

TC ABSTRACT

I. Basic project data

- Country/Region: Bahamas, Panama, El Salvador
- TC Name: Latin America Adaptation of the YouthBuild Model for At-Risk Youth
- TC Number: RG-T2446
- Team: Karelia Villa (IFD/ICS), Team-Leader; Arnaldo Posadas, Jennifer Peirce, Melissa Gonzalez (IFD/ICS); Laura Ripani and María Victoria Fazio (SCL/LMK); Mercedes Hinton (SPD); Elena Heredero, María Eugenia Munaretto (MIF); Jean-Eric Theinhardt (ICS/CES); Robert Pantzer (ICS/CBH); Alexandre Veyrat-Pontet (ICS/CPN); Javier Bedoya (LEG/SGO); María Eugenia Roca (VPC/FMP).
- Indicate if: Research & Development
- Reference to Request: (IDB docs #): n/a
- Date of TC Abstract: February 5, 2014
- Beneficiary: Bahamas, Panama, El Salvador
- Executing Agency and contact name: YouthBuild International (Contact: Tim Cross, President)
- IDB Funding Requested: \$985,000
- Local counterpart funding, if any: No (tbd)
- Disbursement period (which includes execution period): April 2014-June 2016
- Required start date: April 1, 2014
- Types of consultants (firm or individual consultants): Firm; Individuals
- Prepared by Unit: IFD/ICS
- Unit of Disbursement Responsibility: IFD/ICS
- Included in Country Strategy (y/n): TBD
- TC included in CPD (y/n): n/a
- GCI-9 Sector Priority: Institutions for Growth and Social Welfare; Citizen Security

II. Objective and Justification

The difficult prospects for Latin America's large pool of "unattached youth" (out of school and not employed) constitute a pressing social, economic, and political concern in the region.¹ Many youth face a convergence of risk factors² that limit their full development and make them more vulnerable to being involved in crime and violence (as victims and perpetrators), including through gangs. To address this, integrated multi-sector interventions that both reduce risk factors and strengthen protective factors are especially important. Research shows that the most effective programs targeting at-risk youth populations for social inclusion and crime prevention aims in LAC demonstrate the following best practices³: Longer-term support to help young people navigate the school-to-work transition; programs are located in local communities and neighborhoods; comprehensive programs combining basic education, demand-driven skills training, soft skills, personal support and follow up; and active engagement of youth to take part in the program, so that youth believe in the worth of the project intervention and that the program will actually help them achieve their goals. The proposed project will implement a comprehensive youth development and employment program, YouthBuild, in the Bahamas, Panama, and El Salvador. YouthBuild programs have been shown to diminish the levels of

¹ Youth are disproportionately represented among the unemployed in LAC, and the majority of employment that is available is in the informal sector.

² For example: Center for Disease Control, US Government, "Youth Violence: Risk and Protective Factors." <http://www.cdc.gov/violenceprevention/youthviolence/riskprotectivefactors.html>; Risk Factor Matrix, Strategic Planning Tool, Office of Juvenile Justice and Delinquency Prevention, US Department of Justice, <https://www.nationalgangcenter.gov/SPT/Risk-Factor-Matrix>

³ Cunningham, Wendy, Linda McGinnis, Rodrigo García Verdú, Cornelia Tesliuc, and Dorte Verner (2008). *Youth at Risk in Latin America and the Caribbean: Understanding the Causes, Realizing the Potential*. Washington, DC: World Bank.

violence in host communities and provide relevant and inspiring alternatives to young people who have been either the perpetrators or victims of violence.⁴

The YouthBuild model hinges on key principles, such as: (i) community-level work, (ii) partnerships with the public and private sector, (iii) positive leadership of young people, and (iv) YouthBuild Community Asset Building. YouthBuild's track record demonstrates that this model produces concrete results:

- In 2011, 59% of young people (5,267) who graduated from 105 YouthBuild programs in the US found placements in employment or post-secondary education and training programs. Recidivism rates for court-involved YouthBuild students are 40 percentage points below the national average.
- Since February 2011, 6,635 young people have enrolled in the JENKA YouthBuild training network in Haiti. To date, 89% of enrolled students have completed the six month program, and of these, 62% percent have achieved positive placements in jobs, internships, self-employment or continuing education. 85% of graduates have received a technical certification in their trade.
- Since 2003, the adapted YouthBuild program in Mexico, *Jóvenes Constructores de la Comunidad* (JCC) has enrolled over 5,000 young people, who have renovated 19 public buildings in Mexico City's historic district, implemented reforestation and community building projects in storm-ravaged areas of Chiapas, and rehabilitated public spaces in Ciudad Juarez. The Ford, Kellogg and Prudential Foundations, USAID, and the Government of Mexico have supported the expansion of this model to 21 cities. Placement rates (jobs or formal education) of participants run between 49% and 62%.
- The YouthBuild program in El Salvador (*Jóvenes Constructores*, in partnership with Catholic Relief Services) has served 3,367 youth since 2010; of these, 85% completed the program, and 77% are now employed (including self-employed) or in education programs. Almost half (47%) of those employed are in formal sector jobs with social security benefits, compared to only 22% in 2008.

Objectives: The objective of this project is to provide a pathway out of violence, crime, and social exclusion for at-risk, adjudicated, and gang-involved youth in Latin America and to strengthen the evidentiary basis for the policy/program options for violence prevention and youth inclusion.

The specific objectives are to:

- Design, pilot test, and evaluate the YouthBuild model in three countries in the Caribbean and Central America that are facing youth violence and crime challenges and where the IDB is active.
- Build a rigorous evidence base and learning agenda for North-South and South-South cooperation in efforts to strengthen socio-economic inclusion of at-risk youth.

This Technical Cooperation (TC) is aligned with the Bank corporate priorities regarding: (i) the Regional Development Goals GCI-9 to contribute to poverty and THCH reduction and to and benefit come cities with the citizen security programs implementation, (ii) the Growth and Institutions for Social Welfare (GN 2587-2) Sector Strategy, (iii) the Operational Guidelines for the Design and Implementation of Programs in Public Safety (GOSC) (GN-2535-1). It is also aligned with the priorities of the SICA Regional Security Strategy (Estrategia de Seguridad para Centroamérica, ESCA), particularly in its violence prevention component. It also aligns with the priority themes of the loan operations in all three countries (2881/OC-ES, 1695/OC-BH, GRT/EX-14261-PN).

⁴ See case study on YouthBuild in Hoffman, Joan Serra, Lyndee Knox, and Robert Cohen, eds. (2011) *Beyond Suppression: Global Perspectives on Youth Violence*. Praeger Press.

III. Description of activities

Pilot Country Selection: This selection is based on criteria such as: demonstrated need (e.g. rates of youth unemployment, school dropout, risk factors for involvement in violence or crime, etc.), credible local partners, interest and willingness to invest by the national/local governments, potential for leveraging resources from the public, private, and/or nonprofit and philanthropic sectors, potential for specific strategic adaptation “types”, and strategic priority for both the IDB and YBI. Pilot locations:

- The Bahamas: The pilot will focus on an “*early intervention*” approach, reaching at-risk youth before the crime and violence dynamics become more serious. A loan operation is under design that includes a major component on youth inclusion, for which the YBI model would be relevant.
- El Salvador: The pilot would adapt to a “*crisis security situation*” approach, with the necessary measures to deal with these additional security challenges. The Bank approved a loan operation (ES-L1025) in 2012 on youth violence prevention, which includes a component on youth inclusion at the local level, for which the YouthBuild model has already been identified as a promising option. The loan is pending approval in the Assembly.
- Panama: The pilot would focus on *youth in conflict with the law*, especially adjudicated youth, those in detention, and those who are at the stage of re-entry into society following incarceration. There are clear synergies here with the IDB’s priority security sector loan operation in Panama (PN-L1003), which has a significant focus on integrated models for youth detention centres and for rehabilitation and reentry programs.

Component 1: Design & Pilot Implementation of the YouthBuild model (adapted)

Assessment Stage: In selected countries, the team will meet with key informants and stakeholders in the government, private sector, education and vocational sector, NGOs, and communities. The main tasks of the assessment are: gather data on the youth population, assess existing training systems, mobilize interest in the YouthBuild approach, identify potential partners, and develop the draft program design.

Pilot Program Implementation: The plan of activities for this project would cover 26 months in total. Within this time, each country program could operate approximately two program cycles, which include a six-month full-time program and a three-month follow-up program. This means two “cohorts” of students would graduate per country (approximately 50 students per cohort = 100 students per country = 300 students total if three countries are included; 200 students if two countries are included)⁵.

Training/Technical Assistance: Throughout the course of pilot implementation, each implementing partner will receive ongoing training and technical assistance support from YouthBuild International.

Public and Private Sector Partnership Building: The project will build the ‘enabling environment’ for program implementation, expansion and long-term sustainability. Each pilot program will aim to build 3-5 significant and productive relationships with private sector partners. These partnerships could provide in-kind donations or funding for tools, equipment, construction materials, apprenticeships, and/or jobs in the construction and supply chain/service industry sectors.⁶

⁵ If El Salvador is selected as a location, the definition and selection of students for these cohorts would be closely coordinated with the MIF, in order to ensure complementarity with the cohorts its funds will support (estimated at 12,000 students). Should El Salvador be selected, the focus of this (ICS) TC project will tie more especially to the learning agenda, data collection, evaluation, and RCT design with a view to full complementarity of the two projects

⁶ Examples of private sector partnerships in other YBI projects: St Gobain (Global construction firm), CEMEX (Mexico), Prudential Real Estate Investors (developer, with partners in Mexico and Brazil), WalMart, Diageo (tourism sector, in Haiti and Mexico), JP Morgan Chase (financial literacy).

Component 2: Evaluation and Learning Agenda

Formative and Process Evaluation Activities: The evaluation would include: research on local labor markets; interviews with employers to determine soft and hard scale requirements; assessments of existing training and credentialing systems to determine relevance and accessibility to all youth populations; indicator identification; tailored survey measurement development; focus groups and interviews with youth enrollees, their families, and community residents and surveys of participants. Prior to launching the programs, robust monitoring and evaluation systems will be put into place for data collection and to track any adjustments to the model's implementation. The evaluation will assess both process (implementation) and results (outcomes), in order to enable revisions of those systems as the pilot projects are implemented. The data derived from these studies would in turn be used to assess the feasibility of a full scale program implementation and to design an impact evaluation design that appropriately responds to the constraints and needs of the program setting.

Learning & Dissemination: The stakeholders (students, graduates, staff, public and private sector, IDB, YBI, experts, etc) will be convened to exchange experiences, learning, and to consider corrections to program implementation. These exchanges will be disseminated to a wider audience through webcasts, blogs, online publications, videos, social media, etc.

Strategic Planning focused on Growth and Scale Up: This project will consider ways to bring the evaluated pilot programs to scale, including through eventual IDB loans. Case studies of youth programs that have been effectively brought to scale will be shared with each implementing partner, as a way to inform the process of formulating plans for scale in each country location.

Impact Evaluation Design: Additionally, the project will include a feasibility study for YouthBuild program scale-up and a research design proposal for a randomized control trial that could measure the difference YouthBuild makes for the young people it serves by contrasting the experiences of participants who did not have access to the program with those in the treatment group. Funding for program scale up and for the implementation of the RCT will be sought through IDB loan operations, a separate TC, and/or other donors.

Component 3: Coordination and Management: This component will finance a program coordinator, responsible for the coordination of the implementation of this project and for reporting to the IDB. This component will also finance an audit, required by the IDB.

IV. Budget

| Activity/Component | Description | IDB Funding | Counterpart | Total Funding |
|---|--|------------------|------------------|------------------|
| Component 1: Pilot Model Design & Implementation | | | | |
| Assessment | 3 countries (2-weeks) | \$60,000 | | \$60,000 |
| Pilot Model: Bahamas | 2 cohorts | \$220,000 | | \$220,000 |
| Pilot Model: El Salvador | 2 cohorts | \$120,000 | TBD: MIF, others | \$120,000 |
| Pilot Model: Panama | 2 cohorts | \$220,000 | | \$220,000 |
| Training & Technical Assistance | 2 trips (10 days) by 2 people x 3 ctries | \$130,000 | | \$130,000 |
| <i>Total Component 1</i> | | <i>\$750,000</i> | | <i>\$750,000</i> |
| Component 2: Learning Agenda & Evaluation | | | | |
| Formative & Process Evaluations | 3 countries | \$50,000 | | \$50,000 |
| Learning & Dissemination | Events, publications | \$40,000 | | \$40,000 |
| Strategic Planning: Scale-Up | 2 events | \$20,000 | | \$20,000 |
| RCT Evaluation Design | Design for 3 locations | \$60,000 | | \$60,000 |
| <i>Total Component 2</i> | | <i>\$170,000</i> | | <i>\$170,000</i> |

| Component 3: Coordination & Management | | | | |
|---|--|------------------|----------------|------------------|
| YBI Project Coordinator | | \$40,000 | TBD: YBI funds | \$40,000 |
| Audit | | \$25,000 | | \$25,000 |
| <i>Total Component 3</i> | | <i>\$65,000</i> | | <i>\$65,000</i> |
| PROJECT TOTAL | | \$985,000 | | \$985,000 |

V. Executing agency and execution structure

YouthBuild International will be the executing agency of the proposed project. YouthBuild International offers a well-established, tested, evidence-based model that is uniquely suited for this pilot initiative, and YBI also has robust experience with evaluations and data analysis (including through a major RCT study of 4,600 YouthBuild participants in 77 US sites over five years, led by MDRC and Mathematica).

Founded in East Harlem, New York, YouthBuild has operated for over 35 years in the United States, now serving 10,000 young people each year at 272 program sites, in 45 States, in urban, rural and tribal locations. The USG, through seven federal departments, has invested \$790m in the program’s expansion, and the private sector has invested \$125 million, since 1994. YouthBuild has also expanded internationally, to 14 countries since 2000 -- including South Africa, Mexico, Israel, Bosnia, Iraq, Brazil and Haiti – using local adaptations of the model. YouthBuild has scaled-up its model to a long-term expansion, through funding from national and global corporations and national governments in seven countries (Mexico, El Salvador, Haiti, South Africa, Israel, Bosnia, Serbia, and Canada (beginning in 2014). YouthBuild has over twenty years of experience managing funding from a range of government, corporate, foundation, and development bank partners. On average YouthBuild manages \$10 to \$15 million USD annually, sub-contracting approximately fifty implementing agencies, and retains all responsibility for project monitoring and evaluation, funds administration, follow up implementation, and reporting to donor agencies. This model has been used effectively outside of the US, where YBI has managed over \$15 million in pass-through grants to its local implementing partners.

The IDB and YouthBuild: The IDB, through the Multi-Lateral Investment Fund has supported adapted YouthBuild program work in El Salvador, Nicaragua, Honduras, and Guatemala, through the *Entra-21* program, which is a partnership between YouthBuild International (YBI) and Catholic Relief Services (CRS).⁷ The IDB also supported YouthBuild in post-earthquake Haiti (“Haiti Youth Reconstruction Academy Program”), in partnership with the MasterCard Foundation and Clinton Bush Haiti Fund.

VI. Project Risks and issues

The identified risks for the project are: lack of quality and committed local implementing partners, varying levels of political will and engagement by government (local and national), possible insufficient coordination with similar initiatives, possible statistical gaps at the national and local level, possible reticence by the private sector about working with at-risk youth and/or certain government entities. Most of these risks will be mitigated in large part in the scoping and assessment stage. The teams will conduct a thorough analysis in order to select partners and locations with sufficient capacity, political will, data, and coordination ability. Additionally, the IDB and YBI teams supporting the pilot models will engage regularly with all stakeholders to address any doubts, duplication, gaps, etc, as early as possible. The learning agenda activities will serve as a positive feedback loop for implementation effectiveness, as well as for building political will among government and private sector actors.

⁷ The MIF is currently reviewing a proposal for scaling up the YouthBuild model in El Salvador and is coordinating with ICS to ensure complementarity.

VII. Environmental and Social Classification

No negative environmental or social impacts are expected. According to the document “Environment and Safeguards Compliance Guidelines” (PO-703), this TC is classified as category “C”: Please see [IDBDOCS-#38576976](#)