

# **National Crime Prevention and Community Safety Strategy (NCPCSS)**

Crime Prevention and Community Safety Unit  
Ministry of National Security  
Government of Jamaica

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## LIST OF ACRONYMS

<b>CIDA</b>	Canadian International Development Agency
<b>CSJP</b>	Citizen Security and Justice Programme
<b>CBO</b>	Community Based Organization
<b>CDC</b>	Community Development Committee
<b>CBP</b>	Community Based Policing
<b>CDF</b>	Constituency Development Fund
<b>COMET</b>	Community Empowerment and Transformation Project
<b>CJT</b>	Community Justice Tribunals
<b>CRP</b>	Community Renewal Programme
<b>CSI</b>	Community Security Initiative
<b>CSSP</b>	Community Safety and Security Programme
<b>CMS</b>	Court Management System
<b>CPTED</b>	Crime Prevention through Environmental Design
<b>CPSD</b>	Crime Prevention through Social Development
<b>CPCSU</b>	Crime Prevention & Community Safety Unit
<b>DFID</b>	Department for International Development
<b>DRF</b>	Dispute Resolution Foundation
<b>EDs</b>	Enumeration Districts
<b>GRS</b>	Gang Reduction Strategy
<b>GoJ</b>	Government of Jamaica
<b>HEART/NTA</b>	Human Employment and Resource Trust/National Training Agency
<b>ICBSP</b>	Inner City Basic Services for the Poor Project
<b>IDB</b>	Inter American Development Bank
<b>IDPs</b>	International Development Partners
<b>JCF</b>	Jamaica Constabulary Force
<b>JCFCSB</b>	Jamaica Constabulary Force Community Safety Branch
<b>JSR</b>	Jamaican Justice System Reform Project
<b>JLP</b>	Jamaica Labour Party
<b>JNCVS</b>	Jamaica National Crime Victimization Survey
<b>JSIF</b>	Jamaica Social Investment Fund
<b>JVPPSD</b>	Jamaica Violence Prevention Peace and Sustainable Development Programme
<b>KRC</b>	Kingston Restoration Company
<b>MoE</b>	Ministry of Education
<b>MoH</b>	Ministry of Health
<b>MoJ</b>	Ministry of Justice
<b>MLG</b>	Ministry of Local Government
<b>MLSS</b>	Ministry of Labour & Social Security
<b>MNS</b>	Ministry of National Security
<b>NCPCSS</b>	National Crime Prevention and Community Safety Strategy
<b>NSP</b>	National Security Policy
<b>NSS</b>	National Security Strategy
<b>NTP</b>	National Transformation Programme

<b>NGO</b>	Non-Governmental Organization
<b>OPM</b>	Office of the Prime Minister
<b>PDC</b>	Parish Development Committee
<b>PMI</b>	Peace Management Initiative
<b>PCJ</b>	Peace and Justice Centre
<b>PNP</b>	People's National Party
<b>PPP</b>	Peace and Prosperity Project
<b>PIOJ</b>	Planning Institute of Jamaica
<b>PRPII</b>	Poverty Reduction Programme II
<b>SDC</b>	Social Development Commission
<b>STATIN</b>	Statistical Institute of Jamaica
<b>UNODC</b>	United Nations Office of Drugs and Crime
<b>UNDP</b>	United Nations Development Programme
<b>USAID</b>	United States Agency for International Development
<b>UWI</b>	University of the West Indies
<b>UDC</b>	Urban Development Corporation
<b>VPA</b>	Violence Prevention Alliance

## **FOREWORD**

The National Crime Prevention and Community Safety Strategy (NCPCCS) is intended to serve as a framework for securing support and approval and to instigate detailed planning in the area of crime prevention and community safety by the Government of Jamaica. This NCPCCS complements the GoJ's Community Renewal Program (CRP), which is currently under development.

Through the development of the NCPCCS, the Government of Jamaica has embarked on a 10-year process of reducing crime and violence, and with the right support and inputs could be poised to become an example to other countries in the region. By explaining our aspirations, we encourage and motivate others to become involved in making Jamaica a place where violence is considered an aberration, where children, young people, adults and communities no longer face the challenges that violence and crime present in 2010.

The development of the NCPCCS, which began in December 2008, was developed with broad-based report. The MNS, in its role as the principal security agency in Jamaica, led and facilitated this collaborative process together with GoJ MDAs, incorporating the support from private sector groups, and civil society. The Crime Prevention and Community Safety Branch of MNS, established at the end of 2009, coordinated this effort, fostering an increasingly and joined up, harmonized approach among GoJ MDAs.

The NCPCCS represents an integration of over 50 consultations from public and private sector bodies, civil society, NGOs, IDPs, and residents from the parishes of Kingston & St. Andrew, St. Catherine, Clarendon and St. James. The development process of the NCPCCS was supported by a Resource Team created specifically for the development of the strategy, and which included the Ministry of Education, the Ministry of Justice, the Planning Institute of Jamaica, the Jamaica Social Investment Fund, the Social Development Commission, and the JCF Community Safety Branch.

As part of coordinating the development of this strategy, the MNS also initiated and partnered with several entities geared at ensuring the safety and security of the Jamaican citizenry, including all initiatives under the MNS that have a security and safety focus, from international development partner-funded social intervention programmes to socially-centred programmes operated by the Jamaica Constabulary Force (JCF). These initiatives include the Community Empowerment and Transformation (COMET), Community Security Initiative (CSI), Citizen Security and Justice Programme (CSJP), JSIF's Inner-Cities Basic Services for the Poor (ICBSP) Project, the Peace Management Initiative (PMI), the Jamaica Violence Prevention, Peace and Sustainable Development Programme (JVPPSD), and the Jamaica Constabulary Force: Community Policing, Neighbourhood Watch and Police Youth Clubs. To support these efforts, external partnerships have been established to include: A Memorandum of Understanding to be signed between the Ministry of Education (MOE) and the MNS regarding safety in schools and the Ministry of Justice's (MOJ), temporary justice system Review Task Force.

Given that the NCPCCS is a long-term safety plan, it is not practical to identify the total cost for implementation, or all the performance measures, over the next 10 years. However, a three and a half year Action Plan has been developed which includes six months of immediate actions designed to lay the foundations for full implementation over the next three financial years (April 2011-March 2014). This Action Plan includes the priority programmes and projects for implementation, along with anticipated project costs for the first eighteen (18) months. The Action Plan should be re-evaluated annually throughout the course of implementation, as joint

efforts increase and as more policy makers, service providers, private sector and civil society members join up and add their contributions.

A sustainable reduction in violence requires transcending piecemeal approaches, the commitment of a range of agencies and the people of Jamaica to prevent the loss of life and permanent physical and psychological damage that violence wreaks in our country.

We expect the people in Jamaica will look back in 10 years and reflect on how much things have changed, how many people have benefited from the effort that everyone will put in today, and every day, for the next decade. The challenge of reducing violence may seem daunting, but we as a country have faced more difficult challenges.

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## EXECUTIVE SUMMARY

The GoJ's **National Crime Prevention and Community Safety Strategy (NCP.CSS)** charts a new course of action for the next decade. It will be implemented across all parishes with particular focus on parishes exhibiting the highest vulnerabilities to crime and violence.

**“Community safety and crime prevention”** is defined as “preventing, reducing or containing the social, environmental and intimidatory factors which affect people's right to live without fear of violence and crime and which impact upon their quality of life, and includes preventive measures that contribute to violence and crime reduction and tackle anti-social behaviour.”

The **strategic objectives of the NCP.CSS** are:

- (i) Sustained reductions in fear of crime, crime and violence and related risk factors;
- (ii) Increased crime and violence prevention, reduction and control capacity of the State and its institutions
- (iii) Enhanced collective efficacy of residents of priority communities, and increased participation in the co-production of community safety; and
- (iv) Re-orientation of residents away from anti-social behaviour and attitudes.

The NCP.CSS promotes a new way of responding to community safety and crime prevention needs. The distinguishing elements to this refreshed approach are:

- Recognizing that governments, communities, and partnerships at all levels need to be actively engaged, and the crucial importance of political leadership
- Taking a health promotion and problem solving approach to the problems of crime, insecurity and violence and developing programs that tackle root causes and vulnerable groups
- Adapting strategies to local needs on the basis of good analysis and targeted plans and regular evaluation
- A growing emphasis on good governance, reducing social exclusion, and increasing citizens participation

The inter-departmental NCP.CSS establishes a foundation on which all GoJ programmes, projects, policies and interventions in community safety and all actions which contribute to crime and violence reduction can be created, developed and sustained. The NCP.CSS emphasizes crime and violence as a broader issue not confined within the parameters of national security, and which requires a strategic and coordinated response that extends beyond traditional law enforcement methods, and is committed to mobilizing a wide range of government, civil society and community partnerships in responding to these challenges.

The NCP.CSS outlines an evidence-based and flexible approach to tackling the spectrum of crime and violence and increasing community safety through **four (4) pillars**:

- (i) Crime prevention through social development,**
- (ii) Situational prevention;**
- (iii) Effective policing and justice processes; and**
- (iv) Reducing reoffending**

Each of these pillars are essential to any national strategy seeking to address crime prevention and community safety.<sup>1</sup>

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<sup>1</sup> International Report on Crime Prevention and Community Safety: Trends and Perspectives, 2010, ICPC Canada.

Furthermore, all interventions will be centered on **three (3) cross-cutting themes**:

- (i) **targeting individual, family, peer, and community risk factors**<sup>2</sup>
- (ii) **Governance**
- (iii) **knowledge-based policymaking**

In addition to the four pillars that have been selected as the basis for the strategy, **a set of seven (7) priority areas has also been identified for the first three years of the strategy**:

- (1) **Increasing timely and reliable information on crime and violence** (the development of a National Violence Observatory; the development of a basic set of common indicators; and the development of a standardized and streamlined Community Safety Profile)
- (2) Tackling **serious crime**<sup>3</sup>
- (3) Preventing **youth and gang violence, and reoffending among 15-29 year-olds**
- (4) Addressing the **supply, possession and use of guns**
- (5) **Increasing capacity to address community crime and violence** prevention among government agencies and non government organizations
- (6) Promoting community **collective efficacy**
- (7) Increasing **access to justice**.

A **National Office for Crime Prevention and Community Safety** will serve as the central co-ordinating body for community safety in Jamaica, and will be housed within the Crime Prevention and Community Safety Branch. The National Office will be the first point of contact in the GoJ's response to acute and chronic community safety situations in priority communities, as well as serve as a central implementation hub for community safety projects of national significance.

The NCPCCS employs a **two-tiered approach**, with interventions taking place at both the national level and at the community levels.

**(1) National-level initiatives** would include:

- (i) The establishment of a national violence observatory and the periodic administration of a victimization survey
- (ii) Legislation to reduce the availability and use of firearms
- (iii) Carrying out multi-levelled national social marketing/communications campaigns on crime and violence prevention and community safety
- (iv) Establishing ordinances to reduce availability of alcohol
- (v) Police reform and
- (vi) Regulating standards of practice and the accountability of private security forces.

**(2) Customized actions in priority communities**, i.e. a finite menu of knowledge-based approaches addressing key risk factors and target populations.

The NCPCCS is supported by a **three and a half year (October 2010 – March 2014) Action Plan**, which provides the GoJ with concrete steps and actions it can take in the area of crime prevention and community safety. The Action Plan, which includes both institutional and programmatic activities, is divided into two phases: Short Term (October 2010 – March 2011) initial preparatory actions to lay the foundations for the implementation of the

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<sup>2</sup> Risk factors refer to characteristics that increase the likelihood of an individual committing a crime. Such risk factors can apply to individuals and groups, as well as social environments such as schools and communities.

<sup>3</sup>Jamaica Constabulary Force (JCF) classification of serious crimes includes homicide, shooting, murder, rape, robbery, larceny, and carnal abuse.

strategy that can be undertaken with existing GoJ resources; and Medium Term (April 2011 – March 2014) activities covering three years of full implementation. Actions are grouped under the seven (7) priority areas of the NCPCSS. Many of the activities will be island-wide, although there will be a specific focus on the most volatile and vulnerable communities.

## I. Background

### A. Crime and Violence in Jamaica

1. **The patterns and high incidence of crime and violence in Jamaica over recent years have sparked profound concern at the local, national and international levels.** It is widely believed that the security situation is deteriorating and that decisive action is required to turn the situation around quickly and fundamentally. Addressing crime and violence – in particular its underlying causes - is an issue of highest priority and is widely regarded as the most pressing problem facing the country (Ministry of National Security, *National Security Strategy*, Government of Jamaica).

2. **Violent crimes have become one of the most pressing concerns to its citizens, affecting all spheres of society and becoming one of the major barriers to the development of the country.** While homicide rates have declined from a peak rate of 62 per 100,000 inhabitants in 2005 to 59.7 per 100,000 in 2008, Jamaican homicide rates and other violent crime rates remain among the highest rates in the region.<sup>4</sup> Among Caribbean nations, Jamaica ranks first in homicide rates, and has historically sustained high homicide rates for over 20 years, particularly evident since the mid 1970's, when rates began to double and even triple. As Professor Anthony Harriott noted in his Professorial Inaugural Lecture in 2008, "Few developing countries experience violence, with such intensity, as daily occurrences of social and ordinary criminal violence. And very few countries have had such high rates for such a long duration."<sup>5</sup> The severity of the problem is reflected in the extensive range of studies, reports, and plans prepared over the last few decades with a primary focus on understanding and responding to crime and violence in Jamaica.<sup>6</sup>

3. **Only the tiniest fraction of the Jamaican population can claim to be completely untouched by crime and violence. National polls indicate that the crime problem is the public's number one concern.**<sup>7</sup> Fear and anxiety affect all sections of Jamaican society to significant and in some cases debilitating degrees. The 2008 Jamaican National Crime Victimization Survey indicates a high percentage of citizens feel unsafe or very unsafe outside of their own homes and outside their communities, with 16 percent feeling unsafe or very unsafe

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<sup>4</sup>Similarly, while shooting rates also declined from 61/100,000 inhabitants to 56.5/100,000 from 2005 to 2008 period, they continue to remain unacceptably high. The severity of the problem also is reflected in a plethora of studies, reports, and plans prepared over the last few decades with a primary focus on understanding crime and violence in Jamaica.

<sup>5</sup>Harriott, A. D., (2008). *Bending the Trend Line: The Challenge of Controlling Violence in Jamaica and the High Violence Societies of the Caribbean* (p. 21). Professorial Inaugural Lecture, University of the West Indies, Mona, Jamaica.

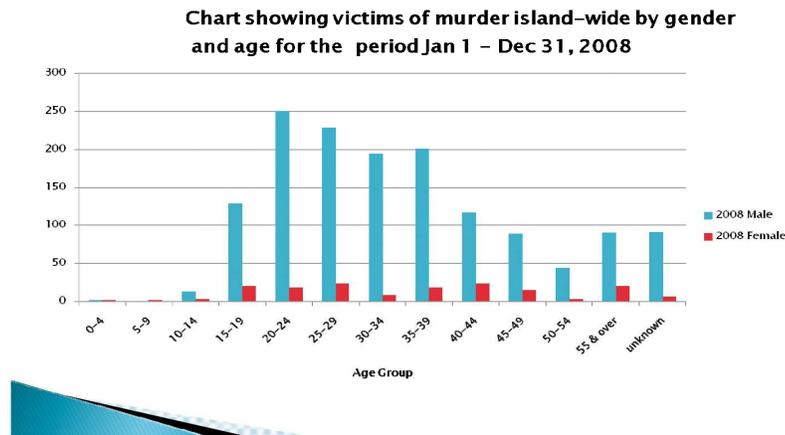
<sup>6</sup>Examples of these reports include in chronological order: Report of the National Task Force on Crime, 1993; Project Memorandum Jamaica Constabulary Reform Modernisation Project, DFID, 1997; Report of the National Committee on Political Tribalism, 1997; Urban Poverty and Violence in Jamaica, World Bank, 1997; Social Conflict and Reform Project (SCLR) Jamaica - Detailed Project Design Report, 2000; Police Executive Research Forum (PERF) Violent Crime and Murder Reduction in Kingston, 2001; Jamaica Citizen Security and Justice Programme Project Report, IDB, 2001; Documentation of Interpersonal Violence Prevention Programmes for Children in Jamaica, UNICEF/Caribbean Child Development Center, 2005; Crime, Violence, and Development Trends, Costs, and Policy Options in the Caribbean, UNODC/World Bank, 2007; Jamaica's National Plan of Action for an Integrated Response to Children and Violence (PIOJ), 2007; Bending the Trend Line, University of the West Indies, 2008; Assessment of Community Security and Transformation Programmes In Jamaica, UNDP, 2009.

<sup>7</sup>MacMillan, T.N. et. al. 2006 *Roadmap to a Safe and Secure Jamaica*, Report of the Special Task Force on Crime.

even while in their homes at night and 25 percent while walking in their own communities at night. A high percentage of respondents to the survey indicate feeling unsafe conducting various day to day activities such as using public transport, going to school or work, shopping, or attending entertainment events after dark.<sup>8</sup>

4. **Those directly involved and affected by violent crime – perpetrators and victims alike – are typically young, unskilled, unemployed, and undereducated males ages 15-29.**<sup>9</sup> In, Jamaica, as in other countries, violence also is divided along age and gender lines.<sup>10</sup> Young males, in particular, are most likely to be both the perpetrators and victims of violent crimes. Figure 1 shows the number of murders by gender and age in Jamaica for 2008. As can be seen, homicide rates markedly increase between the ages of 15-19 for both males and females. Males age 20-24 have the highest victimization rates, followed by young adult males up to age 29. These data are supported by hospital injury and victimization data. According to the most recent statistics, males account for 80% of all hospital admissions for violence-related injuries, and over two-thirds are under the age of 30.<sup>11</sup>

**Figure 1: Number of murders, by gender and age, 2008**



Source: Jamaica Constabulary Force (2008)

5. As of mid-2008 there are over 800,000 young people between the ages of 10 and 24 and of these, 200,000 young people are unattached. About 27% of the population is between 15 and 29 years of age and young people disproportionately experience unemployment: 31% compared to 11% overall. In 2008, women comprised approximately 10.2 percent of murder victims, and children comprised 5.8 percent.<sup>12</sup> Women remain the primary victims of rape and domestic violence, and secondary victims of violence directly affecting young males. There is also reason for concern about the number of children that are being murdered: from 2006-2008 the number increased by 46%.<sup>13</sup>

<sup>8</sup> Wortley, S. et. al. 2006. *The Jamaican National Crime Victimization Survey*, Center of Criminology, University of Toronto.

<sup>9</sup> Harriott, A. 2008 *Bending the Trend Line: The Challenge of Controlling Violence in Jamaica and the High Violence Societies of the Caribbean*

<sup>10</sup> Although young men are more likely to cause violence and be victims of violence, young women are more likely to be victims of sexual violence, frequently underreported.

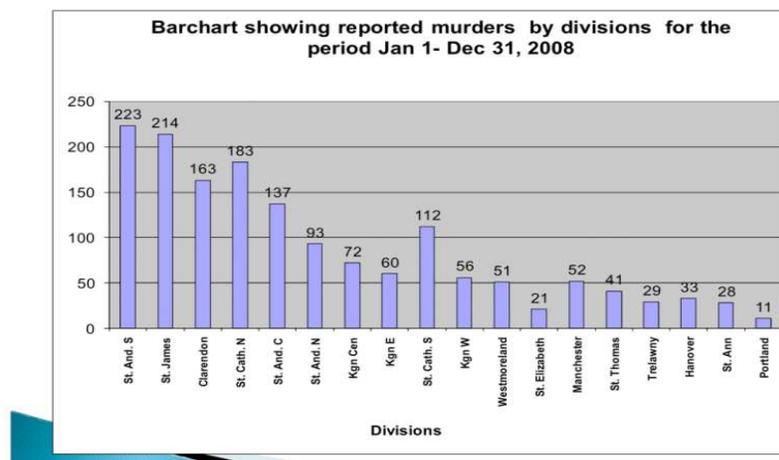
<sup>11</sup> Jamaica Injury Surveillance System: Injury Report, 2005.

<sup>12</sup> Economic and Social Survey of Jamaica, 2008

<sup>13</sup> Jamaica Citizen Security and Justice Programme II (JA-L1009), Proposal for Operation Development. Inter-American Development Bank, 2009

6. **Violent crime in Jamaica is highly concentrated in specific parishes and underserved urban areas, and is higher in areas where trust in the police and the broader state is lower.** As can be seen in Figure 2, five urban police divisions (St. Andrew South, St. James, Clarendon, St. Catherine, and Kingston) accounted for the majority of reported murders in 2008. These neighbourhoods and communities have higher rates of poverty, unemployment, lower educational attainment, low social capital, poor housing stock, and low levels of investment in public spaces. Inequality and relative poverty provide a fertile ground for crime; and in turn, high levels of crime and violence interfere with human, social and economic development. The security situation, ineffective security governance and social development arrangements undermine Jamaica’s ability to establish and maintain a viable economy that can sustain acceptable levels of well-being for the majority of its citizens.<sup>14</sup>

**Figure 2: Number of murders by police divisions, 2008**



Source: Jamaica Constabulary Force (2008)

7. **Current trends in violent crime reflect deep-rooted social and institutional response problems.** General public distrust of the police, incidence of police corruption and abuse of citizen rights have created an uneasy distance between the police and citizens. This hinders investigative efforts as many persons are afraid or unwilling to come forward as witnesses and a majority of serious crimes remain unsolved or unreported. This lack of confidence, trust and lack of legitimacy of the police force has important implications for their effectiveness, contributing to a sense of impunity from prosecution and exposing those most vulnerable to further victimization.

8. **The traditional style of para-military policing used in Jamaica for many years is not suitable to deliver modern policing and community safety services.**<sup>15</sup> According to a recent government review of policing in Jamaica, ‘*The Report of the JCF Strategic Review Panel*’, the security situation and the relative threat against the police have led to methods of policing that are “militaristic” and ineffective, and the police have been “slow to adopt a culture

<sup>14</sup> MacMillan, [T.N. et. al.](#) 2006 Roadmap to a Safe and Secure Jamaica, Report of the Special Task Force on Crime Ministry of National Security, A New Era in Policing in Jamaica: Transforming the JCF, Government of Jamaica

<sup>15</sup> Jamaica Constabulary Force, Manual for Community Policing Services delivery. January, 2008, Community Safety and Security Branch, Jamaica Constabulary Force

of public service, community-based policing and respect for human rights.”<sup>16</sup> Jamaica also suffers from significant levels of state violence, and the GoJ, international organizations, and international and national human rights groups have documented a pattern of unlawful police killings coupled with impunity.

#### **Box 1: May 2010 Events in Tivoli Gardens and Neighbouring Communities**

The events in Tivoli Gardens and neighbouring communities in May 2010 have brought to a head the immediacy and urgency of a comprehensive security and development response by the State to address the long-standing security challenges. The incidents have been traumatic for residents in the local areas of Western Kingston, and for the entire Jamaica and, highlight the need, and provide the opportunity, for a deep, broad and sustained post-conflict response by the State. The May events hardened effects of an unbalanced engagement of residents of the area by the State, civil society and the private sector over a sustained period in all spheres of development. These communities manifest the symptoms associated with high levels of dysfunction and brokenness: degraded physical infrastructure including poor housing stock; poverty and generational unemployment; social exclusion and geographic discrimination; the presence of criminal facilitators such as guns and drugs; and, dysfunctional social relations and conflict. As a consequence, crime, violence, anti-social and anti-State behaviour have been normalized in these areas and have influenced the consolidation of a culture and institutions that are oppositional towards the State.

Ministry of National Security, *Concept note: Re-engagement and Development: The post-conflict response of the state*, May 2010

**9. For the first time in 2008, Jamaicans listed corruption as their second most serious concern, after crime and violence.** Indeed, among 22 countries in the region participating in the *Americas Barometer* surveys, Jamaicans expressed the lowest level of confidence in government officials.<sup>17</sup> Since first participating in the Transparency International surveys in 2002, Jamaica has received a “highly corrupt” designation each year. According to the *2008 USAID Corruption Assessment* and *Americas Barometer*, corruption originates in the public sector, where bureaucratic and inefficient systems provide an ideal environment for corruption. Additionally, citizens broadly accept that bribes are necessary for the timely delivery of services.<sup>18</sup>

**10. Organized crime covers a great many acts of varying intensity and severity. The impacts of organized crime on the safety of communities (residents) is significant, and of increasing concern for actors on the ground.** It can attract vulnerable youth, affect fragile populations, and result in the influx of drugs or weapons into neighbourhoods. More generally, organized crime can lead to the corruption of local institutions and the confidence of the population in those institutions. Organized crime can become a form of parallel governance structure or alternative protector. Factors such as corruption, ineffective policing, a poor court system, lack of lawyers, and a slow bureaucratic process for commercial requisitions have been correlated with the extent of organized crime in a society<sup>19</sup>. (Milhaupt and West 2000; Buscaglia and van Dijk 2003) and in Jamaica. Such criminal groups fit in where state agents are absent or lacking, and where an efficient and effective apparatus for ordering interpersonal relationships

<sup>16</sup> Ministry of National Security, *A New Era of Policing in Jamaica: Transforming the JCF: the Report of the JCF Strategic Review Panel*, 2008, at 24-25.

<sup>17</sup> *AmericasBarometer*, at p. xxvi

<sup>18</sup> *AmericasBarometer*, at p. 43

<sup>19</sup> E. Buscaglia and Jan van Dijk. 2003. “Controlling Corruption and Organized Crime,” *Forum on Crime and Society*. Vienna: United Nations; Milhaupt, Curtis J., and Mark D. West. 2000. “The Dark Side of Private Ordering: An Institutional and Empirical Analysis of Organized Crime,” *University of Chicago Law Review* 41-67.

and conflicts/disputes exist. A strengthened state, with responsive systems, justice and policing, as well as responsive social services can diminish the influence and supplant such groups.

**11. Difficulties in achieving and sustaining good governance at the community level, and articulating local needs with national institutional responses have hampered national and community crime and violence prevention efforts.** These difficulties include: sharing of information though critical never materializing in many instances; territorial conflict/power struggles, lack of transparency in some of the organizations; difficulty in developing appropriate working relationships based on agreed vision and strategies; strong public sectarian divides within the structure of public institutions which create significant obstacles for the creation of partnerships and subsequent delays in the implementation of community projects. Two sets of problems have been identified that stand in the way of establishing truly good governance and sustained crime and violence efforts, these include: (i) the devolution of power from the top and (ii) genuine involvement of the disenfranchised and excluded from the bottom on the other.<sup>20</sup> Strengthening local governance particularly in urban, socially marginalized communities and articulating them with higher levels of government, to ensure responsiveness and delivery (at regional/parish, and national levels) remain a critical challenge.

**12. High levels of crime and violence are fuelled by an apparent tolerance of crime and criminals within the wider society, cultural norms that support violence, and a lack of delivery of essential services and targeted interventions to address underlying crime and violence risk factors.** These include lack of parenting, family disruption; social and other life-skills; exposure to domestic and community violence; low academic achievement and school performance; easy access to drugs and drug consumption; few recreational, job skills and other positive development opportunities; neighbourhood isolation and marginalization; violence in the media and the neighbourhood; and lack of neighbourhood cohesion. A weakened governance structure further undermines the rule of law and the potential for human development. While the crime and violence problem affects all segments of Jamaican society, the most vulnerable groups are youth, women, children and residents in underserved urban communities.<sup>21</sup>

**13. Violent victimization data from the Jamaica National Crime Victimization Surveys conducted in 2006 and 2009 both confirm the overall increase in violent crime between 2006 and 2009 and the fact that many incidents are not reported to the JCF.** This suggests that the increase during this time period (for example, comparing 2004 with 2008 based on JCF data) was not due to an increase in reporting (i.e., victimization patterns are similar to official data). Data from the 2006 and 2009 JNCVS also shows that there is an overall rise from 8.6% total victimization in 2006 to 10.0% in 2009. Again, this pattern is consistent with official data. However, calculating numbers of victims based on percentages reported and using overall adult (over age 15) population figures, violent victimization rates overall are much higher than reported crimes. For example, consider only robbery at gunpoint (which is more likely to be reported than robbery without a gun) for 2009, with 1% of the survey respondents reporting experiencing this type of victimization. Based on an approximate population of 2,000,000 individuals age 15 or older (using demographic data for Jamaica in 2009), 1% reported robbery

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<sup>20</sup>Citizen Security and Justice Programme (CJSP), Thematic Notes on Institutional Framework on CJSP Governance and Sustainable Development, Unicef Delapenha, Community Action Officer, Kingston, Jamaica, July 27, 2009.

<sup>21</sup>Wortley, Scot et. al. (2006) *The Jamaican National Crime Victimization Survey*. Centre of Criminology, University of Toronto

at gunpoint would translate into 20,000 robberies, whereas official 2008 JCF data indicate that only 2,647 robberies were reported.<sup>22</sup>

14. **As violent crime literally claims or dominates the lives of so many youth and communities, the country on the whole is robbed of much of its human and economic potential.** The instability of the social environment, the high incidence of violent crime, and the risk of extortion also strongly affect local businesses and deter potential foreign investors. The high security costs drive up the buying price of export goods, making Jamaican-made products significantly less competitive on the global market. This greatly affects Jamaica's potential for economic development and as such affects the entire population. Based on a 2004 estimate, the cost of violent crime is 4 percent of Jamaica's GDP.<sup>23</sup> Further work by the United Nations Office of Drugs and Crime (UNODC) indicates that Jamaica would achieve significantly higher rates of GDP growth if the homicide rate could be reduced "to the level of Costa Rica".<sup>24</sup>

15. **Within the health sector, needed resources to attend to victims of violent crime are being diverted from primary care, as well as from the treatment of prevalent diseases.** According to a recent Violence Prevention Alliance study, in 2006, the direct medical cost of treating injuries due to interpersonal violence accounted for about 12% of Jamaica's total health budget. Productivity losses due to violence-related injuries accounted for approximately 4% of Jamaica's GDP.<sup>25</sup> According to the Division of Health Promotion and Protection, in 2001 violent crime absorbed 11 percent of the budget at Kingston Public Hospital.<sup>26</sup>

## **B. The Policy Context for the NCPSS**

16. The NCPSS has been developed in support of overarching national development and security policies and to help provide a co-ordinating framework for the crime prevention and community safety aspects of a number of justice and police reform initiatives. The development of the NCPSS has also been informed by the findings and recommendations of an independent assessment of lessons learned from community security programmes commissioned by the GoJ in 2009.

### National Development and Security Policies

17. . The development of the NCPSS is a key action for the Ministry of National Security as set out in the Medium Term Socio Economic Framework 2009-2012 of the **Vision 2030**:

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<sup>22</sup> Nancy Guerra (in press), "Building an Ecology of Peace in Jamaica: Preventing Youth Crime and Violence, World Bank, Washington DC

<sup>23</sup> Francis, A. et. al. 2009 *Crime and Development: The Jamaican Experience*, Kingston: SALISES (UWI)

<sup>24</sup> UNODC/World Bank. 2007. *Crime, Violence, and Development: trends, costs, and policy options in the Caribbean 2007*. Report 37820. Washington D.C.: World Bank.

<sup>25</sup> Results of an Exercise to Calculate the Cost of Interpersonal Violence in Jamaica', Ward et al, West Indian Medical Journal, 2009.

<sup>26</sup> 16 MacMillan, T.N. et. al. 2006 *Roadmap to a Safe and Secure Jamaica*, Report of the Special Task Force on Crime.

**Jamaica National Development Plan (2009).**<sup>27</sup> Vision 2030 recognizes that in an environment characterized by high levels of crime and violence and inequitable dispensation of justice, citizens are alienated and less productive than they might be, and are more likely to engage in destructive behaviour. This fuels a vicious cycle that militates against achievement of positive social, economic and cultural outcomes. Vision 2030 seeks to reduce the involvement of young people in crime, instil a culture of law among all citizens, and restore public trust in the protective services. It calls for a holistic approach focusing on root cause eradication and greater participation of community members and the private sector in national reduction efforts. Under Goal Number 2 of the Plan, the *Jamaican Society is Secure, Cohesive and Just.*, national strategies and outcomes have been identified to provide the roadmap for achievement and success: (i) National Strategy 5.1: strengthen the capacity of communities to participate in creating a safe and secure society; to achieve Security and Safety outcome; and (ii) National Strategy 6.1: strengthen the process of citizen participation in governance; to achieve effective governance outcome. In addition, key strategies and actions under the National Outcomes for Years 1-3 (2009-2012) of the Vision 20/30 Jamaica National Development Plan were identified, which are also highly relevant to this Strategy, these include: (i) National Outcome #5: Greater Security and Safety; and (ii) National Outcome #6: Effective Governance.

18. **In 2005, the Government of Jamaica approved a National Security Strategy (NSS) for Jamaica entitled “Towards a Secure and Prosperous Nation.” In 2007, Parliament approved the NSS and adopted it as the National Security Policy for Jamaica (NSP).** The NSP integrates Jamaica’s major security policies, goals, responsibilities, and actions into a cohesive whole. Through the NSP, the Government adopted a holistic approach to security, recognizing the various non-military dimensions of security and the distinction between the security of the state and the security of the people. The NCPCSS provides a vehicle to help implement a number of goals of the NSP including: the reduction of violent crime, strengthening justice and the rule of law, effective delivery of social services and integration of democratic governance. The NSS underscores the importance of an effective and efficient community policing and justice system to prevent and investigate crime, prosecute and rehabilitate offenders, and uphold the rule of law, and enhance public perceptions and trust in justice and policing institutions.
  
19. The NCPCSS complements the forthcoming **Community Renewal Programme (CRP)** that is being developed by the Planning Institute of Jamaica in response to the May 2010 violence in West Kingston. The NCPCSS provides a targeted approach to addressing individual, family and community risk factors of crime and violence that is being integrated

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<sup>27</sup> The Vision 2030 Jamaica National Development Plan was published in 2009 and is a comprehensive plan for Jamaica to achieve developed country status by the year 2030.

into specific CRP actions to be taken forward by a wide range of MDAs. By encouraging the targeting of social interventions at youth-at-risk, and developing the governance structures necessary to ensure a co-ordinated response, the NCPCSS will therefore help to facilitate the implementation of the CRP by focusing on crime prevention and community safety as a fundamental component of urban renewal. The NCPCSS action plan and budget focus on those actions that the MNS, along with its agencies and programmes (CSJP, DCS, JCF and PMI) are responsible for implementing.

#### National Justice and Police Reform Initiatives

20. The NCPCSS is complementary to a number of justice and police reform initiatives that the GoJ is implementing. It provides a framework to help coordinate the implementation of the crime prevention and community safety aspects of these initiatives.

21. **A strategic review of the Jamaica Constabulary Force (JCF) was commissioned in 2007 by the Ministry of National Security (MNS).** The review panel, comprising domestic and international experts, created a new vision for security governance within Jamaica, and is currently being implemented as part of the JCF's Modernization and Reform Programme.

22. **The Jamaica Reducing Reoffending Action Plan (JRRAP),** developed in 2009, aims to provide rehabilitative support for offenders and ex-offenders. A collaboration between MNS and the Department of Correctional Services and civil society partners; under JRRAP, offenders and ex-offenders will continue to be assisted with accommodation, employment, education, and skills training, health and medical services, including substance abuse services. They will also benefit from behaviour modification programmes, literacy, parenting and life skills, and skills training, to increase employability.

23. **The Jamaican Justice System Reform Project (JJSR)** was established by the GoJ in 2007 to undertake a comprehensive review of the state of the justice system and to develop strategies and mechanisms to facilitate its modernisation so that it is better able to meet the current and future needs of Jamaicans. A modern justice system will be more efficient, accessible, accountable, fair and able to deliver timely results in a cost-effective manner.

24. **Government measures to improve the overall delivery of justice.** Examples of these measures include capacity building, legislative reviews, more use of alternative dispute resolutions and upgrading of infrastructure. The GoJ has also undertaken a number of law reforms to improve administration and access to justice, the fight against illicit drugs, arms and ammunition and terrorism. These include the enactment of new laws, proposals to introduce new legislation and the amendment of existing legislation. Among the legislation enacted were the Judicature (Civil Procedure Code) Law (Repeal) Act, The Judicature (Supreme) Court (Amendment) Act and the Judicature (Appellate Jurisdiction) Amendment Act.<sup>28</sup>

#### PIOJ Assessment of Community Security and Transformation Programmes

25. The design of the NCPCSS has been informed by the findings and recommendations of an **independent 'Assessment of Community Security and Transformation Programmes in Jamaica'** that was coordinated by the Planning Institute of Jamaica (PIOJ) in 2009 through a management committee with membership from the Ministry of National Security, Social

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<sup>28</sup> Jamaica Medium Term Socio-economic Policy Framework (2004 – 2007)

Development Commission and the United Nations Development Programme (UNDP). The Assessment had as a general objective “to determine most effective strategies for promoting community safety and security and identify which approach or combination of approaches indicate the likelihood of achieving intended outcomes and the future implications for future programme development, implementation and harmonization.”<sup>29</sup> Key recommendations to emerge from the assessment were: (i) strengthening of local governance; (ii) improving community-police relations in security efforts; (iii) need for more strategic targeting of interventions at at-risk male youth; (iv) greater GoJ harmonization and a more defined strategic focus; (v) development of community safety plans as part of the Community Development Plans as a common framework to guide local interventions; (vi) establishment of community Peace and Justice Centers; (vii) the development of a culture of monitoring and evaluation; (viii) development of multi-leveled and sectoral interventions; and (ix) establishment of greater coordination capabilities under the Crime Prevention and Community Safety Unit (CPCSU).

## **II. Charting a New course: the National Crime Prevention and Community Safety Strategy (NCPCSS)**

### **A. Overview**

**26. The National Crime Prevention and Community Safety Strategy charts a new course of action for the next decade. It will be implemented in all parishes but with a special focus on the parishes with the highest levels of violence<sup>30</sup>.** Crime prevention and community safety is relatively new as a public policy and academic subject in Jamaica. Until recently, it has largely been seen as an objective or programme requiring coordination, but rarely as a public policy in itself. The commitment through this strategy is to secure a safer Jamaica by developing community safety actions that will make more efficient use of finite resources, which will deliver real, tangible benefits for people and communities.

**27. Community safety and crime prevention is defined as “preventing, reducing or containing the social, environmental and intimidatory factors which affect people's right to live without fear of violence and crime and which impact upon their quality of life, and includes preventive measures that contribute to violence and crime reduction and tackle anti-social behaviour.”<sup>31</sup>** Community safety integrates justice, security and development interventions, and brings together a wide range of state and civil society actors to identify the causes of insecurity and develop a coordinated response to them at the community level, and an enabling environment at the national level. It emphasises participatory assessments, planning and accountability and incorporation of evidence based practices and principles, reducing crime and violence through targeted, improved coordinated service delivery at the local and national level, and strengthening democratic governance.

**28. The strategic objectives of the NCPCSS are:** (i) Sustained reductions in fear of crime, crime and violence and related risk factors; (ii) increased crime and violence prevention, reduction and control capacity of the State and its institutions; (iii) enhanced collective

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<sup>29</sup> Assessment of Community Security and Transformation Programme in Jamaica, page 13

<sup>30</sup> Proposed eligibility criteria for the communities within these parishes include: (i) severity and variance of crime and violence; (ii) population; (iii) socio-economic conditions; (iv) community assets and opportunity for collaboration, including other government agencies; and (v) community willingness to participate.

<sup>31</sup> This definition was developed through consultations with key stakeholders.

efficacy of residents of priority communities, and increased participation in the co-production of community safety; and (iv) re-orientation of residents away from anti-social behaviour and attitudes.

29. The NCPCCS promotes a new way of responding to community safety and crime prevention needs. The **distinguishing elements** to this refreshed approach are:

- Recognizing that **governments, communities, and partnerships** at all levels need to be actively engaged, and the crucial importance of political leadership
- Taking a **health promotion and problem solving approach** to the problems of crime, insecurity and violence and developing programs that **tackle root causes and vulnerable groups**
- Adapting strategies to **local needs** on the basis of good analysis and targeted plans and regular evaluation
- A growing emphasis **on good governance, reducing social exclusion, and increasing citizens participation**

#### **Box 2: Why have previous policies and initiatives not worked better?**

Many recommendations have been put forward over the last 17 years and many commendable programmes and interventions have been pursued. As the 2002 Report of the National Committee on Crime and Violence notes, while some success has been achieved at the conceptual and tactical levels, less has occurred at the grass-root and implementation level where the citizen sees, feels and reacts to issues. If one is to be candid in one's assessment of the situation, the many interventions have not carried through with anything approaching maximum effectiveness to citizens and the communities where they live. Finding the way must necessarily begin with answering the question: Why have previous policies and initiatives not worked better? There is a multiplicity of reasons including the following:

- Tendency to go for popular or politically expedient policies and programmes in preference to tough choices equal to the seriousness of the problems
- Reactive and prescriptive approach which fails to attack the problems at the root
- Mainstreaming of policies and programmes without the necessary infrastructure to take the initiatives downstream
- Communities not fully engaged
- Outputs not outcomes
- Failure to hold the gains
- What works neglected
- Too little investment in people
- Failure of policymakers and implementers to 'walk the talk'
- Chasing the 'useful many' instead of concentrating on the 'vital few' causes

Source: Report of the National Committee on CRIME AND VIOLENCE, June 11, 2002  
<http://www.jis.gov.jm/EXECUTIVE%20SUMMARY.pdf>

30. **The inter-departmental NCPCCS establishes a foundation on which all GoJ programmes, projects, policies and interventions in community safety and all actions which contribute to crime and violence reduction can be created, developed and sustained.** The strategy also provides a framework for accountability, against which the

attainment of nation and local level crime and violence reduction and prevention outcome targets can be monitored and measured.

31. **The NCPCSS emphasizes crime and violence as a broader issue not confined within the parameters of national security, and which requires a strategic and coordinated response that extends beyond traditional law enforcement methods, and is committed to mobilizing a wide range of government, civil society and community partnerships in responding to these challenges.** It acknowledges that a combination of different social interventions is required to have a cumulative effect on reducing criminal activities and violence, and that community policing, community justice and enhancing community governance are foundational elements to prevent crime and violence and achieve community safety.
32. **A transversal or multi-sector approach to crime prevention and community safety needs to be multidisciplinary and integrate information from a range of sources and disciplines, including social, health, education, urban and other sectors.** This diversity allows for a richer and more complete understanding of the causes of crime. However, multi-sector approaches can allow policy to become 'diluted' and to lack specific objectives, because they seem to link everything to the topic of crime. The NCPCSS proposes a focused Action Plan to address key risk factors, populations and priorities that have greatest impact on crime and violence and safety in communities, and promotes the adoption of strategies, policies, programmes that can yield crime and violence reduction results in the short, medium and long term.

## B. Conceptual Framework

33. The NCPCCS outlines an evidence-based and flexible approach to tackling the spectrum of crime and violence and increasing community safety through four key pillars:

- (i) **Crime Prevention through social development**
- (ii) **Situational prevention;**
- (iii) **Effective policing and justice processes; and**
- (iv) **Reducing reoffending**, all of which are considered to be essential to any national strategy seeking to address crime prevention and community safety.<sup>32</sup>

34. The four pillars of the strategy and the three cross-cutting themes are described in detail below:



**Pillar 1: Crime prevention through social development (CPSD):** Targeted multidisciplinary efforts that address the root causes of crime and violence will be pursued. Social conditions such as housing, family income, and education leave their deepest marks on children and youth. Improvements in these social conditions have been shown to open up new vistas for young people who might otherwise end up behind bars. The NCPCCS will include a variety of evidence-based CPSD programs that address key risk factors/causes of crime and violence, such as – but not limited to — early childhood development programs, effective parenting programs, programs to increase secondary school enrolment, school-based violence prevention programs, remedial/second chance programs, and job training programs that include life skills.

**Pillar 2: Situational crime prevention:** Refers to measures that reduce opportunities for particular crime and violence problems through spatial interventions, such as crime prevention through environmental design (CPTED) methodology and urban renewal. The premise of CPTED is that if the physical environment is planned, designed, and managed appropriately, certain types of crimes can be reduced and perceptions of safety increased. Common CPTED tactics include: minimizing the number of exits and entry points to a neighbourhood; installing adequate lighting in public spaces; facilitating natural surveillance by minimizing obstructive landscaping and structures (including zinc fences) ; and avoiding hidden areas where offenders may hide. CPTED can also be applied to city-wide planning, including the public transport system, parks, and recreational spaces. Additional situation crime prevention tactics could include: target hardening, target removal (e.g. providing women’s refuges), formal surveillance, and laws to curtail alcohol and gun sales.

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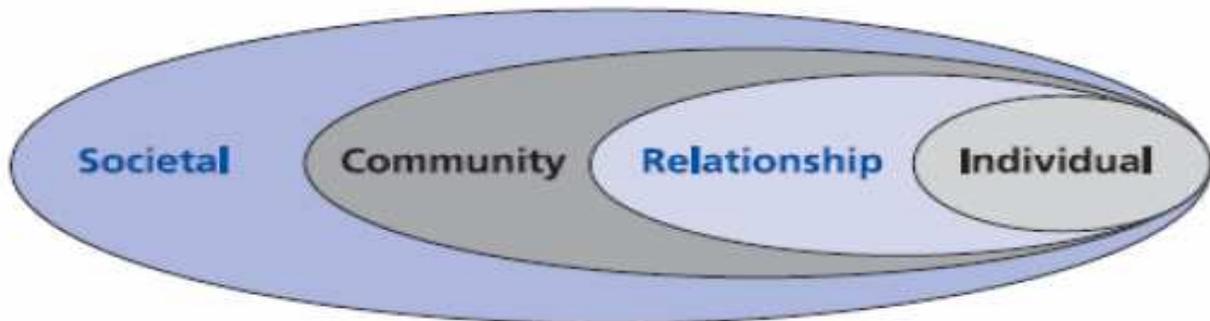
<sup>32</sup> ICPC, NCPCC Canada, Irvin Waller, UN, International Report on Crime Prevention and Community Safety: Trends and Perspectives, 2010, ICPC Canada.

**Pillar 3: Effective policing and justice processes:** Refers to measures that bring more crimes to justice with appropriate penalties to increase the risk of getting caught and deter potential offenders, as well as strengthen the work of the police, prosecution, courts, and corrections to investigate, detect, prosecute and convict through the Court Management System (CMS). Initiatives directed at reducing corruption, misuse of force are also key approaches to strengthen the rule of law and enhance police legitimacy with the communities and general public. Pursuing police reform by bridging the gap between institutions and citizens through mechanisms such as community policing and family police stations designed to provide immediate services to women and children in cases involving intra-family violence or child support. Also included are evidence-based policing approaches, which include the use of directed patrols aimed at crime hot spots, problem-oriented policing, and targeting repeat offenders and victims. Specific interventions will include: providing special services for vulnerable groups through mechanisms such as mobile courts, 24-hour courts, houses/centres of justice that facilitate coordination among executive/judiciary agencies that provide prevention/rehabilitation services; alternative dispute resolution for select cases, public defense, legal aid, and victim assistance services.

**Pillar 4: Reducing Re-offending.** Measures that include rehabilitation and repeat victimisation strategies, providing greater synergy in services for offenders, and the achievement of effective community reintegration. This includes managing offenders to reduce their offending behaviour, for example through increasing access to drug treatment for offenders, offender re-entry programmes, programmes to facilitate a smoother re-entry of deported persons, especially those with an offending background, Youth Offending Team interventions, or diversion programmes.

35. **A useful overarching framework to consider risk factors for violence and criminal behaviour is the ecological risk model** (Figure 3), which lays out four levels of influence: individual, relationship, community, and societal (WHO 2002).

**Figure 3: Ecological Risk Model for Drivers of Crime and Violence**



Source: World Health Organization (2002)

The **individual level** encompasses factors such as age, gender, education, preferences, employment, and salary that may influence the choice of a person whether to engage in criminal behaviour. According to a basic model of economic rational decision-making, a person who is unemployed, has meagre earnings, or has crime-specific human capital is more likely to consider crime as an income-generation option.

The **relationship level** includes the characteristics and behaviour of household members, relatives, and friends that might make a person more likely to be involved in crime. Such factors include whether children lack monitoring and care and whether domestic violence occurs in the household.

Possible **community-level** factors include local poverty and inequality, the prevalence of criminal activities, ease of access to firearms, and exposure to sources of violence. A person who grows up in the middle of a civil war or living in an area with widespread drug trafficking may be more prone to engage in violent behaviour.

The **societal level** includes factors such as the quality of institutions in a given country, the strength of law enforcement agencies, the efficacy of the justice system, and cultural norms related to the rule of law. In a country with a weak police force or ineffective judicial courts, the disincentives to take up a criminal activity may be reduced.

36. Identification of risk factors and levels should more systematically guide the selection of target participants in CPCSS initiatives. While it is important to note that while the simple presence of a single risk factor should not be interpreted as causal or deterministic that an individual will become engaged in criminal and violent behaviour, **an analysis of all of the risk factors present at a given time can help target those most at-risk and can also help to understand the causes of criminal and violent activity**, thereby helping to create more effective prevention programs and policies. Going forth, **NCPCSS efforts will sharpen their focus on the more malleable and proximal risk and protective factors to be addressed**. Weight should be given to factors that have been empirically found to contribute to the reduction of violent behaviour and crime, that strongly influence the issue, and can be easily changed. For these reasons, it is important to intervene as early as possible to thwart the development of a crime-oriented path. Accordingly, the CPCSS prioritizes interventions that have a high chance of reducing the impact of those risk factors that are amenable to change.

### **Box 3: Risk Factors in Jamaica**

A recent United Nations/World Bank study has used the three crime surveys carried out in the Dominican Republic, Haiti and Jamaica to study the relationships between demographic and economic factors and certain crimes. In Jamaica, the crimes were murder and robbery.

Murder was higher:

- In families which were female-headed, where there were young men, and where education levels were low; and
- In communities which were poorer, had a high proportion of young males, had more female heads, where education levels were low, which were urban and where population density was high.

Robbery was higher:

- In wealthier areas and families, in less educated areas and in female-headed families; but was lower in families with more males.
- All crimes were higher in areas with a low reporting rate to the police.

Source: UNODC and The World Bank (2007). *Crime, Violence and Development: Trends, Costs and Policy Options in the Caribbean*.

37. **Good governance (defined as the process for establishing an optimal management arrangement for any shared enterprise) is a requisite for delivering effective crime prevention and community safety programs.** Strong, transparent, and accountable institutions permit governments to function effectively to meet the needs of their people and allow the participation of communities and residents in decision making. Good governance and strong institutions are a requisite for the country to attain and maintain community safety, and growth and poverty reduction objectives.

38. The NCPCCS will enhance and monitor governance quality, and create new mechanisms required for the effective delivery of crime and violence prevention and community safety initiatives that meet international standards of performance. At an operations level it includes promoting **innovations in governance that widen the circle of functions within the criminal justice, and social service delivery system and ability to respond in an integrated manner** (i.e. victim services, indigent defense, addiction treatment, and other public health services can all be brought together in the service of reducing crime and violence; the governance of these inter-related functions cannot be effectively organized in a simple sequence along an assembly line or delegated to individual institutions; rather, governance structures need to manage these together, recognizing that they form a complex web of inter-agency operations at every juncture of decision making). The NCPCCS will establish **external oversight and evaluation bodies to ensure transparency, monitor performance, measure impact and ensure compliance with human rights and other international conventions to which the GoJ is a signatory.**

39. **NCPCCS advocates the adoption of knowledge-based policies and practices that draw on the results of an extensive and wide range of scientific research on crime problems, their causes, and the impacts of preventive interventions.** Knowledge-based prevention practice can be extended into, and allows for a simple model of action that is both pragmatic and rigorous: diagnosis, action plan, implementation and evaluation. Each step can be realized using methodological tools specifically adapted to the context and resources available for intervention. In essence, it is the process of utilizing both quantitative and qualitative data for policymaking.

## C. Priority Areas

40. **In addition to the four pillars that have been selected as the basis for the strategy, priority areas have been identified for the first three and a half years of the strategy.**

These may change over time to reflect the changes and progression of community safety work. The national priority areas of the strategy outlined below do not preclude addressing other significant and documented local crime and violence problems or types of crime and violence that may surface from the local assessments. However, all community safety action plans will be required to respond to:

- **Increasing timely and reliable information on crime and violence:** Key activities in this area would include: (i) the development of a **National Violence Observatory** as an information hub and national resource, scaling up the Integrated Crime and Violence Information System (ICVIS) under development with Jamaica Social Investment Fund (JSIF) funds; (ii) the development of a **basic set of common indicators** to monitor and measure the impact of the spectrum of community safety interventions; and (iii) the development of a standardized and streamlined **Community Safety Profile** that incorporates key elements such as the National Violence Observatory data, victimization survey data disaggregated by community/parish, youth profiles, along with a socio-demographic profile of the community and priority population groups.

### Box 4: Violence Observatories

Numerous countries, regions, and cities have developed violence observatories to improve information and understanding about violence and crime in order to better target resources to reduce crime and insecurity and build safety. These uniform systems have been developed at the national level in Guyana, and Trinidad and Tobago, and in municipalities of varying sizes in Colombia, Mexico and Central America. Designed to enhance data collection, observatories routinely obtain descriptive information on a small number of key indicators that can be accurately measured. Such systems are critical to demonstrating commonalities between different types of violence, common risk factors, the groups at greatest risk, the occurrence of violent victimization by time and place, and the involvement of alcohol, illegal drugs, and weapons. The observatories permit the disaggregation and consolidation of data on events at the local level (municipality or neighborhood) from different sources on a consistent basis, and have been used to develop timely focused policy responsive to local contexts, and evaluate impact. Furthermore, they are essential for monitoring trends in violent victimization in response to direct violence prevention efforts and the indirect impact on violence of traditional development activities in sectors such as employment, education, economic development, and urban development.

- **Tackling serious crime<sup>33</sup>**, in particular those in which people are killed, seriously injured and/or seriously psychologically harmed. Protecting the public begins with tackling these most serious offences. Given the nature of these crimes, although specific local challenges will vary, communities can be expected to prioritize prevention, intervention and support enforcement efforts to tackle serious crimes.
- **Preventing youth and gang violence, and reoffending among 15-29 year-olds.** Given the nature of the distribution of criminal and violent acts within this age group –

<sup>33</sup>Jamaica Constabulary Force (JCF) classification of serious crimes includes homicides, shootings, murders, rapes, robbery, larceny, and carnal abuse.

although specific local experiences will vary – the NCPCCS will focus its prevention, intervention, rehabilitation, and control activities on youth, particularly male youth, ages 15-29.<sup>34</sup> Furthermore, particular emphasis should be placed on the following youth subgroups, and on implementing knowledge-based approaches: **(i) young people who engage in risky behaviour but have not yet suffered severe negative consequences** (for example, youth who are often absent from school but have not yet dropped out, youth who are involved in delinquent activities but have not yet been arrested; and **(ii) young people who are experiencing severe negative consequences as a result of risky behaviour (for example, youth who have dropped out of school, youth who have joined gangs, youth who are incarcerated)**. Drawing on this evidence, the NCPCCS will encourage the uptake of knowledge-based interventions, incorporating risk and protective factor research to select targeted actions to address various forms of youth violence and crime and youth subpopulations<sup>35</sup> (including youth gang violence<sup>36</sup> and youth offenders<sup>37</sup>).

- **Addressing the supply, possession and use of guns.** Preliminary data for 2009 estimate that 6.2 persons out of every 10,000 in Jamaica were murdered, and that guns were used in 77 percent of the homicides.<sup>38</sup> Specific actions to address the supply, possession, and use of guns can include arms control, promoting direct disarmament measures through searches and confiscation; discouraging their use through situational surveillance tactics; resolving conflict and warning offenders through community channels which aim to develop citizenship in addition to education and awareness campaigns; and through a reduction in the circulation of arms by means of amnesties and collection and destruction campaigns, prohibition of arms in particular places. Through the Ministry of National Security Small Arms Policy, the GoJ is seeking to address the question of supply and examine control mechanisms in relation to importation of firearms and explosives through legitimate ports and across our borders. This approach will consider the implementing requirements of international agencies in relation to movement of weapons across borders and the use of markings for tracing of small arms and weapons. At the structural level, there is a proposal to increase the fines and sentences for the possession of illegal firearms as well as the addressing at a policy level the use of firearms specific to issue of safety and security of weapons by the average citizen, and within the police armoury. Incorporated within this strategy are specific interventions to dismantle a pervasive gun culture within the Jamaican society.

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<sup>34</sup>For a complete list of evidence-based approaches to address issues at risk youth, please see: Supporting Youth at risk: A Policy Toolkit for Middle Income Countries. World Bank, Washington 2008.

<sup>36</sup>The *Gang Reduction Strategy* currently under development by the GoJ will be included in the NCPCCS to promote an integrated approach to gang prevention, intervention, rehabilitation and enforcement, embedding such responses within a broader, focused and sustained investment in the social fabric and safety of gang-impacted communities.

<sup>37</sup> Currently, MNS is overhauling its response to offender management, rehabilitation and reintegration, for both juvenile and adult populations. A range of approaches that could be supported in the future include: earnings supplements and work incentives; employer-focused strategies, such as a national bonding program and supported placements to give employers incentives to hire ex-prisoners; in-prison vocational training; performance goals for parole officers that emphasize parolees' employment; and programs that address motivational issues, such as faith-based initiatives, therapeutic models, and those that engage ex-prisoners' families. Special populations such as at-risk male youth and the subset of deportees, who are being returned to Jamaica for criminal offenses, or immediately following the completion of a prison sentence, would also be included in the target population. See Annex X for Offender Management.

<sup>38</sup> E. Ward and A. Grant: "Estimating the economic costs of injuries due to inter-personal violence in Jamaica," in *Manual for Estimating the Economic Costs of Injuries Due to Interpersonal and Self-Directed Violence*. Geneva: World Health Organization and personal correspondence with Dr. Ward.

- **Increasing capacity to address community crime and violence prevention among government agencies and Non- Government Organizations:** Shifting the paradigm of community safety and security from a narrow focus on control to broader, preventive policies requires the adoption of new organizational structures, articulated efforts, acquisition of new proficiencies and modern perspectives to accommodate and support proactive capabilities. These skill sets are increasingly necessary for security, police, justice, enforcement, as well as the Social Development Commission, local government, education, health and other GoJ MDA's as well as civil society and community partners engaged in crime and violence prevention at the community level.
- **Promoting community collective efficacy.** Collective efficacy, defined as "social cohesion among neighbours combined with their willingness to intervene on behalf of the common good," has been shown to be one of the most promising approaches to prevent and reduce levels of crime and violence. Accordingly, the NCPCSS focuses on interventions that build mutual trust and a shared willingness to intervene for the good of the community, as well as capacity-building activities for community residents. The NCPCSS emphasizes community mobilization, using the notion of "community" in the sense of either as a social group or a living environment.
- **Increasing access to justice.** The GoJ has publicly declared its policy intentions for the establishment of Restorative Justice mechanisms in communities to resolve disputes between citizens, and which are heard with the consent of the disputing parties. Restorative Justice is predicated on the principles of community justice and community involvement and empowerment. Restorative Justice helps the community repair the damage caused by crime and conflict. The Ministry of Justice has identified four communities for the implementation of Restorative Justice on a pilot basis: Granville in St. James, May Pen in Clarendon, Spanish Town in St. Catherine, and Tower Hill in St. Andrew. MNS has held discussions with the Dispute Resolution Foundation, and has agreed to assist in mobilizing support for the establishment of Peace and Justice Centres.

## D. Implementation

### i. Institutional arrangements

41. The **Crime Prevention and Community Safety Branch of MNS** was established in 2009 to coordinate MNS and support partner GoJ crime and violence prevention actions and policies, harmonizing efforts, reducing duplication and focusing activities to achieve improved outcomes and impact in the GoJ priority community safety areas. The branch was formed to foster greater GoJ and stakeholder agreement on community safety goals and methodologies, help gather support and unite group efforts, build capacity and enhance quality of community safety initiatives, and support efforts to systematize, technically upgrade skills and methodologies.
42. A **National Office for Crime Prevention and Community Safety** will serve as the central co-coordinating body for community safety Jamaica, and will be housed within the Crime Prevention and Community Safety Branch. The National Office will be the first point of contact for GoJ responses to acute and chronic community safety situations in priority communities, as well as serve as a central implementation hub for community safety

projects of national significance. For a detailed description of the National Office's functions, see Annex 1.

43. Cabinet in March 2010 approved the establishment of an **Inter-Agency Committee for Community Safety and Security**. This body, is to be chaired by the Minister of National Security, is designed to garner the necessary institutional support from entities (Ministries, Departments, Agencies, Non-Government Organizations (NGO's) and civil society), critical to the process of implementation of the Crime Prevention and Community Safety Strategy. The Committee establishes an overarching coordinating mechanism to create, strengthen, harmonize and increase synergy among all social intervention programmes in the promotion of peace and security, targeting priority communities addressing issues affecting development, governance and security through the harmonization of human, budgetary and funding resources. The Committee will serve as the conduit to articulate local and national efforts, will permit more expeditious and coordinated responses, and enhance accountability in responding to the requests emerging from local operations and to support national level initiatives for crime prevention and community safety. To maximize their effectiveness, the Inter-Ministerial Committee should comprise the following entities: MNS, MoJ, MoH, MoE, Ministry of Water and Housing, Ministry of Youth, Sports, and Culture, Ministry of Industry and Commerce, Ministry of Transportation and Works, Ministry of Tourism, PIOJ, JSIF, Department of Local Government, and the Urban Development Corporation.
44. **External oversight and evaluation body:** An external oversight and evaluation body will be created to promote accuracy, transparency, and legitimacy of actions and data findings. This body will be made up of civil society leaders (i.e. non-governmental representatives) with unquestionable integrity and non-partisan affiliation, as well as the Public Defender. Their mandate will be to monitor the operations of the overall NCPCCS, playing an integral role in enhancing the efficiency, transparency, and monitoring the management and use of financial and other resources by the GoJ and its auxiliaries in implementing the strategy. This body will also ensure adherence to existing international laws, treaties, and protection of human rights in the development and implementation of the NCPCCS.

## ii. Implementation arrangements

45. The NCPCCS employs a two-tiered approach, with interventions taking place at both the national and the community levels:
- **National-level initiatives:** These initiatives would include:
    - (i) The establishment of a **national violence observatory** and the periodic administration of a victimization survey (augmented with additional questions on attitudes and cultural norms), in order to have accurate and reliable data and be able to set priorities, guide the development of policies, interventions, and programs, and monitor and evaluate progress;
    - (ii) Legislation to **reduce the availability and use of firearms**;
    - (iii) Carrying out **multi-levelled national social marketing/communications campaigns on crime and violence prevention and community safety**;
    - (iv) Establishing **ordinances to reduce availability of alcohol**;
    - (v) **Police reform**; and
    - (vi) **Regulating standards of practice and the accountability of private security forces**. National level initiatives will also include collaborations with national MDA efforts (such as, but

not exclusively with, the Ministry of Education, Health, Labour and Youth, SDC, JCF) as they roll out and implement policies with a direct impact on crime and violence prevention and National Safety priorities.

- **Customized actions in priority volatile and vulnerable communities.** A finite menu of knowledge-based approaches addressing key risk factors and target populations will be supported by the NCP.CSS.<sup>39</sup> Expansion of efforts could prioritize contiguous communities, as well as the communities that would fit the GoJ definition of priority communities, as well as those communities to where crime may be displaced.

### iii. National-Local Level Government Coordination

46. **Local governments can play a pivotal role in community safety, establishing local priorities through engagement of the community, local NGOs and service providers, fostering multi-sectoral partnerships, defining action plans and coordinating the delivery and evaluation of interventions.** However, the capacity of local governments and leaders for action remains limited, and governance structures weak. Working discussions with key actors in the Ministry of National Security and the Department of Local Government are underway to build their capacity to manage the implementation of the strategy.
47. **Legislative changes are to be explored to mandate GoJ MDAs to work together, articulate national and local efforts, and improve targeting of crime prevention and community safety resources.** In developing the NCP.CSS consideration will be given for the development of legislation comparable to the UK 1998 Crime and Disorder Act, which requires the establishment of Crime and Disorder Partnerships (aka Community Safety Partnerships) for each local authority. The Act requires all departments (including the police), “without prejudice to any other obligation imposed upon it – exercise its function with due regard to the need to do all it reasonably can to prevent crime and disorder in its area”. Such legislation and subsequent implementation mechanisms will provide a solid foundation for the implementation of the National Crime Prevention and Community Safety Strategy. A visit to Jamaica by key officials from the UK Home Office and local authorities who have played a leading role in the development of community safety partnerships is being considered, along with workshop for key stakeholders from the parishes that are the primary targets for the Crime Prevention and Community Safety Strategy to support the development of parish community safety partnerships and plans.
48. **Local Community Safety Profiles and Local Community Safety Action Plans:** The development of a standardized and streamlined **Community Safety Profile** that incorporates key elements such as the observatory data, victimization survey data disaggregated by community, youth profiles, along with a socio-demographic profile of the community and priority population groups (such as youth on probation, PATH enrollees) will be the foundation for community safety programming, targeting and evaluation. This Community Safety Profile will drive the development of local Community Safety and Action

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<sup>39</sup>Activities , programs, strategies, and policies to be supported include those that: (i) Seek to prevent the onset of crime and violence, or to change behaviour so that violence is prevented from developing; (ii) Focus on early identification, followed by prompt, effective treatment addressing attitudes, behaviours, conditions, and environment; (iii) Rehabilitate individuals with established violent behaviours or affected as a victim; and (iv) Involve suppression efforts focusing on perpetrators and gang leaders, including aggressive investigation, arrest, and prosecution efforts.

Plans, and address the national priorities, meeting substantiated local needs and implementation contexts, and link national and local targets. A standard **Local Community Safety Action Plan** will be developed for use in each NCPCCS community. It will draw on data, needs and assets compiled from the Community Safety Profiles developed for each NCPCCS priority community. The plan will focus on headline actions that most closely relate to the GoJ core services, pillars, priorities of the NCPCCS. It will enable the setting of local priorities congruent with the national ones. It will be developed jointly by all the key regulators, government departments and sector representatives, as well as civil society, resident groups, and operationally link local and national responses. The plans will be area-based, risk-focused, data-driven and will outline measurable improvements and key milestones, and should plan to remove, where possible, assessments that focus more on 'process rather than outcome.' The government is also reviewing the performance frameworks for offenders, gangs, policing and justice, and aims to bring all these services into much greater alignment. Local Community Safety Action Plans will report performance against the national indicator set for each locality, and the baseline data compiled in the Community Safety Profiles for each locality.

49. **Discussions have commenced in St. James exploring the coordination of harmonized interventions at the local community and parish level through the establishment of Parish Crime Committees (PCC) in Parish Councils. The Parish Council has a mandate from the electorate to have direct management, advisory and or advocacy roles in matters related to the social and economic development of the parish.** These include issues related to public health, quality of service delivery, community amenities, physical planning, poor relief, disaster mitigation and public order matters. In addition to the electoral mandate many of these roles are supported and given legitimacy by statute as well as by convention. Existing Crime Prevention Committees lack the standing to effectively coordinate actions. They are largely consultative rather than action oriented with voluntary membership. The development of working procedures for the proposed Parish Crime Committees will also provide an important framework for these action plans. The PCC will take focused, risk factor and problem solving approaches to violence and crime issues in their areas involving both local communities, residential and business, and agencies and will also act as important elements in, and opportunities for, achieving the consultation communication and community involvement.

#### **iv. Partnership arrangements**

50. To carry out its mandate effectively, the MNS has initiated and partnered with several entities geared at ensuring the safety and security of the Jamaican citizenry, including all initiatives under the MNS that have a security and safety focus, from donor-funded social intervention programmes to socially centred programmes operated by the Jamaica Constabulary Force (JCF). These initiatives include the Community Security Initiative (CSI), Citizen Security and Justice Programme (CSJP), Peace Management Initiative (PMI), Jamaica Violence Prevention, Peace and Sustainable Development Programme (JSPD) and the Jamaica Constabulary Force: Community Policing, Neighbourhood Watch and Police Youth Clubs. To support these efforts external partnerships have been established to include: a Memorandum of Understanding to be signed between the Ministry of Education (MOE) and the MNS regarding safety in schools and the Ministry of Justice (MOJ), temporary justice system Review Task Force.
51. As part of its overall coordinating functions, the National Office of Crime Prevention and Community Safety will integrate the function of PMI and CSJP/CSI as part of a coordinated

response that spans the spectrum from first responder (PMI) to an integrated crime and violence community action (CSJP/CSI) and the development of community peace promoters/animators. See Annex 1 for a more detailed explanation of these arrangements.

#### **v. Developmental Stages of Community Safety**

52. The NCPCCS approaches the process of community safety in four connected stages:

- 1) Create safety and broker the peace;
- 2) Assess and understand crime and violence;
- 3) Build community; and
- 4) Secure development.

The emphasis here is on working with communities to recover from violence and move towards peace, and the framework is equally applicable to communities experiencing critical incidents and disorder, as well communities at risk for crime and violence. The benefit of the GoJ adopting a framework such as this for community safety is that it helps to define the roles and responsibilities of different actors, and specific interventions at different stages. It is important to recognise that the boundaries between these stages are not hard and fast, and that the length of time this takes will vary from context to context. Thus, adopting an overall framework for community safety does not imply a prescriptive, 'one-size fits all' approach. The strategy proposed is a needs-based approach that is flexible to respond to the specific challenges of different communities. See Annex 2 for a detailed discussion.

#### **vi. Monitoring and Evaluation**

53. Monitoring and evaluation of crime and violence prevention interventions are important activities to measure progress in implementation, introduce corrective actions (if needed) and assess results and outcomes of interventions carried out under the NCPCCS. The National Office of Crime Prevention and Community Safety will develop an overall evaluation plan for community safety efforts, measuring: (i) community level changes; (ii) individual level interventions.

54. **Community-level interventions:** This type of evaluation tries to ascertain the impact on aggregate level variables, such as reduction in the levels of certain types of crimes (homicides, robberies, wounding, sexual crimes, among others); improvement in the trust in the police; and reduction of fear. Key national community indicators are being developed through the National Violence Observatory (currently being developed by the GoJ), as well as the national victimization survey. In addition, key results indicators will be compiled for each of the parishes and intervention communities in 2010, in order to establish a baseline, and will be measured periodically to register their evolution in time. These indicators have been selected due to ease, availability and reliability of data, and because they are well-established, tested measures for these types of programmes. The following preliminary key indicators have been selected for the NCPCCS:

**Table 1: Results Framework with Outcome Indicators**

Key Indicators	Source of data	Time of Measurement	Responsible Entity	Reason for Selecting Indicator
Reduction in the rates of murder, robberies and larceny in partner communities.	Violence Observatory data disaggregated by community/parish	1 year after the end of the Community Safety Action Plan implementation, evidence shows that initiatives have yielded the intended results.	National Office for Crime Prevention and Community Safety	Homicides, robberies and larceny are among the most common forms of serious crime and violence that severely impact the quality of life.
Increase in the perception of safety in the partner communities.	National Victimization Survey disaggregated by community/parish		National Office for Crime Prevention and Community Safety	Provides an index of the impact of preventive activities.
Reduction of hospital reported violence related injuries.	Violence Observatory/VRI (violence related injury) disaggregated by community/parish		National Office for Crime Prevention and Community Safety	Interpersonal violence related injuries are captured in a hospital violence injury surveillance system and captures injuries not reported to the police.
Increase in the persons reporting violent and criminal victimization	JCF disaggregated by community/parish using same boundaries as SCD/PIOJ		National Office for Crime Prevention and Community Safety	Provides an index of confidence in the police and courts.

**55. Individual level interventions**, where two evaluation approaches are possible. The first is to measure the attitudes and behaviours before and after the intervention takes place; the second is to compare post-intervention attitudes and behaviours of a group of individuals who participated in the program to the attitudes and behaviours of a control group of non-participants. The NCPCSS will promote the use of reliable and valid tools to assess risk for crime and violence, identify those individuals most in need of services in order to improve targeting and reduce deadweight losses, and provide a basis for measuring potential mediators and outcomes of prevention and intervention programs, which will help to improve program effectiveness and facilitate objective evaluation.<sup>40</sup>

<sup>40</sup>The **Jamaica Youth Survey**, developed by Julie Meeks Gardner at UWI with Nancy Guerra in 2008/9, is one such tool which was designed to provide a reliable and valid methodology for assessing risk for violence and a useful tool for evaluating the short-term and long-term impacts of violence prevention programs. The 107-item scale

56. The NCPCSS will also develop indicators to measure:

- (i) Capacity building among institutional personnel,
- (ii) Enhanced collective efficacy in priority communities, and
- (iii) Reductions in targeted risk factors, including shifts in cultural norms and attitudes towards violence and crime are important indicators, to augment available data.

57. An **Independent Impact Evaluation** of the NCPCSS will be carried out by an external (non-governmental) institution, either local and/or international, ensuring transparency, greater confidence and trust in GoJ crime prevention and community safety approaches.

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measures social-emotional competencies, aggressive behaviour, and propensity for aggression. The social-emotional competencies were selected based on prior empirical studies demonstrating an association with aggression and violence across multiple studies and internationally. They are: (a) positive sense of self; (b) self control; (c) decision-making skills; (d) moral system of belief; and (e) pro-social connectedness. Self-reports of prior aggressive behaviour are included and measure distinct types of aggression (e.g., verbal aggression, physical aggression). The scale also taps aggressive propensity, defined as “intent to behave aggressively in the future.” Items were also added to allow for assessment of demographic characteristics, family status, history of gang involvement, attitudes about masculinity/violence, and client-rated assessment of program impact.

## **Appendix 1: National Crime Prevention and Community Safety Office and Institutional Arrangements**

Establishing a central coordinating office is one of the key features of integrated (and sustained) community-level crime and violence, community disorder responses.<sup>41</sup>

The National Office's roles are:

- Developing, monitoring and evaluating the national CPCSS at a national level and at the local levels;
- Influencing other Government Departments' policies;
- Establish and/or strengthen local coordination, implementation mechanisms to plan, carry out integrated community safety efforts
- Providing information, guidance and advice to local and national community safety partnerships;
- Funding projects that assist the meeting of central Government crime reduction targets;
- Funding local projects and new and innovative projects;
- Forging relationships with those dealing with community safety in other countries;
- Advising Ministers on community safety issues; and
- Enhancing quality control and continuous improvement in GoJ crime prevention and community safety efforts.

The functions to be performed by the National Office are:

- Engage Jamaica Constabulary Executive in scheduled periodic meetings
- To facilitate meetings and inter-sessional work of the Inter-Agency Committee for Community Safety and Security, as well as national, regional and local meetings, with maximum multi-stakeholder participation, and to disseminate the reports and recommendations of the CPCSS;
- To report to the MNS and GoJ on implementation of the strategic approach by all participants;
- To promote the establishment and maintenance of a network of strategic approach stakeholders at the national, regional and, in the case of inter-governmental and non-governmental organizations, international levels;
- To facilitate the development and dissemination of guidance materials to support implementation of the strategic approach by stakeholders;
- Establish effective communication arrangements, including via the internet, a multi-sectoral database of stakeholders and a publication series, to enable the dissemination of information for crime and violence prevention planning and evaluation to relevant government, non-governmental organizations and institutions;
- To provide guidance to stakeholders in the initiation, implementation and evaluation of project proposals;
- To provide information clearing-house services such as provision of advice on implementation of the strategic approach, referral of requests for information to relevant sources, and facilitation of access to information and expertise in support of specific national actions;
- To ensure that recommendations from the CPCSS are conveyed to relevant global and regional organizations and institutions;

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<sup>41</sup> ICPC 2010

- To promote the exchange of relevant scientific and technical information;
- Integrate and oversee joint crime and community safety initiatives, actions and products with the participating organizations of MNS (Research and Policy Unit, Communications) as well as the MNS safety and security programme in order to draw upon their sectoral expertise. To ensure a consistent approach to outcome measurement will require dedicated human resources in the research and evaluation unit being deployed to undertake and support key tasks, and a greater emphasis on application, customer-service and dissemination.

The NCPCSS requires the following to support its functions: central office of 10-12 people (for a population of 3 million) exclusive of statistical analyst and 2 assigned staff for each parish.

Typically, the director of a national office reports directly to a chief executive who has oversight for all government agencies, and a national coordinating/ security council. The NCPCSS office answers to the Minister of National Security and the Office of Prime Minister. The office also serves to guide and coordinate local and focal actions, integrate and coordinate local and national actions and facilitate local planning tied to national goals. Ideally, the national office should be able to integrate coordinated policing and justice actions, and operationally align national policy down to the community level.

Experience in the Latin America and Caribbean region underscores the importance of parallel, structural transformation of both policing and community justice services and delivery mechanisms alongside the integration and coordination of community safety social interventions.

### **Director**

The Director is responsible for providing leadership and managerial oversight to all office operations and activities; Serves as a focal point with all GoJ MDA's, civil society partners leaders engaged in crime prevention and community safety and related activities, and provides guidance and technical and policy oversight of the MNS Community Safety Programs (CSJP, PMI, CSI); Promotes the establishment and maintenance of a network of strategic stakeholders at the national, regional and international levels.

The director convenes the Crime Observatory policy-maker committee comprising of decision makers from the different government institutions, presided over by the Minister of National Security and the Prime Minister, and participates in the review and analysis of the crime and violence data produced by the Crime Observatory with the purpose of reaching agreements on preventive or control strategies and policies; and monitoring trends in violent victimization. The director is responsible for monitoring the quality of the set of preventive or control policies and plans to address identified risk factors, and their effectiveness in preventing or controlling crime and violence.

The director is the point of contact with independent external evaluators who will be tasked with carrying out impact evaluation projects of strategic preventive and control interventions. The independent external evaluators will report to both the director an independent, private sector oversight body, which serves to promote accuracy, transparency and legitimacy of actions and data findings.

The director serves as liaison with the JCF and the JDF in coordination of targeted community safety initiatives involving the security forces and community partners.

**Deputy Director/Community Safety.**

Oversees field mobilization and coordination with GoJ Ministries, Departments and agencies, civil society and private sector partners. Provides support and oversight of Parish Levels Coordinators ensuring that local plans, methodology and monitoring processes are in accordance with national approaches / pillars, objectives, and targets.

Coordinates the dissemination of parish-level and disaggregated community-level observatory data among local GoJ, civil society, local police, community safety workers, and resident stakeholders.

Oversees internal information clearing-house services such as provision of advice on implementation of the strategic approach, referral of requests for information to relevant sources, and facilitation of access to information and expertise in support of specific operational national actions.

Ensures the integration of first responders (PMI), targeted community action crime prevention and community safety (CSJP/CSI), and animators in overall, and sequential community safety response. Liaises with JSIF to coordinate social and built environment interventions.

**Parish level coordinators, each assigned to one priority Parish Council (5)**

The Coordinator provides individualized technical assistance and quality oversight to local crime and violence coordinating councils through regular contact and visits with councils' chairs, JCF Divisional Commanders and planning committees, aiding them in capacity building through development of council collaborative processes, structure, and utilizing an appreciative inquiry approach. This includes participating with national agencies and organizations to implement programs locally utilizing local councils as a forum for collaboration, and with MNS security and civil society partners (such as CSJP CAO's JSIF CLO's) and other GoJ MDAs

- Establish and/or strengthen local coordination, implementation mechanisms to plan, carry out integrated community safety efforts
- Providing information, guidance and advice to local and national community safety partnerships;

**Observatory Officer (1)**

Oversees all aspects of the data collection, analysis and production of periodic data reports.

**Program, policy development and monitoring specialists (2)**

The specialists are primarily responsible for enhancing quality control and continuous improvement in GoJ crime prevention and community safety efforts. They monitor funded programmes and provide individualized technical assistance to MNS community safety programmes to build their capacity to design, implement, and evaluate their violence prevention efforts, using the national level indicators. The officer also initiates collaboration between funded programmes by providing trainings and information sharing opportunities. Finally, the specialists assist in the development of capacity building interventions.

**Office Manager (1)**

The Office Manager is responsible for managing office needs and providing administrative assistance to staff. The manager maintains the inventory of office supplies; prepares invoice vouchers and purchase requests; makes arrangements for meetings, including scheduling meeting rooms and ordering refreshments, as needed; coordinates the process and orientation for new staff; processes incoming and outgoing mail; and serves as the office liaison for networking and telecommunications services.

**Administrative Assistant (1)**

The Administrative Assistant provides administrative support to the office and team. The assistant maintains mailing lists, databases and administrative files, and aids in the production of training and workshop materials.

The Office is assisted by:

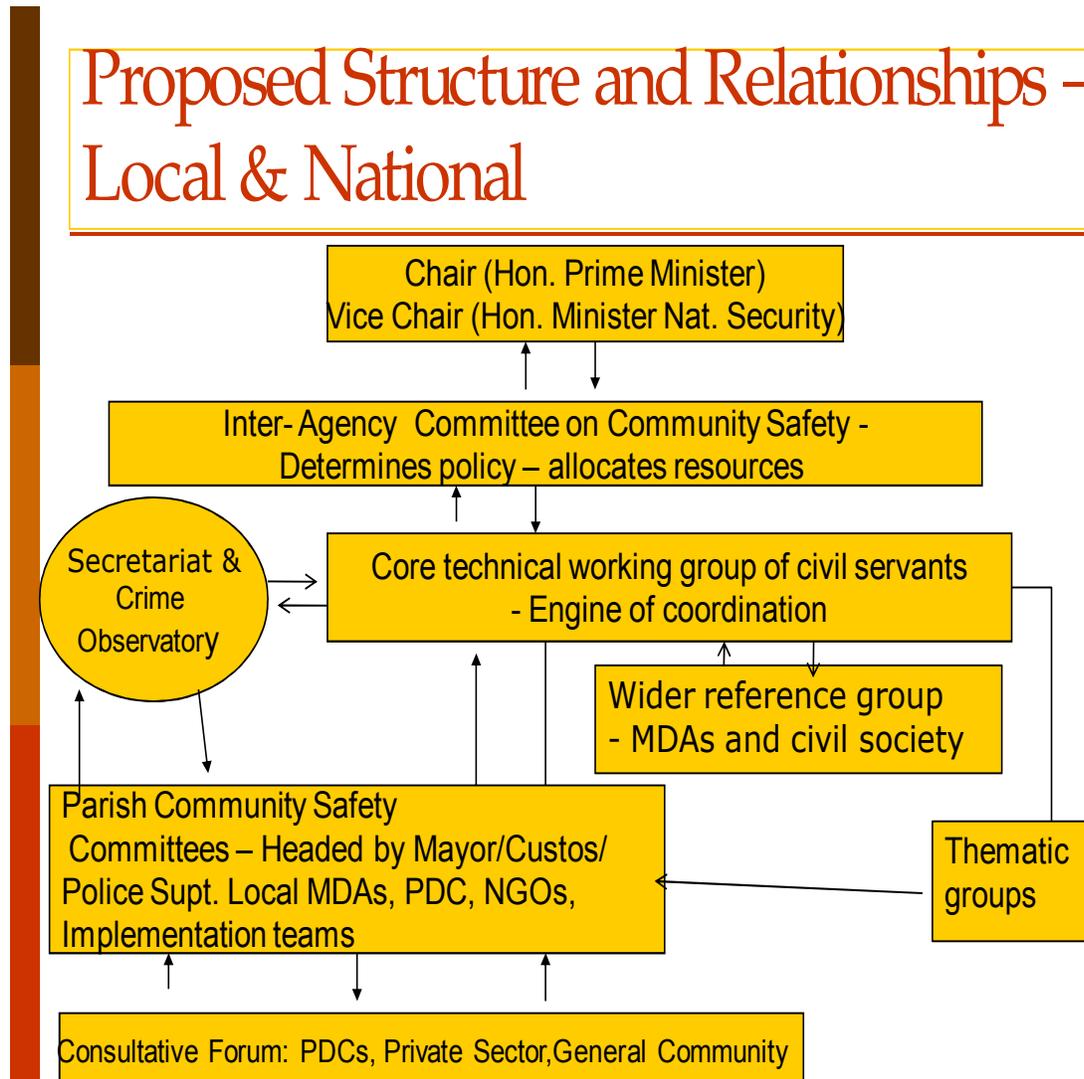
1. Communications Officer. This partnership with CSJP will facilitate the development and dissemination of guidance materials to support implementation of the strategic approach by stakeholders; dissemination of observatory data, and strengthen effective communication arrangements, including via the internet, a multi-sectoral database of stakeholders and a publications series, to enable the dissemination of information for crime and violence prevention planning and evaluation to relevant government, non-governmental organizations and institutions;
2. National and International Advisory Board

Ad-hoc and time limited consultancies:

- Independent, external evaluators to carry out evaluation.
- Technical experts to support NCPCS office staff in the development of specialized projects of national significance (capacity building, policy development, launching new crime and violence prevention programs addressing national priorities, e.g. observatory)

A visual depiction of how the National Crime Prevention and Community Safety Office articulates with other institutional bodies that are required to implement the NCPCCS is presented below:

## Proposed Structure and Relationships – Local & National



## Appendix 2: Developmental Stages of Community Safety

1. Cumulative research on community level crime and violence intervention has identified a developmental (although not linear and often iterative) progression of stages that community-based efforts undergo to move from violent crises to sustained peace, and distinct phases or stages.<sup>42</sup> **The PIOJ assessment of security programmes identified distinct, although often overlapping stages, comparable to those in the international literature.** The Crime Prevention and Community Safety Strategy will define roles and responsibilities of different GoJ actors over time and will focus on the sustainability of interventions within communities along a developmental continuum of stages, recognizing that it is not a linear process. They are the following:

**Stage 1: Create safety and broker the peace.** The priority is stopping crime and healing the community, and key actions include:

- Acknowledging the pain and loss
- Attending to community spirit
- Addressing community crime
- Providing crisis intervention
- Mobilizing residents toward immediate threat
- Resettling and reintegrating displaced persons

2. Activities include: Enhancing community crisis response team efforts; developing social-work and policing responses to child witnesses to violence, community level support groups for victims and survivors; developing a street worker program that works with GoJ service, probation and police in an inclusive manner; developing situational violence prevention projects in priority communities that involve beautification and facilitate healing; as well as building the data infrastructure for effective monitoring of crime and violence incidence. Mediation, brokering peace agreements; providing crisis intervention; mobilizing residents and resources towards immediate threats; develop resident/police partnerships, create safe havens and provide victim services, Public education messages exhorting that violence is wrong; laws, policies, programmes to intervene).

3. Benchmarks include: Completion of rapid impact projects (murals, beautification, remembrance and healing gardens), increase in domestic violence shelter usage, increase in responsiveness of police and municipal services to residents calls and concerns, disruption of illegal activities, increase in crisis counselling referrals, increase in the number of community meetings and attendees,

**Stage 2: Assess and understand violence and crime.** The priority is gaining clarity about crime and violence issues and mobilizing for targeted action. Key actions include:

- Gather input from stakeholders
- Organize residents
- Collect existing agency data, address data gaps
- Map community assets
- Plan articulated government, private sector response
- Develop multi-disciplinary community collaborative linked to national efforts
- Initiate programmatic solutions

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<sup>42</sup> ICP

Activities: focused inquiry on nature, dynamics & levels of crime and violence; assessing community, local government and national resources; organizing multiple sectors, including those most affected; developing community-focused, targeted solutions; development of community safety action plans as common frameworks for local and national coordination in priority communities; developing multi-disciplinary community collaboratives and initiating targeted programmatic solutions.

Benchmarks include: Development of accurate crime and violence profiles, and action plan; Increase in numbers and range of members engaged in planning & implementing; increase in numbers of targeted individuals served through crime prevention and community safety programs.

**Stage 3: Build community.** The priority is building Human, Neighbourhood & System Capacity; Creating Community Safety Infrastructure. Key actions include:

- Developing leadership skills
- Engaging residents in civic activity
- Educating public & raising awareness
- Addressing inter-relationship among forms of violence ( e.g., youth violence and child maltreatment; intimate partner violence)
- Changing systemic approaches
- Institutionalization of modern policies, principles, activities, programs, strategies and methodologies to address crime and violence and community safety in GoJ MDA's, NGO and civil society portfolios.

4. Activities include: Developing leadership and capacity skills; engaging residents in civic activity; implementing targeted programs and policies; educating public & raising awareness; changing systemic approaches such as schools, working in partnership with law enforcement, youth-serving agencies, juvenile justice officials, parents and students, build comprehensive school safety plans that promote youth development, strengthen partnerships with parents, and trained teachers on prevention, while also attending to the physical safety of the campus; working across systems and institutions to build proactive policies, addressing community stigma.

5. Benchmarks include: Increase in number and diversity of resident youth and adults in leadership roles; increase in number of residents, GoJ and partner crime and violence agencies at community meetings; increase in number of crime and violence and community safety projects focusing on targeted risk factors and populations; existence of comprehensive response policies in public agencies; reduced tolerance toward violence; improved attitudes toward community safety promotion; increase in resources directed toward prevention.

**Stage 4: Securing Justice and Development.** The priority action is holding residents, public and private institutions, and their representatives and society accountable for sustaining community safety. Key actions include:

- Developing independent, effective and participatory citizenry
- Advocating for and implementing an agenda for social change that promotes a just and civil society
- Institutionalization of effective crime and violence prevention, community safety in GoJ and stakeholder approaches, with dedicated budgets for targeted programming.
- Allocation of community safety development funds around data driven, locally-responsive, transparent and non-partisan crime and violence objectives.

6. Activities include: Engagement in local and national campaigns and efforts to address systemic inequities in criminal justice, welfare, education, employment, infrastructure provision; use power of mobilization to advocate for broad social justice; the development of economic, social, welfare, policing and justice, and youth service delivery systems responsive to community; public education regarding the impact of certain garrison policies on their communities; advocacy for pro-community policies among systems and government begin to occupy larger proportions of communities' activities.

7. Benchmarks include: Presence of policies & systems responsive and accountable to those represented; addressing structural problems such as property ownership, land titles, utilities, waste access and regulation; development of revised (highly targeted) social safety net programmes; area-focused plans for job and economic revitalization jointly developed with the private sector; existence of peaceful homes & communities; strengthened CDCs and local government holding public and private (NGO) providers accountable; demands on systems that affect vital areas of community life are articulated and external systems respond to community need; alignment of community level indicators with those of non-volatile, vulnerable communities, in all dimensions of vision 2030 national development indicators.



## **Appendix 3: National Violence Observatory**

### **Overview**

1. The Crime Observatory will collect basic data (such as what occurred, when, where, how, victim information, day of the week, type of weapon and context of assault) for external causes of injuries and deaths (homicides, suicides, deaths by traffic injuries and other unintentional injuries/deaths), robberies and sexual assaults, per MNS request. It will be rolled out in the Kingston Metropolitan Area, St. James, St Catherine and Clarendon. These parishes account, according to the MNS, for the majority of crime and violence in the country. Timeline: Implementation by late-May of Phases I and II (26 days total for both consultants). Phases III and IV between June and September (16 days total for both consultants) depending on the progress in the implementation of the system.

### **Prerequisites**

- a) Letter from PIOJ to MNS
- b) Letters from MNS to relevant ministries agency heads whose primary data source is necessary for the observatory (Health, Forensic medicine, etc) requesting the identification of staff to participate in: 1) Technical Committee (or Operational Committee); and 2) Policy Committee (or Analysis Committee).

### **Phase I (3 days each consultant)**

#### **Activities**

- Revision of forms (discussion of contents) with Observatory Team at MNS<sup>43</sup> of external causes of injuries and deaths (homicides, suicides, deaths by traffic injuries and other unintentional injuries and deaths), robberies and sexual assaults with MNS
- Agree on the initial area that the Crime Observatory would cover (at minimum will be the 12 ICBSP communities) with Observatory Team at MNS.
- Identify available database and web-based programs available to MNS and computer capabilities.
- Presentation of overview and purpose of Crime Observatory Methodology to heads of institutions that would be forming part of the process.
- Obtain participation agreement that would be forming part of process<sup>44</sup>
- Meeting with Mona Informatics and ICJS and JSIF regarding scope of the Crime Observatory and integration with community asset data, community boundaries, and socio-demographic data.

### **Deliverables**

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<sup>43</sup> Exact composition of Observatory Team to be determined together with MNS.

<sup>44</sup> Exact instrument for participation agreement to be determined with MNS.

- Agreed forms of external causes of injuries and deaths (homicides, suicides, deaths from traffic injuries and other unintentional injuries and deaths), robberies and sexual assaults.
- Development of the Terms of Reference for the Technical and Policy Committees describing its composition, duties and periodicity of meetings

## **Phase II (10 days each consultants)**

### **Activities**

- Consolidate the implementation of the Technical Committee (TC) through the process of validation of the forms of external causes of injuries and deaths (homicides, suicides, deaths by traffic injuries and other unintentional injuries and deaths), robberies and sexual assaults with the primary sources of violence related data. This entails a detailed discussion and agreeing with the representatives of each institution comprising the TC regarding the information or key variables to be collected in each type of incident.
- Follow up the revision of the forms of external causes of injuries and deaths (homicides, suicides, deaths by traffic injuries and other unintentional injuries and deaths) with the Technical Committee.
- Provide capacity building on data entry for the Observatory Team at MNS, including training, test of the system and review of outputs
- Revise the implementation of the software according to the above review of the forms and training in geo-referential process
- Oversee the transition and adaptation of the database for external causes of injuries and deaths (homicides, suicides, deaths by traffic injuries and other unintentional injuries and deaths), robberies and sexual assaults.

### **Deliverables**

- A database<sup>45</sup> of external causes of injuries and deaths (homicides, suicides, deaths from traffic injuries and other unintentional injuries and deaths), robberies and sexual assaults established within MNS.

## **Phase III**

### **Activities**

- Follow up, advise, and support the process for validation and consolidation of the data, to assure quality control and quality assurance of the process.
- Assist in the establishment of the Policy Committee through the development of its Terms of Reference describing composition, responsibilities and periodicity of meetings<sup>46</sup>
- Review of data outputs of the Crime Observatory.

## **Phase IV (5 days each Consultant)**

### **Activities**

Technological transfer to the Observatory Team at MNS on the use and presentation of the information and preliminary analysis to the Policy Committee (or Analysis Committee) consisting of the institutions identified in Phase

<sup>45</sup> Programmer for database to be provided by MNS.

<sup>46</sup> Exact instrument for participation agreement to be determined with MNS.

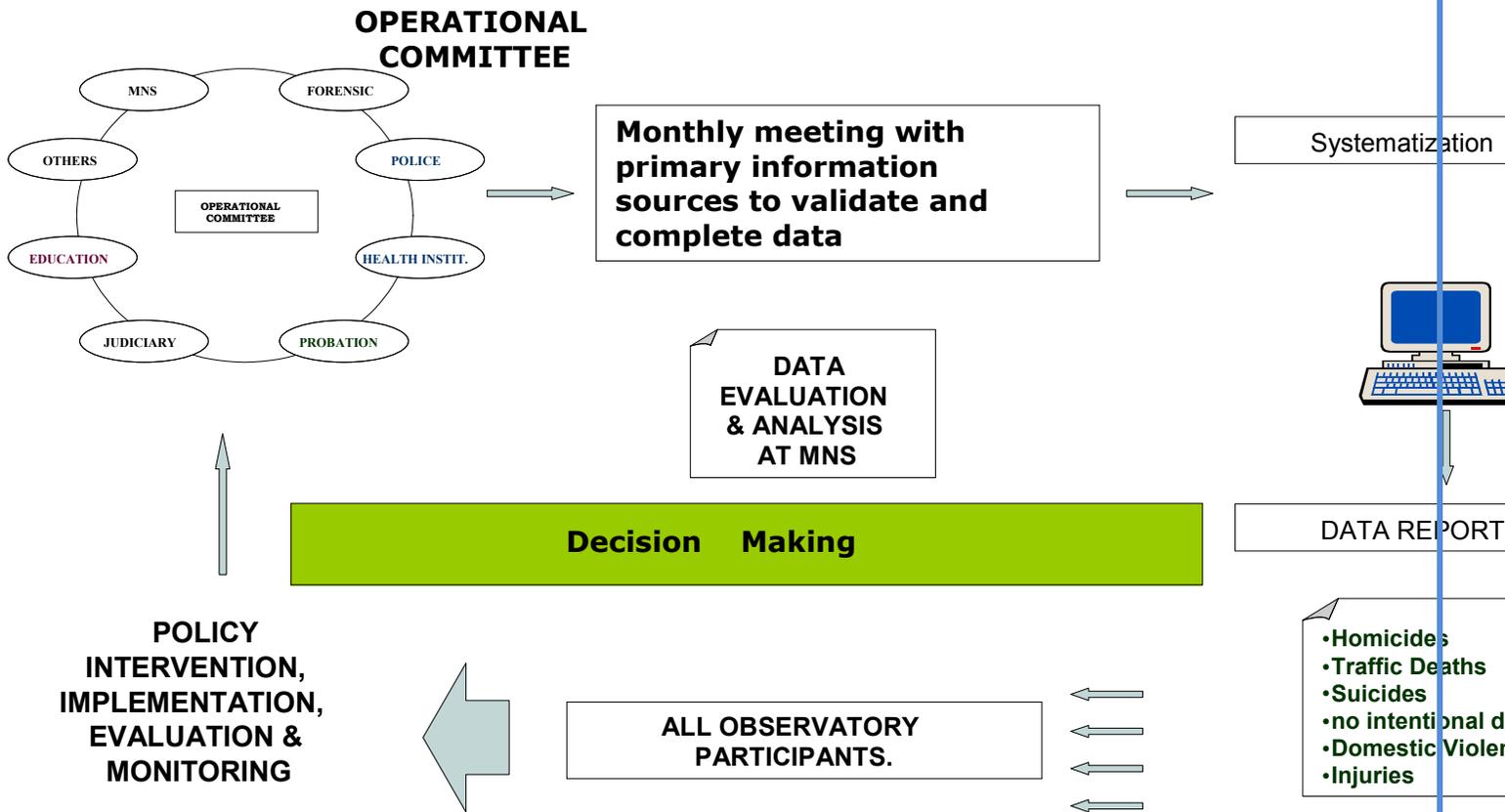
Provide assistance to the Observatory Team at MNS and Policy Committee in decision-making and public policies formulation exercise using the validated information. Strategy Planning using updated data.

- Present and discuss the findings with representatives of the Community Action Committees (CACs) of selected communities by the Observatory Team at MNS and consultants.

**Deliverables**

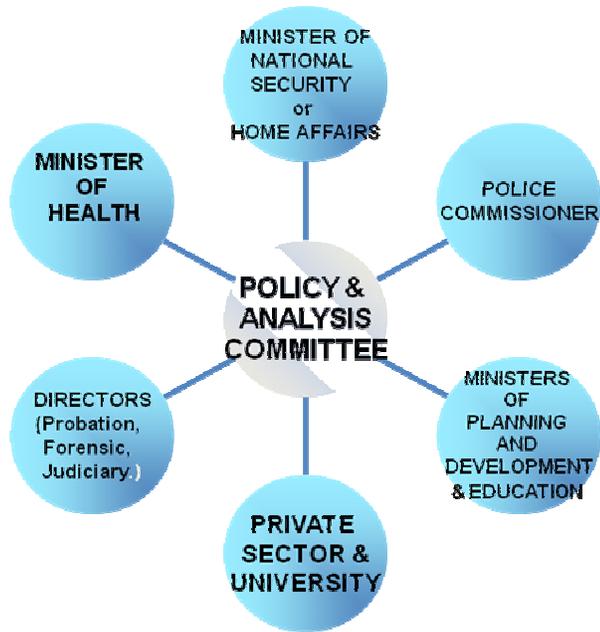
- Set of preventive policy recommendations.

# DATA FLOW





Monthly meeting with primary information sources to validate and complete data



Decision making and strategy definitions for Violence and Non-intentional Deaths Prevention and Control

#### Appendix 4: Core Resource Team Membership

Mrs. Tisha Ewen-Smith	SDC – Strategic & Corporate Manager
Mr. Peter Parchment	MoJ – Senior Dir. Strategic Planning & Research
Ms. Antonette Richards	PIOJ – Community Development Specialist
Ms. Patricia Balls	CSI – Programme Manager
Mr. Courtney Brown	MNS/ Director CPCS
Ms. Sherrian Gray	MNS/ Policy Manager Social Intervention
Dr. Deon Edwards-Kerr	MNS/ Director Research & Evaluation Unit
Ms. Monica Brown	MNS/CPCS Unit
Mrs. Michelle Lemon	MNS/ Organized Crime Unit
Mr. Samuel Blake	MNS/Director Organized Crime Unit
Mr. Andrew McLean	UNDP/JVPPSD
ACP John McLean	O/C JCF Community Safety & Security Branch
Ms. Valeen Calder	JCF Community Safety & Security Branch
Mrs. Iris McCalla -Gordon	JCF Community Safety & Security Branch
Mr. Alphansus Davis	MoE – Advisor – Minister of Education
Ms. Marcia Flynn	CSJP – Community Action Officer
Dr. Joan Serra Hoffman	Consultant CP&CS Strategy