

# Social Analysis: Gender Equality and Safeguards in Security Strengthening Project (JA-L1074)

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## 1. Introduction

In 2010, the Inter-American Development Bank (IDB) approved the Operational Policy on Gender Equality in Development (GN-2531-6) to strengthen the Bank's response to the goals and commitments of its member countries in Latin America and the Caribbean (LAC) to promote gender equality and the empowerment of women<sup>1</sup>. In addition, in March 2015, the Bank approved The Update to the Institutional Strategy (UIS), which addresses emerging challenges such as "Social Exclusion and Inequality" and also identifies cross-cutting issues such as "Gender Equality and Diversity". Empirical evidence has shown that gender equality<sup>2</sup> contributes to poverty reduction and results in higher levels of human capital for future generations<sup>3</sup>. The Gender Policy commits the IDB to promote gender equality in all of its projects and analytical work, and mitigate negative gender-based impacts on women and men that could occur as a result of IDB projects.

Similarly, the Government of Jamaica (GOJ) recognizes the importance of pursuing equality between men and women in order to achieve its national development goals (Vision 2030 Jamaica and National Policy for Gender Equality). Likewise, one of the strategies that the Gender Sector Plan clearly indicates is the importance to "Ensure consistent disaggregation of data by sex to guide policy and programme implementation variables such as location and class in all data sources and ensure public access to these sources"<sup>4</sup>, particularly, since one of the identified issues is the absence of a harmonized system and protocol for gathering information on survivors of Gender Based Violence.

In this effort, the Security Strengthening Project (JA-L1074) is being prepared by the IDB, and will contribute to the reduction of impunity for violent crimes in Jamaica. In accordance with mentioned policies, the activities included in component 1 of the Project are designed to be gender-responsive<sup>5</sup> and consistent with priorities identified by the GOJ.<sup>6</sup> These activities aimed at training police officers to provide gender-sensitive respond to cases of domestic violence/intimate partner violence, and development of protocols to improve the collection of data regarding cases of domestic violence. All of these will contribute to improve the response to the high percentage of

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<sup>1</sup> All member countries in the region have backed the Universal Declaration of Human Rights (1948), the Convention on the Elimination of All Forms of Discrimination against Women (1979), the Inter-American Convention on the Prevention, Punishment, and Eradication of Violence against Women (1994), the Programme of Action of the International Conference on Population and Development (1994), the Platform for Action of the Fourth World Conference on Women (1995), and the Millennium Development Goals (2000).

<sup>2</sup> When women and men enjoy the same conditions and opportunities to exercise their rights and reach their social, economic, political, and cultural potential. The pursuit of equality requires actions aimed at *equity*, which implies providing and distributing benefits and/or resources in a way that narrows the existing gaps, while recognizing that these gaps can harm both women and men.

<sup>3</sup> World Bank 2007. Global Monitoring Report 2007: Confronting the Challenges of Gender Equality and Fragile States, cited in GN-2531-6.

<sup>4</sup> National Gender Task Force, 2010. [Gender Sector Plan](#).

<sup>5</sup> This document uses the definition of gender-responsive presented in the "Guidelines for Integrating Gender Equality into Projects" of CIDA: "gender-responsive is an approach that assesses the different needs and interests of women and men as well as the different impact of initiatives on women and men and develops programming that responds to these so that neither women nor men are disadvantaged. Through gender-responsive programming, gender gaps in access, control, decision-making, and outcome can be reduced" (pg. 23).

<sup>6</sup> Vision 2030 Jamaica, National Policy for Gender Equality, and forthcoming National Strategic Action Plan to Eliminate Gender-Based Violence in Jamaica.

female homicides that are a result of domestic violence in Jamaica due to (i) the low levels of trust in the police to report domestic abuse; and (ii) difficulties to gather information to detect domestic violence patterns by the police officer.

These activities have corresponding gender-related results indicators included in the project profile. In addition, this document outlines the importance of addressing Violence Against Women (VAW) in citizen security operations and how gender equality has been incorporated through the activities in component 1 of the Security Strengthening Project.

## **2. Violence against women**

Crime and violence continue to be significant challenges in Jamaica, with serious consequences for social and economic development. Most of the violence in the public sphere is perpetrated by young men against other young men<sup>7</sup>; in the private sphere, most violence is perpetrated by men against women (PROMUNDO 2013).

Intimate partner violence (IPV) inflicted by a current or ex-spouse was the most common form of violence against Jamaican women, regardless of age, education or socio-economic background: 35 percent (ages 15-49) experienced IPV in their lifetime while 17 percent reported experiencing in the last 12 months. In addition, 12 percent of female respondents reported being physically forced to have sexual intercourse, half of them before age 20. However, far more (46 percent) described the first experience as “Did not want it but it happened anyway.”<sup>8</sup> In Jamaica, one in five women (under the age of 15) witnessed physical abuse between parents and two in three were physically abused themselves by their parents<sup>9</sup>.

Reducing VAW is important not only because it is a crime with serious consequences for women but also because of its critical role in the inter-generational transmission of aggressive behavior. Research shows that boys exposed to domestic violence are more likely to engage in delinquent behavior as adolescents and to use VAW as adults (Whitfield et al. 2003, Heise 2011). Girls exposed to violence are more likely to become victims of intimate partner violence in the future (Morrison et al. 2004). Hence, there is a pressing need to break this cycle of violence as part of a comprehensive approach to citizen security issues in Jamaica.

## **3. Gender equality within the project components**

### ***3.3. Component 1: Violent crime prevention and management***

The objective of the first component of the operation is to reduce homicides through better crime prevention. The operation will strengthen the collection of information related to domestic violence/intimate partner violence cases at the police stations. With better recording of cases, it is expected that the police improve tools to better prevent the escalation of violence and reduce the likelihood of female homicides. The specific activities are (i) training police officers on how to

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<sup>7</sup> There are important gender factors related to how “masculinity” is sometimes associated with aggression that appear to be exacerbating some of this male-on-male violence.

<sup>8</sup> *Restoring paradise in the Caribbean: Combating Violence with numbers*, Inter-American Development Bank, 2016

<sup>9</sup> *idem*

better respond to cases of domestic violence and therefore, reduce the re-victimization of victims and provide them with a secure environment, and (ii) development of protocols to manage domestic violence records adequately to standardize procedures within the police.

In 2010, only 32.3% of Jamaicans rated the capacity of the country's criminal system as sufficient,<sup>10</sup> the third lowest among all Caribbean countries. The same survey showed that 60% of the population has some confidence in the police to effectively control the crime problem in the country, although only 14% has a great level of confidence.<sup>11</sup> Merely 27% of the population perceives the police to be effective in controlling domestic violence at the community level.<sup>12</sup>

Research has demonstrated that the structure and behavior of criminal justice institutions can have a critical impact on citizen security; at the same time, criminal justice systems can generate unintended increases in crime and decreases in human security if they do not adopt fair, effective, transparent, and accountable practices.<sup>13</sup>

According to a report of the Inter-American Commission on Human Rights (IACHR 2012), access to justice in Jamaica still faces several bottlenecks, particularly for the most vulnerable groups, which includes people from lower socio-economic status and women and children.<sup>14</sup> While Jamaica has made progress in the adoption of legislative reforms aimed at improving its protection of the rights of women,<sup>15</sup> discrimination and violence based on gender remain widespread, and women face significant barriers in obtaining access to judicial protection (IACHR 2012, pg. 71).

Moreover, there have been notable efforts by police departments and key ministries to collect administrative data on violence against women and children; lack of comprehensive and systematic nationally-owned data remains a serious problem. Recording methods and definitions of crimes vary, even within the same country. Perhaps more importantly, official statistics are generally far under-representative of the actual levels of violence because women and child victims may not reach out for help due to fear of retaliation or because of cultural perceptions of acceptance of violence.<sup>16</sup>

Administrative data on recorded homicides, however, are generally considered to be less affected by variations in reporting rates and recording practices than other types of crime. Throughout the region victims of murder are predominantly male. However, females are considerably more likely to be killed by an intimate partner or family member than men. In Jamaica, 19% of female homicides and 3.4% of male homicide are perpetuated by an intimate partner (2006-2011).<sup>17</sup>

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<sup>10</sup> UNDP Citizen Security Survey 2010, in Caribbean Human Development Report 2012.

<sup>11</sup> UNDP Citizen Security Survey 2010, in Caribbean Human Development Report 2012.

<sup>12</sup> UNDP Citizen Security Survey 2010, in Caribbean Human Development Report 2012.

<sup>13</sup> UNDP Citizen Security Survey 2010, in Caribbean Human Development Report 2012.

<sup>14</sup> In 2006, the Jamaican Justice System Reform Task Force (JJSRTF) described the status of the court system in Jamaica as unequal because of the "lack of equality between the powerful, wealthy litigant and the under-resourced litigant" (cited in IACHR 2012, pg. 33). Among the main problems of the judiciary identified by the JJSRTF were the lack of respect usually accorded to individuals (personal dignity, time, and right to privacy); barriers to accessing the justice system, including the inaccessibility of legal information, legal assistance and the courts; and the perception that individuals are not accorded equal treatment by the justice system.

<sup>15</sup> Domestic Violence Act (1995), Domestic Violence (Amendment Act) (2004), Sexual Offenses Bill (2009), and Child Care and Protection Act (2004).

<sup>16</sup> *Restoring paradise in the Caribbean: Combating Violence with numbers*, Inter-American Development Bank, 2016

<sup>17</sup> *idem*

According to the United Nations Office on Drugs and Crime (UNODC), for police who respond to and investigate domestic violence, it is important to remember that for a woman to leave her abusive partner is often more of a process than a moment. It may take several such events, and attempts at intervention, before they leave for good. Early intervention, especially by the police, establishes a path that will protect a woman (and her children), helps prevent an escalation of violence, and reduces the likelihood of homicide and serious assaults and, where possible, helps maintain family stability.

The operation has incorporated several of the recommendations laid out by the sectorial note on Violence against Women and Girls Resource Guide in Citizen Security, Law and Justice. Those recommendations are the focus of the institutional level and Procedures/Protocols:<sup>18</sup>

1. Personnel in the law and enforcement sectors often lack the knowledge and capacity to respond adequately to survivors. They may also share with society values that condone violence against women and girls, leading to victim-blaming or discriminatory attitudes and decisions. Thus, in addition to establishing clear responses to VAWG and specialized support services for survivors, it is crucial to provide on-going training and awareness-raising interventions for personnel at all levels.
2. The operation will put in place protocols for filing police reports and pressing charges, as this process is an important entry point for survivors to access the justice system. These protocols can guide police officers on the information required for the report, standardize the process, and reduce victimization.

#### **4. Action plan of mitigation measures**

The following action plan should be implemented during the execution of the operation, and each of the mitigation measures described should form part of the contractual conditions set out in the Loan Contract of the operation. These measures and their inclusion in the Loan Contract will be described in further detail in the Environmental and Social Management Report to be prepared for the Operation as a mandatory link to the Proposal for Operational Development (POD).

<b>Risk identified</b>	<b>Measure to mitigate or avoid the risk</b>
Low level of trust in the police to report crimes, in particular domestic abuse/intimate partner violence.	Train police officers on how to better respond to cases of domestic violence, reduce re-victimization of victims, provide victims with a secure environment and increase trustworthiness of police officers.
Police is not currently able to gather information to detect domestic violence patterns.	Development of protocols and training on how to use the technology to manage domestic violence records properly to standardize procedures within the police.

<sup>18</sup> *Violence against Women and Girls Guide on Citizen Security, Law and Justice Brief*. World Bank, Inter-American Development Bank, Global Women Institute (George Washington University), 2015.

Criminal justice systems can generate unintended increases in crime and decreases in human security if they do not adopt fair, effective, transparent, and accountable practices. <sup>19</sup>	Train police officers on human rights, including practical training on how to respond in conflict situations while upholding human rights principles.
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## 5. Consultation Plan

The Environmental and Safeguards Compliance Policy of the Inter-American Development Bank Policy Directive B.6 on Consultations affirms that “for Category ‘B’ operations, affected parties must be consulted at least once, preferably during the preparation or review of the Environmental and Social Management Plan, as agreed with the borrower. For consultation purposes, appropriate information will be provided in the location(s), format(s), and languages(s) to allow for affected parties to be meaningfully consulted, to form an opinion and to comment on the proposed course of action... relevant ... analyses will be made available to the public consistent with the Bank’s Disclosure of Information Policy (OP-102). During execution, affected parties should be kept informed of those project-related environmental and associated social mitigation measures affecting them...”<sup>20</sup>

As this operation was classified by the Environmental and Social Safeguards Unit (ESG) of the IDB as a Category B following the Eligibility Review Meeting held on June 14, 2017, a consultation will need to take place in accordance with OP-703 B.6 and disclose the report of the consultation to the public, prior to distribution of the project documents to Operations Policy Committee (OPC).

Therefore, a consultation should be carried out in Kingston in proportion with the magnitude of the operation which diffuses and discloses the present social and gender analysis document in the form of communication most accessible for the sociocultural context in which the operation will take place. The platform for collaboration and consultation (ConSOC) promoted by the IDB Group in the country office of Jamaica will support this consultation. The ConSOC-Jamaica is integrated by representatives of different Civil Society Organizations, including non-governmental organizations (NGOs), community organizations, community groups, and groups of residents directly affected by IDB-financed projects, non-profit organizations, business associations, universities, academia, research centers and professional associations whose field of study makes significant contributions to the IDB, religious institutions and groups of Indigenous and Afro-descendant peoples. The main objectives of the ConSOC-Jamaica are: (i) to improve communication between CJA and civil society in Jamaica, so as to increase the contribution of the CSOs to Bank operations and institutionalize the IDB’s CSO participatory process.; (ii) to define the specific mechanisms for the involvement of CSOs in different stages of the Project Cycle, including the design, execution, and evaluation of projects; (iii) to institutionalize an effective, efficient, flexible, and innovative system for sustaining the participatory process of consultations with CSOs and to ensure their contribution on development policy, sector strategies, and IDB programs in Jamaica; (iv) to ensure the contribution by CSOs to development policy, sector

<sup>19</sup> UNDP Citizen Security Survey 2010, in Caribbean Human Development Report 2012.

<sup>20</sup> IDB Environment and Social Safeguards Policies, their Implementation Guidelines and Access to Information Policy. September 2011

strategies and programs of the IDB and in the preparation and evaluation of projects; and (v) to improve the IDB's impact in Jamaica's social and economic development. Therefore, the consultation will follow the ConSOC operational guidelines, in addition to upholding IDB safeguards policies on consultations.

In terms of the logistics and format of the consultation, some general guidelines are to have a public announcement of the availability of the present document at a specified location/s such as community center, church or school/s and also announce a public meeting to discuss the project and the present document. Efforts should be made to ensure the inclusion of women, youth, elderly, disabled or otherwise vulnerable people (select a location for the meeting which is handicap accessible, during a time frame which is feasible for men and women). If possible, provide in the meeting announcement an email or postal address to allow for the submission of written comments or questions as an alternate form of participation to promote inclusion of all parties who wish to be included but may not be able to attend or wish to share their views openly at the public meeting. The consultation should strive for representativity, meaning that although it isn't possible to have the participation of all people, different interests, genders, ages and socio-economic groups, there is a selection of individuals from each group that may reflect the unique concerns and perspectives of each. Consistent with the objectives and functions of ConSOC, the inclusion of local community groups, churches or faith-based groups, organizations or associations in the community is important.

The scope of the meeting should cover the proposed activities of the operation, the present document on gender equality and risk and mitigation measures, and include sufficient time for hearing the views, perspectives and suggestions of the participants of the meeting. The comments and responses provided to participants should be recorded, along with the names, ages and genders of all participants. In concluding the meeting, participants should be informed of what actions will be taken next in terms of the project moving forward and how their comments may be taken into account (to the extent that is possible and taking care not to promise responses or actions if they aren't certain to take place), and a form of communication that will be accessible in case participants or anyone else would like to express concerns or ask questions in the future regarding the project. During the analysis mission of the operation, the team will research instruments that exist for receiving any consultations or complaints that may arise about the project, such as an office or anonymous telephone number by a government agency.

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