Studies |
| SCJCC | South Camp Juvenile Centre |
| SDG | Sustainable Development Goal |
| SMS | Secretariat for Multidimensional Security |
| STATIN | Statistical Institute of Jamaica |
| The Trust | The Trust for the Americas |
| UNDP | United Nations Development Program |
| USAID | United States Agency for International Development |
| USG | United States Government |
| UNICEF | United Nations Children's Fund |
| UWI | The University of the West Indies |
| YAI | Yoga Angels International |
| YARD Empire | Youth for Arts & Recreational Development, Empire |
| YFDN | Youth for Development Network |

Chapter 1: Introduction

“A New Path” was initiated in 2014 with the financial support of the United States Agency for International Development (USAID), with oversight provided by the General Secretariat of the Organization of American States (GS/OAS) through its Department of Public Security (DPS), working with its affiliate, The Trust for the Americas (The Trust). The project aims to improve the quality of, and access to, reintegration services (educational, vocational, and internship/employment opportunities), technical training (marketable technical skills, life/social skills), and individualized psychosocial/emotional services for juvenile remandees and offenders placed at the South Camp (SCJCC), Metcalfe (MSSJC), Hill Top (HTJCC) and Rio Cobre (RCJCC) juvenile correctional centers in Jamaica. The goal of the project is to contribute to the reduction of juvenile recidivism and, consequently, crime and violence in Jamaica.

1.1 Project Background

“A New Path” was implemented in two phases; originally, the award of USAID was granted for the period of October 2014 to January 2017 (**Phase I**). The activities of the project under phase I focused on two juvenile facilities in Jamaica: SCJCC and MSSJC. However, in December 2016, USAID modified the grant agreement to extend the activities until September 2019 (**Phase II**). Under **Phase II**, the project’s scope was also expanded to include the two juvenile facilities of the country: HTJCC and RCJCC.

Both MSSJC and SCJCC are located in the parish of Kingston - Jamaica’s capital city- RCJCC in the parish of St. Catherine and HTJCC in St. Ann. In general, the emphasis of the project is on Kingston, where two of the four juvenile centers are located and on local regions to which the majority of juvenile remandees and charged offenders return after being released. However, it is expected that “A New Path” has national and regional impact on citizen security through the implementation of two distinct tracks of the project, each with its own objective:

Track 1 Objective: Prepare young detainees at SCJCC, MSSJC, RCJCC, and HTJCC with marketable technical skills, life skills, and individualized psychosocial attention to enable their successful reintegration into society.

Track 2 Objective: Assist the releasees from SCJCC, MSSJC, RCJCC, and HTJCC, in accessing educational, vocational, and internship/employment opportunities, while providing comprehensive case management for six to twelve months after release.

SCJCC and MSSJC which were the juvenile facilities targeted in Phase 1 of the project are included under both tracks and are the focus of this evaluation. The project's logical framework found in Appendix A indicates that Track 1 involves the implementation of a reintegration curriculum that focuses on behavior change, remedial education and vocational training in juvenile facilities. In seeking to prepare detainees for their release, various classes which ranged from psychosocial support, music, yoga, and life skills to animation classes are delivered.

Track 1 also offers a training of trainers program to staff of the Department of Correctional Services (DCS) so that they are empowered to implement the reintegration curriculum in the long-term. This process was to be further supported by the GS/OAS and the Trust through the construction, implementation and training of all local service providers in the implementation of the comprehensive new case management system for the DCS. It is expected that the new case management system will allow staff working in each of the juvenile facilities to work in a coordinated manner through the development of individual plans for detainees.

Under **Track 2** a series of activities were implemented in the communities to provide immediate support to prior juvenile remandees and offenders upon their release, specifically to facilitate their social reintegration and economic inclusion. Each releasee is assigned a case manager who provides psychosocial support and guidance from six to twelve months. The priority for releasees under 16 years old is to facilitate their extracurricular course attendance and return to mainstream education. For those releasees 16 years and older, the focus is to place them on apprenticeships and job opportunities, as well as skills training programmes, through established partnerships with the private sector and civil society.

1.2 Evaluation Background & Purpose

This external evaluation was commissioned by GS/OAS to evaluate the results of Phase I of "A New Path" and provide guidance for the design and implementation of Phase II of the project in compliance with the requirements of the USAID and OAS/GS grant agreement, as well as to determine good practices and make recommendations for future initiatives. It seeks to assess, systematically and objectively, the relevance, efficiency, effectiveness and sustainability of Phase I of the project and provide useful and practical information and recommendations to strengthen the work of GS/OAS and the Trust in the area. Specifically, the external evaluation seeks to:

- Determine the relevance of the project vis-à-vis the OAS mandates and national priorities;
- Assess the extent to which Phase 1 of the project was implemented as intended, its

objectives achieved and can be attributed to the project;

- Assess the existing governance and management structure and determine whether initial investments were adequate;
- Critically analyze the formulation, design and implementation and management of the project and make recommendations for improvement;
- Identify the socio-economic costs and benefits of the project in seeking to assess whether the achievements of the program justify its costs;
- Assess the institutional and financial suitability of the activities financed by the project;
- Examine how and the extent to which the project addressed gender equity concerns; and
- Document lessons learned and make recommendations, as appropriate, to improve the design and implementation of future initiatives of a similar nature.

1.3 Methodology & Approach

A largely qualitative approach was adopted in seeking to evaluate the relevance, efficiency, effectiveness and sustainability of Phase I of “A New Path” (encompassing the period of October 2014 to January 2017). With the help of the DPS, permission to access the juvenile facilities was granted by the DCS and the Ministry of National Security. The local team assisted with obtaining parental permissions needed to engage releasees, who were invited to attend and participate in the focus groups conducted.

As the evaluation involved minors who were or had been in conflict with the law, necessary steps were taken to obtain informed consent, as well as to protect the data collected and the identities of detainees, offenders and releasees who participated in the evaluation. Two interview participants requested that their identities remain anonymous and so pseudonyms are used when referring to their experiences. Four methods of data collection were utilized:

Secondary data analysis

Secondary data analysis involved reviewing project documents, reports, existing feedback, resource-use information and the project database. A cost-efficiency analysis was undertaken using theoretical attribution of benefits from various secondary sources where primary data was unavailable. All these data sources were provided by the DPS in response to requests made through checklists. Documentary information and relevant reports were also collected from stakeholder organizations.

A logical framework (see Appendix A) was developed and verified with the DPS project team via

telephone, conference calls and emails. Additionally, a literature review on good practices in promoting youth desistance and policy development in relation to (a) reintegrating young offenders and remandees; and (b) creating child-friendly rehabilitative environments was used to inform the policy recommendations made in Chapter 4.

Interviews

Policy makers and implementers of “A New Path” located in Washington DC and Jamaica, as well as government officials, DCS personnel and implementing partners in Jamaica were interviewed using a semi-structured interview guide. Overall, 34 interviews were conducted with 1 donor, 10 implementers, 9 beneficiaries, 9 contractors, 2 companies and 3 others. Due to difficulties in reaching beneficiaries who might be considered youth recidivists, additional 4 interviews were conducted with adolescent girls who were benefited by project and returned to the facility after being released. All interviews, except for those involving the adolescent girls, were audio-recorded and transcribed.

Focus Groups

Staff from SCJCC and MSSJC, releasees who exited the program, current beneficiaries, beneficiaries considered ‘recidivists’ and case managers were invited to participate in focus groups held at SALISES and the Institute of Law and Economics. The instruments which guided the discussions were developed, reviewed by the GS/OAS/DPS and piloted. Seven focus groups were conducted with 43 participants (7 case managers, 17 correctional staff, 18 beneficiaries, 1 parent). Each focus group lasted an average of three hours in duration.

Field visits

Members of the evaluation team also visited SCJCC and MSSJC to observe the program in action and the environment within which the project was being administered. Field notes prepared during the field visits, and the transcribed audio recordings of interviews (on average of 90 minutes in length) and focus groups (on average of 180 minutes in length), were thematised and analyzed with the aid of ATLAS.

Cost-Benefit Analysis

Cost-benefit analysis, defined as a process for calculating and comparing costs and benefits of a decision and/or policy, can be utilized to serve two main objectives: (i) to estimate the strengths and weakness of alternative projects; and (ii) to determine options that provide the best approach to achieve benefits while preserving savings (David, Rodreck, et al. , 2013).

Since there was no program comparable to “A New Path” in the Caribbean that we could have studied for comparative purposes, we could not pursue objective one. Instead this study attempted to attain the second objective above, by comparing original budgets and actual expenditures on some key outputs of “A New Path program; to establish if benefits were attained at comparatively less expense than originally budgeted for, thereby demonstrating a level of efficiency.

Overall, the evaluation was undertaken in three phases. Phase I involved the production of an inception report which included the evaluation framework and data collection instruments. Phase II focused on data collection and analysis, which resulted in a midterm report with recommendations for the revision of the logical framework and theory of change.

The evaluation report and recommendations for sustainability and improved program implementation was finalized in Phase III of the evaluation, following feedback and consensus amongst key stakeholders. In coordination with the Trust and DPS, the Department of Planning and Evaluation of the OAS coordinated and supervised all these activities which were executed as part of the adopted participatory approach.

The participatory approach facilitated consideration of the views of all stakeholders but was time consuming. Time, resource and data prohibitions meant that the evaluation was not amenable to linear logic modeling. But, when realistically feasible, the counterfactual question of what would have happened in the absence of “A New Path” was considered and, a before and after criterion applied. Additionally, alternative explanations were probed and rival hypotheses compared.

References

David, Rodreck. 2013. “A Cost-benefit analysis of document management strategy used in a financial institution in Zimbabwe: A Case Study”, *South African Journal of InformationManagement*, 15 (2) July 2013.

Chapter 2: The National Context of “A New Path” Program

This chapter attempts to examine the baseline conditions that underlay the design and implementation of “A New Path” program in Jamaica. This level of understanding is crucial to determining the extent to which “A New Path” was effectively and efficiently implemented and provides justifications for later discussions on the suggested adjustments that can be made to the project’s indicators.

This chapter provides an overview of the national context that has inspired and influenced “A New Path’s” theory of change (TOC). TOC ‘describes the set of assumptions that explain both the mini-steps that lead to a long-term goal or impact and the connections between these activities and the outcomes of an intervention or program’. “A New Path” is premised on the assumption that incidence of recidivism and ultimately crime and violence in Jamaica will decline if children in conflict with the law in Jamaica are provided alternatives to crime (OAS/DPE, 2014) (see Appendix B).

These alternatives include specific training and reinsertion activities delivered inside the facilities, including: marketable technical skills, life skills, and individualized psychosocial attention (**Track 1**) and 6-12 months of post-release case management to assist the releasees in accessing educational, vocational, internship and/or employment opportunities (**Track 2**).

It is, therefore, assumed that by strengthening the capacity of the Department of Correctional Services (DCS) to deliver proper care to the wards in the facilities and by improving the quality of, and access to, reintegration services available post-release juvenile remandees and detainees in Jamaica, then reductions in recidivism and crime will result. However, while the program may contribute towards achieving this goal, it may not necessarily do so solely on its own.

Appendix A provides a detailed overview of the logical framework for “A New Path” and the underlying assumptions of the project. The framework helps further to understand the appropriateness of the project and the extent to which Jamaica’s socio-economic climate has provided a conducive environment in which the project can be sustained.

2.1. Structural Challenges and Crime and Violence

Jamaica is a highly indebted, small island developing state located in the Caribbean region with a population of about 2,728,000 persons and a debt to GDP ratio of 103.3%. Violent crime poses a serious challenge to development. At the inception of a “A New Path” in 2014 the murder rate

stood at 37 per 100,000 persons; category 1 or major crime rate at 321 per 100,000; and the overall crime rate at 1,065 per 100,000. Today the overall crime rate stands at 510 per 100,000, category 1 or major crime rate is approximately 242 per 100,000, and the murder rate at 60 per 100,000 population (ibid). Thus, there has been a 38% increase in the murder rate despite the reduction in the category 1 crime, and overall crime rates.

Jamaica is also an ex-colony of Britain, which means some of its current 'correctional facilities' were former slave holding places. This postcolonial context has partly made difficult to move away from a largely punitive state approach to punishment to one which truly seeks to rehabilitate and reintegrate offenders. To this end, a number of interventions aimed at preventing recidivism have been pursued in Jamaica with support from bilateral and multilateral donor agencies. And in 2014 when the implementation of the Jamaica Reducing Re-offending Action Plan (JRRAP) ended, "A New Path" came onboard. At the time of New Path's inception, 241 of the nation's children were living in juvenile correctional centres (49% on remand), all cases of rape reported involved women and girls (53% children), and there was a high youth unemployment rate of 34.2 per cent almost three times that of adults, as detailed in the next section.

2.2 Crime and Violence among Juveniles

In Jamaica, juveniles comprise a significant proportion of the population affected by crime and violence, as victims and perpetrators. These young people face many risks, which can have devastating impacts on their life chances, wellbeing and physical security.

The risks increase when they reside in poor troubled communities, are unattached, come from dysfunctional families, experience high exposure to violence as witnesses and victims at an early age, have problems with mental health, alcohol and/or drug misuse, their educational attainment is low, or are unskilled.

As indicated in Table 1, the number of juveniles appearing before the courts was 2193 (71% male) in 2014; 1959 (79% male) in 2015; 1579 (65% male) in 2016; and 2457 (66% male) in 2017. The implications of these results are two-fold: (i) overall, the number of juveniles appearing before the courts gradually declined during the period 2014-2016, but there was an increase of 56% between 2016 and 2017; and (ii) males have been much more dominant than females among juveniles appearing before courts for each of the four years (2014-2017).

As also indicated in Table 1, when "A New Path" program was launched in 2014, category 1

crime* constituted 45% of the reasons why juveniles appeared before the court as follows: wounding/assault occasioning bodily (15%), robbery (11%), sexual offence (8%), shooting with intent (8%), arson (2%), and larceny (1%). In 2017, when the first phase of “A New Path” ended, category 1 crime constituted 48% of the reasons why juveniles appeared before the court, as follows: wounding (21%), sexual offences (9%), shooting with intent (8%), robbery (7%), arson (2%), and larceny (1%).

However, as indicated in the Table 1, the single most important reason for juveniles to appear before the court was to seek care and protection from the state which accounted for 28% of the cases in 2014, 35% in 2015, 32% in 2016, and 32% in 2017. Another non-criminal reason for appearing before the court included: uncontrollable behavior/disorderly conduct, accounting for 15% of the cases in 2014, 17% in 2015, 18% in 2016, and 13% in 2017.

Table 1: Reasons Juveniles (14 to 17 years old) Appeared before the Court, 2013-2017

| Offence | 2014 | | 2015 | | 2016 | | 2017 | |
|--|-------------|------------|-------------|------------|-------------|------------|-------------|------------|
| | Male | Female | Male | Female | Male | Female | Male | Female |
| Murder/Manslaughter* | 005 | 003 | 002 | 000 | 001 | 000 | 009 | 001 |
| Conspiracy /accessory to murder | | | | | | | 003 | 001** |
| Sexual offence (carnal abuse, rape)* | 172 | 005 | 149 | 004 | 095 | 008 | 214 | 016 |
| Robbery* | 223 | 011 | 143 | 008 | 085 | 008 | 214 | 016 |
| Abduction | | | | | | | 003 | 001** |
| False pretense/Forgery | 008 | 001 | 011 | 001 | 003 | 001 | 011 | 000 |
| Larceny (Possession of Stolen property)* | 017 | 002 | 008 | 001 | 011 | 001 | 013 | 000 |
| Wounding/Assault* | 276 | 061 | 221 | 075 | 209 | 054 | 389 | 126 |
| Dangerous drugs | 181 | 015 | 056 | 003 | 007 | 000 | 008 | 003 |
| Firearm/shooting with intent* | 158 | 018 | 099 | 013 | 100 | 014 | 177 | 021 |
| Arson/malicious destruction | 032 | 011 | 036 | 017 | 030 | 011 | 038 | 015 |
| Breaking road traffic laws | 050 | 004 | 039 | 004 | 025 | 001 | 063 | 002 |
| Breaching of probation order | 028 | 007 | 016 | 007 | 002 | 009 | 016 | 011 |
| Care and Protection/Abandonment | 300 | 324 | 276 | 409 | 237 | 281 | 325 | 450 |
| Uncontrollable Behavior/disorderly conduct | 154 | 170 | 160 | 170 | 151 | 138 | 155 | 153 |
| Minor and other offences | 028 | 004 | 021 | 010 | 064 | 031 | 030 | 023 |
| Total | 1562 | 631 | 1237 | 722 | 1020 | 559 | 1622 | 835 |

Sources: *Economic and Social Survey Jamaica*, 2014-2017.

*Category 1 Crimes include: murder, shooting, rape, aggravated assault, robbery, break-ins and larceny.

** These two categories of crime were added on the list in 2017

2.3 The Policy Environment within which “A New Path” Operates

In 2004, the Juvenile’s Act of 1951 was replaced by the Child Care and Protection Act (CCPA) which came into force primarily to bring national legislation in line with the provisions of the United Nations Convention on the Rights of the Child (UNCRC). This landmark decision made by the Jamaican state to ratify the UNCRC continues to encourage growth in the legislative, institutional and policy framework for children. The act has set the foundation for children’s rights in Jamaica. Under the Act various offices were established including the Office of the Children’s Registry (OCR) and the Office of the Children’s Advocate (OCA), both with the mandate of protecting and enforcing the rights of all children.

The government, in seeking to address issues of accountability and delays in addressing cases of child abuse, established in 2017 the Child Protection & Family Services Agency (CPFSA). CPFSA is the result of a merger between the Child Development Agency and the OCR and falls under the purview of the Ministry of Education, Youth and Information (MOEYI). However, the responsibility for juveniles in detention remained with the DCS and not the CPFSA, which represents a problematic separation between the child protection system and the juvenile correctional system. This separation leads to oversights, poor service outcomes, practices and at times human rights violations, especially in relation to the quality of education and training accessed by child detainees while in custody and upon release.

The MOEYI is the government entity responsible for the management and administration of public education in Jamaica. Its mission is the ‘provision of quality care and education in an innovative, inclusive and enabling environment in seeking to create socially conscious and productive citizens’ (MOEYI Official Website 2018).

According to the MOEYI Official website (2018), “every child can learn, every child must learn”, but children inside the nation’s juvenile correctional facilities are excluded from such opportunities as they are not privy to the same standard and quality education available to children in mainstream society, for various reasons including: not having access to textbooks needed to sit state exams and not being able to benefit from the tutelage of MOEYI trained teachers. This is because the education of children in correctional facilities does not fall under the purview of the MOEYI but rather the DCS.

This means that teachers employed within juvenile correctional facilities are employed to the Ministry of National Security (MNS) rather than the MOEYI, and DCS controls the curriculum and

educational standards within these facilities. However, “this agency is not only ill-equipped to provide educational instruction to Jamaica’s most vulnerable youth but has demonstrated scant regard for meaningful educational instruction”.

Furthermore, the separate educational system results in a myriad of challenges including struggling to attract qualified teachers and educational investments as well as a lack of oversight and development mechanisms. Essentially this model “employs the worst institutional design to what is arguably the most vulnerable group with the greatest special needs”.

The above implies the recommendations provided by *The Report of Task Force of the New Regime for Juveniles in Remand and Correctional Facilities in Jamaica*, 2010, discussed in section 2.6 of this report was not followed, since it clearly advised on the following “*Approved association between a government school and a juvenile remand or correctional facility should be established to allow for exposure to training and other professional development activities from the supervisory office corps of the MOE, to ensure compliance with established operational standards.*”

In addition, the lack of coordination between the MOEYI and the DCS poses other challenges when the children return to the communities. Social workers and parents, interviewed for this evaluation, reported children upon re-entry to their community would be asked not to return to school due to having missed classes while they were remanded or detained, or because of the stigma attached to remandees.

These exclusions are in violation of Article 28 (1) of the UNCRC which stipulates that “*states parties recognize the right of the child to education, with a view to achieving this right progressively and based on equal opportunity*”. Opportunities for young people leaving the juvenile justice system to re-enter the mainstream educational system without targeted assistance are therefore limited, and this is one of the challenges “A New Path” seeks to address.

2.4 The Correctional System

The DCS is constrained in its ability to fulfil its primary mandate of rehabilitating and reintegrating persons or inmates committed into their care due in part to resource constraints. Only 12% (\$6,574, 344 JMD) of the recurrent budget for national security was allocated to the DCS for the 2017/18 financial period and this represents a 1% reduction from the previous year. The recurrent budget allocation of the DCS was therefore reduced and this seems to be consistent with the staff

reductions made during the period. The department is also in need of much capacity building partly because of their inability to conduct risk needs assessments for all persons committed to their care, staff not having the appropriate tools and facilities to promote and support effective rehabilitation and, the correctional service being on the 'back burner' of justice related public sector modernization efforts for some time.

The country has eleven correctional establishments (7 adult facilities and 4 juvenile centres) and about 2293 DCS staff (2140 correctional officers and 152 probation officers) to meet the needs of its declining custodial population. South Camp Juvenile Correctional Centre (SCJCC) for girls and Metcalfe Juvenile Correctional Centre (MSSJC) for boys on remand are the focus of this evaluation since these were the focus of Phase 1 "A New Path". MSSJC is the only juvenile facility housing only male remandees. It is one of three maximum security facilities for child detainees with Rio Cobre Juvenile Correctional Centre (RJCC) being the country's only medium security facility.

In principle, the juvenile justice system does not hold children at the same standards as adults found guilty of committing an offence. As such, it allows the record of a child's arrest and detention to lapse after a certain period. This safeguard helps to offset the negative effects of having a criminal record. The Jamaican state therefore recognizes that children can mature out of delinquency and should not be branded in adulthood for actions which are the result of their emotional, mental and intellectual immaturity. Furthermore, retaining the child's record of arrest and detention is only likely to lead to their stigmatization and potentially drive them further into criminality. It is based on this principle the DCS has reported that it does not collect data on the 'recidivism' of children in conflict with the law in Jamaica.

Section 63 of the Child Care and Protection Act (CCPA) (2004) makes it clear that no child under the age of 12 years can be found guilty of an offence – the age of criminal responsibility. However, in instances such as where a child below 12 has committed an offence, a judge may rule that the child needs care, protection or supervision. In general, the Act sets out how children in conflict with the law are to be treated in the justice system partly by restricting the pronouncement of a sentence of death upon a child. But, Section 78 (1) of the CCPA empowers judges with the authority to detain a child for life. To impose on a child in conflict with the law a sentence of life imprisonment is in contravention of Article 37 of the 1989 United Nations Convention on the Rights of the Child (UNCRC) which states:

“No child shall be subjected to torture or other cruel, inhuman or degrading treatment or punishment. Neither capital punishment nor life imprisonment without possibility of release shall be imposed for offences committed by persons below eighteen years of age”

2.5 Admissions to Juvenile Institutions 2014-2017

By the end of 2014, the juvenile custodian population in Jamaica was 241 of whom: 210 (or 98%) were males; 123 (or 51%) were on correctional orders and the remaining 118 (or 49%) were on remand.

In 2014, specifically, 90 children (93% male), aged 13-17 years, were admitted to the island's juvenile institutions. As indicated in Table 2, the main modal crime was larceny (41%), committed overwhelmingly by males (97%); followed by (in descending order of numerical strength): possession of offensive weapon (13%), committed only by males; robbery(9%), committed only by males; wounding (8%), committed only by males; sexual offences (7%), committed only by males; malicious destruction of property (3%), committed 67% of the time by males; assault occasioning bodily harm (3%), committed only by males; breach of probation order (3%), committed only by males; dangerous drugs (3%), committed only by males; breach of supervisory order (3%), committed only by males; uncontrollable behaviour (3%), committed 67% by males; shooting with intent (2%), committed only by males; minor offences (2), committed equally by both male and female, and murder (1%) committed by a 15 year old male.

Table 2: Admissions of Children (13-17 years old) into Juvenile Institutions for 2014

| Offence | Male | Female | Total |
|--|-----------|-----------|------------------|
| Murder/Manslaughter* | 01 | 00 | 01 (01%) |
| Sexual offence (canal abuse, rape)* | 06 | 00 | 06 (07%) |
| Robbery* | 08 | 00 | 08 (09%) |
| Possession of offensive weapons | 12 | 00 | 12 (13%) |
| Larceny (Possession of Stolen property)* | 36 | 01 | 37 (41%) |
| Wounding/Assault* | 07 | 00 | 07 (08%) |
| Dangerous drugs | 03 | 00 | 03 (03%) |
| Firearm/shooting with intent* | 02 | 00 | 02 (02%) |
| Arson/malicious destruction | 02 | 01 | 03 (03%) |
| Breach of supervisory order | 03 | 00 | 03 (03%) |
| Breaching of probation order | 03 | 00 | 03 (03%) |
| Uncontrollable Behavior/disorderly conduct | 02 | 01 | 03 (03%) |
| Minor and other offences | 01 | 01 | 02 (02%) |
| Total | 86 | 04 | 90 (100%) |

Source: PIOJ, *Economic and Social Survey 2015*, Table 24.18

*Category 1 Crimes: murder, shooting, rape, aggravated assault, robbery, break-ins & larceny.

By the end of 2015, the Juvenile custodian population was 240 of whom: 213 (or 89%) were males; 100 (or 42%) were on correctional orders; 131 (or 55%) were on remand and 9 (or 3%) were on license.

During the same year, 76 children (90% male), aged 13-17 years, were admitted to Jamaica juvenile institutions. As indicated in Table 3, the main modal crime was larceny (34%), committed 96% of the time by males; followed by: sexual offences (10%), committed only by males; wounding (9%), committed only by males; illegal possession of firearm (8%), committed 83% of the time by male; robbery (8%), committed only by males; malicious destruction of property (7%), committed only by males; assault occasioning bodily harm (7%), committed 80% of the time by males; breach probation order (4%), committed only by males; dangerous drugs (4%), committed only by males; breaching of probation order (4%), committed only by males; breach of supervision order (3%) committed only by females; receiving stolen goods (3%), committed equally by males and females; and murder (1%), committed by a 17 year old male.

Table 3: Admissions of Juveniles (13-17 years old) into Juvenile Institutions for 2015

| Offence | 2015 | | Total |
|--|-----------|-----------|------------------|
| | Male | Female | |
| Murder/Manslaughter* | 00 | 01 | 01 (01%) |
| Sexual offence (canal abuse, rape)* | 08 | 00 | 08 (10%) |
| Robbery* | 06 | 00 | 06 (08%) |
| Possession of offensive weapons | 05 | 01 | 06 (08%) |
| Larceny (Possession of Stolen property)* | 25 | 01 | 26 (34%) |
| Wounding/Assault* | 07 | 00 | 07 (09%) |
| Dangerous drugs | 03 | 00 | 03 (04%) |
| Assault/occasioning bodily harm | 04 | 01 | 05 (07%) |
| Arson/malicious destruction | 05 | 00 | 05 (07%) |
| Breach of supervisory order | 00 | 02 | 02 (03%) |
| Breaching of probation order | 03 | 00 | 03 (04%) |
| Uncontrollable Behavior/disorderly conduct | 00 | 01 | 01 (01%) |
| Minor and other offences | 02 | 01 | 03 (04%) |
| Total | 68 | 08 | 76 (100%) |

Source: PIOJ, *Economic and Social Survey 2015*, Table 24.19

*Category 1 Crimes include: murder, shooting, rape, aggravated assault, robbery, break-ins and larceny.

The juvenile custodian population at December 31, 2017, was 200 of whom 163 (or 82%) were males; 91 (or 46%) were on correctional orders and 109 (or 54%) were on remand waiting for sentencing. Table4below provides details of children's admissions to juvenile institutions in

Jamaica in 2017.

Table 4: Admissions of Juveniles (13-17 years old) into Juvenile Institutions for 2017

| Offence | 2017 | | Total |
|--|-----------|-----------|------------------|
| | Male | Female | |
| Murder/Manslaughter* | 00 | 01 | 01 (01%) |
| Sexual offence (canal abuse, rape)* | 04 | 00 | 04 (05%) |
| Robbery* | 04 | 00 | 04 (05%) |
| Possession of offensive weapons | 12 | 03 | 15 (19%) |
| Larceny (Possession of Stolen property)* | 27 | 03 | 30 (38%) |
| Wounding/Assault* | 07 | 00 | 07 (09%) |
| Escaping custody | 02 | 00 | 02 (03%) |
| Assault/occasioning bodily harm | 04 | 00 | 04 (05%) |
| Arson/malicious destruction | 03 | 01 | 04 (05%) |
| Breach of probation order | 01 | 01 | 02 (03%) |
| Breaching of probation order | 01 | 01 | 02 (03%) |
| Uncontrollable Behavior/disorderly conduct | 00 | 03 | 03 (04%) |
| Total | 67 | 13 | 80 (100%) |

Source of Data: PIOJ, *Economic and Social Survey Jamaica 2017*, Table 24.17

In 2017, 80 children (84% male), aged 13-17 years, were admitted to juvenile institutions. As indicated in Table 4, the category 1 crimes accounting for 90% for their admissions, were: larceny (38%), committed 90% of the time by males; possession of offensive weapons (19%), committed 80% of the time by males; wounding and assault occasioning bodily harm (9% each), committed 100% and 88%, respectively, by males; and 5% each for sexual offence, malicious destruction of property, and robbery, committed 100%, 75%, and 100%, respectively, by males.

The other crimes accounting for the remaining 10%, included: uncontrollable behavior (4%), committed only by females; escaping custody (3%), committed only by males; and breach of probation order (3%), committed equally by both males and females.

Of major concern is the size of the children remand population. As of 31st December 2017 the juvenile custodial population was 200; out of those, 109 (or 55%) were children on remand. In comparison, in 2014, child remandees comprised 49% of the juvenile custodial population (out of a total of 241 children).

Thus, from 2014 to 2017, there was a decrease in the total number of children in custody, but an increase in the number of children on remand awaiting sentencing. With the country's overburdened court system resulting in a parish court disposal rate of 69.8%, this means that almost a third of remandees are left awaiting the court's decision on their cases.

2.6 The Conditions of Juvenile Facilities prior to A New Path

On May 22, 2009, there was a fire at the Armadale Juvenile Correctional Facility in St. Ann, Jamaica, in which seven young girls lost their lives. The facility was shut down days later, and a commission of enquiry was established which, subsequently, made the following recommendations in 2010:

- The physical, emotional, psychological and educational needs of wards must be met by state care institutions;
- The rehabilitation programs for wards should be reviewed and modernized;
- Case management system should be monitored and evaluated on a regular basis;
- Conditions of wards should be improved to ensure basic standards for their safety, security, health and sanitation are met;
- Wards must be engaged in a structured educational and skills development programs at all times;
- All educators delivering educational and skill development training programs to children in state care institutions should utilize established curriculum, commensurate with both age and grade level of the children;
- All teachers/instructors should be properly trained and certified. The employment arrangements should be facilitated by the Ministry of Education (MOE) and thereafter teachers should be assigned to the Remand and correctional facilities. A special allowance should be paid to all such assigned teachers/instructors;
- All staff must be trained with requisite skills. Such staff training and skill development must consider service delivery to children irrespective of his/her gender, race, communication level, literacy levels or sexual orientation;
- All learning materials and instruments should be designed and teachers extensively trained with skills necessary to work with special needs children;
- Children under court order must have access to the requisite instructions and resources to continue examination preparations commensurate with grade levels;

- Approved association between a government school and a juvenile remand or correctional facility should be established to allow for exposure to training and other professional development activities from the supervisory office corps of the MOE, to ensure compliance with established operational standards; and
- As a matter of policy, detainees under the age of 18 years old should not be kept or even placed in police lock-ups or adult prisons.

Despite the above recommendations, some challenges have persisted. At the beginning of A New Path, with reference to South Camp Juvenile Correctional and Remand Centers for girls and Metcalf Street Secure Juvenile Centre for boys, resource constraints, in terms of finances, staff, physical facilities, and space, continued to limit the quality of the services provided to the juveniles. Within these facilities, wards received education and vocational training, as well as behavior modification and psychosocial support. These services, however, had been hampered by a lack of continuous training and up-to-date resources for teachers, lack of trained staff available for counseling or therapy session, and limited resources and space for vocational training.

Moreover, the post-release context in 2015 was somewhat non-existent. Due to the heavy caseload of most case managers at the South Camp facility, there was no focus on follow up and no strategic approach or plan of action for post release. In theory, the case managers were to liaise with external agencies and the community to support reintegration when wards leave South Camp. However, there was no systematic approach for this liaison between case managers at the detention centers and the organizations/groups for reintegration support. At Metcalfe, a basic case management system had been developed. However, it did not allow for the tracking of wards post-release nor did it facilitate an approach to post-release support. Thus, youth released from the facilities were largely left to face the challenges of reintegration by themselves, which are multiple.

To that regard, when the initial assessment of the project was carried out, the wards manifested the following concerns and challenges regarding their future: not having anywhere to go, returning to a violent community, facing peer pressure and bad influences, inability to finish school and having no resources to pay for CXC exams, being forced to work to support their family, a lack of trust between themselves and the community, and a stigma attached to them (Focus group discussion with wards). Considering the limitations of the case managers in the facilities and the absence of other agencies that could coordinate and support them in the transition to society, releasees were left to face these challenges without the support of a case manager or social

worker until the roll out of the “A New Path” project.

Hence, the contribution of projects like “A New Path” which target children in conflict with the law at tender ages of 13-18 years should not be ignored. Up to December 2018, “A New Path” had provided assistance to 1,977 youth in Jamaica, 70 releasees received job opportunities and apprenticeships, 160 officers and staff trained to implement components of the reintegration curriculum, 893 girls and boys successfully completed and received certification in a range of educational and vocational training programs, and 62 at-risk youth were awarded micro-grants to start their own businesses through Pitch It! Learning and Investing in Your Future initiative. The Pitch It! falls under **Track 2** of the project and seeks to provide youth in Jamaica with entrepreneurship training, mentorship and financial support to generate income. Grants are awarded to a group of young persons or individuals to set up micro businesses. After the business ideas are presented to a panel of judges then capital is awarded based on a selection of the best ideas.

The report now turns to chapter 3 dealing with response and challenges to “A New Path” Program.

References

Caribbean Policy Research Institute. (2018). Situation analysis of Jamaican children-2018. Kingston: United Nations Children’s Fund.

CARICOM. 2010. *Eye on the Future: Investing in Youth Now for Tomorrow’s Community*, Report of the CARICOM Commission on Youth Development, 2010.

Johnson, Rosemarie. *Needs Assessment: South Camp Juvenile Correctional and Remand Centre and Metcalfe Street Juvenile Centre*, April 2015

Planning Institute of Jamaica (PIOJ).2014-2017.Economic and Social Survey.

Ministry of Education, Youth and Information (MOEYI).(2015). Green Paper No. National Youth Policy 2015-2030, Government of Jamaica.

OAS/DPE, *Project Profile: Basic Information on the Project*, Version of 9/15/2015.

Stein, D., Valters, C. (2012). Understanding Theory of Change in International Development, The Justice and Security Research Programme, Paper 1,the Asia Foundation.

Chapter 3: Response and Challenges to “A New Path” Program

3.1. Appropriateness of New Path

A New Path takes place in a favorable context for the implementation of activities focused on the improvement of juvenile correctional centers. To that end, an unprecedented opportunity to work with children in conflict with law presented itself with the transfer of young male remandees, with less than 18 years old, from regular adult security correctional centers to the Metcalfe Remand Centre in 2011, and young female remandees to the South Camp Remand Centre and Correctional facility for girls in 2013.

In addition, the decision to engage the Jamaican government and other international development partners in the New Path project was aligned with key priorities highlighted by OAS Member States in the “Commitment to Public Security in the Americas”, adopted during the First Meeting of Ministers Responsible for Public Security in the Americas (MISPA I), as well as in the “Consensus of Santo Domingo on Public Security”, adopted during the Second Meeting of Ministers Responsible for Public Security in the Americas (MISPA II). At both meetings, OAS Member States agreed there is a pressing need to “strengthen and establish policies and programs for the modernization of prison systems in OAS member states, as well as design sustainable social reintegration models, especially for young people”.

The directives of OAS Member States keep with Pillar 5 of Jamaica’s Five-Pillar Strategy for Crime Prevention and Citizen Security, which speaks to Reducing Re-offending. Pillar 5 also reflects the priority of promoting effective reintegration, as defined by Pillar III, of the Social Development and Crime Prevention Action Plan of the Caribbean Community (CARICOM), which seeks to guide all collaborative efforts in the Caribbean region aimed at preventing violence through reducing recidivism and promoting the effective reintegration of offenders into the society. Thus, in keeping with this seamless alignment of national and regional security priorities, “A New Path” Program was launched in Jamaica in November 2014.

As a multidimensional intervention, “A New Path” has positively changed lives in Jamaica during its first phase (October 2014-January 2017), as indicated in tables below. It has also inspired the change of policy regarding the operation of juveniles’ facilities. Particularly, the Ministry of National Security’s has launched the “We Transform” programme, modeled after A New Path. We Transform was announced in 2017 under the theme, “Save a Child, Change a Nation”, and it is implemented by the Ministry of National Security alongside the Department of Correctional

Services in four juvenile centers for rehabilitation and reintegration of youth offenders.

Discussed below are two types of indicators: (i) USAID Caribbean Basin Security Initiative (CBSI) Indicators, standard indicators utilized for all U.S. Government (USG)-funded development programs with resources of the CBSI initiative, and (ii) “A New Path” output indicators, as established in the Monitoring and Evaluation Matrix of the project. The raw data for both types of indicators were retrieved from the database the DPS keeps with the information of the beneficiaries and the activities of A New Path. The author of this report calculated the marginal percentages indicated in the tables.

For the target numbers, it is important to clarify the methodology to establish the target numbers for year 3 of the Phase I of A New Path, ranging from October 2016 to January 2017. Considering the extension of the project and the delivery of the Phase II (January 2017 to September 2019), the approved matrix of monitoring and evaluation established target numbers for the complete Fiscal Year 3 of the Project, covering the period of October 2016 to September 2017. As such, to define the partial target numbers for October 2016 to January 2017, a pro-rated target was established by dividing the target of the entire Fiscal Year 3 by three, considering the period of October 2016 to January 2017 represents one third of the entire fiscal year. However, it is necessary to take that into consideration when analyzing the success of achieving the target numbers considering GS/OAS could still accomplish the full target until the end of the Fiscal Year 3 on September 2017, which is not covered by the scope of this evaluation.

3.1.1 Program Logic

A program logic is a critical element in program planning and evaluation because it sets out visually the relationships between program activities and the intended results of the program that are more easily understood than when it is simply described in words. The nature and scope of a need for “A New Path” was clearly articulated in various project documents which also clearly identified program beneficiaries with some adjustments being made after the start of the program. However, the ability to clearly identify underlying assumptions about how change occurred and captured the program intent based on the ToC could have been enhanced with the adoption of the logical framework approach (LFA). The LFA method is a useful tool for improving the planning, implementation, monitoring and evaluation of a program. Its systematic application, with sound judgement can especially help to improve the quality, and hence the relevance, feasibility and sustainability of the program.

For the purposes of this evaluation the logical framework in Appendix A was developed to test the implied assumptions underlying the ToC depicted in Figure 1. The framework was created using the “A New Path” Monitoring and Evaluation Final Approved -Excel Sheet for the period December 2014- September 2016. Making assumptions explicit at the design phase is an important part of the program logic which if unexamined can become a serious risk to the success of the program. The assumptions underlying “A New Path’s” ToC were not stated explicitly, and this might have affected the reliability of some program indicators. For example, the “percentage of releasees, who received assistance by the project, and have returned to the juvenile facilities at the end of the project execution” is listed as an indicator at the outcome level but based on the goal of the program is a measure of impact which is long-term outcome.

One of the assumptions linked to this indicator is that program graduates who do not return to the juvenile facilities experienced positive behavioural change and were not engaging in criminal or other deviant activities following release, therefore they are not “recidivists”. But, not all repeat offenders are incarcerated, some have become so good at what they do they escape detection.

Secondly, as seen in this evaluation, some children return to the facility because of a combination of factors that might be related to institutionalization, access to diversionary measures, police profiling, lack of family support and accepting blame on behalf of a trusted adult or friend.

Thirdly, it should not be assumed that those children who don’t return are reintegrated and the program was a success in this regard, if it is that they are unemployed after their apprenticeship period, for those participants who do not have the privilege of participating in Pitch It!. The possibility exists that they may have exited the program at the age of 17 and so might have ‘returned’ but are now amongst the adult population. These are some of the assumptions and external factors that should be considered when assigning indicators of success.

Another example of the feasibility of the program logic can be drawn from the output level indicators. It is assumed that for practical and sustainability purposes “training DCS officers, NGO representatives and Social workers in case management, Individual/Personal Development Plans, and case follow-up techniques, for youth in juvenile detention facilities” will result in improved quality and access to reintegration services. But, a few of the DCS case managers explained that this was not necessarily so as the new forms that the new case management system created for them to complete have further lengthened and in some case complicated the

process which in the minds of some was still largely paper-based and cumbersome. Ideally, DCS case managers would have liked to see an integrated management information system (MIS) that is linked to the DCS head office and partner agencies such as the Child Protection and Family Services Agency (CPFSA). Some attempt was made to partner with the CPFSA in seeking to create a joined-up case management system. But, unfortunately, the CPFSA already had a recently developed case management system that the agency was getting ready to roll out. And to abort this project to facilitate the OAS' request for a joined-up system would have meant wasting limited public finances.

One senior correctional officer lamented that building capacity through staff training can pose a challenge in terms of program continuity. As had been her experience, "now that staff were trained they were more inclined to leave the DCS to find better paying jobs". "Those who stay are those who are truly committed to their jobs, as there are no incentives to stay". Caseloads were heavy, the demands on the time of staff were increasing due to various non-governmental organizations (NGOs) gaining access to implement interventions and the probation officers were in the view of some case workers receiving better salaries than the DCS case workers who saw themselves as equals. Thus, these are some of the environmental considerations, outside the program's sphere of influence that must be made when seeking to design and refine the ToC. Such considerations also influence the effectiveness of the implementation process.

3.2: USAID Caribbean Basin Security Initiative (CBSI) Indicators

Table 5: Vulnerable People Benefiting from USG-Supported Social Services

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 293 | 329 | 112% |
| Male | 207 | 944 | 456% |
| Total | 500 | 1273 | 255% |

The above indicator measures the number of people who received/accessed social services as a result of USG-funded development activities. For A New Path, this indicator has been translated into the number of people (youth and their families) accessing direct and indirect psychosocial

support from the GS/OAS, or the NGO's and community-based programs, partnered with A New Path. As indicated in Table 5, the target of 293 females was exceeded, with 329 girls benefiting from social services, constituting 112% success rate; at the same time, the target for males was also exceeded (944 compared to the original 207), constituting 456% success rate. During the whole of phase 1 of "A New Path" program, the overall total target of 500 potential beneficiaries was exceeded, with the total of 1273, constituting a success rate of 255% (Table 5).

Table 6: People Completing USG-funded Workforce Development Programs

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 167 | 308 | 184% |
| Male | 120 | 265 | 221% |
| Total | 287 | 573 | 199% |

The above indicator measures the number of individuals who increased their workforce skills by completing training in USG-funded workforce development programs. In the context of A New Path, this indicator measures the number of persons completing technical and vocational courses, educational programs, life skills and other behavior change activities, workforce readiness programs, and reintegrated into mainstream education. The targeted 167 females were exceeded (308 girls completed programs), constituting 184% success rate; and the targeted 120 males was also surpassed (265 boys completed programs), constituting 221% success rate. Within the life span of phase 1 of "A New Path" (October 2014-January 2017), the targeted combination of 287 males and females were exceeded (573 in total), constituting overall 199% success rate (Table 6).

Table 7: People Gaining New/Better Employment As a Result of Participating in the USG-Funded Programs

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 57 | 18 | 32% |
| Male | 47 | 50 | 106% |
| Total | 104 | 68 | 65% |

The above indicator measures the number of people who gained either new or better employment (the latter in term of better pay or working nearer to home) within six months of participation in

USG-funded workforce development programs. For A New Path, that refers to the number of youth accessing internships, employment opportunities, or receiving financial and technical support to create their own business. Of the 57 females targeted for benefits, only 18 gained new or better employment, constituting 32% success rate. For males, however, the 47 people who were targeted for benefits were exceeded (50 in total), constituting a success rate of 106%.

Moreover, of the 104 targeted for benefits during the first phase of “A New Path” project, only 68 got new or better jobs; constituting a success rate of 65% (Table 7). Thus, the overall success rate for this indicator is the lowest, in comparison with other CBSI indicators.

Part of the explanation for the above results is that the economic inclusion component of the project was the most challenging, considering the stigmatization of the remandees, and, as such, it would be expected for the project to take longer to be able to overcome these barriers.

In addition, at the beginning of the project, the majority of the girls and boys were below 16 years old, which would not allow connecting them to economic opportunities since the legal working age in Jamaica is 16 years old. As this population grew older, the actual numbers of this indicator improved.

The gender difference is due to the fact that the girls placed in South Camp averaged a younger age than the boys and, hence, could not be working (below 16 years old). Besides, the female population in the juvenile system is lower than the male. Ideally, it would have been useful to only focus on juveniles age 16 and older to attest to the success of the measure but due to challenges with manipulating the available data this proved difficult.

People gaining either new or better employment (the latter in term of better pay or working nearer to home) within six months of participation in USG-funded workforce development programs is one of the two “A New Path” targets that was not achieved. This outcome is not surprising given the many barriers to entering the labour market, especially for women and girls. Unemployment rates, especially among youth, are high, and stand above the regional average for Latin America and the Caribbean as a whole (Benfield et al. 2016). Youth (15-24 years) in Jamaica face unemployment rates three times that of adults 25 years and over and women and girls are disproportionately affected. The male youth employment rate of 26.8% is significantly lower than the rate for females (41.9%) (PIOJ, 2018) thereby pointing to prevailing gender biases which at times bar women from obtaining high-paying jobs and penetrate professions that are traditionally

male-dominated. It would have been interested to see the main occupational areas of those participants who were able to successfully penetrate the labour market following intervention.

A total of 1281 juveniles were processed via alternative rehab programs provided through USG assistance (370 females and 811 males). Alternative rehab programs, in the context of A New Path, is understood as programs and activities offered to the juveniles while in detention (reintegration activities, psychosocial assistance, and/or case management planning). No targets were set for both males and females since GS/OAS was only asked to report on this indicator throughout the lifespan of Phase I, when the targets for the indicators had already been established.

3.3: “A New Path” Output Indicators

Table 8: Detainees Who Graduated From At Least One Program Module While in Detention

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 243 | 227 | 93% |
| Male | 033 | 077 | 233% |
| Total | 276 | 304 | 110% |

The above indicator measures a number of juveniles inside correctional centers that received a certificate of participation or completion of at least one course offered under “A New Path” program. As indicated in Table 8, of the 243 female juveniles who were targeted, 227 of them met the requirement of the indicator, constituting a success rate of 93%. For males, the target was 33 and the actual achievement was 77, constituting a success rate of 233%. During phase 1 of the project, the 276 detainees who were targeted were exceeded (total number of 304), constituting a success rate of 110%.

Originally, “A New Path” was not going to provide training inside the male juvenile facilities, only at South Camp. As such, there were no targets set for males for year 1 and year 2 of the project. With the expansion of the project, it was decided, with USAID, to expand its activities to the male juvenile facilities and a target was included for year 3, 4 and 5. The 33 males targeted here are the residual of year 3 covered on Phase I of a New Path. Since it has a lower target, it had a better achievement and a higher percentage. In addition, there was a reduced number of girls

placed in South Camp during the project execution, that's why it was harder to achieve this target and one of the reasons why it was included the work with males on Phase II.

Table 9: Detainees Who Received Life Skills and Psychosocial Counselling

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 163 | 306 | 188% |
| Male | 027 | 758 | 2807% |
| Total | 190 | 1064 | 560% |

The above indicator measures the number of youth in juvenile correctional centers who participates in individual or group therapy or counselling, and/or receives a certificate of participation in life skills sessions. While the 163 target for females was exceeded by 306 (constituting a success rate of 188%), the 27 target for males was exceeded (758 in total), constituting a success rate of a whopping 2807%. Overall, the 190 total target for phase 1 of “A New Path” was exceeded (1064 in total), constituting a success rate of 560%.

Table 10: Detainees Who Participated In Alternative Curricula Activities

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 158 | 157 | 99% |
| Male | 17 | 0 | |
| Total | 175 | 157 | 90% |

The above indicator measures the number of detained juveniles who received a certificate of participation or completion of classes promoting reintegration via alternative means, such as yoga, music, arts, and dance. As indicated in Table 10, of the 158 females who were targeted, 157 participated in alternative curricula activities, constituting a success rate of 99%. Of the 17 males targeted, none participated, and of the total 175 who were targeted for phase 1 of “A New Path” project, 157 participated, constituting an overall success rate of 90%.

Table 11: Detainees Who Received Initial Case Management & Individual Development Plans

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 83 | 268 | 323% |
| Male | 17 | 749 | 4406% |
| Total | 100 | 1017 | 1017% |

This indicator measures the number of detained juveniles who were treated within the perspective of the case management approach, which is a coordinated process to deliver reintegration activities from the intake to the exit of the detainee, measured by the existence of a pre-release plan for the detainees. The 83 targeted females were exceeded (268 in total), constituting a success rate of 323%; and the 17 targeted males were exceeded (749 in total), constituting a success rate of 4406%. The total of 1017 juveniles far exceeded the original target of 100 juveniles targeted for phase 1 of “A New Path”, constituting an overall success rate of 1017%.

Table 12: Releasees Provided With Vocational Training, Life Skills Support and Psychosocial Follow-Up Six Months Following Release

| Gender | Targets | Actual Achievement | Percentage |
|---------------|----------------|---------------------------|-------------------|
| Female | 257 | 313 | 122% |
| Male | 157 | 757 | 482% |
| Total | 414 | 1070 | 258% |

The above indicator measures a number of juveniles who left detention facilities and received assistance from the project within six months of their release. The assistance could be psychosocial support or educational and training opportunities, including reintegration to mainstream education. As indicated in Table 12, the targeted 257 females were exceeded (313 girls in total), resulting into 122% success rate; while the targeted 157 males were exceeded (757 in total), resulting into 482% success rate. For the whole of phase 1, the targeted 414 juveniles were exceeded (1070 in total), resulting into a success rate of 258%.

Table 13: At Least 20 Case Manager/Social Workers Trained To Implement Case Management Solutions for Release

| Gender | Targets | Actual Achievement | Percentage |
|--------------|-----------|--------------------|-------------|
| Female | - | 40 | |
| Male | - | 07 | |
| Total | 20 | 47 | 235% |

The above indicator measures the number of case managers and social workers trained to implement a case management approach, inside the juvenile facilities and outside, once they exit correction centers, including strategies to avoid their recidivism. As indicated in Table 13, the total target of 20 managers/social workers was exceeded, with 47 people completing training (40 females and 7 males), resulting into overall success rate of 235%.

Table 14: At Least 35% of the Releasees Are Connected to Economic Or Education Opportunities Through the Program

| Gender | Targets | Actual Achievement | Percentage |
|--------------|------------|--------------------|-------------|
| Female | - | - | |
| Male | - | - | |
| Total | 35% | 38% | 109% |

This indicator examines percentage of youth who exited the juvenile facilities, assisted by A New Path, that were engaged in economic opportunities (job apprenticeships, internships and/or entrepreneurship) and/or education opportunities (training and reintegration into mainstream education). As indicated in Table 14, the overall target of 35% for phase 1 was exceeded, with 38% of the youth receiving these opportunities, resulting in success rate of 109%.

Table 15: DCS Officers, NGO Representatives, and Social Workers Trained in Case Management and Follow-Up for Juveniles in Detention

| Gender | Targets | Actual Achievement | Percentage |
|--------------|-----------|--------------------|-------------|
| Female | 0 | 47 | |
| Male | 0 | 6 | |
| Total | 20 | 53 | 265% |

The above indicator measures the number of DCS personnel, NGOs and case managers/social workers trained to apply the case management approach and effectively implement strategies to promote reintegration of children in conflict with the law. Table 15 indicates that overall target of 20 for phase 1 of “A New Path” was exceeded, considering the training of 53 people (47 females and 6 males), resulting into a success rate of 265%.

Table 16: At Least 10 NGOs with Capacity to Provide Post-Release Six Months Training & Support Programs to Release

| Gender | Targets | Actual Achievement | Percentage |
|--------|---------|--------------------|------------|
| N/A | 10 | 37 | 370% |

The above indicator measures the numbers of NGOs that have extended capacity to provide services to the youth that have exited juvenile facilities due to the project’s support (e.g. training and grants). Table 16 indicates that the overall target of 10 was exceeded by 37, resulting into a success rate of 370%.

Conclusions

Two main conclusions can be drawn from thus far. First, as indicated in tables discussed above, most of the targets set for both types of indicators were exceeded and, in some cases, overwhelmingly so (e.g. in Tables 9 & 10). The only exception to this trend was with a reference to the number of people who gained either new or better employment, whereby of the 57 females targeted, only 18 gained new or better employment, constituting 32% success rate; and out of the 104 (combined females and males) targeted for the first phase of “A New Path” project, only 68 got new or better jobs, constituting a success rate of 65% (Table 7). As indicated earlier, part of the explanation for this unique result in comparison to other indicators was that the majority of the girls and boys were below 16 years old, which would not allow connecting them to economic opportunities since the legal working age in Jamaica is 16 years old. As this population grew older, the actual numbers of this indicator improved.

The second conclusion to be drawn is that in every table discussed above, targets for males by far exceeded those for females. The explanation for that seems to lie in the constant sharp decrease in number of girls being placed in South Camp (the only female juvenile facility) since the project was designed. Subsequently, and with approval of USAID, it was agreed the low

numbers of girls be compensated by reaching out to boys who were in detention facilities (information provided in a note by GS/OAS).

References

Ministry of National Security, Five-Pillar Strategy for Crime Prevention and Citizen Security, Government of Jamaica, 2017

OAS General Secretariat, Department of Planning and Evaluation, Project Profile: Basic Information on the Project, Version 9/15/2015

Chapter 4: Evaluation Findings Regarding the Evaluation Criteria

This chapter presents the evaluation findings produced from the analysis of data compiled during the evaluation process. Four methods of data collection: (i) secondary data analysis, (ii) interviews, (iii) focus groups and (iv) field visits have been assessed to determine the relevance, efficiency, effectiveness and sustainability of Phase I of “A New Path” program.

4.1 Relevance

The relevance criterion is defined as the extent to which the design of “A New Path” was suitable in meeting national priorities, the needs of the key stakeholders, and beneficiaries. This calls for assessment of: the suitability of the project design, its fit with the program logic, and the extent to which the underlying assumptions occurs.

The overall goal of “A New Path” is to contribute to the reduction of recidivism and, ultimately, crime and violence in Jamaica. This goal is congruent with Pillar 5 of Jamaica’s Five-Pillar Strategy for Crime Prevention and Citizen Security, which speaks to Reducing Re-offending. It also aligns with Vision 2030: Jamaica’s National Development Plan’s Goal 2 of creating a Jamaican society that is secure, cohesive and just and which represents localization of the UN Sustainable Development Goal (SDG) 16: Peace, Justice and Strong Institutions.

“A New Path” is also in keeping with key priorities highlighted by OAS member states in the “Commitment to Public Security in the Americas”, whereby Ministers Responsible for Public Security in the Americas agreed that there is a pressing need to “strengthen and establish policies and programs for the modernization of prison systems in OAS member states, as well as design sustainable social reintegration models, especially for young people”.

The relevance of the project was confirmed by the data collected. The majority of the stakeholders who were interviewed during this evaluation expressed a strong need for “A New Path”, primarily to fill a much-needed gap, given the lack of tangible options available for the reintegration of young offenders in the Jamaican society. According to one Interviewee,

“It came on at a time when many of the young people were really acting out: fights and incidents and so on. Yoga Angels came on board as a part of the New Path Program, and I’ve seen where the young people have become more relaxed. They were calmer and not so aggressive”.

Stakeholders also expressed a desire for the project to be continued with increased participation of local partnerships from private sector groups, employers and civil society in order to produce a more meaningful and long-term effects of reducing recidivism. It was generally felt by correctional staff that not much time was given for the project to mature and bring about the desired change. However, all stakeholders interviewed described “A New Path” as a pioneering model of intervention that had never been implemented before in the Jamaican context. “A New Path’s” implementation has benefited from the following good practices which Andrews and Bonta (1998) identify in their research:

- **A specific target group of offenders and their challenges were the targets of the intervention-** Offenders have specific needs and therefore, whenever possible, interventions should be modified to meet those needs. Additionally, targeted programs with a designated lifespan tend to be higher in quality, more efficient in meeting targeted needs and as a result cost less. An alternative would be to spread the limited resources thinly and expand the reach of “A New Path” to include adults who are also in need of post-release support; one of the stronger design elements of “A New Path”. This, however, would be unwise as ex/offenders are confronted with a myriad of challenges that can predispose them to recidivists upon release. Moreover, based on the differences in the stages of development, adults and children or young adults are not likely to have the same needs. Hence, targeted interventions are best in preventing recidivism and reducing poverty.
- **The design of the program reflected the public safety priorities of the country-** Alignment is a universally accepted good practice of making aid more effective. The Paris Declaration and the Accra Agenda for Action states it best ‘when donors use local systems, align behind national goals, objectives and strategies then this promotes ownership and increases sustainability’.
- **The program began while the offenders and remandees were in confinement in the correctional institutions and continued throughout the offender’s transition to, and stabilization in the, community-** Positive behavioural change in and outside Jamaica’s juvenile correctional facilities is the ultimate goal of “A New Path”. But behavioural change does not happen overnight. Additionally, without the appropriate forms of support within the community, the gains made inside the facilities are unlikely to be sustained upon release. By supporting this key principle, otherwise referred to as ‘the continuity of care’ in social work, “A New Path’s” design did not lose sight of this reality. Continuity of care is valuable and important to the behavioural change professionals as it helps to improve their

relationship with clients and enables them to work more effectively with a more complete case management file, which hopefully, will not be abandoned until the case objectives have been achieved.

- **An attempt was made to offer assistance in an integrated and comprehensive manner-** “A New Path” sought to address the many inter-related challenges faced by offenders in and outside the facility.
- **Services delivered were offered as a coordinated effort supported by partnerships and interagency cooperation-** Again, inclusive partnerships are always ideal for promoting sustainability and inclusive care practices. Partners can also sometimes help to achieve program aims and extend its reach. State and private sector partnerships was a critical factor accounting for the success of the ‘community’ aspect of “A New Path”, which is in keeping with ideas of ‘community rehabilitation’ that in the criminological literature is also considered a good practice.

A good practice is a technique that is generally considered (based on extensive research undertaken in various jurisdictions) to be more effective than alternatives because it is likely to produce more optimal results. It is well established in the criminological literature that interventions that are designed to address the dynamic risk factors of offenders have a better chance of success if key principles of effective correctional treatment, as set out by Andrews and Bonta (1998), are applied (Griffiths et al. 2007). Andrews and Bonta (1998) in their seminal research work which formed the basis of the risk-need-responsivity model identified eleven key principles of effective correctional treatment. As outlined above, about five of those principles which were considered culturally relevant and adaptable in the Jamaica context was evidenced in the process of designing and implementing “A New Path”.

The risk-need-responsivity model has been used with increasing success to assess and rehabilitate criminals in Canada and around the world since its formalisation in 1990. It is perhaps the most influential model for the assessment and treatment of offenders but continues to evolve. It is, therefore, not the ideal model but having been tried and tested worldwide it provides a good sense of ‘what works’ in rehabilitating offenders. Since its formalisation, a number of principles have been added to the core theoretical principles to enhance and strengthen the design and effective implementation of correctional interventions.

“A New Path” also promoted a strengths-based approach to rehabilitation; one which focused on the positive attributes of the children, sought to help them to develop reconstruct their identities

and engage them in creative, participatory and non-traditional modes of learning.

One policy maker commented that the program combined the innovative practices for successful reintegration and case management of offenders in an institutionalized way through a pragmatic integrated and adaptive approach. In fact, according to him, several other Caribbean countries have expressed a keen interest in the goals and methodologies of “A New Path” to the extent that they have requested the project designers to adjust and improve the program to meet their local realities. In this stakeholder’s opinion, the pioneering effect of the program could have gone further if complemented by a program that targets the communities within which such offenders will reintegrate. It was felt that preparation of the community for the reintegration of these children would reduce the scourge of stigmatization that many reported experiencing upon release.

Reducing the stigmatization of children who come into conflict with the law was a key challenge identified by all stakeholders. As such, the Pitch It! Learning and Investing in Your Future initiative (one of the key components of the project to promote entrepreneurship) was identified by most stakeholders as the ideal and valuable aspect of “A New Path”, as it helped to restore the dignity of juvenile detainees and to reduce the stigma associated with being a child in conflict with the law. In the words of one juvenile detainee,

“You know some people, some boys and girls, they don’t have any hope or courage to do what they want... but at least we have OAS to help us, check up on us... That in and of itself motivates us because we’re saying “Yes, we’re not going back to prison”, and they encourage us to move forward with our lives. If it wasn’t for the OAS program, some of us would come out and go right back to prison or to juvenile detention.”

The policy implementers also agreed that “A New Path” is an innovation as it addressed significant gaps in the Government’s existing framework for treating juvenile offenders by offering a more inclusive approach geared towards ‘humanizing’ the process of rehabilitation and reintegration in the Jamaican context. Prior to “A New Path”, the conditions of juvenile detention were below international minimum standards. But, with the advent of “A New Path”, infrastructural improvements, in terms of classrooms and sleeping rooms, were made to the juvenile correctional facilities and rehabilitation services offered inside the facilities were diversified. According to one policy implementer,

“So what OAS has been doing is to diversify our Rehabilitation program for children, and children with behavioral problems tend not to adapt well to the traditional mode of teaching, and that was persistent part to OAS, and so was the Performing Arts, the Yoga, the National Youth Orchestra, those things, you really see them shine and I mean, that is what OAS has been doing to our children.”

Another dominant belief expressed by stakeholders was that a “New Path” can reduce juvenile recidivism and ultimately crime and violence if the program is sustained and is properly funded. One stakeholder commented that while the administrative capability is well documented, there is no holistic cross-government approach to address the disadvantaged youth who have passed through the correctional system. Instead, there are only individual Ministries/agencies proposing approaches to treating the specific problems rather than working cohesively, as seen in other countries such as Chile.

Even though the beneficiaries of a New Path were clearly defined in the initial project document, there were unforeseeable changes that impacted project implementation. To that end, the local OAS coordinator commented that the population which benefitted from the program was much younger than originally expected at the time of implementation, which required adaptation of the project design in the implementation. For instance, the younger age of the youth placed in the facilities has caused challenges to deliver the economic component of the project.

In spite of these challenges, the funding priorities were met to a large extent as the broad outcomes achieved aligned with the targets set out in project documents and Jamaica’s mandate as a member country. The needs of the broad stakeholder group were partially addressed in respect of the mixed feedback received from beneficiaries who expressed gratitude for the program, yet some expressed an inability to properly use the resources made available by the program. In one facility, the example was given of the therapy room which correctional staff interviewed said they have been unable to use because the room was too small and hot to be used for the purpose for which it was created.

4.2 Effectiveness

The program achieved most of its expected objectives, as described in the Logic Model. The sustainability of the economic opportunities is, however, a recurrent concern as it relates to the program implementation. In particular, the economic inclusion aspect of the program, through

formal employment, waned due to the lack of private sector support/willingness to accommodate releasees into their workforce, as their inclusion was largely perceived as creating liabilities for companies. Additionally, the general lack of example of family members participating in gainful employment or other productive options served to demotivate beneficiaries from pursuing the benefits of the program.

The project addressed these challenges through emphasis on entrepreneurship, by refocusing the employment component on small and medium companies that accepted to take the releasees as apprentice, with the project supporting stipends for them. This shift has generated positive results, which is evidenced by the improvement of the indicators related to economic opportunities. However, to accomplish broader inclusion of releasees in the formal economy by job placements, it seems that a macro change of how Jamaican society perceives youth delinquency would be required.

The general view expressed by the offenders, remandees and newly released youth and correctional staff was that the program was of a good quality and they also valued the intervention. Some factors contributing to the achievements of the program included DCS staff being trained to deliver programs and courses to the children inside the correctional facilities. This promoted – “buy-in” from staff members and a sense of duty regarding skill transference to the children within the facilities.

In addition, there are visible improvements to the DCS in terms of the training opportunities provided and the on-going work to establish a case management system. With regard to implementing rehabilitative strategies for remandees and offenders, staff members noted that training in the delivery of programs, such as life skills, had helped them to build improved relationships with the children (information from focus group discussions with staff).

The post release support, particularly by case managers, and the flexibility in allocating funding, provided by USAID, were crucial factors for the re-entry of beneficiaries into schools, and for beneficiaries garnering work experience and/or economic opportunities through apprenticeships, internships, and the entrepreneurial program.

One high-level beneficiary remarked the program created a sense of belonging and value to the offenders and remandees as they even forged bonds with some of the contracted staff and correctional staff. Correctional staff benefitted from training interventions and they were, therefore, more receptive to treating the offenders and remandees in a more humane manner.

In respect of the stated objectives of the program, the interviewees agreed that these were achieved to some extent. They shared the sentiment that ‘A New Path’ was largely an innovative approach to reintegration of remandees, broadly aimed at reducing recidivism. According to one of the Guidance Counselors of “A New Path” program (*Jamaica Sunday Gleaner*, August 18, 2019, page 1),

For a lot of the males, we give them animals to start their own business – like pigs, cows, and goats – and this has changed them completely because they are now focusing on these businesses. Rather than going on the road and getting into trouble, they are now focusing on these businesses.

The achievements observed are largely attributable to the program as it initiated a shift in the models used by the Government to treat this particular target group. It is, therefore, unlikely that these changes would occur in the absence of the program since the ideological framework within which Jamaican correctional facilities did not embrace such a radical mechanism of reintegration. According to one detainee,

“I think it is a great program, reason being that it helps us, the wards, how to look more or to look forward in life...I’ve learnt how to control my feelings and emotions through playing instruments, different instruments”

The actual activities and outputs were also consistent with the intended outcomes of the program, which is evident in most of the achieved results at the end of phase 1, as indicated in Table 17 below.

Table 17: Main Achievements of “A New Path” Program (November 2014-January 2017)

| Outputs | Targets | Results | Percentage |
|--|---------|---------|------------|
| <i>Track 1</i> | | | |
| DCS officers trained in case management | 020 | 53 | 265% |
| Detainees graduating in at least one program module | 276 | 304 | 110% |
| Detainees receiving Life Skills training & psychosocial counselling | 190 | 1064 | 560% |
| Detainees participating in alternative curricula activities | 175 | 157 | 90% |
| Detainees receiving initial case management | 100 | 1017 | 1017% |
| <i>Track 2</i> | | | |
| NGOS with capacity to provide post-release services | 10 | 37 | 370% |
| Social workers trained to implement case management solutions to releasees | 20 | 47 | 235% |
| Releasees provided with vocational training, life skills support, and psychosocial follow up within the six months following their release | 414 | 1070 | 258% |
| Micro-grants awarded to Pitch It! Participants | 18 | 21 | 117% |
| Outcomes | Targets | Results | Percentage |
| Accessing new or better employment as a result of participating in the program | 104 | 68 | 65% |
| Percentage of participants engaged in economic or educational opportunities through the programme | 35% | 38% | 109% |

Source of Raw Data: GS/OAS, *Matrix of Monitoring and Evaluation of “A New Path” project*, 2019.

As indicated in Table 17, the project managed to overachieve in 9 of the 11 indicators (or 82%) assessed for phase 1 of “A New Path” program; leaving only two cases (one in Track 1 and another in Track 2) where the achievement was less than 100%.

4.3 Efficiency

Efficiency signifies a level of performance that describes using the least amount of input to achieve the highest amount of output. As indicated in the methodology part of this report, we seek to compare original budget with actual expenditures on “A New Path” program in order to establish whether the benefits were attained at comparatively less expense than originally budgeted for, thereby demonstrating a level of program efficiency.

At the end of phase 1 of “A New Path” program, the total expenditure of the program was \$1,312,289 while the original budget was \$1,744,369; resulting in a reduction in cost of \$432,080 (or 25%). Given that 1,273 male and female detainees benefitted from the program at less cost

than originally budgeted for, is a testimony that this program was cost efficient.

At end of the first phase of the program in January 2017, the main achievements of the program included (OAS, *Quarterly/Financial Report*, January-March 2017:3):

- 950 males and females received support from the program in and outside of facilities;
- 385 beneficiaries successfully completed educational, recreational, and vocational courses (including: classical music, life skills, crafts, and yoga);
- 106 officers and staff of the DCS participated in Training-of-Trainers courses;
- 36 beneficiaries were offered apprenticeship or jobs through partnership with the private sector;
- 51 beneficiaries participated in a weeklong residential training on entrepreneurship;
- 21 beneficiaries received an award to start their own businesses.

4.4 Sustainability

The capacity building component in phase 1 of “A New Path” provided some indication of on-going benefits beyond 2019 when the program is expected to be terminated. Through training-of-trainers, DCS staff is equipped to promote positive behavior change through creative alternative classes, such as yoga, which they themselves now deliver. It is hoped the “We Transform” program, which the MNS identifies as the successor of “A New Path”, will sustain these creative forms of engagement which seem to deliver positive results. In this regard, the main challenges to continuity identified are the availability of resources in terms of retaining DCS staff that have been trained, them finding time to transfer their newly acquired skills to new staff, despite their heavy workloads.

The programs within the facility may continue, given that staff has been trained to deliver them. However, the lack of control by the GOJ over the movement of staff within the DCS means that this continuity is not assured. Thus, while a limited version of the project may continue after the completion of Phase II, the project in its current design, particularly in regards to the reintegration aspect, may not be sustainable.

Ultimately, to sustain the gains made in Phase 1 of “A New Path” the program should be mainstreamed and given a dedicated budget.

References

Andrews, D. A. and J. Bonta. 1998. *The Psychology of Criminal Conduct* (2nd ed.). Cincinnati, Ohio: Anderson.

Griffiths, Curt. T., Yvon Dandurand and Danielle Murdoch. (2007). *The Social Reintegration of Offenders and Crime Prevention* (Research Report). Public Safety Canada.

Chapter 5: Conclusions, Lessons Learned & Recommendations

At least five conclusions can be drawn from this study. **First**, most stakeholders of “A New Path” program, who were interviewed as part of this external evaluation exercise, generally agreed that the program has improved the quality of, and access to, reintegration services and technical training for correctional staff and juvenile detainees. As indicated in Table 17 of this report, the 414 who were targeted to be provided with vocational training, life skills support and psychosocial follow up within the six months of their release were ultimately exceeded by 1070, constituting a success rate of 258%, at the same time that the 20 DCS officers targeted for training in case management were exceeded by 53, constituting a success rate of 265%.

Moreover, as indicated in chapter three of this report, most of the targets set for the program, combining USAID Caribbean Basin Security Initiative (CBSI) indicators and “A New Path” output indicators, were not only attained, but also mostly exceeded expectations.

Second, Track 1 of “A New Path” has built and enhanced local capacity to deal with juveniles in conflict with law by engaging them in vocational training as well as behavior modification and psychosocial support. As indicated in chapter three of this report, of the 190 juveniles who were targeted to receive a certificate for life skill courses and/or individual or group therapy/counseling during phase 1 of “A New Path” program, the project was able to reach out 1064, constituting a success rate of 560% (Chapter 3 of this report, Table 9).

Third, many program participants were provided with immediate post release support and their economic inclusion was promoted through innovations such as ‘Pitch It! ‘Learning and Investing in Your Future’. Thus, many stakeholders interviewed felt that Track 2 of “A New Path” was most valuable in that it filled an immense vacuum left behind by what never existed before. According to one stakeholder,

“I was able to drill down into the creative ways that I found that they were attempting to implement, which was changing not only the rehabilitation process for the juveniles but it was also changing the mind-set of the staff”

Fourth, “A New Path” program has inspired the establishment of “We Transform” program in the Ministry of National Security (MNS), which has positively changed lives beyond its target population; through the diversification of behaviour interventions inside Jamaica’s juvenile institutions and, to various degrees, strengthened the capacity of correctional staff working in

them. The program has also directed the attention of government and private sector towards the importance of post-release assistance and follow-up and has challenged negative public perceptions on the treatment of Jamaican children detained in juvenile institutions.

Fifth, through “A New Path” program, an electronic case management system has been developed and financed by the project and, according to Jamaica State Minister of National Security, it will be fully installed and operational in all juvenile correctional facilities in Jamaica by September 2019. This system will not only “provide key stakeholders with comprehensive information about remandees in order to create individualized rehabilitation programs to ensure their successful reintegration into society”, but it will also “ensure more effective management of juvenile facilities and supervision of work of staff and provide standardized data for reports”.

Overall, therefore, the program has indeed paved “A New Path” in meeting the needs of Jamaica juveniles who have been in conflict with the law. Nonetheless, more work needs to be done for reasons that we shall now turn in the form of lessons learned and recommendations.

5.1: Lessons Learned

While the gains made in Phase 1 of “A New Path” should be sustained, some of the setbacks the program encountered, together with perceived gaps, need to be addressed in the lessons learned; as provided below.

Lesson Learned 1: There should have been formal institutional linkages between the DCS and the Ministry of Education, to provide for the educational needs of children within juvenile remand centers.

As indicated in chapter two of this study, education of children in correctional facilities does not fall under the purview of the Ministry of Education, Youth and Information (MOEYI) but rather the Department of Correctional Services (DCS), which has been discredited as being “not only ill-equipped to provide educational instruction to Jamaica’s most vulnerable youth, but has demonstrated scant regard for meaningful educational instruction”. Moreover, Social workers and parents who were interviewed for this evaluation reported that remandees and offenders upon re-entry into their communities would not be accepted back to school due to having missed classes during their detention.

Thus, as had been recommended by the *Report of Task Force of the New Regime for Juveniles in Remand and Correctional Facilities in Jamaica, 2010*, approved association between a

government school and a juvenile remand or correctional facility should be established to allow for exposure to training and other professional development activities from the supervisory office corps of the Ministry of Education (MOE), to ensure compliance with established operational standards. The same report had recommended further that “all teachers should be properly trained and certified. The employment arrangements should be facilitated by the Ministry of Education and thereafter teachers should be assigned to the remand and correctional facilities”.

Lesson 2: Programs offered to juvenile detainees should be commensurate with age, interest, skill set, and grade of wards.

This lesson is supplemented by a recommendation provided by the *Report of Task Force of the New Regime for Juveniles in Remand and Correctional Facilities in Jamaica, 2010* that “all educators delivering educational and skill development training programs to children in state care institutions should utilize established curriculum, commensurate with both age and grade level of the children”.

5.2: Recommendations

Recommendation 1: *New or better employment opportunities for releasees should be provided*

As indicated in chapter three of this report, the indicator that was most undersubscribed was “people gaining new or better employment as a result of participating in the USG-funded programs”. Of the 57 females targeted, only 18 gained new or better employment, constituting 32% success rate; and out of the 104 (both female and male) targeted during the first phase of “A New Path” project, only 68 got new or better employment, constituting a success rate of 65% (Chapter 3 of this study, Table 7).

To improve opportunities for new or better employment, there should be stronger collaboration between “A New Path” executing officers and the private sector, to arrange for the latter to provide apprenticeships and/or internships for the releasee from juvenile institutions, some of whom may be retained as employees of participating firms after internship. Government should inspire private sector involvement in facilitating the employment and training of youth ex-offenders, through creative ways of offering them tax incentives.

Recommendation 2: *There should be an effort to fight against stigmatization of youth ex-offenders.*

When the reintegration of releasees back into the community is taking place, “it is not without the usual challenges of schools refusing to accept students on the basis of poor behavior or expulsion from previous’ (“A New Path”, *Quarterly/Financial Report*, for the period October-December 2015, p.5). Getting job placements for releasees is equally problematic, as some potential employers insist on requesting for two character reference from applicants, which is one of the difficulties faced by releasees.

The recommendation here is that systematic efforts should be made by all concerned to discourage the stigmatization of juvenile ex-offenders, by encouraging objective and responsible reporting of success stories of youth desistance through the media; which can help to positively influence public perception and attitudes towards juvenile ex-offenders.

Recommendation 3: *There is a need to integrate the families and engage them in programactivities:*

As indicated earlier in this report, the program design did not include the incorporation of family members of children in conflict with law, and yet when it comes to the point of release, their involvement in the re-integration process becomes very critical in supporting the continuum of care. This deficiency also pointed to the need for a strengthened approach to case-management. The following are additional ways in which the effectiveness of the case management system might be improved:

- All juvenile remandees and offenders should receive initial case management;
- The performance of case managers/social workers should be audited, and the results use to inform human resource management decisions;
- A case manager to client ratio should be established based to guide case load assignment. This should be based on international standards but taking into account capacity and resources challenges faced by small island developing states like Jamaica.
- Children and their families should have a clear understanding of what the reintegration process entails, be involved in every step of the process and together with their parents/guardians are given an opportunity to agree to the plans of action.
- Communication and networking opportunities should be created for case managers to exchange know-how.

- Releasees who do not enter into mainstream education, job training and/or employment opportunities at the end of the six-month follow-up period should not be forced to exit the program without further intervention following reassessment and adjustment of their IDPs. Additionally, they should not be categorized as “graduates”, which suggests that all the prescribed requirements have been met and now clients are ready to exit the program. Assessment is a process which leads to a plan of intervention, not a goal in itself.
- Guidelines for the reintegration of juvenile remandees and offenders should be created and handbook/pamphlets developed and shared with case managers and their families.
- Fully automate all case management procedures to foster the more efficient and effective management of cases through the justice process while addressing documented risk factors and identified needs.

Recommendation 4: *Post-Release programs should be sustainable*

According to Johnson (2015), who conducted *Needs Assessment* for “A New Path”, the post-release context in 2015 was somewhat non-existent. Due to the heavy caseloads of most case managers at the South Camp facility, there was no focus on follow up, and no strategic approach or plan of action for post release. At Metcalfe, a basic case management system had been developed, but it neither allowed for the tracking of wards post-release nor did it facilitate an approach to post-release support. Thus, youth released from both facilities were largely left to face the challenges of reintegration by themselves (*Ibid*).

In support of the above, during a focus group of juveniles from the two facilities in February 2019, they mentioned the following challenges they faced post-release: not having anywhere to go, returning to a violent community, facing peer pressure and bad influences, inability to finish school and having no resources to pay for CXC exams, being forced to work to support their family, a lack of trust between themselves and the community, and a stigma attached to them (Focus group discussion with juveniles from South Camp and Metcalf remand centers).

We recommend that the following should be done in reference to post-release: increasing the number of case managers, having more family engagement, and soliciting stronger community support for post-release activities; all of which require more planning and funding (recommendations from stakeholders interviewed for this evaluation). Moreover, the morale of case managers working inside the juvenile facilities should be boosted by clearly distinguishing

their roles and responsibilities from that of Probation Officers and ensuring that they receive the commensurate staff benefits and emoluments.

Recommendation 5: *There is a need to continue “A New Path” program in Jamaica in order to target the gaps identified in this report:*

Despite its success thus far, “A New Path” program has made apparent some gaps for which the program was not originally designed which, nonetheless, need to be addressed. It is, thus, recommended that the program should continue longer than originally planned in order to address those gaps. The program should be mainstreamed and given a dedicated budget. The electronic case management system should be implemented in the next phase of the project and greater emphasis placed on post-release training.

References

Government of Jamaica, *Report of Task Force of the New Regime for Juveniles in Remand and Correctional Facilities in Jamaica*, 2010

GS/OAS, “A New Path”, *Quarterly/Financial Report*, for October-December 2015; and for January-March, 2017.

Johnson, Rosemarie. *Needs Assessment: South Camp Juvenile Correctional and Remand Centre and Metcalfe Street Juvenile Centre*, April 2015

Annex A: Terms of Reference



GENERAL SECRETARIAT OF THE ORGANIZATION OF AMERICAN STATES
Secretariat for Multidimensional Security
Department of Public Security

PROJECT EVALUATION

External Evaluation of “A New Path: Promoting a Healthy Environment and Productive Alternatives for Juvenile Remandees and Offenders in Jamaica”

| | |
|-----------------------------|--|
| Type of Appointment: | Consultancy |
| Organizational Unit: | Department of Public Security |
| Start Date: | September 1st, 2017 |
| Duration: | 60 working days |
| Consulting Fee: | \$40,000 for entire project, including travel. |

TERMS OF REFERENCE

I. BACKGROUND

“A New Path: Promoting a Healthy Environment and Productive Alternatives for Juvenile Remandees and Offenders in Jamaica” is a project implemented by the General Secretariat of the Organization of American States (GS/OAS), through its Department of Public Security (DPS), working with its affiliate, The Trust for the Americas (“The Trust”), with the financial support of the United States Agency for International Development (USAID).

Originally, the award of USAID was granted for the period of October 2014 to January 2017. According to this grant, the activities of the project focused on two juvenile facilities of Jamaica: South Camp and Metcalfe. However, in December 2016, USAID modified the grant agreement to extend the activities until September 2019 and to expand the project scope to include the two other juvenile facilities of the country: Hill Top and Rio Cobre.

In compliance with the requirements of the agreement, the project will undergo an external evaluation. This is a timely moment since it can evaluate the results of Phase I and provide guidance for the design and implementation of Phase II.

This evaluation should assess, systematically and objectively, the project relevance, efficiency, effectiveness and sustainability. The evaluation should provide information and recommendations that is useful, and practical in order to strengthen the work of GS/OAS and Trust in this area and, particularly, in the second phase of the project.

a. Project Structure

“A New Path” seeks to improve the quality of, and access to, reintegration services (educational, vocational, and internship/employment opportunities), technical training (marketable technical skills, life/social skills), as well as individualized psychosocial/emotional services for juvenile remandees of both South Camp and Metcalfe correctional facilities in Jamaica. The overall goal of the project is to contribute to the reduction of recidivism and, consequently, crime and violence in Jamaica.

Although the program has a nationwide impact, it places emphasis on Kingston, the capital, where two of the four juvenile centers are located, and on regions to which the majority of juvenile remandees and charged offenders return after being released.

A New Path is comprised of two distinct tracks, each with its own objective:

Track 1 Objective: Prepare young detainees at South Camp Juvenile Remand and Correctional Centre, Metcalfe Street Secure Juvenile Remand Centre, Rio Cobre Juvenile Correctional Centre, and Hill Top Juvenile Correctional Centre with marketable technical skills, life skills, and individualized psychosocial attention to enable their successful reintegration into society.

Track 2 Objective: Assist the releasees from South Camp Juvenile Remand and Correctional Centre, Metcalfe Street Secure Juvenile Remand Centre, Rio Cobre Juvenile Correctional Centre, and Hill Top Juvenile Correctional Centre, in accessing educational, vocational, and internship/employment opportunities, while providing comprehensive case management for six to twelve months after release.

The implementation of these objectives is carried out according to the following:

- 1) *Track 1:* Inside the facilities, the project implements a reintegration curriculum that focuses on behavior change, remedial education, and vocational training. Through activities that range from psychosocial support, music, yoga, and life skills to animation classes, “A New Path” prepares the detainees for their release. In addition to the delivery of classes, the program also offers training of trainers to the staff of the Department of Correctional Services (DCS), so they can continue implementing the curriculum on the long-term. In addition, GS/OAS and the Trust provides the technical expertise for the construction, implementation and training of local service providers in a comprehensive new case management system for the Department of Correctional Services, which allows staff of all the facilities to work in a coordinated manner by developing individual plans for each detainee.
- 2) *Track 2:* is a series of activities meant to provide immediate support to prior juvenile remandees and offenders upon their release, focusing on social reintegration and economic inclusion. Each releasee is assigned a case manager, who provides him/her individualized psychosocial support and guidance from 6 to 12 months. For those under 16 years old, the priority is to assist them to return to mainstream education and to attend extracurricular courses. Those 16 years old and older, are placed on apprenticeships and job opportunities, as well as skills training, through partnerships with the private sector and civil society.

II. OBJECTIVE OF THE CONSULTANCY

The overall objective of the consultancy is to assess the efficiency, effectiveness, and sustainability of the project. The evaluation will specifically focus on the delivery of the main outputs and immediate outcomes of the project with considerations to the overall objective of the project.

The evaluation will consider all activities that have been implemented under phase 1 of the program. It should examine the performance of the project in accordance with the project documents.

a. Scope of the evaluation

To achieve the objective, the consultancy shall:

- Conduct a formative or a summative evaluation in order to identify the main achievements and results of the project.
- Determine the relevance of the project vis à vis the OAS mandates and priorities in the country to benefit from the interventions.
- Determine the efficiency and effectiveness of the project.
- Critically analyze the formulation, design, implementation and management of the project and make recommendations as needed.
- Identify the social costs and economic and social benefits of the project to properly assess whether the benefits outweigh the costs of the operation.
- Assess the institutional and financial sustainability of the interventions financed by the project.
- Document lessons learned related to the formulation, design, implementation, management and sustainability.
- Make recommendations, as appropriate, to improve the implementation of the Phase II of the initiatives, as well as to enhance the formulation, design and implementation for future similar interventions.
- Assess if and how the project addressed the crosscutting issue of gender perspective and to what results.

A detailed breakdown of the evaluation key points, methodology, and issues to be addressed will be developed by the evaluation consultant and submitted to GS/OAS for consultation. The points below are indicative of the types of questions to be addressed in the evaluation:

Relevance

- Whether the project design and choice of activities and deliverables have properly reflected and addressed the needs of the beneficiaries;
- Whether the program is consistent with the mandates and priorities of GS/OAS and the donor (USAID);
- Whether the planned and actual activities and outputs of the project were consistent with the intended outcomes

Effectiveness

- Whether the objectives were achieved as planned in the project document;

- What were the main factors influencing the outcomes of this project, either negatively or positively;
- Identify if there were positive or negative externalities produced after activities were implemented;
- Whether there is initial evidence that the Department of Correctional Services has improve its capacity in managing and implementing rehabilitative strategies for youth has been expanded through the project;
- Whether there is initial evidence that the youth benefited from the project has increased their ability and skills to successfully reintegrate into society.

Efficiency

- Resources and funds been used efficiently, leveraging in-house expertise, previous interventions and other resources to optimize the project outcomes;
- Delivery of the project activities in a timely manner;

Sustainability

- Whether the activities have been designed and implemented in such a way to ensure maximum sustainability of their impact;

Best Practices

- What are the lessons to be learned, and what are the best practices for the continuance of activities on Phase II and for a replication of the project approach to other locations.

b. Information sources

Among other sources, the consultancy will collect information from:

- Documentation review (including progress implementation reports; logical Framework; products derived from the implementation of the project and means of verification)
- Interviews with beneficiaries, NGOs, implementing partners, DCS personnel and relevant OAS staff
- Observation through at least one visit to the field (including the four juvenile facilities, and selected areas of Jamaica with concentration of beneficiaries)
- Surveys and Focus Groups of beneficiaries and Correctional Officers (if possible)

All relevant materials will be provided to the evaluator including but not limited to: project documents and reports; progress reports, documents and/or reports produced through the project, material used for activities; training materials; resource-use information; list of beneficiaries and workshop/meeting participants, counterparts and resource persons; project database, existing feedback (assessments, letters, surveys, etc.).

It is expected that the evaluator will conduct field work in Jamaica for the data collection. Data of the project is sensitive since it refers to minors in conflict with the law. Confidentiality is a requirement.

III. ACTIVITIES

This consultancy will be coordinated and supervised by the Department of Public Security (DPS) and the Department of Planning and Evaluation of the OAS, in coordination with the Trust for the Americas . The evaluation process will take a participatory approach and take account of the views of all key stakeholders. In general the evaluation will be based on interviews, analysis of documents, field visits, use of relevant evaluation instruments (i.e. application of surveys, focus groups, etc.) and all available data sources, as required.

a. Phase I: Preparatory activities.

To achieve the objectives of the Terms of Reference, the consultancy shall carry out the following activities, without prejudice to other tasks that are necessary to complete the work:

- i) **Conduct an inception mission to OAS headquarters** to meet with key stakeholders and assess more accurately the scope of the work and request the necessary information to perform effectively. As a result the consultancy will submit an inception report, including a work plan, which will include the description and chronology of the activities to be carried out, the reports to be submitted and the deliverables of the evaluation.
- ii) Develop an Evaluation Framework (EF) as part of the inception report, which will contribute to determining if the project was implemented efficiently and effectively and generated the expected results. The EF shall include the following sections among other:
 - A description of the methodology or design of evaluation strategy, including the sampling framework to be used for the collection of data; and the evaluation matrix. The evaluation methodology must consider qualitative and quantitative measurements.
 - Data collection protocols and analysis of information.
 - Data collection instruments.
 - The identification and measurement of output and outcome indicators (initial, intermediate and final) to measure the project's efficiency and effectiveness, in addition to those previously identified during the design of the project, if any. Both groups of indicators are expected to include their definition and methodologies for the collection and calculation.

- The instruments for the collection of information and related materials.
- The work plan for the consultancy, including the collection, analysis and production of reports;
- A proposal of the table of contents of the final report, among others.

b. Phase II: Collection and analysis of information, and Midterm Report.

- i) Review all the relevant documentation including those produced during the formulation and design of the project.
- ii) Conduct interviews and collect information from key stakeholders, including: Project Team (in Washington DC and Kingston - Jamaica); government officials, and direct and indirect beneficiaries, among others.
- iii) Conduct interviews and focus groups with beneficiaries and executors to validate the implicit chain of results (Logic Model) for the project, by determining if it was adequate and valid for the expected and actual results.
- iv) Establish the project's efficiency and effectiveness, identifying lessons learned and making recommendations for future executions. This assessment should include a Cost - Benefit Analysis of the project to determine the economic feasibility of the proposed model of intervention.
- v) Assess the management of the project in the use of planning and implementation tools, such as annual operations plans, logical framework, and project monitoring reports among others.
- vi) Assess the technical and economic feasibility of the project, including the sustainability of its benefits.
- vii) Determine the relevance of the criteria used for the targeting of beneficiaries; including individuals and member countries benefiting from the project and make appropriate recommendations for similar projects in the future.
- viii) Analyze how and if the project incorporated a gender perspective approach in the execution of its components, and if there were any such efforts, determine how consequential it was.
- ix) Measure the projects' performance in terms of efficiency and effectiveness. The consultancy shall review and suggest adjustments to the indicators identified in the Logical Framework. In addition, the consultancy shall identify, propose and measure indicators that were not considered in the design. The consultancy shall analyze the

extent to which the expected results were achieved as well as identify unplanned results that may have occurred.

- x) **Conduct at least 1 mission to Jamaica** (more visits can be carried out if needed).
- xi) Produce a midterm report describing the progress of the evaluation and the findings to date. The report will be accompanied by a Power Point presentation.
- xii) Participate in a videoconference with OAS headquarters to present the midterm report.

c. Phase III: Presentation of final report.

- i) Produce a final report analyzing and describing the execution, outputs and outcomes of the supported actions; lessons learned, recommendations and conclusions; a section for sustainability and beneficiaries, among others. The report will be accompanied by a Power Point presentation.
- i) Conduct **one mission to OAS headquarters** to present the final report.

IV. PRODUCTS AND DELIVERABLES

The evaluation, on the basis of its findings and assessments, should draw conclusions, make recommendations and identify lessons learned and best practices from the implementation of this project.

More specifically, the evaluation should:

- Highlight what has been successful and can be replicated elsewhere;
- Indicate shortcomings and constraints in the implementation of the project while, at the same time, identifying the remaining challenges, gaps and needs for future courses of action;
- Make pragmatic recommendations to suggest how DPS and The Trust work under this area and related projects can be strengthened.

Taking these into account, the consultancy shall produce and deliver the following documents:

- i) An inception report, including a work plan, within 10 days of the inception mission.
- ii) A midterm report on the progress of the consultancy, including a revised Logical Framework, the theory of change and a Power Point to be presented in OAS headquarters on a previously agreed date.
- iii) Final Evaluation Report including a cost-benefit analysis, all products mentioned above and a Power Point Presentation to be presented in OAS headquarters on a previously

agreed date. The final report should be maximum 60-page long. The report should be accompanied by supporting materials, including a separate final list of those interviewed. It should also include an annex with the proposal of new indicators and monitoring and evaluations tools to be used in the Phase II of the Project.

In the evaluation report, all the assessments made must be supported by facts and findings, direct or indirect evidence, and/or well-substantiated logic. It follows that all the recommendations made should be supported by the assessments made.

V. CONSULTANCY CHARACTERISTICS

- a. **Type of Consultancy:** Consultant firm/organization or independent consultant
- b. **Duration:** 60 working days (which can be non-consecutively, but should not exceed 5 months in total)
- c. **Place of work:** Washington DC, Jamaica, and consultant's place of residence
- d. **Qualifications:**
 - Minimum 10 years of experience in project evaluation.
 - Independent consultant or the director of company must have an university degree from accredited academic institution, preferably in monitoring and evaluation, management, public administration, international development, or related field.
 - Fluency in oral and written English is required.
 - Experience in managing or evaluating criminal justice system projects, particularly in the areas of rehabilitation of offenders, job readiness, vocational and life skills training for vulnerable and high-risk communities, is preferable.
 - Experience with international organizations in the Americas is preferable.
 - Knowledge of juvenile delinquency is preferable.
 - Knowledge and experience in the Caribbean is preferable.

VI. TIMEFRAME AND PAYMENT SCHEDULE

- a. The provisional timetable for the consultancy, with a maximum of 60 working days, is as follows:

| Activity | Days |
|-----------|------|
| Phase I | 10 |
| Phase II | 25 |
| Phase III | 25 |

- b. All-inclusive remuneration will cover: consultancy fee, any communication costs, accommodation and travel. The payment schedule is as follows:

- 15% upon signature of the contract;
- 25% upon delivery of an inception report;
- 25% upon delivery of a midterm report accompanied by a PowerPoint presentation;
- 35% upon approval of the Final Evaluation Report accompanied by a PowerPoint Presentation.

VII. CONDITIONS OF SERVICE

The evaluator will serve under a consultancy contract as detailed in the applicable OAS rules and regulations. The evaluator will not be considered as staff member or official of the OAS, but shall abide by the relevant standards of conduct.

The OAS is entitled to all intellectual property and other proprietary rights deriving from this exercise.

The contracting will follow the procurement processes outlined by OAS tender regulations, ensuring the application of competitiveness and transparency principles.

VIII. APPLYING FOR THE CONSULTANCY

Applicants are required to submit an expression of interest to undertake the assignment/consultancy and include the following:

- Cover letter stating why you are suited for this work, your available start date and work experience, especially evaluation experience;
- Detailed CV;
- An estimate breakdown of costs, including travel and accommodation, in Excel format. The total cost should not exceed US\$40,000.

A sample of a recent evaluation report should be submitted as a reference.

Applications with the above details should be sent to ctaboada@oas.org and pdeluca@oas.org

The deadline for submitting the applications is August 18, 2017.

Appendix A: “A New Path” Program Logical Framework

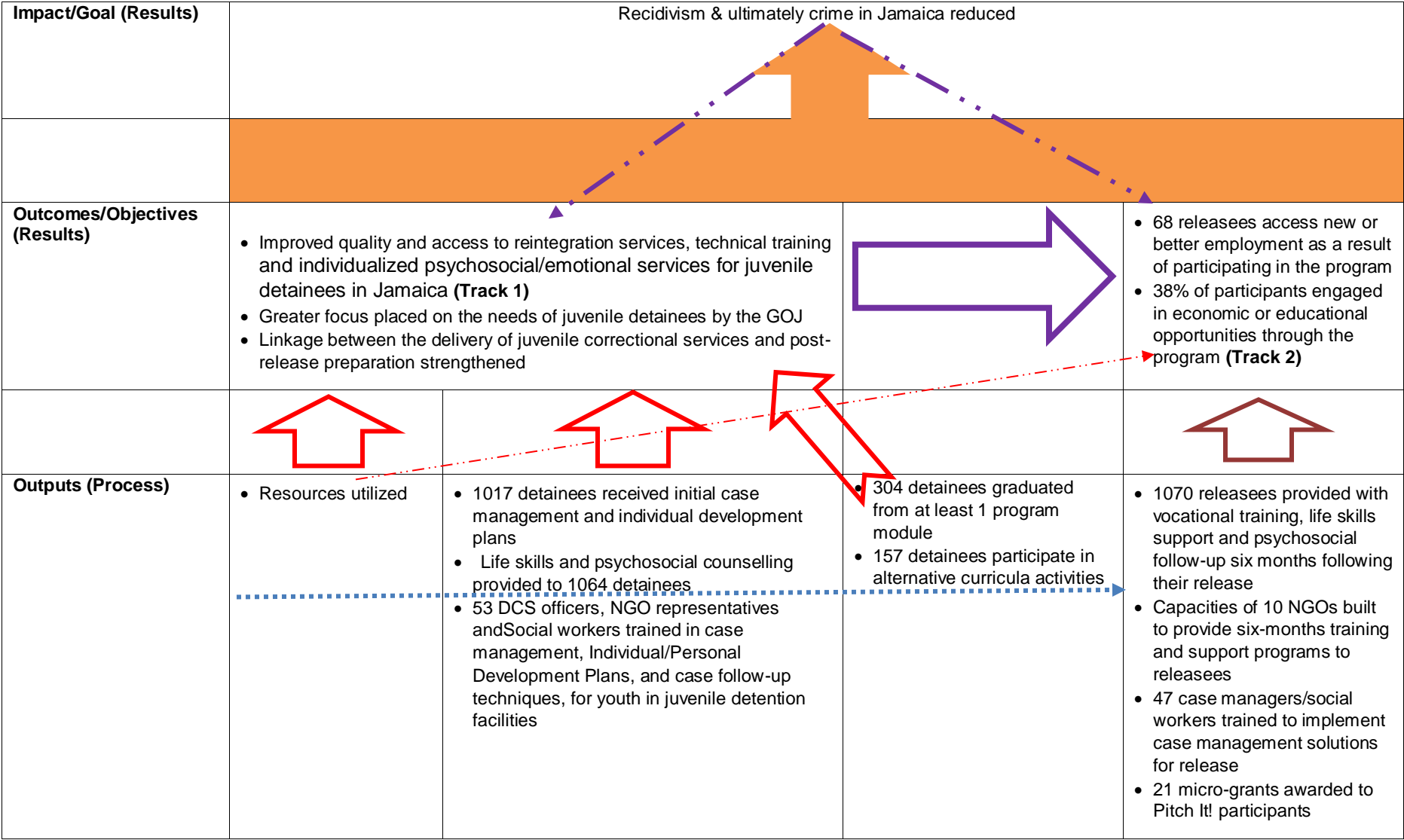
| | Summary | Indicators | Target for Phase 1 | Verification Methods | Important Assumptions/Risks** |
|----------------|---|--|-----------------------------|--|---|
| Goal | To contribute to reductions in recidivism and, ultimately, crime and violence in Jamaica | - | - | - | Limited access to and quality of reintegration interventions and support services available to children and youth in conflict with the law help to contribute to the incidence of crime and recidivism in Jamaica. This is measurable in the absence of longitudinal research and a national composite measure of recidivism or even a youth recidivism measure. |
| Purpose | Improving the quality of, and access to, reintegration services, technical training, and individualized psychosocial/emotional services for juvenile detainees in Jamaica | Number of incidents between staff and detainees and among detainees inside the juvenile facilities in Jamaica reduced by 10% at the end of the project execution period | - | Books and registries of the juvenile facilities, in which the conflicts are reported | The conflict between staff and detainees is attributable to the quality of and access to services, training and support inside the facilities |
| | | Number of self-harming and incidents of suicidal attempts among juveniles placed in the juvenile facilities in Jamaica reduced by 10% at the end of the project execution period | - | Books and registries of the juvenile facilities, in which the incidents are reported | Improving the quality of and access to psychosocial/emotional services will reduce the number of self-harming and suicidal attempts |
| | | Percentage of releasees, who received assistance by the project, and have returned to the juvenile facilities at the end of the project execution period is below 15% | - | Database of the project and intake books of the juvenile facilities | Children/youth who do not return to the facility are not engaging in criminal or other deviant activity without detection |
| | | Number of individuals completing USG-funded workforce development programs during the project execution | 220 (150 girls and 70 boys) | Certificates issued to participants and letters confirming reinstatement to mainstream education | Completion of the program equates to job readiness |





| | Summary | Indicators | Target for Phase 1 | Verification Methods | Important Assumptions/Risks** |
|--|---|--|------------------------------|---|---|
| Output/ First-level Results | | Number of vulnerable people benefiting from USG-supported social services during the project execution | 400 (260 girls and 140 boys) | Database of the project with reports of case managers and completed forms for individual development plans | Access is being provided equates to quality service delivery |
| | | Number of individuals with new employment or better employment as a result of participating in the program during the project execution | 90 (55 girls, 35 boys) | Documental information sent by the employer and/or report of activities from partners assisting entrepreneurial business and/or documents signed by awardees of micro-grants for entrepreneurship | In the absence of the intervention upward job mobility or entry into the job market is not possible |
| | | Number of juvenile (18 and under) offenders processed via diversion /alternative rehabilitation programs as a result of USG assistance | - | Database of the project with reports of case managers and completed forms for individual development plans and certificates issued to participants | Pursuing alternatives to detention will help to improve address existing access and quality issues. |
| | Track 1 – Rehabilitation Activities at Juvenile Correctional Centres- healthier environments promoted and youth prepared for release. | Standardized vocational curricula that respond to beneficiaries' expectations and confirms needs of the private and public sectors developed for juvenile facilities | - | Document of reintegration curriculum submitted to DCS | Developing more standardized and targeted vocational curricula that respond to market needs will encourage participation in the training and make participants better prepared for release. |
| | | At least 8 modules and program methodology transferred to the government of Jamaica and local civil society organizations during the project execution period | - | Documents of methodology and training materials delivered to juvenile facilities and DCS | Capacity built is enough to sustain the gains made and encourage on-going implementation of the curricula. |
| | | At least 60 DCS officers, NGO representatives, and social workers trained in case management and follow- | 20 | Certificates issued to participants | Steps have been taken to ensure the retention of the newly trained staff. |

| | Summary | Indicators | Target for Phase 1 | Verification Methods | Important Assumptions/Risks** |
|--|--|---|---------------------------|---|--|
| | | up for youth in juvenile detention facilities during the project execution period | | | |
| | | At least 60 DCS personnel trained on how to use and update the electronic case management system (CMS) during the project execution period | - | Attendance list | Trained personnel do not have competing work priorities that would hamper their maintenance of the CMS |
| | | At least 70 DCS personnel trained on how to implement activities of the reintegration curricula (training-of-trainers) during the project execution period | - | Certificates issued to participants | Training is key to promoting healthier environments for youth in juvenile correctional facilities |
| | | At least 600 detainees graduated from at least one program module while in detention during the project execution period | 230 (girls) | Certificates issued to participants | All beneficiaries who complete the program are graduates |
| | | At least 500 detainees received life skills and psychosocial counselling during the project execution period | 150 (girls) | Certificates issued to participants | These detainees would not otherwise receive these forms of support in the absence of the intervention |
| | | At least 225 detainees participated in vocational programs during the project execution period | - | Certificates issued to participants | Participation will encourage application |
| | | At least 365 detainees participated in the alternative curricula activities during the project execution period | 150 (girls) | Certificates issued to participants | Targeting mechanisms are effective |
| | | At least 825 certificates awarded to participating youth of the program inside the juvenile facilities during the project execution period | - | Certificates issued to participants | Certification opportunities available on the inside will not encourage institutionalization |
| | | At least 300 detainees received initial case management, including working on individual development plans, during the project execution period | 75 (girls) | Records of case management electronic system and/or forms of reintegration plan and individual development plan | The utility of this initial stage is dependent on the timeliness of follow-up |
| | Track 2 – Post-Release Follow-Up of youth released from Juvenile Correctional Centers- | At least 850 releasees provided with vocational training, life skills support, and psychosocial follow-up 6 months following their release, during the project execution period | 350 (240 girls, 110 boys) | Certificates issued to participants; documents from schools to confirm a return to mainstream education; or reports from case managers. | Releasees do no drift and can be easily located |

| | Summary | Indicators | Target for Phase 1 | Verification Methods | Important Assumptions/Risks** |
|---|---|---|-----------------------|--|---|
| | immediate support focusing on social reintegration and economic inclusion provided to prior juvenile remandees and offenders upon their release | At least 135 releasees trained in the Innovation Curriculum during the project execution period | - | Certificates issued to participants | This type of training will help to promote their economic inclusion |
| | | At least 500 releasees engaged in education opportunities, including reintegration to mainstream education, during the project execution period | - | Certificates issued to participants and/or documents from schools to evidence the return to mainstream education | Education is a priority for releasees, and they do not have to worry about financially supporting their families and themselves |
| | | At least 35% of the releasees beneficiary of the project are connected to economic or education opportunities through the program | 35% | Certificates issued to participants; documents from schools to confirm return to mainstream education; documental information sent by employer; and/or report of activities from partners assisting entrepreneurial business and/or documents signed by awardees of micro-grants for entrepreneurship. | The incentives offered by this intervention outweigh those derived from reengaging in acts of deviance |
| | | At least 54 micro-grants awarded to participating youth of the Pitch It!: Learning and Investing in Your Future during the project execution period | 18 (3 girls, 15 boys) | Documents signed by awardees to receive the grants | Beneficiaries have the family and environmental support needed to make the grants work! |
| | | At least 130 apprenticeships and/or jobs offered to the youth as a result of participating in the program during the project execution period | - | Documental information sent by employer/companies. | Apprenticeships and/or job offers will lead to the retention of stable job employment |
| Source: New Path Monitoring & Evaluation Final Approved-Excel Sheet Timeline: December 2014-September 2016 | | | | | |
| **Implied | | | | | |

Appendix B: “A New Path” Program-Revised Theory of Change



| | | | | |
|-----------------------------|--|--|--|--|
| |  |  |  |  |
| Activities (Process) | <p>1.1 The project's human, physical, technical, and logistical resources identified, selected and acquired</p> <p>1.2 Needs assessment undertaken</p> <p>1.3 Third party in charge of project's mid-term and final evaluations, with oversight from DPE identified, selected and employed</p> | <p>2.1 Case management + case follow-up system designed and implemented</p> <p>2.2 Standardized training curricula on Case Management techniques for trainers (NGO's representatives, social worker and/or personnel) designed</p> <p>2.3 release transition work at South Camp and Metcalfe coordinated</p> <p>2.4 South Camp and Metcalf personnel supported in the implementation of the case management system</p> | <p>3.1 vocational and academic trainings in South Camp implemented</p> <p>3.2 The creative arts and communication skills curricula in South Camp (music, healing circles, creative writing and journalism, among others) developed)</p> <p>3.3. Examination preparation standardized</p> | <p>4.1 training on post-release Education, Vocational Training, and psychosocial support implemented</p> <p>4.2 sub-grant opportunities provided to local NGOS</p> |
| Inputs (Process) | <ul style="list-style-type: none"> • Curricula • Infrastructure, facilities & equipment • Capacity assessments • Staff: project manager, local project director (Jamaica based), operations specialist (Jamaica based), subject matter experts (Jamaica based), administrative assistant, project assistant, administrative and operations officer, economic opportunities advisor, education and curricula development advisor • DPS/SMS/TRUST's collaborative partnerships with Government agencies (Department of Correctional Services, Ministry of National Security), Jamaica Association of Social Workers (JASW), University of West Indies- Social Work Department, Private Sector, local civil society organizations • DCS staff time • Financial contribution: 2,115,362.88 (Trust -37, 432.64; OAS-40987. 52; others (in-kind)-100,000; USAID -1,936, 942.72) | | | |