



# ANNEX

of the Commission Decision on the financing of the Annual Action Programme in favour of Jamaica for 2019 to be financed from the 11<sup>th</sup> European Development Fund

## Action Document for Support to Citizen Security in Jamaica

<b>1. Title/basic act/ CRIS number</b>	Support to Citizen Security in Jamaica CRIS number: FED/2019/042-051 financed under the European Development Fund	
<b>2. Zone benefiting from the action/location</b>	Jamaica	
<b>3. Programming document</b>	11 <sup>th</sup> EDF National Indicative Plan 2014-2020 for cooperation between European Union and Jamaica and its amendments	
<b>4. SDGs</b>	No poverty SDG 1 Gender equality and reduced inequalities SDGs 5 and 10 Sustainable communities and effective governance SDGs 11 and 16	
<b>5. Sector of intervention/ thematic area</b>	Sector 4: Citizen Security	DEV. Assistance: YES
<b>6. Amounts concerned</b>	Total estimated cost: EUR 20 million Total amount of EDF contribution EUR 20 million of which: EUR 15.7 million for budget support and EUR 4.3 million for complementary support.	
<b>7. Aid modality(ies) and implementation modality(ies)</b>	Budget Support <b>Direct management</b> through: - Budget Support: Sector Reform Performance Contract - Grants: Calls for proposals for Civil Society Organizations - Procurement: International Technical Assistance; Communication and visibility; Audit and Evaluation.	
<b>8 a) DAC code(s)</b>	15220 - Civilian Peace-Building, Conflict Prevention and Resolution, 15110 Public Sector Policy and Administrative Management, 53020 Budget Support, 16010 Social/ Welfare Services, 15180 Ending violence against women and girls, 11330 Vocational Education	
<b>b) Main Delivery Channel</b>	Recipient Government – 12000	

9. Markers (from CRIS DAC form)	General policy objective	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Gender equality and Women's and Girl's Empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade Development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, Maternal, New born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. Global Public Goods and Challenges (GPGC) thematic flagships	NA			

#### SUMMARY

Crime and violence are among the most pressing concerns for Jamaicans. The issue affects negatively all sectors of society and is seen as a major factor behind the low levels of economic growth over the last 30 years. Violence and homicides are largely perpetrated by criminal organizations and gangs, with dynamics rooted in social marginalisation, criminal enterprise and lack of legitimate opportunities as well as in the emergence of a subculture of violence. Some people living in vulnerable situations such as some young people and women are particularly exposed.

Vision 2030 Jamaica National Development Plan, the Medium Term Socio-Economic Policy Framework 2018–2021, the National Security Policy (2014) and the current government's Plan Secure Jamaica (2017) provide a policy framework to which the EU Budget Support Programme can be aligned.

The programme will support the GoJ efforts to develop and bring an approach to human security to the most at risk communities whereby law enforcement is balanced and strengthened by prevention and social transformation initiatives that have showed to contribute efficiently to a more sustained and sustainable reduction of incidence of crime and violence.

The **overall objective** of the programme is to contribute to the improvement of the security environment in Jamaican communities. The **specific objectives** are i) reduced social vulnerability to violence and crime of children, youth and women in Jamaica's most at risk communities, and ii) greater social inclusion of children, youth and women in Jamaica's most at risk communities. The EU programme will focus on the prevention axis of Plan Secure Jamaica and on the specific Citizen Security Plan that is in process to be adopted by the competent authorities under the comprehensive national plan.

Main expected results/outputs are:

1. Improved Citizen Security sector policy, governance and coordination at central and community level.
2. Enhanced programmes for promoting behavioural change, pro-social behaviour, respect for the rule of law, life and vocational skills and socio-economic integration of target groups.
3. Increased number and quality of safer spaces and improvement of community and public services infrastructures.
4. Strengthened police capacity in problem-oriented community policing practices.

## **1 CONTEXT ANALYSIS**

### **1.1 Context Description**

Jamaica is an upper middle income country of 2.7 million inhabitants ranked in the high human development category (HDI 0.732, rank 97/189 and GII value of 0.412, rank 95/160 in 2017). Jamaica's development has suffered from low economic growth for decades, despite relatively rich natural resources, high levels of school enrolment and strong tourism sector. High, albeit declining public debt (103% of gross domestic product (GDP) in March 2018 as compared to 145% in 2013), significant poverty rate (19.9% in 2018), vulnerability to natural hazards and considerable levels of crime and violence are among the greatest development challenges. Additionally, there are disparities in the distribution of income and wealth, and persistent gender inequalities. These disparities are reflected in the loss in HDI and each of its dimensions, when adjusted by inequality and gender.

The returned growth for 2018 (World Bank projected 1.7%, after 0.7% in 2017) shows there is potential, however, as long as key issues like crime and preparedness to external shocks, both natural and economic, are looked after. Crime has become one of the main challenges threatening economy and livelihoods in Jamaica, limiting people's choices, threatening their physical integrity and disrupting their daily lives. The data indicate that while one in four (24.8 percent) Caribbean adults has lost someone they felt close to due to violence in their lifetime, the highest rate is found in Kingston, where nearly half the population (48.8 percent) reported having lost someone close to violence<sup>1</sup>.

Jamaica has a murder rate of 47 per 100,000, 8 times higher than the global average of 6 per 100,000. Majority of murders are linked to gangs, of which there are according to police estimates around 250 on the island. Weaknesses in enforcement, influx of illegal firearms, criminal enterprises and transnational organised crime, lack of trust between police and many citizens but also social ills and inequalities create fertile ground for gang activities. Most gangs are characterized as "first order" or "street gangs" that apparently have no long term strategy but are immediate consumers of proceeds of crime and operate for example in fraud and extortion schemes, drug and gun trade and the related turf wars. The large number and violent character of these gangs, intensified by easy availability of firearms, makes them kill in total more Jamaicans than gangs of higher levels of organisation. Crime disproportionately affects youth in poor neighbourhoods, and typically victims, but also perpetrators of violence and murders, are young men. Violence is the main cause of death in the 15-35 age group accounting

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<sup>1</sup> Caribbean Human Development Report 2012.

for 33% of the casualties. This has had a deleterious effect on the society and on the economic development of the country. In 2007, the World Bank estimated that over 5 per cent growth is lost annually to the effects of crime<sup>2</sup>. Another notable source of homicide is domestic violence, including but not limited to violence against women. Gender-based violence is a widespread phenomenon in Jamaica, and is often underreported due to social and cultural norms. Alongside gender-based violence, there are disputes leading to killings, discrimination, harassment and violent attacks against lesbian, gay, bisexual and transgender persons and lack of prevention and investigation of such attacks, parent-on-child violence, and corporal punishment, remains lawful in the home and in schools and is widely accepted in society. This suggests low conflict-resolution skills and a culture of violence.

Over the years, many communities living in vulnerable situations and at risk to violence and crime have lost confidence in the ability of the legitimate security apparatus of government to ensure their safety and justice. In particular police violence, lack of diversified gender approach to victims and perpetrators, low efficiency and effectiveness in investigation, insufficient training of law enforcement personnel, delayed judicial process and fear of reprisals, have resulted in underreporting of crimes, especially gender-based and sexual violence, and very low rate of persecutions of perpetrators. As a result, many communities' members have come to rely on the illegitimate power brokers such as gang leaders.

## **1.2 Policy Framework (Global, EU)**

The EU's priority to be a stronger global actor and the new European Consensus on Development provide a solid strategic framework where citizen and human security plays a crucial role in responding to the core development priorities. These priorities are encapsulated specifically in the pillars for 'Peace' and 'People', and the gender-responsive rights based approach (RBA). In a broader context, the importance of the security/development nexus has been recognised in Goal 16 (peaceful and inclusive societies) of the UN 2030 Agenda for Sustainable Development and its Sustainable Development Goals.

The 2017 Joint Communication on 'A Strategic Approach to resilience' underlines the robust link between inclusive and participatory societies, accountable, transparent and democratic institutions, sustainable development and the prevention of violent conflict.

The Joint Communication – "Elements for an EU-wide Strategic Framework for supporting Security Sector Reform (SSR)", adopted 5 July 2016 and subsequently endorsed by the Council on 14 November 2016, contributed to the development of an EU-wide strategic framework, shared by all EU actors and guiding all EU instruments (diplomatic, development cooperation and common security and defence policy - CSDP).

Supporting EU partners to transform their security systems remains one of the EU's priorities as it is key to improve their governance, to put security services and armed forces under civilian oversight, making them more human centred, and to help them to prevent and manage crises by themselves. Enhancing human security in developing countries aims at ensuring positive impact on EU internal security. The strategic framework on SSR provides the EU with a coherent policy that also ensures complementarity and coherence with the on-going and

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<sup>2</sup> The World Bank Report on Crime, Violence and Development Trends, Cost and Policy Options in the Caribbean, March 2007)

planned programmes in the wider governance spectrum, including justice and poverty reduction and social development.

The action is specifically aligned and directly contributes to the EU CELAC Action Plan (2015). It recognizes that progress in citizen and human security does not stem from a single isolated policy or action, but from a multi-sector and multi-dimensional approach and a series of social and inclusive public policies based on the standards and principles of gender equality and human rights. It includes preventive measures, promotion of culture of peace and non-violence, institutional reforms, sufficient public investment, genuine and effective participation of local actors, in particular communities living in vulnerable situations and where applicable municipalities, broad and sustained political will, and the adoption of more modern, transparent and effective systems of information.

The programme follows the lines of the security-development nexus, expressed for instance in the European Consensus on Development of 2017.

The formulation of the programme also took into account studies and recommendations issued by competent multilateral institutions, most notably the United Nations Development Programme (UNDP) report on Citizen Security in the Caribbean (2012).

Within this framework and considering the local context and government priorities, after the 2018 Mid Term Review the 11<sup>th</sup> EDF National Indicative Programme 2014-2020 for Jamaica has been extended to the focal area “Citizen Security”.

### **1.3 Public Policy Analysis of the partner country/region**

The country’s strategic policy framework, Vision 2030 Jamaica National Development Plan and the Medium Term Socio-Economic Policy Framework (MTF) 2018-2021 provides a comprehensive planning framework in the economic, social, environmental and governance aspects of national development. Vision 2030 sets as Goal 2 that the Jamaican society is secure, cohesive and just. The MTF 2018-21 risk framework assign to national security a high risk of hindering the development of the country identifying in enhanced implementation of initiatives such as community renewal, education and parenting a key mitigation measure.

The country has a complex policy framework for Citizen Security that grew over time in a non-organic way. Key frameworks to address crime and violence on the island comprise national and ministerial level policy documents as the National Security Policy (2007 and updated in 2014), the National Crime Prevention and Community Safety Strategy (NCPCSS) (2010) developed by the Ministry of National Security, and the enhanced version of the more recent whole Government's strategy "Plan Secure Jamaica" (2017) tabled in Parliament by Prime Minister Andrew Holness in late 2016 and outlined in his budget presentation in 2017/2018.

The existing framework promotes comprehensive strategies and evidence-based preventive interventions, defending the principles of the rule of law and recognizing the multifaceted nature of insecurity and violence. Nevertheless, public stakeholders have not sufficiently incorporated these approaches into their action plans and have not been able to coordinate their actions. A Citizen Security Plan 2019-2022 (CSP) is currently being designed to respond to these challenges and to guide a more coordinated implementation of initiatives directly contributing to citizen security.

The EU will support the implementation of the CSP under the overall framework of Jamaica's National Security Policy and in particular the prevention axis of Plan Secure Jamaica, in line with gender equality and human rights standards and principles. The EU Security Sector Governance (SSG) Facility's technical assistance has deployed in March 2019 a team of experts to support the design of the CSP, which will be formally adopted by the Cabinet before the signature of the Financing Agreement with the EU.

The CSP is structured around three major priorities:

- Crime and violence reduction: to reduce criminal behaviour and build institutional and technical capacity to enhance state effectiveness and efficiency in reducing crime and violence;
- Safer spaces: To reduce opportunities for crime and violence that arises from situational factors and provide effective environmental safeguarding from victimization;
- Youth and Community Development: To help build and empower communities and ensure that the knowledge, skills and education people accumulate throughout their lives enable them to realize their potential as productive members of society.

Citizen Security is a complex and crosscutting responsibility and no Ministry or institutions can alone provide the security and safety for the population. The GoJ has acknowledged this complexity in the formulation of the CSP, which assigns responsibility for its implementation to several stakeholders, including all relevant line ministries, supported by civil society and the private sector. The Office of the National Security Advisor (ONSA), in collaboration with the Ministry of National Security (MNS), the Jamaica Constabulary Force (JCF) and the Planning Institute of Jamaica (PIOJ), is currently leading the process of definition of the Citizen Security Plan. The coordination and monitoring of the CSP is under the direct responsibility of the Prime Minister and the National Security Council. The ONSA will host the Secretariat of the CSP and will be in charge of the inter-institutional coordination.

The Jamaica National Budget 2019 – 2020<sup>3</sup> increased the allocations for the Ministry of National Security (MNS) by 9.2 billion JMD from the year before (from 83.48 to 92.68 billion). Notably, this includes 7.5 billion which represents an increase of 60% for the capital side and the 28% of the total Capital Budget for the next fiscal year (2019/2020). Even if most of this increase is directed to reinforce law enforcement agencies, it shows the priority assigned to security and safety within the government.

Jamaica has not ratified the Convention against Torture and other Cruel and Inhuman or Degrading Treatment (CAT) or Punishment or its Optional Protocol of the Convention against Torture (CAT-OP). Moreover, Jamaica has not ratified the Convention for the Protection of all Persons from Enforced Disappearance (CED). Jamaica has ratified all other core human rights conventions, including the International Covenant on Civil and Political Rights, International Covenant on Economic, Social and Cultural Rights, Convention on the Elimination of all forms of Discrimination against Women, Convention on the Rights of the Child and the Optional Protocol to the Convention on the Rights of the Child on the involvement of children in armed conflict. The Convention against Transnational Organized Crime has also been ratified. Jamaica acceded to the Inter-American Convention on the Prevention, Punishment and Eradication of Violence against Women (Belem do Para), becoming binding as of 2006. Regional and international conventions however do not take precedence over domestic

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<sup>3</sup> Estimates of Expenditure 2019 – 2020 <http://www.mof.gov.jm/budgets/the-budget.html>

legislation, and must be incorporated to be fully enforced. The Domestic Violence (Amendment) Act 2004 and the Sexual Offences (Amendment) Act 2011 are the two key pieces of legislation addressing violence against women. Jamaica operationalized its National Policy for Gender Equality (NPGE) in 2011 (UPR Report, 2015, p.5). Additionally, the National Strategic Action Plan to eliminate Gender-based Violence in Jamaica (NSAP-GBV) 2017-2027 was approved by the Human Resources Committee of the Cabinet on Tuesday June 27, 2017. The Bureau of Gender Affairs is responsible for implementation of both policy and plan. (SIGI, Jamaica, 2019). The government has also recently adopted the National Plan of Action for an Integrated Response to Children and Violence (NPACV).

#### **1.4 Stakeholder analysis**

No line Ministry in Jamaica can cover so wide a spectrum of initiatives or has sufficient authority to coordinate all the institutions that need to be involved. Considering this, the Office of the Prime Minister (OPM) and the Ministry of Finance and Public Service (MoF, also the National Authorizing Officer, NAO) will be responsible to supervising the policy implementation across all sectors. The Office of the National Security Advisor (ONSA) will host the Secretariat of the CSP and look after the inter-institutional coordination, supported by the Ministry of National Security. Given the crosscutting nature of the CSP, the implementation of the policy will involve a multitude of stakeholders, including all relevant line ministries (National Security, Justice, Education, Health, Labour and Social Security, Culture, Gender, Entertainment and Sport, Local Governments and Community Development) and national institutions (Jamaican Constabulary Force, Jamaica Social Investment fund, National Training Agency).

The Minister of Finance, NAO and member of the NSC, has gained a high level of credibility. Its role is extended to the reform of public service and is highly concerned with efficiency and effectiveness in the service delivery. Its presence in the NSC and its lead of this programme will contribute to a more timely, effective and proportional financial allocation to support the policy implementation according to its progress and results. The MoF will be particularly involved in the development of mechanisms that guarantee the financial sustainability of citizen security policies beyond the funds that come from national or local budgets or from international cooperation. Jamaican institutions involved in policy implementation will be also accountable to the MoF to present their progress and results in order to receive further financial allocations.

The Ministry of National Security (MNS) will have a critical role for the implementation being the main executive institution mandated to contribute towards creating a safe and secure Jamaica and having specific branches dedicated to management of offenders and their rehabilitation, crime prevention and community safety and comprising law enforcement departments and agencies like the Jamaica Constabulary Force (JCF).

Other key stakeholders for this programme will be:

- The Planning Institute of Jamaica (PIOJ) which host the Community Renewal Programme (CRP);
- The Ministry of Education, Youths and Information (MoEYI) together with the National Training Agency, Heart Trust (HT/NTA);
- The Ministry of Culture, Gender, Entertainment and Sport (MCGES), particularly through the participation of the Bureau of Gender Affairs;

- The Ministry of Local Governments and Community Development (MLGCD), in particular through the Social Development Committee (SDC) and the Community Development Committees (CDCs)
- The Ministry of Health and Wellness (MoHW);
- The Ministry of Labour and Social Security (MLSS);
- The Ministry of Justice (MoJ);
- Jamaica Social Investment Fund (JSIF);
- The Bureau of Gender Affairs;
- Office of the Public Defender.

Other National Agencies working in the communities with solid waste management, water and sanitation, renewal of infrastructures, housing among others will also be involved as required during the implementation.

Civil society and nongovernmental organisations have an instrumental role to play in the envisaged action, in consultative, oversight and implementation roles. For example, NGOs are currently active in delivering social outreach programmes and in the prevention of gender based violence (e.g. a 24-hour toll free hotline is provided through a national NGO, Woman Incorporated). Moreover, the Government supports several women's NGOs and their work on domestic violence, including the funding of income generating activities.

The private sector is a strong advocate for security and better anti-crime policies in Jamaica. It also operates its own Crime Stop hotline and, among other things, offers stipends and employment programmes for youth at risk of falling into criminal activities. The private sector is a key stakeholder in making skills-trainings demand-driven. Through its voice in public discussion it can also play an oversight role.

## **1.5 Problem analysis/priority areas for support**

Jamaica has been plagued for decades by the seemingly intractable problem of high levels of violent crime, notwithstanding fluctuations and a significant reduction in murders in 2018 over 2017 (estimated to be in the region of 22 per cent, based on preliminary data from the JCF). The main causes of violence and homicide in Jamaica are criminal organizations and gangs, supported by corruption, fraud, money-laundering and a culture of impunity. Once driven by political feuds, the gangs have since the 90s turned to other criminal activities such as extortion, fraud and transnational organised crime, such as trafficking of weapons and narcotics, and the related turf wars. In addition to drugs, Jamaica has become a major transit and shipping point for guns and small arms between the US and Latin America. This reflects in the homicides, with around 70% of them being committed with a gun.

The root of the problem extends beyond the social marginalisation and lack of legitimate opportunities, to an elaborate illegitimate opportunity structure and the emergence of a subculture of violence<sup>4</sup>. Vulnerable groups such as young men, women and children are particularly exposed.

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<sup>4</sup> Professor Harriot – Grace Kennedy Foundation Lecture , 2009



Youths are easily drawn into criminal activities and are often the primary victims and perpetrators of violent crime. Indeed, a typical perpetrator and victim of homicide is a male from an inner-city community aged between 19 and 29. Many youths from marginalized communities have been exposed to trauma in the form of physical or psychological abuses which are usually undetected. Most parents who live in marginalised communities face socio-economic circumstances that are inimical to the development of their children. In addition, they are often psychologically and economically ill equipped to raise their children and prevent them from adopting deviant behaviours and joining criminal entities. Considering the huge Jamaican diaspora, children who are left behind by migrating parents may find themselves in circumstances of inadequate care and protection.

Many, especially youths, are under-trained and not prepared to work or participate in the formal economy. Skill development programmes through HEART Trust/NTA and other agencies and programme have been implemented with certain rate of success. Nonetheless, the job opportunities and the participation of private sector in these initiatives remain low, resulting in high levels of frustration among the participants to the trainings.

Women are also particularly vulnerable and are more fearful of engaging in activities in public spaces than males. In Jamaica violence against women and girls is a significant dimension of citizen insecurity and threatens human rights and sustainable development. It has been estimated that in Jamaica 27.8%<sup>5</sup> of women have experienced violence at the hands of their partners.

Harmful gender norms and stereotypes, including the belief that men are ‘natural’ leaders, perpetuate violence against women and girls. These inequitable gender norms support male dominance in intimate partner relationships with women and limited male participation in the household and in care giving. Popular culture including music play a significant role in the reinforcement of gender inequality and unequal gender power dynamics, often directly condoning the use of violence and discrimination against women and girls and the control over women’s and girls’ bodies and sexuality.

Women have come to accept and actively participate in upholding unequal gender relations, which are built on historically unequal notions of women’s and men’s positioning and place. The findings indicate that the norm is for men in Jamaican society to be seen as aggressive, powerful, unemotional and controlling, which contributes to a social acceptance of men as dominant. Similarly, expectations of females as passive, nurturing, submissive and emotional reinforce women’s roles as weak, powerless and dependent upon men.<sup>6</sup>

In addition to underreporting, available data indicates that few women seek help from formal services and that family and community support systems are the most likely avenues through which women experiencing intimate partner violence will seek help. A recent prevalence survey in Jamaica indicated that almost two-thirds (63%) of women who experienced physical or sexual violence sought no help. Lack of responsiveness among law enforcement authorities and barriers in the administration of Justice are among the reasons for not seeking help or report incidence of violence.

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<sup>5</sup> Jamaica Women’s health survey 2016

<sup>6</sup> Jamaica Women’s health survey 2016

Many of the disadvantaged communities are beneficiaries of the largesse and concurrently, of the despotism of self-appointed community leaders linked to criminal networks, who coerce community members into supporting them and their criminal enterprises. This situation has been favoured and maintained by the fact that the mechanisms for the participation of the community members in the planning and decision making process of their own communities and development are weak or absent. Additionally, over the years, many marginalised communities have lost confidence in the ability of the legitimate security apparatuses of government to ensure their safety and justice. As a result, they have come to rely on the illegitimate power brokers such as gang leaders. Abuses and high level of extrajudicial killings perpetrated by law enforcement institutions have contributed to it.

Also the physical infrastructure of the targeted communities are largely degraded contributing to poor service delivery from government institutions including schooling and health services, lack of proper and safe places for social and recreational activities, deficient public lighting, among other factors. Extensive investments are required to rehabilitate private dwellings and public infrastructure. Waste is also generally poorly managed with the result of environmental damage and solid waste indiscriminately scattered throughout many of these communities. This poses health risks to community members and surrounding areas.

Many different measures have been employed over decades towards reducing the level of violent crime with varying degrees of success. However, none has so far resulted in sustainable change. Increasingly, the focus has shifted from a hard policing to one that emphasises community transformation and social inclusion for communities that have been marginalised over time and become havens for hard-core criminals. In 2017, amidst national calls for transformative measures to address the rising murder rate, the GoJ developed a comprehensive programme of social, economic and environmental development interventions for marginalized and underserved communities with high rates of crime and violence buttressed by coordinated targeted and localized interventions by the security forces. This was supported by the enactment of the Law Reform (Zones of Special Operations) (Special Security and Community Development Measures) Act, also known as the ZOSO Act, which accords the Prime Minister and heads of the security forces the authority to declare designated areas, Zones of Special Operations for a period of no more than 6 months. There were two declared Zones of Operations up to March 2018 – the first was Mount Salem in St. James and the second was Denham Town in Kingston. These measures have also had varying degrees of success but have so far not shown the sustainable change that is being sought. Among the factors attributed to these failures are: (1) the absence of an evidence-based approach to programme design and beneficiary targeting; (2) a “siloed” approach towards programme implementation; (3) an uncoordinated approach in programme implementation when multiple organisations are working in common spaces; and (4) the absence of a robust monitoring and evaluation framework to measure programme successes or failures and contribute to more effective programme design but also the absence of a proper independent oversight mechanisms.

It can be concluded that the mentioned shift in the policy approach, already present in Vision 2030 and in the National Security Strategy, has not been reflected in an equal reform of the governance of the sector and of the mechanisms for policy coordination and implementation among the different actors. Hence, the notion of comprehensiveness is central to the new paradigm of security and has been gaining ground both in public discourse and in official

documents that support diagnostic and programmatic proposals. However, the effective incorporation of this notion to the institutional framework remains limited.

Building on already existing positive experience including the Community Renewal Programme (CRP), that has received support through the EU funded Poverty Reduction Programme (PRP IV), the Citizen Security Budget Support programme will enhance the implementation of the CSP under Plan Secure Jamaica for violence and crime prevention, reducing opportunities for crime, improving local and central governance and promoting youth, community development and behavioural change initiatives.

Legislation provides women and girls with only limited protection against violence, including domestic violence, for instance, the Sexual Offences Act (2009) reflects a narrow understanding of rape and protects against marital rape only in certain circumstances, the Domestic Violence Act (2004) does not cover sexual abuse and the draft Sexual Harassment Bill does not include sexual harassment in public spaces. Moreover, it has been reported that there are a lack of shelters for victims of domestic violence. (Human Rights Committee, 2016).

## **1.6 Other areas of assessment**

### **1.6.1 *Fundamental values***

Jamaica has a solid Westminster-type constitution that guarantees proper separation of powers. However, partial or temporary restrictions of checks and balances occur, but some delays take place while a restoration of balance is sought often through civil society activism. Electorally speaking, Jamaica has a strong democratic tradition. There is no evidence of elections being mismanaged. Although Jamaica's past was troubled with wide-spread political violence, there have been few instances of politically motivated violence recently. The passing of the campaign financing bill in 2016 is expected to address issues and result in greater transparency and accountability for political party funding. However, campaign financial contributions from special interest groups influence the overall scope and impact of party campaigns at times and access to the media can be determined by availability of such funds. In some urban neighbourhoods powerful criminal gangs are said to maintain influence over voter turnout in return.

Jamaica is the western hemisphere's leader in press freedom according to the 2018 Press Freedom Index released by Reporters Sans Frontières, ranked 6th globally. While newspapers are independent and free from government control, circulation is generally low. No attacks against journalists have been reported since February 2009. The law decriminalizing defamation passed by the House of Representatives in 2013 was a step in the right direction. CSOs are free to operate and express their views but they are limited in size and number.

Corruption remains a major challenge for Jamaica; the country is ranked 70th on the 2018 Corruption Perception Index, compared to 68th in 2017. In 2018, the Integrity Commission, Jamaica's single anti-corruption body responsible for investigating and prosecuting acts of corruption, came into effect. Criticized for lack of initiative, it is currently investigating a major scandal relating to allegations of nepotism, waste of public funds and mismanagement at the state-owned oil refinery, Petrojam.

The judiciary is independent and free both from unconstitutional intervention by other institutions and mostly from corruption. However, there are long delays in the administration of justice, inadequate legal aid assistance, forensic capability is not up to international standards and the court management services are inefficient and lacking in adequate resources to function optimally. According to the Rule of Law Index 2017-2018 of World Justice Project, in terms of accessibility and affordability to justice, Jamaica scored 0.51 (maximum score being 1). The EU's current justice budget support together with the previous JSAT programme aims at remedying many of these problems.

Jamaica has ratified most international humanitarian and human rights conventions, including the Convention against Transnational Organized Crime, with the exceptions of the Rome Statute of the International Criminal Court and the Convention against Torture and its Optional Protocol. Nonetheless, in 2018 Jamaica continued to face important human rights challenges including unlawful killings by the security forces, poor detention conditions (e.g. related to the states of public emergency declared that year), gender violence and discrimination against LGBTI persons. Notable positive developments included the conviction of a police constable involved in an apparent police death squad and the announcement of plans to establish the first state run national shelter to assist women victims of gender violence. A Parliamentary report reviewing the Sexual Offences Act i.a. recommended amending legislation to ensure protection of women from rape irrespective of their marital status, but also contained some controversial recommendations. In October, the Government announced to set up a National Human Rights Institution which will complement existing institutions mandated to protect the rights of citizens, namely, the Office of the Public Defender. Despite death penalty being formally on the books, no execution has taken place since 1988.

### **1.6.2 *Macroeconomic policy***

Macroeconomic conditions have continued to improve as evidenced inter alia by the five consecutive years of steady economic growth, stronger fiscal and external positions, public debt placed on a firm downward path (debt to GDP ratio is estimated to have gone below 100% by December 2018), modest inflation and a reduction of unemployment. The four reviews under the precautionary Stand-By Arrangement (SBA) of US\$1.6 billion undertaken by September 2018 concluded that strong programme implementation continues to anchor macroeconomic stability and all the quantitative performance criteria and structural benchmarks for the related periods have been met.

The Jamaican economy continued to perform positively over the first half of Financial Year 2018/19, with real GDP growth pace strengthening compared to the period of the previous year. Driven by the strong performance in tourism, increased capacity utilization in mining and quarrying, construction, and manufacturing, real GDP for the July – September 2018 quarter is estimated to have expanded by 1.8% compared to the corresponding quarter in 2017. The improvement in economy is reflected also in a historically low unemployment rate of 8.7% (October 2018) compared to 10.5% in October 2017 representing the second lowest monthly rate recorded in Jamaica (lowest rate 8.4%, July 2018). Driven mainly by lower prices for the agricultural produce following increased domestic production, the annual inflation for December 2018 was 2.4%, below the lower band of the inflation target of the International Monetary Fund (IMF) and Central Bank. The inflation outturn for FY 2018/19 is projected at 3.7%.

The current account deficit has improved. Data for the April-September 2018 show it stood at US\$183.6 million which represents an improvement of US\$59.4 million compared to the corresponding period of FY 2017/18; the outlook for the whole FY2018/19 displays a deficit of US\$389.1 million, improving by US\$64.3 million over 2017/18. As a percentage of GDP, the current account deficit decreased from 3.3% in FY 2017/18 to an estimated 2.4% in 2018/19.

The foreign reserves decreased from US\$3.2 billion (December 2017) to US\$3 billion (December 2018) and is expected to end FY 2018/19 at US\$2.9 billion, and the debt to GDP ratio has been on a declining path since 2014.

The legislation to make the Central Bank (Bank of Jamaica) operationally independent by isolating its monetary policy role from any political pressure was tabled in Parliament. The BoJ pursues a flexible exchange rate regime, and interventions are done through an auction system (BFXIT), which is part of an ongoing shift to modernise the central bank with the aim of inflation targeting. It is normal that the currency moves up and down in response to supply and demand. Interest rates are at historic lows of 1.5%, which is expected to help economic growth be stronger.

All these macroeconomic improvements generated three positive ratings from the international rating agencies during FY 2018/19. However, crime, corruption and external shocks (e.g. increases of oil price, trade partners' economic slowdown, adverse weather conditions and natural disasters) remain the biggest challenges to stronger economic growth. The government is determined to tackle crime, and the EU, alongside this programme, continues supporting the justice sector and key anti-corruption agencies. The country is also in a better position than previously to cope with external shocks through increased international reserves and renewed access to capital markets. In addition, the IMF SBA is an essential tool to secure and consolidate progress made so far. Since the Government considers the agreement precautionary, the financial allocation associated with successfully completed reviews is set aside as insurance against exogenous shocks.

Overall, it is concluded that the macroeconomic policy pursued is stability-oriented.

### **1.6.3 Public Financial Management (PFM)**

The status of Jamaica's PFM systems was last assessed in 2016 by the IMF's Caribbean Regional Technical Assistance Centre (CARTAC). The Public Expenditure and Financial Accountability (PEFA) 2016 concluded that Jamaica has a strong financial management system and made significant improvements since the last assessment done in 2012. However, weaknesses persisted in areas such as management of expenditure and revenue arrears, control of contractual commitments, medium term programme budgeting, financial reporting and overall treasury operations. The European Union has been accompanying the government for several years in the work aimed at improving the PFM environment.

The Government of Jamaica (GoJ) took stock of the findings of the assessment and updated the Public Financial Management Reform Action Plan (PFM - RAP) III 2017/18-2020/21 to address the weaknesses identified. Following the update, the GoJ prepared a Monitoring Plan with milestones for each reform action/initiative for each year enabling the PFM Secretariat to follow and report annually on progress. In order to ensure that the reform actions are closely linked to PEFA 2016 assessment, the plan also defined a set of high level key performance indicators (KPIs) to mirror PEFA indicator criteria in full or in part.

A strengthening pace in implementing the PFM reforms can be observed during FY2018/19; per the draft Status Report on the PFM Reform Action Plan for the 3rd quarter of FY2018/19, up to January 2019, 71% of the targets set for the entire fiscal year were fully completed. Another 21% was expected to be fully accomplished by end March 2019, which will bring the overall achievement to over 90% as compared to 68% for the previous fiscal year. Key reform achievements include new Treasury-linked accounting and reporting system, Treasury Single Account, Budget Preparation and Management System, new revenue administration systems for tax administration and customs and upgrades of physical ICT infrastructure. The public finance management reform strategy thus remains sufficiently relevant and credible, and progress is satisfactory.

#### **1.6.4** *Transparency and oversight of the budget*

Budget transparency and oversight has been strengthened as part of the ongoing PFM reforms. In addition to meeting the entry point, budget documentation, external audit and legislative scrutiny of the audit reports have all improved. Public access to fiscal information has further improved and, for the first time, a citizens' budget for the FY2019/20 was developed and published on the MoFPS website.

It is required among other things, that the annual Estimates of Revenue and Expenditure and the accompanying Fiscal Policy Paper (FPP) be tabled simultaneously in February of each year to allow for the passage of the budget prior to the start of the fiscal year. There is also a calendar that strengthens the rules governing the budget preparation and approval. The budget for FY2018/19 complied with the rules. The new budget for FY 2019-2020 was enacted on 29th March 2019 following a couple of weeks' budget debate opened by the Minister of Finance. Parliament's budget discussions were broadcast on public TV and the budget documents are publicly available online. If amendments are needed to the budget, they are also tabled in Parliament, debated in public and published. Monthly central government budget execution reports showing deviations are published online.

The budget is overseen and scrutinized by both the Auditor General and Parliamentary Commissions (Public Accounts Committee and Public Administration and Appropriations Committee). The Auditor General conducts a review of the financial transactions and financial statements for each financial year and presents a report to the Parliament. The Auditor General is also required to examine the components of the FPP and indicate whether its preparation complies with prudent financial principles. Parliamentary Commissions are involved in the preparation of the budget, as well as in the monitoring of its implementation and in the follow-up to the Auditor General's recommendations.

Despite improvements in the budgetary process, the PEFA 2016 pointed to a number of weaknesses related to the public access to key fiscal information, timeliness and quality of financial reports, legislative procedures for budget scrutiny and timing of budget approval or independence of Auditor General. The GoJ updated the PFM Action Plan prioritises a set of measures to address these weaknesses during 2017/18-2020/21.

## 2 RISKS AND ASSUMPTIONS

Risks	Risk level (H/M/L)	Mitigating measures
The turnover rate of officials in Jamaica Government due to national elections may delay the implementation of the initiative	M	Close policy dialogue directly supported by the Delegation with both main political party and government since the formulation phase to ensure bipartisan support
Weak political will to address violence against women and girls and against LGBTI persons	M	<ul style="list-style-type: none"> <li>- Close and regular policy dialog with Jamaican government and political leaders.</li> <li>- Increase policy dialogue on gender issues, child/adolescent rights and LGBTI rights</li> <li>- Strengthen involvement and advocacy of gender machinery, women's and LGBTI organizations</li> </ul>
National partners have limited implementation capacities	M	<ul style="list-style-type: none"> <li>- Including TA accompanying capacity development strategies within programme implementation modality</li> </ul>
Lack of consensus on strategies, methodologies and approaches to prevention and response to crime and violence	L	<ul style="list-style-type: none"> <li>- Policy dialogue and capacity development of government and civil society partners in programme strategies, methodologies and approaches to prevent violence.</li> <li>- South-South cooperation and knowledge exchange</li> <li>- Investment in building the evidence- base related to promising and successful practices through a strong focus on monitoring and evaluation.</li> <li>- Regular coordination for trustful dialog with international partners.</li> </ul>
Funding and services not available after Initiative ends due to lack of resources	L	Involvement of Ministry of Finance and Public Services as well international partners, in policy dialog and sector governance mechanism beyond approaches targeting sectorial ministries alone.
Limited capacity and resources of civil society	M	Grants and support to local civil society and private sector organizations included in the programme implementation modalities, in particular those focusing on youth and women and other people in vulnerable situations (e.g. LGBTI persons).
Image of EU is affected by unsuccessful implementation of the Plan Secure Jamaica or violent law enforcement operations in prioritized communities.	M	The programme will only support violence prevention, community safety and youth development actions applying human rights and gender sensitive approach. Technical assistance will be provided in this regard. The EU Delegation has always maintained distance from law enforcement initiatives that don't guarantee these standards. The Delegation will directly manage communication and visibility

		funds to strongly reinforce this message. An independent oversight mechanism for the plan is strongly promoted and will be supported during the implementation to identify and denounce abuses and provide advices.
<b>Assumptions</b>		
<ul style="list-style-type: none"> <li>✓ No major change in the political situation in Jamaica will affect Citizen Security programme implementation.</li> <li>✓ There is significant national commitment including through dedication of additional domestic resources to ensure sustainability and long-term impact of the sectoral policy.</li> <li>✓ There is significant national commitment to the crime prevention and community safety initiatives.</li> <li>✓ There is no significant national impact of natural disasters or geo-physical hazards.</li> </ul>		

### **3 LESSONS LEARNT AND COMPLEMENTARITY**

#### **3.1 Lessons learnt**

- Fragmented approaches to prevention accompanied by a weak evidence base decision-making system, as well as limited scale up of promising initiatives have impacted the development of a culturally relevant and comprehensive approach to change social norms that are at the base of the persistent high violence level in the Jamaican society.
- Stand-alone approaches that engage law enforcement initiatives, on the one hand, or community development, behavioural change, empowerment and youth's skills development on the other do not represent a comprehensive approach to prevention. Whole of community approaches are critical to addressing crime and violence including violence against women and girls (VAWG). Social mobilization approaches which target community stakeholders at the individual, interpersonal and institutional level are generally recognized to be most effective.
- National level multi-sectoral coordination mechanisms are indispensable to a comprehensive approach to addressing crime and violence including VAWG.
- National and citizen security policies and programmes have traditionally excluded a focus on VAWG and instead have only placed emphasis on organized crime, drug interdiction, human trafficking, violent crime and public safety. These policies have perpetuated ideas of VAWG as a private matter.
- While VAWG is often addressed by poorly funded gender machinery, financing for national security often occupies a much larger portion of the national budget. The integration of a focus on addressing VAWG into national and citizen security policy and discourse and better cooperation between gender machinery and Ministry of National Security is indispensable to addressing all forms of VAWG.

#### **3.2 Complementarity, synergy and donor coordination**

Thanks to past undertakings and the ongoing programs, the EU is recognised within the leading donors in security and justice in Jamaica. The proposed intervention will be complementary to a number of concluded and ongoing EU-supported actions. The Security Sector Reform Programme (10th EDF, finalized) gained results concerning the civilianization of key administrative positions and restructuring of the police, initiation of community policing, and



citizen-oriented training in the National Police College. The Justice Sector Reform Programme (11th EDF ongoing budget support) aims at increased access to justice services, in particular for vulnerable groups and at community level, improved treatment of children in the criminal justice system and improved efficiency of accountable, professional and effective justice services in general. The Justice, Security, Accountability and Transparency project (10th EDF, ongoing) works towards strengthening the capacity and inter-agency cooperation of various actors of the criminal justice system. The closest antecedent to the present programme is the ongoing Poverty Reduction Programme IV (PRP IV) directly supporting initiatives undertaken in vulnerable communities under the umbrella of the Community Renewal Programme (CRP 2012-2022), an initiative to transform communities by reasserting the role of the state; harmonising existing social interventions; mainstreaming these communities into national development; and providing access to the opportunities and services not yet available. The new Citizen Security budget support will strengthen the EU's presence in the wider security sector, complementing the support to justice and to CRP.

Donor coordination in the Security and Justice Sectors has always been robust in the past years and should continue with regular meetings between the main donors in the sectors as well as with relevant Government Agencies and Civil Society Organizations. Policy dialogue is usually conducted at different levels and there will be renewed efforts to ensure that dialogue is timely in order to evaluate policy implementation and impact.

The main international development partners are:

- a) Canada: The Justice Undertakings for Social Transformation (JUST) Programme, Citizen Security and Justice Programme III (CSJP III);
- b) Inter-American Development Bank (IDB): CSJP III and Security Strengthening Project;
- c) USAID: The Caribbean Basin Security Initiative (2014-2018)
- d) DFID: The Jamaica Constabulary Force Accountability Programme and Caribbean Criminal Asset Recovery Programme, CSJP III;
- e) British High Commission: Technical Assistance under the Friends of Jamaica Initiative.
- f) World Bank: Integrated Community Development Project (ICDP)

The CSJP III, funded by IDB, DFID and Global Affairs Canada, has been so far the main programme in the sector and is reaching its finalization. As its services are being transferred to competent government bodies, these donors are redefining their roles and contributions to the sector in dialogue with the EU, opening opportunities for new synergies and complementarity around the new CSP. World Bank and USAID are also currently supporting community and human development with a view to improving citizen security. USAID as already launched a call for expression of interest for the implementation of a new programme.

## 4 DESCRIPTION OF THE ACTION

### 4.1 Overall objective, specific objective(s), expected outputs and indicative activities

This programme is relevant for the Agenda 2030. It primarily contributes to the progressive achievement of SDGs no.11<sup>7</sup> and 16<sup>8</sup> related to security and safety. It also promotes progress towards Goals no.5<sup>9</sup> and 10<sup>10</sup> for more effective governance.

The programme will support the GoJ efforts to develop and take to the most at risk communities and groups (youth, women) an approach in which law enforcement activities are balanced by prevention and social transformation initiatives that have showed to contribute efficiently to a more sustained and sustainable reduction of crime and violence incidence.

The EU will support the implementation of the Citizen Security Plan 2019-22 under the overall framework of the Jamaica National Security Policy and in particular of the prevention axis of the Plan Secure Jamaica. The EU SSG Facility's technical assistance is currently supporting the strengthening of the CSP 2019-22, which will be formally adopted by the Cabinet before the signature of the Financial Agreement with the EU.

The **overall objective** of the programme is to contribute to the improvement of the security environment in Jamaican communities.

The **specific objectives** are i) reduced social vulnerability to violence and crime of children, youth and women in Jamaica's most at risk communities, and ii) greater social inclusion of children, youth and women in Jamaica's most at risk communities.

In particular, the **main expected results** of the proposed support to Citizen Security in Jamaica are:

Induced outputs:

- i. Improved Citizen Security sector policy, governance and coordination at central and community level. A robust monitoring and evaluation system, data production and analysis will be supported by technical assistance to generate evidence based policy development, in line with gender and human rights standards and principles.
- ii. Enhanced programmes for promoting behavioural change, pro-social behaviour, respect for the rule of law, life and vocational skills and socio-economic integration of target groups.
- iii. Increased number and quality of safer spaces and improvement of community and public services infrastructures. Capacity building and enhancing the role and ownership of the community of the human security initiatives will be prioritized.
- iv. Strengthened police capacity in problem-oriented community policing practices.

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<sup>7</sup> SDG 11 - Make cities and human settlements inclusive, safe, resilient and sustainable.

<sup>8</sup> SDG 16 - Promote peaceful and inclusive societies for sustainable development, provide access to justice for all and build effective, accountable and inclusive institutions at all levels.

<sup>9</sup> SDG 5 - Achieve gender equality and empower all women and girls.

<sup>10</sup> SDG 10 - Reduce inequality within and among countries.

Direct outputs:

- i. Increased and sustained financial resources in the national budget for the Citizen Security sector.
- ii. Intensified policy dialogue between EU and the government on the Vision 2030 National Development Plan and Citizen Security issues, inclusive of civil society and gender machinery.
- iii. Enhanced Government capacities for the coordination, and implementation of the Citizen Security Plan, monitoring and evidence - based policy revision and reform, based on gender and human rights standards and principles.
- iv. Strengthened institutional stakeholders' capacities to manage and deliver coherent and coordinated citizen security programmes.
- v. Improved implementation of gender approach in Citizen Security policy implementation.
- vi. Increased Civil Society capacities, participation and oversight of government security operations.

The financial transfers and the policy dialogue under this budget support will be accompanied by two complementary supports under the following modalities:

- Technical Assistance (TA) to main public institutions and stakeholders involved in the programme. It will include: i) supporting the establishment and capacity building for the Citizen Security coordination and technical teams established by ONSA directly reporting to Prime Minister and to NSC, to coordinate, monitor and evaluate with a gender and rights-based approach the implementation of Plan Secure Jamaica's Citizen Security Plan; ii) increasing MoF capacity for financial coordination and results based budgeting in the security sector to ensure that resources will be made available according to results and efficiency in the implementation of the Citizen Security Plan; iii) TA to MNS, JCF and other relevant institutions to establish new targeted, relevant and effective intervention as foreseen by the CSP; iv) strengthening sex-disaggregated data and evidences collection, quality, analysis and utilization to support crime and violence prevention initiatives; v) TA for strengthening the role and the action of the CSP independent oversight mechanism; vi) TA for the Bureau of Gender Affairs to strengthen its capacity to make gender a cross cutting issue in citizen security policies and programmes implementation. It will include support for the elaboration of tools, studies, analysis, etc., to ensure gender mainstreaming.
- Grants to CSOs, including not for profit NGOs, media and Private Sector organizations will be provided through calls for proposals with the purpose of contributing to strengthening their monitoring and advocacy capacity in Citizen Security sector and to ensure better social audit and participation in the Plan implementation. The grants will also strengthen those CSOs' initiatives contributing to the CSP targeting specific vulnerable target groups, including LGBTI persons, still not addressed by public institutions. Grants may also contribute to enhance the role of private sector to provide opportunities to youths in vulnerable communities.

## 4.2 Intervention Logic

Assuming that no major changes in the political situation in Jamaica will affect the Government commitment to crime prevention and community safety, the sustained financial resources and enhanced capacities of all relevant stakeholders will result in improved sector governance and coordination, enhanced citizen security programmes in the targeted communities, more quality spaces, infrastructure and services and strengthened capacity of the police in problem-oriented community policing. This will reduce social vulnerability to violence and crime of children, youths and women in Jamaica's most volatile at risk communities, which in turn will contribute to the overall safety and wellbeing of the population through the improvement of the security environment and increasing sustainable livelihoods.

The programme will support GoJ's integrated and sustainable interventions in at least 20 most vulnerable communities prioritized and identified according to the vulnerability and volatility index already developed and in use by the Community Renewal Programme supported by EU and coherent with the Citizen Security Plan 2019-22.

Advanced and well-developed programmes have been implemented in Jamaica in the last decades along with the production of relevant policy documents but they have not been able to achieve the sustainable change that was sought. The inputs of the programme, including international technical assistance and policy dialogue, together with a call for proposals for civil society/private sector entities, will be directed to increase capacities and influence the adoption of effective evidence based approaches in order to induce the needed reforms for better governance of the sector and evidence based annual policy revisions.

The increased coordination, steering and availability and analysis of data and performance will be critical to identify, strengthen and intensify those interventions that show to contribute to enhance citizen security while technical assistance will assist in introducing new approaches that have demonstrated to be effective in similar contexts worldwide to prevent and reduce crime and violence.

Consistent with the CSP, the programme will be articulated around three main expected outcomes that have been identified as critical to achieve a safer and secure society in the Jamaica context. The programme will address directly: (i) the criminal behaviour of the individuals, especially the ones that have been already in conflict with the law, to reduce its occurrence; (ii) the situational aspects of the community and society that offer ground and occasions for crime including the availability of shelter for victims and safer spaces to reduce victimization; and (iii) the availability of socio economic opportunity for the development of youths and strengthen the capacity of the communities to produce their own safety. By prioritizing youth and community development, the plan aims at addressing specific challenges in the Jamaican context: majority of murders and violent crimes concern youth in marginalised communities.

Of primary concern is the issue of public confidence in the capacity of the state to protect citizens and ensure justice. If citizens lack confidence in the police, the judiciary and other public authorities, no amount of repression will restore security. The visible presence of the police forces and an increased trust and confidence in their capacity to protect the population is an essential element of any citizen security approach contributing directly to an increase in the perception of safety and security in the communities. The Citizen Security Plan aims at supporting the police capacity to deter crime, to make a more strategic use of data and to build

on existing strategies for community policing to play a more active role as problem solver (Problem Oriented Policing) within the communities in order to reduce victimization and enhance trust and confidence with the institution.

Gender equality, human rights standards and principles, and accountability mechanisms are key elements in generating legitimacy and ensuring effectiveness and sustainability. The creation and strengthening of an independent participatory oversight mechanism will be also pursued by the programme including through provision of technical assistance.

### **4.3 Mainstreaming**

Gender equality, the promotion and protection of human rights and the pledge to leave no one behind are at the core of the proposed intervention. A gender and life cycle responsive, human rights and victim-centred approach will be incorporated for the implementation of programme activities and its monitoring to foster the application of human rights standards and principles at all institutional levels.

Since national citizen security policies and programmes have traditionally excluded a focus on violence against women and girls (VAWG), perpetuating the idea of VAWG as a private matter, the programme will specifically work with national ministries and agencies to support the recognition and integration of family violence as a citizen security concern and incorporation of a focus on family related violence into citizen security policy, national action plans and programmes. The integration of a focus on addressing VAWG into national and citizen security policy and discourse and better cooperation between the existing gender machinery and the ministry of national security will be then mainstreamed in policy dialogue and technical assistance during programme implementation.

Environmental issues will also be taken into account within the safer spaces, infrastructure renewal and better service delivery component that will be implemented with community participation.

### **4.4 Contribution to SDGs**

This intervention is relevant for the Agenda 2030. It contributes primarily to the progressive achievement of SDGs no.11 "Sustainable Cities and Communities" and no.16 "Peace, Justice and Strong Institutions", while also contributing to SDGs no. 1 "No poverty", no.5 "Gender Equality" and no.10 "Reduced inequalities". When the action involves infrastructure works, attention will be paid to promote the use of clean energy and energy efficiency, thus contributing to SDGs no.7 "Affordable and clean energy" and no.13 "Climate action".

The complex relation between these SDGs has been analysed by the government in the document Road Map for SDG Implementation in Jamaica (2017).

## **5 IMPLEMENTATION**

### **5.1 Financing agreement**

In order to implement this action, it is foreseen to conclude a financing agreement with the partner country.

## **5.2 Indicative implementation period**

The indicative operational implementation period of this action, during which the activities described in section 4 will be carried out and the corresponding contracts and agreements implemented, is 48 months from the date of entry into force of the financing agreement.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Decision and the relevant contracts and agreements.

## **5.3 Implementation of the budget support component**

### **5.3.1** *Rationale for the amounts allocated to budget support*

The amount allocated for the budget support component is EUR 15.7 Million, and for complementary support is EUR 4.3 Million. This amount corresponds with the total amount allocated during the Mid Term Review (MTR) of the NIP 2014-2020 to Jamaica for the Citizen Security sector and responds to the fact that security is recognized as one of the main threats to national development. The amount for complementary support has taken into consideration the need to provide the Technical Assistance to the various Ministries, Departments and Agencies involved, guarantee gender expertise and to ensure proper monitoring and evaluation and visibility activities. Civil Society and Private Sector initiatives will also be promoted through calls for proposals in coherence with the programme approach to enhance community participation, socio economic opportunities, social audit of undertaken initiatives and for the capacity to reach particular vulnerable groups.

### **5.3.2** *Criteria for disbursement of budget support*

a) The general conditions for disbursement of all tranches are as follows:

- Satisfactory progress in the implementation of the Citizen Security Plan 2019-22 under Plan Secure Jamaica and continued credibility and relevance thereof;
- Maintenance of a credible and relevant stability-oriented macroeconomic policy or progress made towards restoring key balances
- Satisfactory progress in the implementation of reforms to improve public financial management, including domestic revenue mobilisation, and continued relevance and credibility of the reform programme;
- Satisfactory progress with regard to the public availability of accessible, timely, comprehensive and sound budgetary information;

The specific conditions as well as the tranches to which they apply are as follows:

b) The indicative performance indicators for disbursement that may be used for variable tranches. They will be a combination of progress and outcome indicators measuring the governance and the delivery of the CSP 2019-2022 and will be preferably selected from the national policies and CSP itself or will be consistent with the expected outcomes of it. The indicators might include the following:

1. Creation of a suitably staffed and resourced steering mechanism in charge of the effective and coordinated delivery and implementation of the CSP 2019-22;

2. Independent and bipartisan oversight mechanisms of the CSP 2019-22 appointed and meeting regularly and at least biannually to assess the progress and proper implementation of the plan;
3. Increase in public spending on prioritized citizen security programmes;
4. Number of priority communities where the CSP 2019-22 is declared to be implemented in a consistent and integrated way;
5. Percentage of recidivism by youths in conflict with the law targeted by rehabilitation and mentorship programmes;
6. Reduction in victimization of youths and women in targeted communities as referred by the Victimization Survey compared to the previous edition of the survey;
7. Reduction in drop-out rate from secondary education level schools in the communities where the CSP 2019-22 is implemented;
8. Number of youth from prioritized communities participating in skills development and vocational training initiatives that receive a professional qualification or certification at the end of the course (level 2 and 3);
9. Reduction in youths' unemployment in communities where the CSP 2019-22 is implemented;
10. Number of available shelters for women victims of violence;
11. Number of safe spaces created or renovated in target communities
12. Variation of fear of victimization by gender
13. Variation of trust and confidence in the police by gender

The chosen performance indicators and targets to be used for disbursements will apply for the duration of the action. However, in duly justified circumstances, the National Authorizing Officer may submit a request to the Commission for the targets and indicators to be changed.

Note that any change to the targets should be agreed ex-ante at the latest by the end of the first quarter of the assessed year. The agreed changes to the targets and indicators shall be agreed in advance and may be authorised in writing (either through a formal amendment to the financing agreement or an exchange of letters).

In case of a significant deterioration of fundamental values, budget support disbursements may be suspended, reduced or cancelled, in accordance with the relevant provisions of the financing agreement.

In case of unexpected events beyond the control of the Executive, such as natural disasters, neutralization of one or several indicators affected can be accepted. The amounts relating to the neutralized indicators will be redistributed amongst the remaining indicators on a pro-rata basis. The Government of Jamaica must request and justify neutralization to the European Union. The EU will analyse and decide on the neutralization of one or several indicators and the subsequent distribution.

### 5.3.3 Budget support details

Budget Support is expected to support the acceleration of reforms and capacity development with a significant positive impact on sector outcomes.

Budget support is provided as direct untargeted budget support to the national treasury. The crediting of the euro transfers disbursed into Jamaican dollars will be undertaken at the appropriate exchange rates in line with the relevant provisions of the financing agreement.

The budgetary support will be disbursed in 4 annual tranches: one base tranche (fixed) in the first year (2020), one mixed (fixed and variable) tranche in both 2021 and 2022 and one variable tranche in 2023.

The base tranche (fixed) shall be disbursed in the second half of 2020 (indicatively) upon signature of the Financing Agreement, subject to compliance with the General Conditions/eligibility criteria applicable to all tranches.

<b>Indicative breakdowns of BS tranches</b>	<b>Total</b>	<b>Year 1</b>	<b>Year 2</b>	<b>Year 3</b>	<b>Year 4</b>
Fixed tranche	5.000.000	3.000.000	1.000.000	1.000.000	
Variable tranche	10.700.000		3.300.000	3.200.000	4.200.000
<b>Total</b>	<b>15.700.000</b>	<b>3.000.000</b>	<b>4.300.000</b>	<b>4.200.000</b>	<b>4.200.000</b>

Disbursement of the first fixed tranche, two mixed tranches (fixed and variable) and one variable tranches will depend on continued fulfilment of the General Conditions/eligibility criteria as well as of the Specific Conditions and related indicative performance indicators.

## 5.4 Implementation modalities for complementary support to budget support

Both in indirect and direct management, the Commission will ensure that the appropriate EU rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures<sup>11</sup>.

### 5.4.1 Grants: (direct management)

#### (a) Purpose of the grants

The grants will contribute to ensuring a meaningful, coordinated and active participation of Civil Society, media and Private Sector entities during the implementation of the Citizen Security Plan and coherently with the role assigned to them within the Plan.

The award of grants might also include within its priorities the support to initiatives of independent monitoring, advocacy, oversight and social auditing of the implementation of the plan undertaken in prioritized communities by the Academia, Think Tanks, NGOs, media or

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<sup>11</sup> [www.sanctionsmap.eu](http://www.sanctionsmap.eu) Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.



Private Sector organizations providing feedback on citizen satisfaction and advice based on evidence and specific studies and surveys.

Private Sector organizations could also be supported to increase its participation and commitment to create more demand-driven training, internship and job opportunities for youths in vulnerable communities.

Part of the grant might also be used to support directly the role and strengthen the capacities of the CSP 2019-22 oversight mechanism.

**(b) Type of applicants targeted**

Eligibility of leading applicants should be restricted to legal entities registered in Jamaica. Potential candidates will be local civil society organizations, including private sector associations, NGOs, Universities, Think Tanks, Research Centres, media or associations of media and any not for profit organization established in Jamaica with expertise or participation in citizen security sector. International European entities will be also eligible in partnership with Jamaican organizations when their role is considered necessary to strengthen local capacities.

**5.4.2 Procurement (direct management)**

The implementation of the programme will require the provision of international Technical Assistance to the MDAs participating in the programme. The TA Team (TAT) will be coordinated through the secretariat of the Citizen Security Plan. It will assist in the installation and execution of a monitor and evaluation system, will conduct specific studies and evaluations to generate evidence for policy decisions and contribute to the annual plan and policy revision. Capacity building will be provided also in relation to the implementation of new and innovative initiatives to address crime and violence prevention. The TA will provide specific capacity building to involved stakeholders including but not limited to the ONSA, MoF, MNS, JCF, and Gender Bureau. The TA will also include expertise in gender.

A call for tenders should be launched under a suspensive clause prior to the signing of the financial agreement since the availability of the TA is considered of primary importance to install and operate the monitoring and evaluation framework and to strengthen the capacity of the CSP secretariat since the beginning of the action.

Subject	Indicative type (works, supplies, services)	Indicative trimester of launch of the procedure
Technical Assistance	Services	Q2 2020

**5.5 Scope of geographical eligibility for procurement and grants**

The geographical eligibility in terms of place of establishment for participating in procurement and grant award procedures and in terms of origin of supplies purchased as established in the basic act and set out in the relevant contractual documents shall apply.

The Commission's authorizing officer responsible may extend the geographical eligibility in accordance with Article 22(1)(b) of Annex IV to the ACP-EU Partnership Agreement on the basis of urgency or of unavailability of products and services in the markets of the countries concerned, or in other duly substantiated cases where the eligibility rules would make the realization of this action impossible or exceedingly difficult.

## 5.6 Indicative budget

<b>Item</b>	<b>EU contribution (amount in EUR)</b>
5.3 Direct management BS operation	15.700.000
5.4.2 Technical assistance (direct management)	2.100.000
5.4.1 Call for proposals (direct management)	1.800.000
5.9 Evaluation & 5.10 Audit	150.000
5.11 Communication and visibility (direct management)	250.000
<b>TOTAL</b>	<b>20.000.000</b>

## 5.7 Organisational set-up and responsibilities

The budget support will be implemented under the leadership of the Prime Minister (PM), head of the National Security Council (NSC) and the Minister of Finance and Public Service (MoFPS) in his role of National Authorizing Officer (NAO), permanent member of the National Security Council and authority entrusted for budget preparation and supervision and with Ministry of National Security as the main institution in charge of contributing towards creating a safe and secure Jamaica. The Office of the National Security Advisor (ONSA) in collaboration with PIOJ will be responsible for the day-to-day monitoring and coordination of the implementation of the Citizen Security BS program in constant contact with the EU Delegation programme manager. The other institutions involved in the implementation of the programme are defined in the Citizen Security Plan 2019-22 and will include as main stakeholders the JCF, the MOE, the MoH, the JSIF with others, including the gender machinery and a consultative and oversight role of civil society.

A programme Steering Committee will be set up at the beginning of the programme. Regular meetings of the Steering Committee should be organized and co-chaired by the PM, the MoFPS or their designates to monitor progress in overall programme implementation (BS and complementary support), identify and address bottlenecks, perform policy dialogue and decision-making purposes. The MNS, ONSA, PIOJ and the other Citizen Security Plan MDAs will be also part of the committee together with the EU Delegation. The meetings will be held on a regular basis, preferably quarterly with all stakeholders.

An annual sector Inter-institutional performance evaluation will be carried out. An annual meeting of stakeholders is foreseen as the best way of preparing the disbursement request. Minutes of this meeting will be part of the disbursement request.

The EU Delegation might associate the other EU Member States represented in Jamaica to the Inter-institutional meeting organized in preparation of the disbursement request. Dialog and performance assessment within the ongoing coordination meetings with other donor partners (DFID, WB, IDB, USAID, Canada, and IMF) will be encouraged as it provides greater consistency and impact of the sector external support.

The National Authorizing Officer and PIOJ will be responsible for the regular relations with the EU programme, the organization of the meetings of the Programme Steering Committee in collaboration with ONSA, ensuring continuous compliance with the conditions under the EU budget support programme. Jamaican institutions involved in policy implementation will be also accountable to the MoFPS/NAO to present their progress and results in order to receive further financial allocations.

## **5.8 Performance and Results monitoring and reporting**

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (outputs and direct outcomes) as measured by corresponding indicators, that are gender sensitive and human rights based, using as reference the Logframe matrix (for project modality) or the partner's strategy and policy action plan (for budget support).

SDGs indicators and, if applicable, any jointly agreed indicators as for instance per Joint Programming document should be taken into account.

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews.

For the EU Delegation to evaluate the fulfilment of the general conditions, the Government of Jamaica, through the MoF/NAO and PIOJ, shall provide sufficient information and documentation on macroeconomic performance, improvements in public financial management and budget transparency.

## **5.9 Evaluation**

Having regards to the nature of the action, a final evaluation will be carried out for this action or its components via independent consultants contracted by the Commission.

It will be carried out for accountability and learning purposes at various levels (including for policy revision), taking into account in particular the fact that citizen security sector needs strong evidence and lessons learned to improve effectiveness and efficiency and as a base for policy development.

The evaluation of this action may be performed individually or through a joint strategic evaluation of budget support operations carried out with the partner country, other budget support providers and relevant stakeholders, and will be gender sensitive and rights based.

The Commission shall inform the implementing partner at least 30 days in advance of the dates foreseen for the evaluation missions. The implementing partner shall collaborate efficiently and effectively with the evaluation experts, and inter alia provide them with all necessary information and documentation, as well as access to the project premises and activities.

The evaluation reports shall be shared with the partner country and other key stakeholders. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

Evaluation services may be contracted under a framework contract by the EU Delegation.

### **5.10 Audit**

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audits or expenditure verification assignments for one or several contracts or agreements.

It is foreseen that audit services may be contracted under a framework contract.

### **5.11 Communication and visibility**

Communication and visibility of the EU is a legal obligation for all external actions funded by the EU.

This action shall contain communication and visibility measures, which shall be based on a specific Communication and Visibility Plan of the Action to be elaborated at the start of implementation.

In terms of legal obligations on communication and visibility, the measures shall be implemented by the Commission, the partner country, contractors, grant beneficiaries and/or entrusted entities. Appropriate contractual obligations shall be included in, respectively, the financing agreement, procurement and grant contracts, and delegation agreements.

The Communication and Visibility Requirements for European Union External Action (or any succeeding document) shall be used to establish the Communication and Visibility Plan of the Action and the appropriate contractual obligations.

It is foreseen that a contract for communication and visibility may be contracted under a framework contract.

## APPENDIX – INTERVENTION LOGIC TABLE (FOR BUDGET SUPPORT)<sup>12</sup>

On the basis of this indicative logframe matrix, a more detailed logframe(s) might be developed at contracting stage linked to this AD. The indicative logframe matrix will evolve during the lifetime of the Intervention. The activities, the expected outputs and related indicators are indicative and may be updated during the implementation of the Intervention as agreed by the parties (the European Commission and the implementing partner/s).

Indicators (including performance indicators for disbursement in bold), baselines, targets and sources of data are at this stage indicative or to be determined and will be aligned to the implementation and monitoring framework of the Citizen Security Plan, which is currently being finalised.

	Results chain	Indicators (max. 15)	Baselines (year)	Targets by the end of the budget support contract (2023)	Sources of data
<b>Expected impact of the policy (Overall objective)</b>	1. To contribute to the improvement of the security environment in Jamaican communities.	1. a- Category 1 Crimes/100,000 population (disaggregated by age and sex) b- Murder Rate/100,000 population (disaggregated by age and sex) c- Economic and social indicators (eg. employment rates, participation in VET programmes, formal and informal education, etc) (disaggregated by age and sex) d- Rate of victimization of youths (disaggregated by age and sex)	1. a- 298.7 (2017) b- 60.02 (2017) c- To be determined d- To be determined	1. a- 216 b- 30 c- To be determined d- To be determined	1. a- Vision 2030 report b- Vision 2030 report c- Vision 2030 report d- To be determined

<sup>12</sup> Mark indicators aligned with the relevant programming document with '\*' and indicators aligned to the EU Results Framework with '\*\*'. Indicators used within variable tranches must be flagged **in bold**.

<b>Expected outcomes of the policy (Specific objective(s))</b>	1.1. Reduced social vulnerability to violence and crime of children, youth and women in Jamaica's most at risk communities.	1.1 a- Percentage of recidivism  <b>b- Percentage of recidivism by youths in conflict with the law targeted by rehabilitation and mentorship programmes (disaggregated by age and sex);</b>  <b>c- Victimization of youths (disaggregated by age and sex) as defined by the Victimization Survey compared to the previous edition of the survey;</b>	1.1 a- 42.5 (2017)  b- To be determined  c- To be determined	1.1 a- < o = 40  b- To be determined  c- To be determined	1.1 a- Vision 2030 report  b- To be determined  c- Jamaica National Crime Victimization Survey
	1.2 Greater social inclusion of children, youth and women in Jamaica's most at risk communities	1.2 a- <b>Drop-out rate from secondary education level schools in the communities where the CSP 2019-22 is implemented (disaggregated by age and sex);</b>  <b>b- Youths' unemployment in communities where the CSP 2019-22 is implemented (disaggregated by age and sex);</b>  <b>c- Rate of trust and confidence in the police (disaggregated by age and sex)</b>	1.2 a- To be determined  b- To be determined  c- To be determined	1.2 a- To be determined  b- To be determined  c- To be determined	1.2 a- To be determined  b- To be determined  c- To be determined

<b>Induced outputs</b>	1.1.1 <sup>13</sup> . Improved Human Security sector policy governance and coordination at central and community level.	<b>1.1.1 Status of a suitably staffed and resourced steering mechanism in charge of the effective and coordinated delivery and implementation of the CSP 2019-22</b>	1.1.1 No high level coordination mechanisms available	1.1.1 Coordination mechanism created and functioning	1.1.1 to be determined
		<b>1.1.1 Status of the independent and bipartisan oversight mechanisms of the CSP 2019-22;</b>	1.1.1 No bipartisan Oversight mechanism for the implementation of the CSP available.	1.1.1 Oversight mechanism created and functioning	1.1.1 to be determined
	1.1.2. Enhanced programmes for promoting behavioural change, pro-social behaviour, respect for the rule of law, life and vocational skills and socio-economic integration of target groups.	<b>1.1.2 Number of priority communities where the CSP 2019-22 is declared to be implemented in a consistent and integrated way;</b>	1.1.2 0	1.1.2 To be determined	1.1.2 To be determined
		<b>1.1.2 Number of youth from prioritized communities participating in skills development and vocational training initiatives that receive a professional qualification or certification at the end of the course (level 2 and 3), (disaggregated by age and sex);</b>	1.1.2 To be determined	1.1.2 To be determined	1.1.2 To be determined
	1.1.3. Increased number and quality of safer spaces and improvement of community and public services infrastructures. Capacity building and enhancing the role and ownership of the community of the human security initiatives will be prioritized.	<b>1.1.3 Number of available shelters for women victims of violence</b>	1.1.3 1	1.1.3 To be determined	1.1.3 To be determined
		<b>1.1.3 Number of safe spaces created or renovated in target communities</b>	1.1.3 To be determined	1.1.3 To be determined	1.1.3 To be determined
	1.1.4. Strengthened police capacity in problem-oriented community policing practices.	1.1.4 to be determined	1.1.4 To be determined	1.1.4 To be determined	1.1.4 To be determined

<sup>13</sup> The 4 induced outputs relate to both specific objectives, so the numbering should not be interpreted as if they were just linked to SO1.

<b>Direct outputs</b>	1.1.1. Increased and sustained financial resources in the national budget for the Citizen Security sector.	<b>1.1.1 Percentage of change in public spending on prioritized citizen security programmes;</b>	1.1.1 To be determined	1.1.1 To be determined	1.1.1 To be determined
	1.1.2. Intensified policy dialogue between EU and the government on the Vision 2030 Jamaica National Development Plan - and Citizen Security issues, inclusive of civil society and gender machinery.	1.1.2 Number of policy dialogue meetings	1.1.2 To be determined	1.1.2 To be determined	1.1.2 To be determined
	1.1.3. Enhanced Government capacities for the coordination, and implementation of the Citizen Security Plan, monitoring and evidence - based policy revision and reform, based on gender and human rights standards and principles.	1.1.3 Status of a monitoring and evaluation system	1.1.3 To be determined	1.1.3 To be determined	1.1.3 To be determined
		1.1.3 Number of government officials from ONSA and other institutions associated with the implementation of the CSP trained in YYYY, (disaggregated by age and sex)	1.1.3 To be determined	1.1.3 To be determined	1.1.3 To be determined
	1.1.4. Strengthened institutional stakeholders' capacities to manage and deliver coherent and coordinated citizen security programmes.	1.1.4 Number of government officials from ONSA and other institutions associated with the implementation of the CSP trained in programme management, (disaggregated by age and sex)	1.1.4 To be determined	1.1.4 To be determined	1.1.4 To be determined
	1.1.5. Improved implementation of gender approach in Citizen Security policy implementation.	1.1.5 to be determined	1.1.5 To be determined	1.1.5 To be determined	1.1.5 To be determined
	1.1.6. Increased Civil Society capacities, participation and oversight of government security operations.	1.1.6 Extent of participation of CSOs in CSP participation	1.1.6 To be determined	1.1.6 To be determined	1.1.6 To be determined
		1.1.6 Number of victims of crime supported, disaggregated (disaggregated by age and sex)	1.1.6 To be determined	1.1.6 To be determined	1.1.6 To be determined