

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

JAMAICA

CITIZEN SECURITY AND JUSTICE PROGRAMME III

(JA-L1043 AND JA-X1008)

**LOAN PROPOSAL AND NONREIMBURSABLE
TECHNICAL COOPERATION**

This document was prepared by the project team consisting of: Arnaldo Posadas (IFD/ICS), Team Leader; Joel Korn, Jennifer Peirce, Melissa Gonzalez, and Mary Vrinotis (IFD/ICS); Mercedes Hinton (SPD/SPD); Mariel Fiat (ICS/CJA); Marcella Distrutti (SCL/GDI); Jacqueline Mazza and Camila Mejía (SCL/LMK); Brodrick Watson (CCB/CJA); Lila Mallory and Graham Williams (FMP/CJA); Bernardita Saez (LEG/SGO); Diego Valenzuela (LEG/SGO); Monica Lugo (LEG/SGO); Federico Changanahui, and Tom McArdle, external consultants. Comments received from Ariel Zaltsman (IFD/IFD); Ricardo Lesperance (IFD/ICS); Gustavo Beliz (ICS/CUR); Jorge Von Horoch (IFD/ICS); and Robert Pantzer (ICS/CBH) contributed to the quality of the document.

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ELECTRONIC LINKS	
REQUIRED	
1.	Pluriannual Execution Plan http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312274
2.	Monitoring & Evaluation Arrangements http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312275
3.	Procurement Plan http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38309419
OPTIONAL	
1.	Annual Operating Plan http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312274
2.	Economic Analysis http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38315338
3.	Detailed Budget http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38309419
4.	Logic Model http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312281
5.	Projection Disbursement Table http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312283
6.	Gender Equality in the Citizen Security and Justice Programme III http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312284
7.	Terms of Reference for the Technical Advisory Team http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312288
8.	Governance Organizational Chart and Terms of Reference http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312286
9.	Labour Market Analysis, Training Programs and Linkages to Employment for CSJP III Jamaica http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312287
10.	Safeguard and Screening Form for Screening and Classification of Projects http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=37954009
11.	Explanation of Logical and Theoretical Framework http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38312282
12.	Detailed Results Matrix http://idbdocs.iadb.org/wsdocs/getDocument.aspx?DOCNUM=38315431

ABBREVIATIONS

ADR	Alternative Dispute Resolution
AOP	Annual Operating Plans
CAC	Community Action Committee
CBO	Community-Based Organization
CSJP	Citizen Security and Justice Programme
CDC	Community Development Committee
C&V	Crime and Violence
DFATD	Department of Foreign Affairs, Trade and Development of Canada
DFID	Department for International Development of the United Kingdom and Northern Ireland
EA	Executing Agency
GOJ	Government of Jamaica
IDB	Inter-American Development Bank
JNCVS	Jamaica National Crime Victimization Survey
M&E	Monitoring and Evaluation
MDA	Ministries, Departments and Agencies
MOJ	Ministry of Justice
MNS	Ministry of National Security
NGO	Non-Governmental Organization
OC	Ordinary Capital
PEU	Programme Executing Unit
PMI	Peace Management Initiative
POM	Programme Operating Manual
PS	Permanent Secretary
PSC	Programme Steering Committee
PSG	Project Specific Grant
RCT	Randomized Control Trial
RJ	Restorative Justice
RJP	Restorative Justice Policy
UFC	Unite for Change
UNDP	United Nations Development Programme
VAW	Violence Against Women

PROJECT SUMMARY
LOAN PROPOSAL AND NONREIMBURSABLE TECHNICAL COOPERATION
CITIZEN SECURITY AND JUSTICE PROGRAMME III
(JA-L1043 AND JA-X1008)

Financial Terms and Conditions				
Borrower and Beneficiary: Jamaica Executing Agency (EA): Ministry of National Security (MNS)			Flexible Financing Facility^a (Ordinary Capital (OC) Resources)	
			Amortization Period:	25 years
			Original WAL:	15.25 years
			Disbursement Period:	5 years ^b
Source	Amount	%	Grace period:	5.5 years
(Loan Resources) IDB (OC)	US\$20,000,000	36.3	Supervision and Inspection Fee:	^c
(Grant Resources) DFID – JA-X1008^d	£10,000,000 (equiv. US\$16,749,500)	30.4	Interest Rate:	Libor-Based
DFATD – JA-X1008^d	CAD20,000,000 (equiv. US\$18,353,400)	33.3	Credit Fee:	^c
Total^e	US\$55,102,900	100	Currency of Approval:	US dollars chargeable to the OC
Project at a Glance				
Project objective. The general objective is to enhance citizen security and justice in Jamaica in target communities. The specific objectives are to: (i) improve behaviors for non-violent conflict resolution; (ii) increase labor market attachment among youth; and (iii) increase access to effective community and alternative justice services.				
Special contractual conditions precedent to first disbursement: (i) evidence of the establishment and first meeting of the Programme Steering Committee (PSC) (¶3.3); and (ii) that the Programme Operating Manual (POM) has been approved by the Executing Agency, and non-objection from the Bank has been obtained (¶3.5).				
Project qualifies for: SEQ <input checked="" type="checkbox"/> PTI <input checked="" type="checkbox"/> Sector <input checked="" type="checkbox"/> Geographic <input type="checkbox"/> Headcount <input type="checkbox"/>				

(a) Under the Flexible Financing Facility (FN-655-1) the Borrower has the option to request modifications to the amortization schedule as well as currency and interest rate conversions, in all cases subject to the final amortization date and original Weighted Average Life (WAL). In considering such requests, the Bank will take into account market conditions and operational and risk management considerations.

(b) Resources to be provided by the Department for International Development of the United Kingdom of Great Britain and Northern Ireland (DFID) and by the Department of Foreign Affairs, Trade and Development of Canada (DFATD) will be disbursed during a 5 year period. The execution period of the Technical Cooperation will be 4.5 years.

(c) The credit fee and inspection and supervision fee will be established periodically by the Board of Executive Directors as part of its review of the Bank's lending charges, in accordance with the applicable policies.

(d) Grant resources to be provided by DFID and DFATD will be administered by the Bank through a non-reimbursable Project Specific Grant (PSG). DFID is expected to commit £10 million, which is equivalent to US\$16,749,500 million based on the exchange rate of 1.67495US\$/GP£ as of June 2, 2014. DFATD is committed to provide CAD20 million, which is equivalent to US\$18,353,400, based on the exchange rate of 0.91767US\$/C\$ as of June 2, 2014 DFATD and DFID resources will be available, respectively, once the Bank has entered into the corresponding Administrative Arrangement, the funds are received by the Bank and they are converted into U.S. Dollars. The PSG will be administered by the Bank pursuant to document SC-114.

(e) In accordance with each Administrative Arrangement, the Bank will charge an administrative fee of 5% of the grant funds (approximately US\$1,755,145 million) to cover administrative and indirect costs deriving from the project, such that the total funds available for Programme execution would be US\$53,347,755 million rather than US\$55,102,900 million.

I. DESCRIPTION AND RESULTS MONITORING

A. Background, Problem Addressed, Justification

- 1.1 **Background.** Since 2001, the Bank has supported the Government of Jamaica (GOJ) Citizen Security and Justice Programme (CSJP),¹ which aims to reduce crime and violence (C&V) in vulnerable communities,² through interventions addressing individual, family, and community risk factors. CSJP began in 9 communities and then expanded to the current 50 communities. The key institutions are the Ministry of National Security (MNS) and the Ministry of Justice (MOJ); other GOJ and non-governmental social services agencies also have important roles (¶1.9). The GOJ intends this to be the last internationally-funded project under CSJP, gradually transferring its services to line ministries (¶1.9).
- 1.2 A recent evaluation of CSJP II (2009-2013)³ identifies some results and lessons learned (see ¶1.12). The murder rate in the eight parishes in which CSJP has operated has declined 43%, compared to 35% nationally.⁴ 44.1% of CSJP community residents responded that crime in their community has decreased in the past five years, compared to only 27.5% of residents from other communities.⁵ The capacity of community organizations working on crime prevention has increased: 35 out of 45 Community Action Committees (CAC)⁶ achieved benevolent society status.⁷ 69.1% of CSJP vocational training participants said they are significantly less likely to become involved in C&V.⁸ Of residents who are aware of CSJP operating in their communities, 73.8% feel that CSJP has reduced crime in their neighborhood, and 79.6% feel it has made their community a better place to live.⁹
- 1.3 Despite advances in prevention efforts, C&V continue to be significant in Jamaica. The homicide rate remains among the highest in the region.¹⁰ One-third of Jamaicans say that a family member or friend has been murdered (5.8% in the past year).¹¹ Violence-related injuries are estimated to cost the Jamaican healthcare system approximately 12% of its annual budget.¹² 24.2% of Jamaicans reported having been a victim of a crime in the past year.¹³

¹ Includes two loans (CSJP I - 1344/OC-JA and CSJP II - 2272/OC-JA) and two PSGs (ATN/CF-12651-JA and GRT/CF-13323-JA) funded by Department for International Development of the United Kingdom of Great Britain and Northern Ireland (DFID) for CSJP II. Total funds approx. US\$50 million.

² For community selection criteria see paragraph 1.14.

³ Dr. Joy M. Moncrieffe, Institute for Applied Social Research. 27 November 2013. Final Report for the Final Evaluation of the CSJP II.

⁴ MNS, CSJP Project Execution Unit. CSJP II: Sixth Semester Report. Feb. 2013, Jamaica Constabulary Force data.

⁵ Jamaica National Crime Victimization Survey (JNCVS), cited in the Final Evaluation of CSJP II, p. 75. 10.5% of the JNCVS sample was residents of CSJP communities (p.27); the rest are other communities" (not just vulnerable ones).

⁶ CACs are similar (not always the same) as CDCs, which exist in many communities. CAC is a CSJP-specific name.

⁷ Signifies a nonprofit organization with a certain operational capacity (defined by SDC) and ability to manage funds.

⁸ Moncrieffe 2013, p. 126.

⁹ JNCVS 2012-2013, Final Report, p. 28.

¹⁰ In 2011 Jamaica's homicide rate (41 per 100,000) was the Caribbean's highest: Bahamas-36, Barbados-11(2010), Guyana-17, and Trinidad and Tobago-26 (UNODC Global Study on Homicide Statistics, 2011).

¹¹ JNCVS 2012-2013.

¹² Ward, E., McCartney, T., Brown, D.W., Grant, A., Butchart, A., Taylor, M. et al. 2009. Results of an exercise to estimate the costs of interpersonal violence in Jamaica. *West Indian Medical Journal* 58(5): 446-51.

¹³ This is less than 2009 (30.2%) but similar to 2006 (23.7%). JNCVS 2012-13, p3.

- 1.4 **Problems to be addressed.** Despite the positive trends, C&V are even more serious in CSJP target communities. In these communities, which were selected based in part on high crime rates, the murder rate is significantly higher than the national average: 50.46 versus 40.14 in 2012;¹⁴ the shooting rate in parishes with CSJP communities is 53, compared to 46.1 nationally.¹⁵ Low-income children are more exposed to serious violence: 44.7% have had a family or friend die by murder, 48% have witnessed stabbings, and 31% have witnessed gang wars.¹⁶ Only 74% of CSJP community residents feel safe at night, versus 79.1% nationally.¹⁷ Only 15.5% of Jamaicans feel that the courts provide justice quickly and help victims of crime.¹⁸ Therefore, CSJP III focuses primarily on the individual and community risk factors in urban, marginalized areas. The three major problems addressed are: (i) the use and tolerance of violence as a way to exert control and resolve disputes; (ii) the lack of economic opportunities, especially for youth; and (iii) the lack of channels for alternative dispute resolution, reconciliation, and access to the justice system.
- 1.5 The use and tolerance of violence as a way to exert control and resolve disputes in inter-personal and community relations is a social norm reinforced by gang presence, family dynamics, and the weakness of legitimate collective entities. While the political nature of gang violence¹⁹ has waned, gangs²⁰ still use violence to settle disputes and to enforce rules and turf borders. 22% of residents in target communities report avoiding certain areas out of fear of violence.²¹ This reinforces social norms that promote violence or aggression as a demonstration of manliness,²² gender hierarchies,²³ respect and social status,²⁴ and for resolving disputes and/or seeking revenge.²⁵ With easy access to guns, this violence is often fatal.²⁶ 50% of urban Jamaican children report carrying weapons to school for respect and 94% say that “little things” easily escalate into violent fights.²⁷ Such social norms also promote retaliation against community members who report

¹⁴ Per 100,000 people. Data calculated by the Jamaica Crime Observatory for CSJP communities;SDC population data.

¹⁵ Per 100,000 people. Jamaica Constabulary Force data, using STATIN 2012 mid-year population figures.

¹⁶ Samms-Vaughan, ME, MA Jackson, and DE Ashley. (2004) “Urban Jamaican Children’s Exposure to Community Violence.” *West Indian Medical Journal* 54: (1) 14. This study covers a sample of 11-12-year olds in urban Kingston.

¹⁷ CSJP Community Survey 2012 and JNCVS 2012-2013.

¹⁸ JNCVS 2012-2013.

¹⁹ Horace Levy (2009), *Killing Streets and Community Revival*, Arawak.

²⁰ There are about 268 gangs in Jamaica with 3,900 members (UNDP Caribbean Human Development Report 2012), including 1st, 2nd, and 3rd generation gangs (level of sophistication and criminality) (MNS, CARICOM Framework for the Management of Crime and Security, 2009). Horace Levy, “Youth and Organized Crime in Jamaica: Causes and Counter-Measures” (2012), notes that the term ‘gang’ may not be appropriate for less sophisticated groups.

²¹ MNS CSJP Community Survey 2012. Borders are one factor influencing this perception.

²² Guerra, Nancy G. et al (2010). “The Kingston YMCA Youth Development Programme: Impact on Violence Among At-Risk Youth in Jamaica.” Univ. of California at Riverside, Univ. of the West Indies and the World Bank, p. 6.

²³ 48.5% of Jamaican women agree that “a wife should obey her husband, even if she does not agree with him” (Jamaican RHS 2008-2009, in PAHO Violence Against Women (VAW) in LAC, 2012, p. 97).

²⁴ Jamaica MOJ Restorative Justice Policy (RJP), 2012, p10.

²⁵ Levy 2009, p 40.

²⁶ 81% of Violence Related Injuries in 2004 stemmed from a fight or argument (cited in the MOJ RJP, 2012).

²⁷ Meeks Gardner, J., C. A. Powell, J. A. Thomas, and D. Millard (2003). “Perceptions and experiences of violence among secondary school students in urban Jamaica.” *Pan-American Journal of Public Health* 14(2).

crime (in Jamaica, this is known as *informer fi dead*).²⁸ Many cases are dismissed due to lack of evidence or witnesses,²⁹ and only 21% of people in CSJP communities talk to police about crimes they witnessed.³⁰ Furthermore, exposure to violence makes children more likely to become criminally-involved as young adults.³¹ Harsh parenting techniques foster the normalization of violence as a method for resolving disputes,³² including by men against women.³³ 69% of Jamaican parents report using coercive discipline techniques, and 19.6% of “ever-partnered Jamaican women have been subjected to physical or sexual violence by an intimate partner sometime in their lives.”³⁴

- 1.6 In the face of such influences, community organizations can discourage violence³⁵ and promote collective counter-norms and actions to re-build healthy social bonds.³⁶ In neighborhoods struggling with internal divisions, crime rates and fear of crime tend to be higher.³⁷ In Jamaica, Community Development Committees (CDC)³⁸ are the organizations meant to bring together stakeholders (e.g. churches, schools, social projects, local government, among others) and residents, to analyse community needs, build plans, liaise with government, and provide collective space and activities for community residents. CDCs are not fully operational in all communities. Even where they are active, participation is limited: in ten Kingston communities, 1.4% to 14.5% of residents were aware of the CDCs, but only 0.1% to 1.8% of residents actively participate, and 20% to 90% of identified Community-Based Organizations (CBOs) participate in the CDC.³⁹ In terms of CDCs’ role in addressing safety needs, only 9 of the 50 CACs in CSJP communities have community safety plans; none include women’s safety needs.
- 1.7 **The lack of economic opportunities, especially for youth.** Lack of attachment to the workplace, school, and/or training programs is associated with increased involvement in crime.⁴⁰ This risk factor has two dimensions: (i) people with few livelihood options may choose crime as a source of revenue; and (ii) people detached from the positive social norms of training programs and regular work are vulnerable to recruitment by criminal groups. In Jamaica, youth unemployment has

²⁸ Elsewhere, this is called Anti-Snitch culture. See C.A.D. Charles. 2012. The Anti-informer and Anti-Snitch Discourses in Dancehall and Rap Songs. Department of Government, University of the West Indies, Mona.

²⁹ E.g. in 69% of Gun Court cases in 2011: Office of Public Prosecutions, cited in Jamaica Gleaner, July 5, 2013.

³⁰ MNS CSJP Community Survey 2012. Low reporting is in part attributed to anti-snitch views.

³¹ Pottinger, A.M. (2012). “Children’s Exposure to Violence in Jamaica: Over a Decade of Research and Interventions.” West Indian Medical Journal 61:4.

³² Scott, Stephen, Thomas O’Connor, and Annabel Futh (2006). “What makes parenting programmes work in disadvantaged areas? The PALS Trial.” Institute of Psychiatry.

³³ PROMUNDO 2013 (Manual of the Programme H initiative, “From Violence to Peaceful Coexistence”, pg. 149).

³⁴ Jamaica Reproductive Health Survey 2008-2009.

³⁵ Dammert, L. (2007) “Seguridad pública en América Latina.” Nueva Sociedad 212; National Crime Prevention Council Research Brief (2008) “Does Neighborhood Watch Reduce Crime?”

³⁶ This is sometimes called collective efficacy. See Sampson, R.J., S. Raudenbush, and F. Earls (1997). Neighborhoods and Violent Crime: A Multilevel Study of Collective Efficacy. Science Vol 277.

³⁷ UNDP Caribbean Human Development Report, p. 79.

³⁸ CDCs supported by CSJP are often called CACs; in this document the two terms are used interchangeably.

³⁹ Community Profiles by the Social Development Commission (SDC), 2011 to 2012, for Allman Town, Drewsland, Fletchers Land, Hannah Town, Mountain View, Nannyville, Rockfort, Tivoli, Trench Town, and Waterhouse.

⁴⁰ Bushway, Shawn. “Labor Markets and Crime” in Wilson, J.Q. and Petersilia, J. eds. 2011 Crime and Public Policy. For Jamaica: Guerra et al (2010). USA: Department of Justice Office of Juvenile Justice and Delinquency Prevention.

increased from 25.9% in 2007 to 38.5% in April of 2013;⁴¹ almost 90% of youth outside the labor force have no skills training.⁴² The majority of the perpetrators and victims of violent crimes are unattached⁴³ males aged 15-29.⁴⁴ Women in Jamaica generally have higher education and training qualifications than men, yet face lower employment rates,⁴⁵ less access to finance, and more difficult conditions for creating businesses.⁴⁶ The main barriers to employment, identified by research and youth themselves, are insufficient cognitive, job-specific, job-searching, and entrepreneurial skills, and few links with employers.⁴⁷ Residents of marginalized neighborhoods also face stigma tied to their address when seeking work,⁴⁸ while gender stereotypes discourage women from working in non-traditional sectors.⁴⁹ Promising models for re-connecting unattached youth to school and work are comprehensive (life and vocational skills), tailored (by gender and skill level), and promote peer role models.⁵⁰ Existing programs tend to be fragmented and favor self-selected participants.⁵¹

- 1.8 The lack of channels for alternative dispute resolution, reconciliation, and access to the justice system.** Insufficient access to or trust in legal services creates fertile ground for extra-judicial and vigilante violence.⁵² In Jamaica this sometimes occurs through seeking resolution at the hands of area dons or gangs.⁵³ In 2012, only 15.5% thought that the courts provided justice quickly and helped victims of crime.⁵⁴ Access to justice is generally low in Jamaica compared to other countries,⁵⁵ and people from lower socio-economic strata have the least access.⁵⁶ The barriers to access are both insufficient availability of services (supply) and

⁴¹ Of the total number of unemployed (215,100), 81,200 are in the youth category (ages 14-24).

⁴² IDB Country Strategy for Jamaica 2013-2014 (GN-2694-2), p8, citing PATH data.

⁴³ This term means youth (14-29) who are unemployed and not enrolled in a school or other training institute. E.L. Huey DeMarquis, D. Hull, T.F. Saxon (2011). "The influence of youth assets on the career decisions and self-efficacy in unattached Jamaican youth." *Journal of Career Development*. p 2. In 2005, there were over 145,000 unattached youth.

⁴⁴ Jamaica Constabulary Force 2012 Annual Statistics Review.

⁴⁵ Tom McArdle (2013). "Labor Market Analysis, Training Programmes, and Linkages to Employment for CSJP III in Jamaica." IDB Consultancy Report. 56% of tertiary graduates in Jamaica are women (Women's Entrepreneurial Venture Scope, The Economist Intelligence Unit, IDB/FOMIN, 2013).

⁴⁶ Jamaica ranks 20th out of 20 in the WEVenture 2013, on conditions favorable to women entrepreneurs in LAC.

⁴⁷ Dr. J. Moncrieffe, 2013. *Tracer Study of Beneficiaries (Project Rise)*, p. 60.; IDB Office of Oversight and Evaluation (2013). *The Implementation Challenge: Lessons from 5 Citizen Security Projects*; Honorati, M. and McArdle T. *The Nuts and Bolts of Designing and Implementing Training Programs in Developing Countries*, World Bank, May 2012.

⁴⁸ CSJP Community Survey 2012.

⁴⁹ McArdle 2013. This is less of a problem in Jamaica than other parts of LAC. (WEVenture, EIU & FOMIN, 2013).

⁵⁰ DeMarquis et al 2011; McArdle 2013; Carolina González-Velosa, Laura Ripani, and David Rosas-Shady. May 2012.

"How Can Job Opportunities for Young People in Latin America be Improved?" IDB Technical Note 345.

⁵¹ Moncrieffe 2013; McArdle 2013.

⁵² UNODC and World Bank (2007): "Inadequate presence of the justice system in low-income communities can lead citizens to take justice into their own hands." (p 111). US Human Rights Report on Jamaica (2012) notes that extra-judicial violence and mob killings are in part related to frustration with non-responsiveness from the justice system.

⁵³ Arias, Enrique Desmond (2013). "Getting Smart and Scaling Up: The Impact of Organized Crime on Governance in Developing Countries - A Desk Study of Jamaica. New York University, Center on International Cooperation.

⁵⁴ JNCVS 2012-2013.

⁵⁵ Jamaica National Crime Prevention and Community Safety Strategy. Dennis Darby "Jamaica Justice System Policy Reform Agenda Framework" (2009), prepared for the MOJ; IACHR Human Rights Report on Jamaica (2012), OAS.

⁵⁶ In 2006, the Jamaican Justice System Reform Task Force described a "lack of equality between the powerful, wealthy litigant and the under-resourced litigant" (in IACHR 2012) and inaccessibility of information and legal assistance.

insufficient awareness or trust by citizens (demand).⁵⁷ Limited institutional capacity⁵⁸ and inefficient case processing⁵⁹ are exacerbated by low use of alternative and non-litigation mechanisms that could alleviate an overburdened system.⁶⁰ Litigation, even when conducted perfectly, can be an incomplete or inappropriate response to citizens' needs for reconciliation, whereas Alternative Dispute Resolution (ADR) options can help to heal broken social ties, change offenders' attitudes and behaviors, and reduce recidivism.⁶¹ Alternatives to incarceration, similarly, are important because incarceration can increase people's risks of reoffending in the future (especially for youth)⁶² and of not completing high school.⁶³ Currently, there are few alternatives to incarceration for juveniles in Jamaica (only a "community service sentence" for minor offences), and they do not offer a structured reintegration programme.⁶⁴ Jamaica has overcrowded prisons,⁶⁵ including people on minor charges and juveniles incarcerated with adults.⁶⁶ Yet, familiarity with and access to basic legal services (e.g. legal aid) and alternative justice services is low. For example, there are 435 legal aid attorneys on a roster, but many citizens are not aware that this service exists or cannot afford travel to the central office.⁶⁷ Trauma due to violence is widespread in Jamaica,⁶⁸ but there are only 35 victim services counselors.⁶⁹ The proportion of mediation cases conducted is low in CSJP communities relative to their share of the population,⁷⁰ even though 65% of cases that do use mediation in Jamaica are successfully settled.⁷¹ Restorative Justice (RJ) is relatively new (launched in 2012). There are 46 cases underway; none have yet reached an agreement.⁷²

⁵⁷ IACHR Human Rights Report on Jamaica, 2012, pp. 30-35; MOJ interview with the IDB (November 2013).

⁵⁸ The judges and prosecutors ratio per 100,000 (3.2 & 3.1 respectively) in Jamaica is low compared to the Dominican Republic's 7.0 and 8.0 respectively and a Latin American average for judges of 8.1 (UNODC 2007, p 112).

⁵⁹ In 2011, 68% of Magistrate Court criminal matters went unresolved; 90% for Supreme Court level (RJP, MOJ, 2012).

⁶⁰ UNODC and World Bank (2007): "[In Jamaica...] the small court and prosecution systems are swamped, and the non-use of plea bargaining and ADR for minor crimes tends to delay trials inordinately." p111.

⁶¹ MOJ RJP (2012). See also MacKenzie, D. "Reducing the Criminal Activities of Known Offenders and Delinquents," in Lawrence Sherman et al. (2002) *Evidence-Based Crime Prevention*, Routledge.

⁶² Chen, Keith y Jesse M. Shapiro (2004) "Does Prison Harden Inmates? A Discontinuity-based Approach," Cowles Foundation Discussion Paper N°1450 (January). In a diversion program for young offenders in San Francisco, the treated (diverted) group's recidivism rate was 34%, compared with 60% for juveniles (Shelden, Randall G. (1999) "Detention Diversion Advocacy Program: An Evaluation." US Dept. of Justice, OJJDP). UNICEF Toolkit on Alternatives and Diversion also demonstrates that alternatives are more cost-effective and also reduce recidivism.

⁶³ In the US, "those incarcerated as a juvenile are 39 % points less likely to graduate from high school and are 41 % points more likely to have entered adult prison by age 25 compared with [control group]." Aizer, A. and J. Doyle Jr. (2013). "Juvenile Incarceration, Human Capital and Future Crime: Evidence from Randomly-Assigned Judges." NBER Working Paper No. 19102.

⁶⁴ MOJ Child Diversion Policy overview, 2013.

⁶⁵ Tower Street has 1,656 inmates, and St Catherine has 1,201; each has a capacity of 850. MOJ RJP (2012). In 2013, 1228 people aged 18-35 years were incarcerated, plus 278 juveniles (Department of Corrections Services, Feb. 2014).

⁶⁶ The Office of the Children's Advocate noted concerns about minors (both sexes, but especially girls) being detained in adult facilities and for non-criminal "uncontrollable behavior." Jamaica Information Service, 18 March 2013.

⁶⁷ MOJ internal documentation on legal aid, shared with the IDB in February 2014.

⁶⁸ Samms-Vaughn et al (2004).

⁶⁹ Interview with head of Victim Support Unit, MOJ, November 2013.

⁷⁰ The Dispute Resolution Foundation (DRF) reports that in 2013, 21% of its cases in St. James Parish were conducted in CSJP target communities (94 out of 448 cases), even though the population of these 11 communities is about 42% of the parish population (STATIN 2012 parish population data and SDC community population data).

⁷¹ 2012 data, DRF, Feb. 2014. "Not settled" includes: (i) mediation aborted; (ii) settlement attempted but not achieved.

⁷² The RJ programme was funded by CSJP II in ten pilot communities. RJ presentation at the MOJ, November 2013.

- 1.9 **Government priorities.** The GOJ has given priority to addressing C&V, under National Outcome 5 in the Vision 2030 National Development Plan. In early 2014, the GOJ launched the Unite for Change (UFC) framework (see ¶3.3), to coordinate implementation of the National Crime Prevention and Community Safety Strategy,⁷³ of which CSJP is a crucial Programme. The GOJ also launched its National Policy for Gender Equality (2011), which will inform CSJP III's goals.
- 1.10 **Strategic alignment.** The Programme is aligned with the Operational Guidelines for Program Design and Execution in the Area of Civic Coexistence and Public Safety (GN-2535-1), the IDB Country Strategy with Jamaica 2013-2014 (GN-2694-2), the Country Program Document in the 2014 Operational Program Report (GN-2756), the Citizen Security Initiative (GN-2660), and the Operational Policy on Gender Equality in Development (GN-2531-10). It is aligned with the Ninth General Capital Increase (AB-2764) lending program priority targets of: (i) lending to small and vulnerable countries; and (ii) lending for poverty reduction and equity enhancement.⁷⁴
- 1.11 **Bank's interventions in the sector.** In the Caribbean, the Bank has implemented grants and loan operations to address C&V, which have promoted multi-sector strategies, evidence-based approaches, and lessons learned.
- 1.12 **Lessons Learned.** Key lessons noted in evaluations of CSJP I and II and in studies on similar programs in Jamaica⁷⁵ have been incorporated in CSJP III, including:
- a. It is important that agreements between CSJP and Ministries, Departments and Agencies (MDA) are formalized and implemented effectively, through proactive, ongoing engagement among CSJP staff and stakeholders (Non-Governmental Organizations (NGOs), CBOs, private sector) in project development (not just project selection). For the eventual transfer of CSJP services into line ministries to function, the governance structure of CSJP needs to be strengthened (policy and operational), including MDA partnerships. The governance structure for CSJP III is more robust (¶3.2, 3.3).
 - b. Interventions that are not specifically targeted have less effect on crime. Targeting requires a more complex risk-factor assessment system for selecting and monitoring beneficiaries and tailoring interventions,⁷⁶ as well as an electronic case-management system to maintain records for beneficiaries receiving multiple interventions. This system will be set up for CSJP III, including professional staff (social workers, psychologists, and job placement

⁷³ UFC has five objectives: (i) sustained reductions in C&V; (ii) sustained reductions in the fear of crime and related risk factors; (iii) re-orientation of residents away from a culture of violence and anti-social behaviour and attitudes; (iv) enhanced collective efficacy of residents of priority communities, and increased participation in the co-production of community safety; and (v) increased C&V prevention capacity of the GOJ. Feb 2014.

⁷⁴ The Programme contributes to the regional development goal of reducing homicides per 100,000 habitants; and to the Bank output of cities benefited with citizen security projects.

⁷⁵ Moncrieffe 2013; OVE, 2013; GOJ (2009) Assessment of Community Security and Transformation Programs.

⁷⁶ The Los Angeles Gang Reduction and Youth Development Program uses a Youth Services Eligibility Tool, with nine risk factors, by which it assesses, selects, and tracks target individual beneficiaries, linked to community and family programs. This has led to a 4% point difference in gang participation of participants, compared to the control group.

officers) who work with each client individually, including on assessment, activity plans, and ongoing monitoring, using an integrated approach.

- c. Results can be captured more comprehensively using a Monitoring and Evaluation (M&E) framework with a clear structure and adequate data and performance management systems. Therefore, a robust investment in M&E resources and capacity is planned for CSJP III, including a new database and training for managing client, intervention, and indicator information.

1.13 **Justification: Strategy for interventions.** In line with most practitioners⁷⁷ and with the UFC framework, CSJP III adopts a public health model (more explicitly than CSJP I/II) that analyses risk factors and protective factors at the individual, family, and community level,⁷⁸ many of which (low education, low employment, substance abuse, exposure to violence, family abuse, family links to gangs, among others) are also prevalent in communities with high crime rates.⁷⁹ This pattern of concentration of crime is evident based on spatial-mapping of crime data⁸⁰ and the infectious effects of violence affecting both the community and the home.⁸¹ CSJP III will coordinate with relevant GOJ policies and initiatives.

1.14 CSJP III will focus on 50 communities selected based on: (i) low income status; (ii) high C&V levels; and (iii) ability of community residents to participate in program activities.⁸² In these communities, CSJP III will select the most at-risk individuals, based on the new risk assessment system (rather than general selection strategies used in CSJP I/II). Some interventions target certain sub-sets of at-risk groups (e.g. parents for parenting training; youth for vocational training) or the community as a whole (e.g. social marketing activities). Some interventions may occur outside the selected communities (e.g. crisis response) or at a national level (e.g. a mass media campaign). CSJP III will have a case-management system for identifying, selecting, assessing, planning for, and tracking individual beneficiaries. Interventions will be based on promising models, tailored for different groups, and only available to people meeting the selection criteria.

B. Objective and Components

1.15 The general objective is to enhance citizen security and justice in Jamaica in target communities. The specific objectives are to: (i) improve behaviors for non-violent

⁷⁷ For example: Jamaica National Crime Prevention and Community Safety Strategy (MNS, 2010); WHO's ecological risk factor model); UNDP Caribbean Human Development Report 2012; The Violence Prevention Alliance of Jamaica and the Jamaica Institute of Criminal Justice, 2011. "Youth Violence in Jamaica." University of the West Indies; UN Habitat, 2007. Trends in Urban Crime and Violence in Kingston: Global Report on Human Settlements.

⁷⁸ A risk factor is a characteristic of a person, situation, or community that predicts an elevated probability that crime or violence will occur. See Center for Disease Control, "Youth Violence: Risk and Protective Factors" and "Risk Factor Matrix, Strategic Planning Tool," Office of Juvenile Justice and Delinquency Prevention, US Department of Justice.

⁷⁹ Ludwig, Jens and Julia Burdick-Will. "Poverty De-concentration and the Prevention of Crime." In Oxford Handbook on Crime Prevention, (2012). Anthony Harriott (2004), "Understanding Crime in Jamaica."

⁸⁰ Lyew-Ayee, Paris, and Lisa-Gaye Green, "Geospatial Technologies and Crime: The Jamaican Experience." Small Arms Survey Issue Brief Number 3: October 2013. Geneva.

⁸¹ E. Ward and D. Ashley, "The Impact on Urban Violence on Children," Early Childhood Matters Magazine, 2012.

⁸² Selected by the MNS, in coordination with the CRP (Volatility & Vulnerability list), according to most recent data.

conflict resolution; (ii) increase labor market attachment⁸³ among youth; and (iii) increase access to effective community and alternative justice services.

- 1.16 **Component 1: Culture Change for Peaceful Co-existence and Community Governance.** This component includes interventions that provide knowledge, skills, and opportunities allowing residents of target communities to challenge and change attitudes that promote or tolerate violence. All activities in this component include *social marketing interventions* meant to change attitudes and behaviors about gang culture, family relations, gender equality, and tolerance of violence. First, parenting education will be delivered, based on models such as Triple P,⁸⁴ The Incredible Years,⁸⁵ and/or Programa H and M,⁸⁶ adapted for the Jamaican context and aligned with GOJ parenting frameworks,⁸⁷ emphasizing intensive and structured courses for a select number of high-needs parents.⁸⁸ Second, psychosocial support will be offered for those exposed to violence, especially those involved in gangs.⁸⁹ Third, violence interruption programs will be implemented in communities affected by gang confrontations (ongoing or sudden flare-ups⁹⁰), using the dialogue model developed by Peace Management Initiative (PMI): PMI brokers ceasefire agreements that are accepted by both gangs and police.⁹¹ This model is similar to that of Cure Violence (Chicago),⁹² with more attention to trauma care and community mobilization. Fourth, social marketing

⁸³ Labour market attachment is a spectrum: full employment, to pre-employment and orientation, to zero labor force attachment of those with no intention to enter the labor market.

⁸⁴ [Triple P](#) is a parenting intervention with a rigorous evidence base and has been implemented in 25 countries. It has five levels of increasing intensity and narrowing participants: (i) media outreach; (ii) large group seminars; (iii) brief primary care interventions; (iv) intensive small group and individual programs; and (v) enhanced family intervention. A Randomized Control Trial (RCT) evaluation (Australia) found a 22% reduction in a validated scale measuring parental over-reactivity (Morawska, A. et al. "Evaluation of a Brief Parenting Discussion Group for Parents of Young Children." Journal of Developmental & Behavioral Pediatrics 31(8), October 2010).

⁸⁵ The [Incredible Years](#) also has a robust international evidence base, including for economically disadvantaged populations. One study on the Incredible Years Teacher Training Programme in Jamaica (a school-based mode) found that negative teacher behaviours decreased by over 50% and positive behaviours increased 4.5-fold in intervention classrooms (control classrooms showed negative trends for both indicators). H. Baker-Henningham, S. Walker, C. Powell, and J. Meeks Gardner, "A pilot study of the Incredible Years Teacher Training Programme and a curriculum unit on social and emotional skills in community pre-schools in Jamaica." In H. Baker-Henningham (2009). Child: Care, Health, and Development.

⁸⁶ Promundo's Programa H and M encourages a positive conception of masculinity. Moestue, Moestue, and Muggah (2013). Youth Violence Prevention in Latin America and the Caribbean: a scoping review of the evidence. NOREF.

⁸⁷ For examples of adapting EBPs to the Jamaican context, see the UWI Caribbean Child Development Centre and Parenting Partners Jamaica. Adaptations would be in collaboration with the MoEY Parenting Commission.

⁸⁸ These are selected based on the risk assessment system criteria, which will be outlined in the POM.

⁸⁹ A sample evidence-based model is Becoming a Man, a social-cognitive and counselling program for male teens in Chicago that reduced C&V arrests by approximately 44%, according to an RCT. (University of Chicago Crime Lab Research and Policy Brief on Becoming a Man, July 2012).

⁹⁰ This includes resources for crisis response actions in communities outside the 50 CSJP communities, when necessary.

⁹¹ Levy 2009. These include both formal (written) and informal (verbal). From 2008 to 2012, PMI worked in 44 communities, of which 25 achieved validated ceasefire agreements that lasted at least six months. (PMI, Feb 2014). See also: Violence Prevention Alliance of Jamaica, Small Arms Survey, and Geneva Declaration, 2012.

⁹² CureViolence uses disease control strategies: detection & interruption, identifying persons involved in transmission, and changing social norms. An evaluation (Skogan, W. G., et al. 2008. "Evaluation of CeaseFire—Chicago." Washington, DC: NIJ, OJP, US Dept of Justice) found that CureViolence reduced "all shots" in 4 of 7 areas (17.4%, 21.7%, 24.2%, and 24.4% decline), actual shootings in 3 of 7 areas (23.4%, 26.6%, 34.5% declines), gun homicides in 1 of 7 areas (twice the decline in the comparison area), gang network activity in 3 of 7 areas (28%, 42%, 58% declines), and reciprocal gang killings in 5 of 7 areas (100% reduction in all).

campaigns (content developed jointly by experts and community residents)⁹³ will aim to change attitudes that promote violence, especially in gang culture, against women and children and retaliations against informers. Fifth, organizational support will help the CDCs to address safety needs and monitor actions, including through community safety plans that reflect safety audits for vulnerable groups,⁹⁴ as well as situational crime prevention such as street lights⁹⁵ and inclusive community events that promote messages of peace.⁹⁶

- 1.17 **Component 2: Labour Market Attachment and Employability.**⁹⁷ This component will deliver a comprehensive program for selected youth, tailored by job-readiness levels, including classroom and workplace training, life skills⁹⁸, job preparation and placement services, remedial and formal education programs, among others.⁹⁹ Distinct from CSJP II, interventions and indicators will be differentiated to fit three principal labour market-related target groups¹⁰⁰ and will adopt best practices from promising models in LAC.¹⁰¹ This component also adds business development seed grants and training.¹⁰² Group 1 (highest job-readiness) will receive services such as short-term vocational and on-the-job training, job-seeking, placement, and retention support, tertiary education support, and business development training and links to entrepreneurs in high demand sectors with commercial viability. Group 2 (intermediate job-readiness) will receive on-the-job training and work orientation (e.g. construction apprenticeships with the Jamaica Defence Force, summer employment internships, etc.), secondary education support, and business development and training. Group 3 (lower job-readiness) will receive remedial education, particularly the literacy and numeracy skills required to participate in vocational training and secondary school.

⁹³ A best practice for VAW prevention (See: Heise, L. 2011). "Somos Diferentes, Somos Iguales" in Nicaragua increased likelihood of attending a domestic violence support centre by 48% (Mostue, Mostue, and Muggah 2013). Promundo's football program for men saw a 10% decrease in the intervention group (4% for the control group) in respondents who agree "there are times when a woman deserves to be beaten." Instituto Promundo et al (2012). Engaging Men to Prevent Gender-Based Violence: A Multi-Country Intervention & Impact Evaluation Study.

⁹⁴ Especially women, children, and youth. Women's safety audits can identify risk factors that may be invisible to a "standard" needs assessment. C. Whitman et al, 2009. The effectiveness of women's safety audits. Security Journal Vol. 22, 3, 205–218; UN Habitat, 2008. Women's Safety Audits: What Works and Where?

⁹⁵ In one study, "crime decreased by about 20% in experimental areas compared with control areas." Welsh, B.C. and D.P. Farrington (2008): Effects of improved street lighting on crime, Campbell Systematic Reviews 2008:13.

⁹⁶ This includes CSJP's "Goals 4 Life," which are sports events that attract young people and provide training on life skills, conflict resolution, etc. A comparable evidence-based model is the Los Angeles GRYD Summer Night Lights program. Under GRYD, crime rates declined 37% in at-risk areas. (Presentation by G. Cespedes, Nov. 2013).

⁹⁷ Employability refers to formal and informal skills.

⁹⁸ Life skills (cognitive or soft skills) include discipline, timeliness, responsibility, appearance, and trustworthiness.

⁹⁹ This approach is recommended by McArdle (2013), based on analysis of needs and options in Jamaica.

¹⁰⁰ Defined based on labor market and social indicators. Sample characteristics: Group 1: secondary school (possibly tertiary) completion, some job experience; Group 2: some secondary education, no formal job experience; Group 3: primary to 2 years of secondary education or less, no formal job experience.

¹⁰¹ In an RCT of the *Juventud y Empleo* program in Dominican Republic, the employment rate of youth improved five percentage points between the treatment and control group- improvements in wages and job formality were greater. (Card, David, et al, "The Labor Market Impacts of Youth Training in the Dominican Republic," Journal of Labor Economics 29:2). Similar trends were found in vocational training programs in five LAC countries: Ibarraran, P. and David Rosas Shady (2009). Evaluating the Impact of Job Training Programmes in Latin America: Evidence from IDB-Funded Operations. Journal of Development Effectiveness 1 (2): 195-216.

¹⁰² This builds upon promising results in IDB programs (RTI, 2012, MIF Youth Employment Programs), in which, for example, 65% of businesses started in Peru with financial and technical support were viable after 1 year.

- 1.18 **Component 3: Community Justice Services.** This component seeks to increase access to justice services complementary to the formal court system, following evidence-based models,¹⁰³ and to strengthen MOJ's capacity to manage and monitor these services. The RJ programme¹⁰⁴ (initiated in ten communities during CSJP-II) will be expanded in order to bring eligible cases¹⁰⁵ to resolution in target communities.¹⁰⁶ A Child Diversion programme will be implemented through a multi-tiered system for steering children and youth in conflict with the law¹⁰⁷ away from criminal charges, prosecution, and/or incarceration and providing them instead with structured community service tasks and a support committee.¹⁰⁸ The supply of and outreach on some services will be expanded to target communities: Legal Aid Council services (mobile and fixed clinics)¹⁰⁹; Dispute Resolution Foundation mediation services¹¹⁰, including in cases of school suspensions; Justices of the Peace (who can address local disputes before they escalate); Victim Support Unit services, including for women and children; and social marketing and public awareness campaigns, including on a human rights-based culture.
- 1.19 **Transition Plan.** As per the GOJ's request and intent to institutionalize CSJP services and approaches, starting in Year 3 (at latest), these will start to be transferred to line ministries, through a process set out in a Transition Plan. The implementation structure (see ¶3.3) will remain constant for the 5-year

¹⁰³ Fiadjoe, Albert. 2004. ADR: A Developing World Perspective. Cavendish Publishing. Approaches can be "more effective than the criminal justice system" in victim and offender satisfaction, reducing recidivism, completing restitution orders, and fostering "societal control of crime."

¹⁰⁴ "RJ is motivated primarily by the need to address the harm done; it does not take place unless and until the person who has caused the harm has fully and freely admitted to their actions and is willing to take responsibility for them." (MOJ RJ Policy 2012, p11.) The RJ policy is based on international best practices adapted to the Jamaican context. CSJP II funded the set-up and expansion of RJ, exceeding its targets on all activities.

¹⁰⁵ The cases can be major or minor offences. Eligibility criteria are: (i) offender accepts responsibility for his/her actions; (ii) offender is informed of, and consents freely and fully to participation in the programme; (iii) offender has been advised of his/her right to Attorney at Law without delay; (iv) victim has agreed to participate in an RJ process; and (v) government or prosecutorial policy does not conflict with this referral. (MOJ RJP 2012, p. 55).

¹⁰⁶ The existing RJ model in Jamaica follows evidence-based models, including the UNESCO *Principles of the Use of Restorative Justice Programmes in Criminal Matters*. In seven UK studies, 72% of victims who experienced RJ expressed satisfaction with the criminal justice system's response, compared to 60% of the control group (Strang, H., L. Sherman, E. Mayo-Wilson, D. Woods, B. Ariel (2013) RJ Conferencing: Using Face-to-Face Meetings of Offenders and Victims: Effects on Offender Recidivism and Victim Satisfaction. A Systematic Review. The Campbell Collaboration. In South Africa, two RJ initiatives reached resolution in 80-90% of cases. Monaghan, Rachel (2008). Community-Based Justice in Northern Ireland and South Africa. International Criminal Justice Review Volume 18 Number 1, March 2008 83-105. Rodriguez, Nancy. RJ at Work: Examining the Impact of RJ Resolutions on Juvenile Recidivism. *Crime & Delinquency* 53(3):355-379 (2007): juveniles in an Arizona RJ program were less likely to recidivate than juveniles in the comparison group.

¹⁰⁷ For minor offences: unlawful wounding, assaults, assault occasioning actual bodily harm, theft of property, noise violations, public nuisance, malicious injuries to property, and other minor offences.

¹⁰⁸ Butts, J.A., J. Buck & M.B. Coggeshall (2002). The Impact of Teen Court on Young Offenders, Washington, DC: The Urban Institute. 6% of diverted juveniles in Alaska reoffended after six months, compared to 23% of juveniles who did not participate. Michigan's Adolescent Diversion Program resulted in a 22% recidivism rate for participants after 1 year, compared to 32% for those with no services and 34% for those in traditional court processing. (Smith, E.P., et al 2004. "The Adolescent Diversion Project: 25 Years of Research on an Ecological Model of Intervention." *Prevention & Intervention in the Community* 27(2): 29-47; rated "effective" in CrimeSolutions.gov.

¹⁰⁹ E.g. Duty counsel for consultation/representation, training of police, information guides, and mobile legal aid units.

¹¹⁰ "Mediation is a way of resolving disputes which assist the people involved to reach an agreement with the help of an impartial mediator. The parties, rather than the mediator, decide the terms of the settlement. Mediation is primarily motivated by the need to resolve a dispute or conflict ... [not primarily] to address harm." (MOJ RJP, 2012).

Programme, but the Programme Executing Unit (PEU) will administer fewer services as these services are shifted to GOJ ministries.¹¹¹ The GOJ will develop the Transition Plan in Year 1 (with CSJP funds), with advice from the Technical Advisory Team (e.g. on institutional change management) and in consultation with the Programme Steering Committee (PSC) (see ¶2.3 for related risks and mitigation measures). The Plan will include: (i) cost estimates for CSJP services; (ii) alignment of services with MDA mandates; (iii) road map, timelines, and benchmarks for transferring services; and (iv) assessments of MDAs' challenges, risks, and technical assistance needs;¹¹² and (v) provision of capacity-building and institutional-strengthening, as needed.

C. Key Results

- 1.20 For the impact level, the results are: (i) a reduced murder rate in CSJP communities; (ii) a reduced shooting rate in parishes with CSJP communities; (iii) an increased perception of safety by residents in CSJP communities at night; and (iv) an increased perception of residents that the courts provide justice quickly and help victims of crime. Details are in the [Results Framework](#) (Annex II).

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing Instruments

- 2.1 **Total cost of the program.** The total estimated cost of the program is US\$55,102,900. The Bank will finance up to US\$20,000,000 from its Ordinary Capital (OC) resources under the Flexible Financial Facility. The Department of Foreign Affairs, Trade and Development of Canada (DFATD) has committed CAD\$20,000,000 (equivalent to US\$18,353,400 - exchange rate of 0.91767US\$/C\$ as of June 2, 2014), and the Department for International Development of the United Kingdom of Great Britain and Northern Ireland (DFID) is expected to commit £10,000,000, (equivalent to US\$16,749,500 -exchange rate of 1.67495US\$/GP£ as of June 2, 2014).¹¹³ Resources from DFID and DFATD will be provided to the Bank through a Project Specific Grant (PSG),¹¹⁴ and administered by the Bank through two separate Administrative Arrangements. DFATD and DFID resources will be available, respectively, once the Bank has entered into the corresponding Administrative Arrangement and the funds are received by the Bank and converted into USD. In accordance with the Administrative Arrangements, the Bank will administer grant resources and will charge an administrative fee of 5% (US\$1,755,145) of the grant contributions. The budget breakdown by funding source and year of disbursement is included.

¹¹¹ This tapering of services is reflected in the Results Matrix outputs and the Budget. Outcome targets for CSJP III depend only on the services implemented by the Programme through the PEU, not the transferred services.

¹¹² There may be a need for additional technical assistance from the Bank or other sources after the transition occurs.

¹¹³ Final amounts in U.S. dollars will depend on the exchange rate of the date when the resources are received by the Bank from DFATD and DFID and converted to U.S. dollars, respectively. If the final amount of each contribution converted into U.S. dollars varies from the amount of U.S. dollars set forth in this budget due to an exchange rate fluctuation, the budget will be adjusted accordingly by the project team leader.

¹¹⁴ A PSG is administered by the Bank according to the "Report on COFABS, Ad-Hocs and CLFGS and a Proposal to Unify Them as PSGs" (Document SC-114).

Table II-1 – Estimated Program Costs (US\$)

Components	DFID	DFATD	IDB	Total	Approx %
Comp. 1. Culture Change for Peaceful Coexistence & Community Governance	4,752,855	5,207,979	5,973,916	15,934,750	29.9%
Comp. 2. Labour Market Attachment & Employability	4,721,537	5,173,662	5,934,552	15,829,750	29.7%
Comp. 3. Community Justice Services	3,817,787	4,183,371	4,798,619	12,799,778	24%
Transition Plan	104,394	114,391	131,215	350,000	0.7%
Monitoring and Evaluation	179,577	1,402,107	1,608,315	3,189,999	6%
Programme Management	1,076,754	1,179,862	1,353,384	3,610,000	6.8%
Technical Advisory Team	1,100,000	0	0	1,100,000	2.1%
Contingency (1% of programme total)	159,120	174,357	200,000	533,478	1%
Programme Total	15,912,025	17,435,730	20,000,000	53,347,755	100%
Administrative Fee (5% of grants)	837,475	917,670		1,755,145	5%
Total	16,749,500	18,353,400	20,000,000	55,102,900	100%

B. Risks

- 2.2 **Social and environmental risks.** The Programme is classified as Category “C”. There are no significant negative social or environmental risks associated with the activities, as per the Environment and Safeguards Compliance Policy (OP-703).
- 2.3 **Programme risks.** In a Risk Analysis Workshop, two risks were classified as “high”: (i) insufficient commitment to implement Transition Plan; and (ii) lack of data generation for effective monitoring and evaluation.¹¹⁵ Five risks were classified as “medium”: (i) insufficient coordination in delivering CSJP services; (ii) lack of interest from businesses to employ youth; (iii) insufficient annual budget allocations; (iv) insufficient compliance from EA to implement M&E system; (v) interruption of PSG disbursements; and (vi) delays in transfer of CSJP services to MDAs.¹¹⁶ CSJP’s overall risk rating is “medium”. The Risk Matrix includes a detailed risk analysis, mitigation activities and compliance indicators.
- 2.4 **Fiduciary risks.** The PEU has experienced staff dedicated to finance, procurement, and accounting of projects, an accounting system (ACCPAC accounting software) to manage the accounting of current IDB-funded operations, and a procurement specialist familiar with IDB fiduciary policies and procedures.
- 2.5 **Procurement Plan.** Procurement will be conducted in accordance with the Bank's Policies and Procedures for the Procurement of Goods and Works (GN-2349-9) and for the Selection and Contracting of Consultants (GN-2350-9). The [Procurement Plan](#) includes details on the Programme’s procurement and activities, which may be amended by agreement between the PEU and the Bank.

¹¹⁵ Mitigation measures include: (i) the Technical Advisory Team (TAT) will provide strategic, technical, and operational advice to GOJ and the PSC will provide oversight; and (ii) government agreement (See [required link #3](#)) to provide necessary administrative and performance data. The Bank (and other donors) may provide additional support to the GOJ after CSJP III and the transfer of services are completed, if required and requested by the GOJ.

¹¹⁶ Mitigation measures include: (i) implementing a clear communications strategy among involved actors and permanent dialogue with the GOJ; (ii) strengthening the UFC framework; (iii) promoting the Programme among firms/industries/organizations in the private sector; (iv) hiring of staff experts responsible for M&E implementation; and (v) implementing instruments to report on program monitoring results.

- 2.6 **Economic Analysis.** The [cost-benefit analysis](#) performed, under conservative assumptions, shows that the total estimated benefits of CSJP III amount to US\$196.3 million, with a Present Value (PV) of US\$73.3 million, with a discount rate of 12%. The project costs are US\$55 million, with a PV of US\$39.7 million. The net PV of benefits is US\$33.7 million, with a cost/benefit ratio of 1.85. The social rate of return is 56%, a weighted average of the respective rates of return of each of the three components. The results of the sensitivity analysis are robust.

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of Implementation Arrangements

- 3.1 The Executing Agency (EA) will be the MNS, through the CSJP's PEU (in place for CSJP I and II). PEU staff includes community workers and administrative personnel; roles may be adjusted according to the design of CSJP III (different than CSJP II) and will evolve as the institutionalization of CSJP services occurs (as per the Transition Plan). The PSC (see ¶3.3) oversees the PEU.
- 3.2 **Technical Advisory Team (TAT).** The TAT reports to the Permanent Secretary (PS) of the MNS. The objective of this team is to provide strategic, technical, and operational advice on an on-going basis to the GOJ, across components, including on implementation, M&E, and the Transition Plan.¹¹⁷ It will include technical experts, national and international, able to draw on international best practice and tailor it to the Jamaican context. It will also ensure that the Programme is on-track, identify issues, risks, and problems upstream.
- 3.3 **Governance structure.**¹¹⁸ The PEU reports to the PS of MNS. The PSC will provide guidance and oversight on policy and operations of CSJP III.¹¹⁹ The Chair of the PSC will be MNS and the Deputy Chair will be MOJ. Members include the MOFP, PIOJ, and other relevant MDAs, the IDB, DFID, DFATD, as well as NGO and community representatives. **Evidence of the establishment and first meeting of the PSC will be a special contractual condition precedent to first disbursement.** In parallel, CSJP III also participates in the GOJ's UFC framework, which coordinates crime prevention policy and programming.¹²⁰
- 3.4 **Annual Operating Plans (AOP).** Each year, the PEU will present an AOP to the Bank for its non-objection. The AOP will detail Programme progress and execution activities including annual goals, budget, and implementation schedule.
- 3.5 The **Programme Operating Manual (POM)** used during CSJP II will be updated, in consultation with the donors, to adapt to the new Programme and integrate lessons learned. **A special contractual condition precedent to first disbursement is that the Programme Operating Manual has been approved by the Executing Agency, and that non-objection from the Bank has been obtained.**

¹¹⁷ See [Optional Link 7](#) (TAT ToRs) for details on key themes, deliverables, mode of interaction with GOJ, etc.

¹¹⁸ See [organizational chart and Terms of Reference](#) for more details on membership and roles for each entity.

¹¹⁹ There was a PSC in CSJP II, but the PSC for CSJP III will be more robust.

¹²⁰ Including: CSJP, COMET (USAID), ICBS (World Bank), JUST (Canada), and others.

- 3.6 **Retroactive financing.** The Bank may finance retroactively eligible expenses for up to US\$4 million (20% of the proposed IDB financing) incurred by the Borrower prior to the date of loan approval, following Bank applicable policies. These expenses, which include expenditures for ongoing activities, shall be recognized if they satisfy requirements substantially similar to those established in the loan contract. The costs mentioned shall be incurred during the 18 months prior to the date of loan approval, but in no event will include expenses incurred before October 30th, 2013 (date Project Profile was approved).

B. Summary of Arrangements for Monitoring Results¹²¹

- 3.7 **Monitoring and reporting:** Monitoring of and reporting on indicators is the responsibility of the CSJP M&E team, in collaboration with the MNS and MOJ M&E staff. Technical assistance and human resources will be provided to bolster the PEU's information system, including for a client management system to track individuals served, type and duration of service, demographics, and before versus after indicators. For select interventions (e.g. parenting training; vocational training), similar data will also be collected on those who seek participation but are denied due to insufficient supply to meet demand (to serve as comparisons for evaluation). The database will be submitted to the MNS Research and Evaluation unit and to the TAT quarterly for feedback; this will allow early identification of challenges. The Progress Monitoring Reports will provide updated information on outputs and beneficiaries reached, as well as updated indicator data on outcomes. Additional indicators may be integrated into M&E tools as they become available.
- 3.8 **Evaluation.** The Programme will fund a mid-term evaluation (hired at 35% disbursement or 12 months), a final evaluation (hired at 80% disbursement or 34 months), and a process evaluation; external evaluation teams will conduct these. Technical assistance to build the GOJ's own evaluation capacity will be provided, complementing the external evaluations. Community-level indicators of crime, perceptions of crime, access to justice services, and victimization will be measured in Years 1, 3, and 5 in approximately 25 target communities via a community survey, to gauge the possible influence of community-wide interventions (e.g. social marketing campaigns). Two impact evaluations will be conducted, to provide more robust analysis on key outcomes (with more potential for attributing individual-level effects to Program activities), for two interventions (parenting training and vocational training).¹²² For interventions where experimental or quasi-experimental methods cannot be employed, pre- and post-intervention data will be collected and compared, in order to evaluate outcomes. All primary datasets created for the study, monitoring, and/or evaluation of CSJP, including survey instruments and codebooks, as well as additional relevant datasets,¹²³ will be made available to the evaluators and to the IDB on a quarterly basis, as per the Technical Specifications Regarding Data included in the Programme Operating Manual.

¹²¹ See [M&E Arrangements](#) for a much more detailed outline and Annex I of the M&E Tech Specs regarding Data.

¹²² There were no quasi-experimental or experimental impact evaluations in CSJP I/II, because the projects were not designed with sufficient capacity to enable this (e.g. data collection on treatment and control groups; budget allocation).

¹²³ Includes the JNCVS. For details, see Tech Specs regarding Data, Annex to the M&E Plan and POM.

Development Effectiveness Matrix			
Summary			
I. Strategic Alignment			
1. IDB Strategic Development Objectives	Aligned		
Lending Program	i) Lending to small and vulnerable countries, and ii) Lending for poverty reduction and equity enhancement.		
Regional Development Goals	Homicides per 100,000 habitants.		
Bank Output Contribution (as defined in Results Framework of IDB-9)	Cities benefited with citizen security projects.		
2. Country Strategy Development Objectives	Aligned		
Country Strategy Results Matrix	GN-2694-2	To increase safety and security.	
Country Program Results Matrix	GN-2756	The intervention is included in the 2014 Country Program Document.	
Relevance of this project to country development challenges (If not aligned to country strategy or country program)			
II. Development Outcomes - Evaluability	Highly Evaluable	Weight	Maximum Score
	9.2		10
3. Evidence-based Assessment & Solution	9.0	33.33%	10
3.1 Program Diagnosis	2.4		
3.2 Proposed Interventions or Solutions	3.6		
3.3 Results Matrix Quality	3.0		
4. Ex ante Economic Analysis	10.0	33.33%	10
4.1 The program has an ERR/NPV, a Cost-Effectiveness Analysis or a General Economic Analysis	4.0		
4.2 Identified and Quantified Benefits	1.5		
4.3 Identified and Quantified Costs	1.5		
4.4 Reasonable Assumptions	1.5		
4.5 Sensitivity Analysis	1.5		
5. Monitoring and Evaluation	8.5	33.33%	10
5.1 Monitoring Mechanisms	1.0		
5.2 Evaluation Plan	7.5		
III. Risks & Mitigation Monitoring Matrix			
Overall risks rate = magnitude of risks*likelihood	Medium		
Identified risks have been rated for magnitude and likelihood	Yes		
Mitigation measures have been identified for major risks	Yes		
Mitigation measures have indicators for tracking their implementation	Yes		
Environmental & social risk classification	C		
IV. IDB's Role - Additionality			
The project relies on the use of country systems			
Fiduciary (VPC/PDP Criteria)			
Non-Fiduciary			
The IDB's involvement promotes improvements of the intended beneficiaries and/or public sector entity in the following dimensions:			
Gender Equality	Yes	In addition to having a result indicator that reflects a clear gender perspective, the project also proposes to conduct an evaluation of the violence against women as part of the Evaluation Program.	
Labor			
Environment			
Additional (to project preparation) technical assistance was provided to the public sector entity prior to approval to increase the likelihood of success of the project			
The ex-post impact evaluation of the project will produce evidence to close knowledge gaps in the sector that were identified in the project document and/or in the evaluation plan	Yes	The project proposes two Randomized Control Trial evaluations (a) Positive Parenting Program, more commonly known as "Triple P", is an evidence-based family intervention strategy designed to assist parents to improve their parenting skills and build positive relationships with their children; and (b) Program of Vocational Training and Formal Education.	

The main problems contributing to the situation of violence and crime in the Jamaican context are identified. The determinants of the main problems are identified and quantified. However, the POD does not quantify how much of the main problems can be explained by the determinants of the problems identified.

The project vertical logic is clear and well specified. The project presents adequate evidence of internal validity of the proposed solutions. However, the project includes very limited documentation of external validity of the interventions reviewed and the potential applicability of the solutions to the current intervention areas in Jamaica.

While the Result Matrix included in the POD contains all of its required elements for the monitoring of the project, some of the outputs included in the Results Matrix are not present in the Budget and Procurement Plan Annex.

The POD includes a satisfactory monitoring and evaluation plan (MEP). The project has identified and addressed the M&E and data availability issues that significantly constrained the implementation of previous phases of the project. The current project also seeks to address the knowledge gap issues. In general, the project proposes evaluations based on before and after comparisons. The project also proposes two RCT evaluations: a) Positive Parenting Program and b) Program of Vocational Training and Formal Education.

The Program's overall risk rating is Medium. Two risks were classified as High: i) insufficient commitment to implement Transition Plan; and ii) lack of data generation for effective monitoring and evaluation. Mitigation measures were identified with adequate monitoring indicators.

RESULTS MATRIX

The general objective is to enhance citizen security and justice in Jamaica in target communities. The specific objectives are to: (i) improve behaviors for non-violent conflict resolution in target communities; (ii) increase labor market attachment among youth; and (iii) increase access to effective community and alternative justice services.

For the detailed Results Matrix please see [Optional Electronic Link #12](#).

INDICATORS	UNIT OF MEASURE	BASELINE		Mid-Term		TARGET		MEANS of VERIFICATION
		Value	Year	Value	Year	Value	Year	
EXPECTED IMPACT: Enhanced citizen security and justice in target communities. (ULTIMATE OUTCOME 1000)								
1.Murders in CSJP target communities.	Annual rate per 100,000 residents	50.5	2012	45.5	2016	40.4	2018	<u>Sources:</u> - Jamaica Crime Observatory Integrated Crime and Violence Information System (JCO-ICVIS) - MNS - Population estimates compiled based on SDC numbers. <u>Means:</u> Analysis of data and construction of rates <u>Frequency:</u> Annual <u>Responsibility:</u> MNS
2. Shootings in parishes with CSJP target communities.	Annual rate per 100,000 residents	53	2012	46.3	2016	39.5	2018	<u>Sources:</u> - Jamaica Constabulary Force Monthly & Annual Statistics Report - STATIN 2012 mid-year population <u>Means:</u> Analysis of data and construction of rates <u>Frequency:</u> Annual <u>Responsibility:</u> MNS
3. Perception of safety at night by residents in CSJP target communities.	% of respondents.	74	2012	76.5	2016	79.1	2018	<u>Source:</u> CSJP Community Survey (2012, 2014, 2016, 2018) <u>Means:</u> Analysis of data and construction of rates <u>Frequency:</u> Bi-annual <u>Responsibility:</u> MNS
4. Perception that the courts provide justice quickly and help crime victims.	% of respondents	15.5	2012	19.375	2016	24.2	2018	<u>Source:</u> Jamaica National Crime Victimization Survey (2012, 2015) <u>Means:</u> Analysis of data and construction of rates <u>Frequency:</u> Every three years <u>Responsibility:</u> MNS
OUTCOMES FOR COMPONENT 1: CULTURE CHANGE & COMMUNITY GOVERNANCE								
RESULT 1.: Improved behaviors for non-violent conflict resolution in target communities (INTERMEDIATE OUTCOME 1100)								
1.1. Target communities with gang interruption	% of communities	0	2012	58	2016	60	2018	<u>Sources:</u> PEU Database; Activity pre/post survey (PMI project reports to PEU)

INDICATORS	UNIT OF MEASURE	BASELINE		Mid-Term		TARGET		MEANS of VERIFICATION
		Value	Year	Value	Year	Value	Year	
activities that achieved ceasefire agreements that were sustained for at least 6 months.								<u>Means</u> : Analysis of data and construction of rates. <u>Frequency</u> : Annual <u>Responsibility</u> : MNS
1.2. Persons who reportedly avoided certain areas of their own community because of fear of crime (in CSJP target communities).	% of respondents	22	2012	20	2016	18	2018	<u>Sources</u> : CSJP Community Surveys (2012, 2014, 2016, 2018). <u>Means</u> : Analysis of data and construction of rates <u>Frequency</u> : Bi-annual <u>Responsibility</u> : MNS
1.3. Witnesses to crime who talked to police about the last crime they witnessed in their community in the past year (in CSJP target communities).	% of respondents	21	2012	24	2016	27	2018	<u>Sources</u> : CSJP Community Surveys (2012, 2014, 2016, 2018). <u>Means</u> : Analysis of data and construction of rates <u>Frequency</u> : Bi-annual <u>Responsibility</u> : MNS
1.4. Use of coercive parenting strategies by participants in target communities.	% of respondents	TBD	2014	TBD	2016	-10%	2018	<u>Source</u> : Activity pre/post surveys <u>Means</u> : Impact evaluation carried out on the parenting course intervention (see M&E Plan); Analysis of data <u>Frequency</u> : Annual <u>Responsibility</u> : MNS
1.5. CDC Community Safety Plans in target communities that include findings from women's safety audits and action plans to address the findings.	% of CDC safety plans	0	2012	50	2016	100	2018	<u>Sources</u> : PEU Database; Activity pre/post surveys; CDC reports. <u>Means</u> : Analysis of data and construction of rates <u>Frequency</u> : Bi-annual <u>Responsibility</u> : MNS
OUTCOMES FOR COMPONENT 2: LABOUR MARKET ATTACHMENT* AND EMPLOYABILITY								
Result 2: Increased labour market attachment among youth of target communities. (INTERMEDIATE OUTCOME 1200)								
2.1. Group 1 (most job-ready) participants who obtain a job through services / support.	% of total participants in this group	10	2013	12.5	2016	15	2018	<u>Sources</u> : PEU Database; Activity pre/post surveys <u>Means</u> : Review of data; Impact evaluation (see M&E Plan) <u>Frequency</u> : Semi-Annual <u>Responsibility</u> : PEU
2.2. Group 1 and 2: beneficiaries receiving support who are in their final year and com-	% of total participants in this group	90	2013	90	2016	90	2018	<u>Sources</u> : PEU Database; Activity pre/post surveys <u>Means</u> : Review of quantitative data <u>Frequency</u> : Semi-Annual <u>Responsibility</u> : PEU

INDICATORS	UNIT OF MEASURE	BASELINE		Mid-Term		TARGET		MEANS of VERIFICATION
		Value	Year	Value	Year	Value	Year	
plete secondary or tertiary education.								
2.3. Group 2 (intermediate job-readiness) for HEART-certified Level 1 & 2 participants who move to Level 3.	% of total participants in this group	25	2013	37.5	2016	56	2018	<u>Sources:</u> PEU Database; Activity pre/post surveys <u>Means:</u> Review of quantitative data <u>Frequency:</u> Semi-Annual <u>Responsibility:</u> PEU
2.4. Group 3 (low job-readiness) pre-vocational participants who pass the eligibility test for HEART level 1.	% of total participants in this group	45	2013	54	2016	64	2018	<u>Sources:</u> PEU Database; Activity pre/post surveys <u>Means:</u> Review of quantitative data <u>Frequency:</u> Semi-Annual <u>Responsibility:</u> PEU
2.5. New community enterprises that are still in operation at least one year after receiving support (e.g. training, grant).	% of new businesses	0	2013	20	2016	40	2018	<u>Sources:</u> PEU Database; Activity pre/post surveys <u>Means:</u> Review of quantitative data <u>Frequency:</u> Semi-Annual <u>Responsibility:</u> PEU
OUTCOMES FOR COMPONENT 3: COMMUNITY JUSTICE SERVICES								
Result 3: Increased access to effective community and alternative justice services in target communities (INTERMEDIATE OUTCOME 1300)								
3.1. New mediation cases settled in target communities.	% of new cases settled	0	2013	30	2016	67	2018	<u>Sources:</u> PEU Database; MoJ records; Activity pre/post surveys <u>Means:</u> Review of quantitative data <u>Frequency:</u> Annual <u>Responsibility:</u> PEU & MoJ
3.2. Restorative justice cases in which an agreement is reached (in target communities).	% of cases	0	2013	20	2016	50	2018	<u>Sources:</u> PEU Database; MoJ records; Activity pre/post surveys <u>Means:</u> Review of quantitative data <u>Frequency:</u> Annual <u>Responsibility:</u> PEU & MoJ
3.3. Juveniles selected for the Child Diversion Program (in pilot locations) who complete the requirements.	% of juveniles	0	2013	40	2016	75	2018	<u>Sources:</u> PEU Database; DCS & MoJ records; Activity pre/post surveys <u>Means:</u> Review of quantitative data <u>Frequency:</u> Annual <u>Responsibility:</u> PEU & MoJ

OUTPUT	UNIT of MEASURE	BASELINE (Year)	Year 1	Year 2	Year 3	Year 4	Year 5	Program End Target	Source of Information & Means of Verification
COMPONENT 1 (Approx \$15,934,750)									
Sub-component 1.1									
1111) Training courses provided to community members on parenting.	# of parenting courses	70 (2013)	25	25	25	25	25	125	Source: PEU Database
1111) Training courses provided to community members on healthy gender norms.	# of Men with a Message & Women Empowerment events	20 (2013)	30	30	45	30	15	150	Source: PEU Database
1112) Counselling / psycho-social support provided to victims/witnesses of violence (including domestic violence).	# of sessions	775 (2013)	70	70	105	70	35	350	Source: PEU Database
1113) Violence interruption services provided (e.g. gang interruption).	# of communities in which violence interruption is offered for at least 6 months	4 (2012)	10	10	10	10	10	50	Source: PEU Database.
1114) Violence prevention and conflict resolution education and training provided in schools.	# of workshops	40 (2012)	50	50	70	50	30	250	Source: PEU Database.
1115) Social marketing for awareness and attitude change to promote 'culture of lawfulness' (e.g. to address violent gender norms, anti-snitch culture).	# of campaigns developed & delivered	2 (2012)	1	1	1	1	1	5	Source: PEU Database.
1116) Community events to improve citizen-police relations conducted.	# of events	18 (2012)	4	4	4	4	4	20	Source: PEU Database
1117) Crisis intervention activities conducted (including but not limited to violence and gang interruption).	# of interventions	10 (2012)	10	10	10	10	10	50	Source: PEU Database.
Satisfaction surveys conducted and monitored for each type of training or intervention.	# of interventions with satisfaction survey systems active	0	8	8	8	8	8	40	Source: PEU Database, based on service provider reports that survey systems are in place and responses are submitted.
Women's Health Survey (incl a module on violence against women) designed and implemented.	# of surveys	0	n/a	1	n/a	n/a	See notes	1	Source: PEU Database.
Feasibility study designed & implemented by M&E consultant to determine add'l indicators to be collected & programs to be evaluated (Comp 1).	# of studies	0	1	n/a	n/a	n/a	n/a	1	Source: Final Report. For additional information see section 2.3.7. of M&E Plan (Required Link #3).

[illegible]

OUTPUT	UNIT of MEASURE	BASEL INE (Year)	Year 1	Year 2	Year 3	Year 4	Year 5	Program End Tar- get	Source of Information & Means of Verification
1211) Technical assistance delivered on case management system for job training / placement.	# of workshops	0 (2013)	12	8	0	0	0	20	Source: PEU Database.
1212) Vocational training provided to targeted beneficiaries.	# of workshops	n/a	40	60	40	40	20	200	Source: PEU Database.
1213) Support for access to tertiary education provided to male beneficiaries.	# of males attending tertiary school due to scholarships	183 (2013)	36	36	27	26	0	125	Source: PEU Database.
1213) Support for access to tertiary education provided to female beneficiaries.	# of females attending tertiary school due to scholarships	397 (2013)	36	36	27	26	0	125	Source: PEU Database.
1213) Support for access to secondary education provided to male beneficiaries.	# of male students attending secondary school due to scholarships	245 (2013)	101	101	87	86	0	375	Source: PEU Database.
1213) Support for access to secondary education provided to female beneficiaries.	# of female students attending secondary school due to scholarships	335 (2013)	101	101	87	86	0	375	Source: PEU Database.
1214) Remedial education provided in or outside communities, with integrated and life-skills training for male participants.	# of male participants	222 (2013)	150	150	150	150	150	750	Source: PEU Database.
1214) Remedial education provided in or outside communities, with integrated and life-skills training for female participants.	# of female participants	197 (2013)	150	150	150	150	150	750	Source: PEU Database.
Satisfaction surveys conducted and monitored for each type of training or intervention.	# of interventions with satisfaction survey systems active	0	8	8	8	8	8	40	Source: PEU Database, based on service provider reports.
Feasibility study designed & implemented by M&E consultant to determine add'l indicators to be collected & programs to be evaluated. (Comp 2)	# of studies	0	1	n/a	n/a	n/a	n/a	1	Source: Final Report.
Information system constructed and implemented to disaggregate the statistical data for Comp 2 by age, sex, community, risk profile, and other factors	# of systems	0	1	n/a	n/a	n/a	n/a	1	Source: Final Report.
Sub-component 2.2									
1221) Job-seeking, placement, and training services provided to target beneficiaries.	# of participants who received job-seeking/placement services	200 (2013)	100	100	150	100	50	500	Source: PEU Database.

OUTPUT	UNIT of MEASURE	BASEL INE (Year)	Year 1	Year 2	Year 3	Year 4	Year 5	Program End Tar- get	Source of Information & Means of Verification
1222) On-the-job or work orientation apprenticeship/internships provided for male youth, with emphasis on life skills and high-demand occupations.	# of male participants placed in positions	587 (2013)	100	100	100	100	100	500	Source: PEU Database.
1222) On-the-job or work orientation apprenticeship/internships provided for female youth, with emphasis on life skills and high-demand occupations.	# of female participants placed in positions	323 (2013)	100	100	100	100	100	500	Source: PEU Database.
1223) Business development services provided for community residents in entrepreneurship; emphasis on high-demand sectors.	# of small business grants disbursed to community members	0 (2013)	4	4	6	4	2	20	Source: PEU Database.
Satisfaction surveys conducted and monitored for each type of training or intervention.	# of interventions with satisfaction survey systems active	0	4	4	4	4	4	20	Source: PEU Database, based on service provider reports.
COMPONENT 3 (Approx. \$12,799,778)									
Sub-Component 3.1									
1300) Victim Services expanded and serving new clients in target communities.	# of new clients in Victim Services	0 (2013)	572	572	572	572	572	2860	PEU database, with MOJ data.
1300) Dispute Resolution Foundation services expanded and serving new clients in target communities.	# of new clients in Dispute Resolution Foundation	0 (2013)	1020	1020	1020	1020	1020	5,100	PEU database, with MOJ data.
1300) Dispute Resolution Foundation services expanded and conducting new mediation cases in target communities.	# of new mediation cases in target communities.	0 (2013)	250	250	250	250	250	1250	PEU database, with MOJ data.
1300) Child Diversion pilot designed and operational in target communities.	# of new participants in Child Diversion	0 (2013)	40	40	40	40	40	200	PEU database, with MOJ data.
1300) Restorative Justice services designed and operational in target communities.	# of new Restorative Justice cases in target communities	46 (2013)	80	120	140	90	70	500	PEU database, with MOJ data.
1311) Technical assistance and resources provided to Victim Services entities.	Victim Services Unit: # of new TA sessions	0 (2013)	3	3	3	8	8	25	Source: MOJ Reports; PEU Database.
1311) Technical assistance and resources provided to Legal Aid Council.	Legal Aid Council: # of people trained	0 (2013)	60	60	60	60	60	300	Source: MOJ Reports; PEU Database.
1311) Technical assistance and resources provided to Justices of the Peace service entities.	Justices of the Peace: # of new JPs trained	0 (2013)	116	116	116	116	116	580	Source: MOJ Reports; PEU Database.
1311) Technical assistance and resources provided to DRF for training police & justice officials.	DRF: # of police & court officials trained	0 (2013)	40	40	40	40	40	200	Source: MOJ Reports; PEU Database.

OUTPUT	UNIT of MEASURE	BASELINE (Year)	Year 1	Year 2	Year 3	Year 4	Year 5	Program End Target	Source of Information & Means of Verification
1311) Technical assistance and resources provided to Restorative Justice Programme.	RJ: # of officers & staff operating	3 (2013)	4	4	4	4	4	16	Source: MOJ Reports; PEU Database.
1311) Technical assistance and resources provided to Child Diversion Programme.	CD: # of court professionals trained	0 (2013)	40	40	40	40	40	200	Source: MOJ Reports; PEU Database.
1312) Training provided to volunteers & facilitators, and leaders in community justice services.	# of volunteers (including facilitators) trained	120 (2013)	50	50	50	50	50	250	MOJ Reports; PEU Database.
1313) Technical assistance provided to the Social Justice Consortium (within MoJ) to support delivery of services and human rights compliance.	# workshops given to government officials	0 (2013)	40	40	40	40	40	200	MOJ Reports; PEU Database
Feasibility study designed & implemented by M&E consultant to determine add'l indicators to be collected & programs to be evaluated (Comp 3)	# of studies	0	1	n/a	n/a	n/a	n/a	1	Source: Final Report.
Information system constructed and implemented to disaggregate the statistical data for Comp 3 by age, sex, community, risk profile, and other factors	# of systems	0	1	n/a	n/a	n/a	n/a	1	Source: Final Report.
Sub-Component 3.2									
1321) Sensitization training and material provided to target community residents and justice system officials on community justice services.	# of events	0	5	5	5	5	5	25	MOJ Annual Report; DRF Annual Reports and Case reports.
1322) Service points expanded/renovated; mobile service units provided in target communities.	# of service points expanded / made mobile	7 (2013)	3	4	4	4	3	18	MOJ Reports; PEU Database.
1323) Outreach conducted (rights-based culture and awareness of services) in target communities.	of campaigns	0 (2013)	1	1	1	1	1	5	MOJ Reports; PEU Database.
Satisfaction surveys conducted and monitored for each type of training or intervention.	#of interventions with satisfaction survey systems active	0	16	16	16	16	16	80	Source: PEU Database, based on service provider reports.

Total estimated costs of outputs	US\$45,564,278
Total estimated for Transition Plan, Monitoring & Evaluation, Programme Management, Technical Advisory Team and Contingencies	US\$8,783,477
Total for Administrative Fee (5% of grants)	US\$1,755,145
Total estimated cost of the Program	US\$55,102,900

FIDUCIARY ARRANGEMENTS

COUNTRY: Jamaica
PROJECT: JA-L1043 and JA-X1008: Citizen Security and Justice Program III
EXECUTING AGENCY: Ministry of National Security
FIDUCIARY TEAM: Lila Mallory, Leon Ferguson, Graham Williams, and Martin Nesbeth

I. EXECUTIVE SUMMARY

- 1.1 The Executing Agency (EA) is the Ministry of National Security (MNS). The Bank's methodology for Project Risk Assessment was utilized to identify the Program's risks and to determine mitigating measures. Based on the satisfactory performance and experience gained in managing two CSJP programs, the EA has the necessary institutional capacity to administer the proposed program, with minimal potential for fiduciary risks to escalate beyond medium level. The principal risks occur in the area of Public Management and Governance, Macroeconomic and Fiscal Sustainability, Monitoring and Accountability, Fiduciary, and Reputational. Given the magnitude of the program, it is highly recommended that procurement and financial management be strengthened through hiring staff and more training for staff.
- 1.2 The program will be co-financed with two PSGs: one for UK Pounds 10 million¹ through DFID (UK) and the other for Canadian Dollars \$20 million², via the DFATD (Canada). Both grants will be administered by the IDB. UK and Canadian resources will be accounted for in United States Dollars, in accordance with the relevant Framework Agreements each donor has signed with the Bank, which also sets a fee of 5% of each grant, for the IDB's overhead related to the project.
- 1.3 The IDB's policies and procedures will apply to procurement and financial management. Country systems use is contemplated under this program. The Bank is currently assisting the GOJ to modernize and strengthen its procurement and financial systems and move toward the increased use of country systems.

II. EXECUTING AGENCY'S FIDUCIARY CONTEXT

- 2.1 The project will be executed by the existing Project Executing Unit (PEU) within the MNS, established since 2001 to manage CSJP I and II. The PEU has experience and capacity in managing IDB-funded loan operations, but it will need to increase staff and training assigned to procurement and financial management, due to the scope of CSJP III.
- 2.2 In order to build sustainability of CSJP III, the program will coordinate with other MDAs to take on service delivery of CSJP activities in the future. Hence, over the period of execution, beginning in the third year of execution, the responsibility for carrying out some activities will be transferred to relevant MDAs. The details of this transfer will be set out in the Transition Plan, led by GOJ (MNS), with guidance from the Programme

¹ Approximately US\$16,749,500 (exchange rate of 1.67495 as of June 2, 2014)

² Approximately US\$18,353,400 (exchange rate of 0.91767 as of June 2, 2014).

Steering Committee (PSC), the TAT, and the IDPs, including on strengthening MDA fiduciary capacity for this transfer.

III. FIDUCIARY RISK EVALUATION AND MITIGATION ACTIONS

- 3.1 The Risk Mitigation Matrix (RMM) identifies major risks and mitigation actions. A joint review of the RMM will be undertaken on an annual basis and any necessary additional risks or mitigation actions will be adopted. Based on the assessment, the Program's fiduciary risk has been ranked as medium. The PEU has experienced staff dedicated to financial management and procurement. The PEU has an accounting system (ACCPAC accounting software) that is employed to manage the accounting of current IDB-funded operations.
- 3.2 The PEU has a procurement officer familiar with IDB's fiduciary policies and procedures. However, given the amount of procurement work envisaged under the program, there is provision in the budget to hire an additional procurement specialist. The program budget will make provision for an additional project accountant.

IV. ASPECTS TO BE CONSIDERED IN THE SPECIAL CONDITIONS OF THE CONTRACT

- 4.1 The special contractual conditions prior to first disbursement are: (i) evidence of the establishment and first meeting of the Programme Steering Committee; and (ii) that the Programme Operating Manual (POM) has been approved by the Executing Agency, and non-objection from the Bank has been obtained.
- 4.2 The application of the exchange rate has been agreed with the EA as follows: (i) **reimbursement of expenses made:** the effective rate of exchange on the date which the request is presented to the Bank; and (ii) **rendering of Accounts or Justification of the Advance of Funds:** the effective rate of exchange used in the conversion of the currency of the operation to the local currency.

V. FIDUCIARY ARRANGEMENTS FOR PROCUREMENT EXECUTION

- 5.1 Each year, the Ministry of Finance and Planning (MOFP) publishes a Budget Circular requesting the submission of estimates of income and expenditure from ministries and other agencies for inclusion in the National Budget for the following fiscal year, including the required format and deadlines. The PEU will prepare annual estimates which will be included in the MNS's overall budget estimates. The estimates will consider the total financing required for execution of the program.
- 5.2 It is anticipated that the Borrower will commit to allocate, for each fiscal year of project execution, adequate fiscal space to guarantee the unfettered execution of the Program.
- 5.3 **Procurement Execution.** The procurement fiduciary arrangements establish the conditions applicable to all procurement execution activities. The PEU will be responsible for all procurement activities. Procurements for the project will be carried out in accordance with the Policies for the Procurement of Works and Goods Financed by the IDB (GN-2349-9), the Policies for the Selection and Contracting of Consultants Financed

by the IDB (GN-2350-9), and with the provisions established in the loan contract and the [Procurement Plan](#) (PP). Prior to any procurement commencing, the Borrower must submit to the Bank a General Procurement Notice within 30 days of the Loan being approved.

- a. **Procurement of Goods, Works and Non-Consulting Services:** The PP covering the first 18 months of project execution (see Appendix 1) indicates the procedures to be used for the procurement of goods, works and the contracting of non-consulting services. The review of technical specifications in all cases, during the process of selection, is the responsibility of the IDB sector specialist.
- b. **Procurement of Information Technology (IT) Systems:** Procurement of IT systems will be done in keeping with the policies referenced above. The Bank's IT Specialist will provide technical review and advice as necessary.
- c. **Selection and Contracting of Consultants:** The PP covering the first 18 months of project execution (see Appendix 1) indicates the procedures to be used for the procurement of consultancy services and the selection method. The Borrower is responsible for preparing the TORs, short lists, selecting the consultants and awarding and administering the contract. Review and subsequent no objection of the TOR for the selection of consulting services is the responsibility of the program sector specialist.
- d. **Selection of Individual Consultants:** Individual consultants are employed on assignments for which: (i) teams of personnel are not required; (ii) no additional outside (home office) professional support is required; and (iii) the experience and qualifications of the individual are the paramount requirement. Advertisement is not required³ and consultants do not need to submit proposals. Consultants shall be selected through comparison of qualifications of at least three candidates among those who have expressed interest in the assignment or have been approached directly by the Borrower. Individual consultants may be selected on a Single Source Selection basis with due justification in exceptional cases. This is to be carried out in accordance with Section V (Selection of Individual Consultants) of GN-2350-9.
- e. **Training:** As per GN-2350-9, if the assignment includes an important component for training or transfer of knowledge to Borrower staff or national consultants, the TOR shall indicate the objectives, nature, scope, and goals of the training program, including details on trainers and trainees, skills to be transferred, time frame and monitoring and evaluation arrangements. The cost for the training program shall be included in the consultant's contract and in the budget for the assignment.
- f. **Recurrent Expenses:** The project will finance recurrent expenses including: salaries of PEU personnel contracted for the program, rental and utilities for office facilities.
- g. **Domestic Preference:** Appendix 2 of GN-2349-9 is used in determining whether it is appropriate and necessary to use domestic preference in the evaluation of bids.

³ However, in some cases Borrowers may consider the advantage of advertising at their option.

- h. **Retroactive Financing:** The Bank may finance retroactively eligible expenses for up to US\$4 million (20% of the proposed IDB financing) incurred by the Borrower prior to the date of loan approval, following Bank applicable policies. These expenses, which include expenditures for ongoing activities, shall be recognized if they satisfy requirements substantially similar to those established in the loan contract. The costs mentioned shall be incurred during the 18 months prior to the date of loan approval, but in no event will include expenses incurred before October 30th, 2013 (date Project Profile was approved).
- 5.4 **Procurement Plan:** The PP indicates the procedures to be used for the procurement of goods, the contracting of works or services and the method of selecting consultants for each contract. It also indicates cases requiring prequalification, the estimated cost of each contract and the requirement for prior or post review by the Bank. The PP will be updated annually or whenever necessary, or as required by the Bank. The detailed PP is available at www.iadb.org/procurement.
- 5.5 **Procurement Supervision.** The review methods for all procurement activities are listed in the PP. Activities listed under ex-ante will require the Bank's no-objection at all key stages of the procurement process. Activities under ex-post will be reviewed during the ex-post procurement supervision visits which take place at least once every 12 months, in accordance with the supervision plan of the Project
- 5.6 **Records and Files.** All records and files will be maintained by the PEU, according to accepted best practices, and be kept for a minimum of three years beyond the end of the operation's execution period, or as stipulated in the loan agreement.
- 5.7 **Other relevant issues:** Fiscal space constraints: A threat to the expeditious execution of awarded contracts is the timely availability of funds to meet pre-agreed payment schedules. The GOJ may hold up disbursements due to the lack of fiscal space at the particular time the disbursements are to be made and payments may have to be suspended thus delaying the timely delivery of goods and/or services that are essential to the Program. The PEU will need to be fully cognizant of this threat and take all the necessary precautionary measures to secure budget allocation for smooth program implementation.

VI. FINANCIAL MANAGEMENT

- 6.1 **Programming and Budget.** The Borrower has committed to allocate, for each fiscal year of project execution, adequate fiscal space to guarantee the unfettered execution of the project, as determined by normal operative instruments such as the Project Execution Plan (PEP), the Annual Operating Plan (AOP), the Financial Plan (FP) and the PP. Even though no counterpart resources are contemplated in the original project budget, the Borrower will undertake to provide all required resources for the total and effective completion of the project activities.
- 6.2 **Accounting and Information Systems.** Project accounting will be performed using ACCPAC system and under the modified cash basis. The accounting system will facilitate the recording and classification of all financial transactions, provide information related to: planned versus actual financial execution; the financial execution plan for the

next 180 days that will be attached to each request for Advance of Funds, annual Financial Statements, performance reports, and any other reports, financial or otherwise, audited or unaudited, that may be required by the Bank from time to time.

- 6.3 **Disbursements and Cash Flow.** The PEU will have responsibility for the preparation and submission of disbursement requests to the Bank. Three authorized special bank accounts with the Central Bank of Jamaica will be used for the management of loan and grant resources in foreign currency: One for the IDB loan resources, in US dollars; a 2nd for the DFID grant contribution; and a 3rd for the DFATD contribution. Additionally, three Program Accounts will be established in a bank to manage the resources that are converted to local currency. Disbursement methods that may be used for the loan financing are: Advance of Funds; Reimbursement of Payments Made; or Direct Payment to Supplier.
- 6.4 The PEU will be responsible for keeping adequate and original documentation to support disbursement requests. This will include: accounting receipts, canceled invoices, payment receipts, legible canceled cheques, customs duties certificates, certificates of works, employment contracts, shipping, unloading, and storage documents, goods/services received reports, and any other payment support document acceptable to the Bank.
- 6.5 The PEU commits to maintain strict control over the utilization of all Advance of Funds, so as to ensure the easy verification and reconciliation of balances between the PEU's records and IDB records (WLMS-1). The PEU will provide adequate justification of the existing Advance of Funds balance, whenever 80% of said balance has been spent. Advances will normally cover a period not exceeding 180 days and no less than 90 days.
- 6.6 Supporting documentation for Justifications of Advances of Funds and Reimbursement of Payments Made will be kept at the office of the PEU. Support documentation for direct payments will be sent to the Bank for processing. Disbursements will be reviewed within the ex-post modality, every six months. The Ex-Post disbursement reviews will be conducted on a sample of transactions and do not imply a blanket approval of the whole universe of expenditures, based solely on the samples reviewed.
- 6.7 **Internal Control and Internal Audit.** The management team of the program will assume the responsibility for designing and implementing a sound system of internal control for the project. The system ensures that: (i) the project funds are used for their intended purpose and objectives, with attention given to the principles of economy and efficiency; (ii) project assets are properly safeguarded; (iii) project transactions, decisions, and activities are properly authorized and documented; and (iv) project transactions are executed in accordance with the established policies and procedures delineated in the legal agreements. In order to enhance the internal control system, it is recommended that the EA's Internal Audit Unit periodically audit the project.
- 6.8 **External Control and Reports.** The EA will be required to submit Annual Audited Financial Statements of the Project to the Bank within 120 days after the close of the fiscal period. The Final Audited Financial Statements are due within 120 days of the close of the Project (last disbursement date). Financial Statements will be prepared as per

the guidelines outlined in the Guide for Financial Reports and External Audits for Operations Financed by the IDB, and audits will be done in accordance with International Auditing Standards. The TORs will be agreed on between the EA and the Bank, and will include at a minimum, the requirement to audit the financial statements of the project, review internal controls, compliance with IDB norms and the Program Operations Manual. The Financial Statements will be audited by independent public accountants acceptable to the Bank, and shall be selected according to the Bank's procurement procedures for audit services (Document AF-200).

- 6.9 **Financial Supervision Plan.** This Plan will be developed based on the initial and subsequent risk assessments carried out for the project. Financial, Accounting and Institutional Inspection visits will be at least twice per year, covering: (i) the reconciliation and supporting documentation for advances and justifications; (ii) compliance with the OM; (iii) any PEU Institutional Strengthening Action Plans; and (iv) ex -post reviews of disbursements. The initial Financial Supervision Plan of the project will focus on (i) assessing effectiveness of internal controls, (ii) implementation of activities and follow-up of arrangements and systems for the financial management and procurement; and (iii) training of PEU on the Bank's procedures and requirements.
- 6.10 **Execution Mechanism.** The structure to execute the program will consist of a centralized PEU. Later, when some CSJP services are transferred to MDAs, the MDAs will implement activities directly. The central PEU will gradually reduce in size and assume the role of adviser to the MDAs.
- 6.11 The PSC will provide guidance and oversight on policy and operations of CSJP III. The Chair of the PSC will be MNS and the Deputy Chair will be MOJ. Members include the MOFP, PIOJ, and other relevant MDAs, the IDB, DFID, DFATD, as well as NGO and community representatives as set out in ¶3.3 of the POD and [Optional Link 8](#). The PEU will continue to be headed by a Programme Manager, and its structure will be adjusted according to the new programme design for CSJP III.
- 6.12 The PEU will have responsibility for the technical and financial management of the program, including the grants, including: (i) all procurement, following all applicable IDB and GOJ guidelines; (ii) preparation of the AOPs; (iii) preparation of budgets, project accounting, and request to replenish the program funds; (iv) preparation of the annual PP; (v) preparation of: (a) technical reports, (b) periodic reports, and (c) end of year financial reports; (vi) monitoring of program's activities, assessing progress, and analyzing variances of actual results versus plans; (vii) contracting the evaluation specialist; (viii) contracting the external auditor and ensuring, through the EA, the execution of the external audit and implementing recommendations; and (ix) serving as a liaison for the program with the Bank, as well as through the Programme Steering Committee (for further details see [Optional Link 8](#)).