

PROJECT PROFILE TRINIDAD AND TOBAGO

I. BASIC DATA

Project name:	Citizen Security Programme		
Project number:	TT-L1003		
Project team:	Jorge Lamas (Team Leader), Erik Alda, Carlos Cordovez, and Valeria Wedolowski (ICF/ICS); José Cuesta (SCL/SPH); Diego Buchara (LEG/SGO); and Ian Ho-a-Shu, (SPH/CTT)		
Borrower:	Republic of Trinidad and Tobago		
Executing agency:	Ministry of National Security		
Financing plan:	IDB:	US\$	21,000,000
	Local:	US\$	9,000,000
	Total:	US\$	30,000,000
Safeguards:	Policies triggered:	Operation has not triggered any Policy Directives	
	Classification:	C	

II. GENERAL JUSTIFICATION AND OBJECTIVES

- 2.1 Following almost a decade of steady decline, there has been a sustained rise in the rate of serious crimes since 2000. The homicide rate has more than tripled, from 9.2 per 100,000 inhabitants in 2000 to 28.2 per 100,000 in 2006—the highest in the Caribbean with the exception of Jamaica. Homicides are spatially concentrated in a few neighborhoods (North West tip of the island through Port of Spain, Chaguanas and San Fernando), largely take place at night and involve the use of firearms. Robberies have increased since 1998 from 210 per 100,000 to 375 per 100,000 in 2002 and resemble the distribution of murders. There has been a dramatic increase in the rate of firearm fatalities. A Caricom Task Force on Crime & Security set up in 2001 identified the following principal security threats to the Caribbean region: illegal drugs, illegal firearms, corruption, rising crime against persons and property, criminal deportees, growing lawlessness, poverty and inequity. In fact, in 2000, firearms were responsible for less than one-third of all homicides; by May 2006, this percentage had increased to 74%. Approximately 60% of the victims of fatal firearms assaults were males 15-34 years of age. In addition, domestic and sexual violence cases are increasingly visible. The Trinidad and Tobago Police Service (TTPS) reported that 13% of homicides committed between 2000 and 2002 were domestic violence related. Reported sexual offenses against children increased from 166 in 2000 to 258 in 2002.
- 2.2 Victimization survey findings underscore that fear for personal safety is relatively widespread—with 28% of those surveyed reporting witnessing someone wounded by a sharp weapon or firearm. Four in ten persons felt very unsafe in their neighborhoods at night, impacting the quality of their community life. One in five respondents have limited where they shop and curtailed recreational activities they formerly enjoyed.

- 2.3 The perceived lack of effective police response has contributed to widespread dissatisfaction with TTPS performance, exacerbating feelings of insecurity, and undermining trust in government institutions. Close to two-thirds of all respondents cited excessive use of force by the TTPS as a major problem. The highest incidence of victimization (45%) reported in the Victimization survey relates to mistreatment of a family member by the police. Almost half of those surveyed believe that the police are not doing a good job. Among assault victims who reported incidents to the TTPS, 70% were unsatisfied with the way the police dealt with the report. These victims felt that the police did not do enough (34%); seemed uninterested (24%) or did not treat the victims correctly or politely (14%).
- 2.4 The lack of a coordinated and collaborative approach to the many dimensions of the problem and failure, until recently, to place sufficient emphasis on prevention, has constrained the ability of the Ministry of National Security (MNS) to respond effectively. As part of the new comprehensive, inclusive and long-term prevention efforts, the Government of Trinidad and Tobago (GoTT) has requested the assistance of the Bank in the preparation of a citizen security programme.
- 2.5 The proposed project is also consistent with the government's sector strategy. The Government has developed a Vision 2020 document, which is a comprehensive plan for Trinidad and Tobago to achieve development status by the year 2020. Vision 2020 was developed after wide consultation with civil society and the private sector. A key pillar of the Vision 2020 is the Crime and Violence Reduction national strategy, which is geared towards the promotion and facilitation of greater participation of community members and the private sector in the process of crime reduction. The key objectives of the strategy are to significantly reduce crime by using a holistic sustained approach that addresses the root causes of crime, to reduce the involvement of young people in crime, to instill a culture of law, order and respect for human life among all citizens and to restore public trust and confidence in the protective services.
- 2.6 The Citizen Security Programme (CSP) objectives would be to contribute to the reduction in crime and violence by supporting a pilot stage addressing the most proximal risk factors—firearms, unsafe neighbors, violent personal behaviors—targeted to 19 high crime communities. It would also seek to strengthen the diagnostic, policy, monitoring and evaluation capacity of the MNS. The CSP would consist of the following components: (i) institutional strengthening of MNS, improving its ability to plan, coordinate, manage and execute violence and crime prevention projects, and monitor crime and violence trends; (ii) institutional strengthening of the TTPS to increase public confidence by improving performance, training, management and supervision, thus enhancing the quality of police interaction with the public and victims of crime and complementing the on-going transformation efforts of the service; and (iii) coordination and implementation of community-based preventive strategies.
- 2.7 The CSP is expected to achieve a reduction in the perceived levels of insecurity; reduction in the levels of victimization; and an improvement in the attitudes and behaviors towards the peaceful resolution of conflicts.

- 2.8 The proposed program is consistent with the Bank's Country Strategy that sets out three principal areas of focus: (i) fostering private sector development; (ii) modernizing the public sector to improve efficiency and effectiveness, and upgrade capacity; and (iii) promoting social development by improved social public services. Rising levels of crime and violence as well as perceptions of insecurity among citizens and visitors have a detrimental effect on the business environment and the ability of the country to leverage its energy-based resources towards economic growth. They also impede social development, particularly in poor, high-risk communities. The public sector's capacity to address these issues is presently insufficient. The programme seeks to enhance this capacity directly, and to improve the business climate and social development of the country indirectly as the result of declining crime.

III. TECHNICAL ISSUES AND SECTOR KNOWLEDGE

- 3.1 **Institutional Coordination Arrangements.** The complexity inherent in the proposed multisectoral approach requires—for program effective implementation—inter and intra sectoral collaboration, shared leadership and a new management and information sharing structure working across the confines of institutions, service delivery areas, and constituencies. As part of this process, a project steering committee encompassing various relevant sectors¹ has been established to provide advisory guidance to the Project Preparation and Implementation Unit (PPIU). This steering committee has already made recommendations regarding specific needs and service gaps to be addressed by the programme. The PPIU has also held meetings, and will continue to do so, with relevant government institutions to coordinate interventions. This coordination would also emphasize a balanced approach, with emphasis on prevention, intervention and control measures; and a balance of resident, community, NGOs and formal sector contributions. The concrete mix of interventions will be determined during the preparation of the operation.
- 3.2 Recognizing that facilitative mechanisms are needed to advance joint interventions (collaboration across government sectors, community-police partnerships, among others) and aid in project implementation, an Inter-Ministerial Committee under the chairmanship of the MNS will be also established during the fourth quarter of 2007 and continue through project implementation. This committee would also deal with any aspect not solved at the technical level during the preparation of the project, which will confer a certain degree of flexibility to the programme to fine-tune its interventions.
- 3.3 **Implementation of crime and violence prevention interventions in selected communities.** The design, implementation and evaluations of project preventive

¹ It encompasses representatives from the following Ministries: National Security (Chair), Education, Health, Sport and Youth Affairs, Community Development and Gender Affairs, Social Development and Planning and Development. It also includes a representative from the Tobago House of Assembly.

activities hinges on timely and accurate data provision. Disaggregated data needs to be provided by various ministries, local authorities, TTPS and local health facilities. The PPIU's Community Action Officers (CAOs) are currently collecting data and conducting rigorous community assessments using a five-stage protocol to identify local criminogenic characteristics, risk and protective factors. The CAOs are also conducting participatory dialogue and joint decision making with the respective communities, enhancing community capacity for prevention. The analysis of the collected data will inform the design of the programme's interventions. This strong data-driven formulation of the programme is unprecedented in the area of security in Trinidad and Tobago.

- 3.4 **Monitoring and evaluation (M&E).** A comprehensive M&E system is being developed at this stage in order to continually assess and refine programme's interventions, when needed. This system benefits from the M&E methodology developed by the Ministry of Social Development for social programs. The resulting system is expected to be a user-friendly data gathering system, easy to access, update and work with by the relevant stakeholders. Also, a few key indicators would be selected and followed regularly to quickly identify possible obstacles for effective programme execution. This early problem-identification facilitates a continuous revision of interventions, thus enabling flexibility to the programme. In addition, training in the use of the M&E system is envisaged to the CAOs, NGOs and Government providers.
- 3.5 In terms of **sector knowledge** and in order to complement existing police data, a community victimization-attitude survey was conducted. This survey provided additional information on unreported crime and violence levels; public perceptions of safety, and opinion regarding public institutions (including the TTPS) willingness to report crimes, and attitudes about crime and crime control.
- 3.6 In coordination with the community resource assessment efforts by the GoTT, an asset mapping of community resources was carried out in 5 of the 19 pilot communities. A five-step community safety assessment will also be carried out in each of the pilot communities to provide a detailed safety profile of crime and violence issues, risk and protective factors, and to build effective partnerships. An integrated crime and violence information system (Crime Observatory) is being designed as part of project preparation to monitor trends, facilitate information exchange, and support evaluation of preventive and control policy responses in the 10 police districts that cover the 19 communities.

IV. SAFEGUARDS AND FIDUCIARY ISSUES

- 4.1 The environmental and social safeguard classification is "C". The programme design incorporates safeguards that increase the likelihood of positive social impacts by strengthening the capacity of government institutions and civil society to address both the direct effects of violence on vulnerable populations and the correlative effect on long-term health and prosperity.

- 4.2 The program is not expected to have significant negative environmental impacts. The civil works activities that would be financed by the project would be related to the rehabilitation of facilities of the TTPS, establishing data collection facilities at hospitals for the injury surveillance system and rehabilitating community centers. It would also include the replacement of some equipment with more modern and efficient ones. The rehabilitation works will comply with the requirements established by the Environmental Management Act.
- 4.3 No special fiduciary issues are anticipated, as the Auditors for the CSP have already been contracted and the PPIU has already demonstrated satisfactory procurement capacity under the PROPEF. The PPIU will continue to procure goods, services, and consulting services for the project on behalf of the project partner organizations. The MNS has an annual budget of approximately US\$500 million and has already budgeted US\$6 million for the CSP for fiscal years 2007/2008, covering first year implementation. In addition, as part of operational responsibility, the Bank's Country Office in Trinidad and Tobago (CTT) conducted a financial inspection visit in May 2007 of the PPIU and confirmed that financial systems and processes have been established in accordance with sound international accounting practices, in keeping with Bank procedures.

V. OTHER ISSUES

- 5.1 General elections are scheduled for November 2007. A change of Government may lead to a change in project priorities and scope, delaying project implementation. To address this issue, the PPIU will continue with an internal and external communication plan, in order to: (i) build national consensus for the CSP and (ii) promote the rapid impacts and medium term successes of the CSP.
- 5.2 A preliminary analysis of the risks associated with the program found that sector coordination, acceptance of a bottom-up approach, procurement capacity of counterparts and use of M&E system represent medium-level risks for the success of the programme. Mitigation measures—some being already addressed during this preparation stage, others being currently prepared—are believed to mitigate satisfactorily these risks. Fiduciary issues, ownership, sustainability, financial management are considered to be low risks unlikely to substantively compromise the implementation of the project. Strong efforts are directed towards a more effective coordination of all parties involved, a main source of delays in the past. Also, the public commitment by the President of the Republic to the CSP is a clear sign for national counterparts against delays in its preparation and execution.

VI. RESOURCES AND TIMETABLE

- 6.1 A loan under Project Preparation and Execution Facility has been approved (1680/OC-TT; US\$750,000) to finance preparatory work needed related to the above mentioned sector work. It also finances the PPIU at the MNS from the design to project approval phase. The attached Index of Completed and Proposed Sector Work details the sources of funding of each activity.

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ANNEX I – Safeguard Policy Filter Report

PROJECT DETAILS	IDB Sector	Reform/Modernization of the State
	Type of Operation	Investment Loan
	Additional Operation Details	
	Country	Trinidad and Tobago
	Project Status	New Operation
	Investment Checklist	Generic Checklist
	Team Leader	Jorge Lamas
	Project Title	Citizen Security Programme
	Project Number	TT-L1003
	Safeguard Specialist(s)	<i>To be completed by assessor</i>
	Assessment Date	2007-08-10
	Assessment Number	2007-08012249-2
	Additional Comments	

SAFEGUARD POLICY FILTER RESULTS	Type of Operation	Investment Loan	
	Safeguard Policy Items Identified (Yes)	No issues identified	
	Potential Safeguard Policy Items (?)	No potential issues identified	
	Recommended Action	Operation has not triggered any Policy Directives. Complete Project Classification Tool. Submit Safeguard Policy Filter Report, PCD (or equivalent) and Safeguard Screening Form to CESI Secretariat. <i>Policy Directives can be accessed from the Resources tab on the Toolkit home page.</i>	
	Additional Comments		

ASSESSOR DETAILS	Name of person who completed screening:	
	Title	
	Date	2007-08-10

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ANNEX II – Safeguard Screening Form

PROJECT DETAILS	IDB Sector	Reform/Modernization of the State
	Type of Operation	Investment Loan
	Additional Operation Details	
	Country	Trinidad and Tobago
	Project Status	New Operation
	Investment Checklist	Generic Checklist
	Team Leader	Jorge Lamas
	Project Title	Citizen Security Programme
	Project Number	TT-L1003
	Safeguard Specialist(s)	<i>To be completed by assessor</i>
	Assessment Date	2007-08-10
	Assessment Number	2007-08012710-2
	Additional Comments	

PROJECT CLASSIFICATION SUMMARY	Project Category: C	Override Rating:	Override Justification:
			Comments:
	Conditions/Recommendations	<ul style="list-style-type: none"> No environmental assessment studies or consultations are required for Category "C" operations (as established under directive B.3 of the Environment Policy). Some Category "C" operations may require specific safeguard or monitoring requirements (Policy Directive B.3). The Project Team must send the PCD (or equivalent) containing an Environmental and Social Strategy (ESS -- the requirements for an ESS are described in the Environment Policy Guideline: Directive B.3; paragraph 9). <p><i>Policy Directives can be accessed from the Resources tab on the Toolkit home page.</i></p>	

SUMMARY OF IMPACTS/RISKS AND POTENTIAL SOLUTIONS	Identified Impacts/Risks	Potential Solutions
	No issues identified	

ASSESSOR DETAILS	Name of person who completed screening:	Date:
	Comments:	

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ANNEX III – Environmental and Social Safeguard Strategy (ESS)

1. The environmental and social safeguard classification is “C”. The programme design incorporates safeguards that increase the likelihood of positive social impacts by strengthening the capacity of government institutions and civil society to address both the direct effects of violence on vulnerable populations and the correlative effect on long-term health and prosperity.
2. The program is not expected to have significant negative environmental impacts. The civil works activities that would be financed by the project would be related to the rehabilitation of facilities of the the Trinidad and Tobago Police Service (TTPS), establishing data collection facilities at hospitals for the injury surveillance system and rehabilitating community centers. It would also include the replacement of some equipment with more modern and efficient ones. The rehabilitation works will comply with the requirements established by the Environmental Management Act.

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ANNEX IV - Index for Completed and Proposed Sector Work

Issues	Description	Expected Dates	References & hyperlinks to Technical files
Technical options and design	Victimization Surveys	Completed	
	Community assessments in pilot communities to provide safety profile of crime and violence issues, risk and protective factors	October 2007	
	Design of information system to monitor crime and violence trends (Crime Observatory) and training needs	November 2007	
Analysis of project cost and economic viability	Data required to develop economic viability of the programme	September 2007	
Financial management/fiduciary issues and control environment	No special fiduciary issues are anticipated. The MNS has an annual budget of approximately US\$500 million and has already budgeted US\$6 million for the Citizen Security Programme for the fiscal year 2007/2008, which covers the first year implementation	N/A	
Data collection and analysis for reporting on results	Identification of proposed indicators to measure impact of program	October 2007	

Issues	Description	Expected Dates	References & hyperlinks to Technical files
Institutional analysis/personnel, procedures other aspects of implementation capacity	Weak procurement capacity of partnering project organizations: IDB to provide continuous procurement training to PPIU and partnering organizations	Sept-Nov 2007	
Stakeholders and political environment	Internal and external communication plan of PPIU with participating agencies and political parties to avoid change in project priorities and scope	Sept-Dec 2007	
Social and environmental safeguards	<p>The programme design incorporates safeguards that increase the likelihood of positive social impacts by strengthening the capacity of government institutions and civil society to address both the direct effects of violence on vulnerable populations and the correlative effect on long-term health and prosperity</p> <p>The rehabilitation works will comply with the requirements established by the Environmental Management Act.</p>	N/A	
Other key issues, such as donors, gender, sustainability, country/sector issues	N/A	N/A	