

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

JAMAICA

SECURITY STRENGTHENING PROJECT

(JA-L1074)

LOAN PROPOSAL

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ELECTRONIC LINKS
REQUIRED <ol style="list-style-type: none">1. Pluriannual Execution Plan (PEP)2. Annual Operational Plan (AOP)3. Monitoring and Evaluation Arrangements4. Environmental and Social Management Report (ESMR)5. Procurement Plan OPTIONAL <ol style="list-style-type: none">1. Economic Analysis*2. Institutional Capacity Assessment (ICAS)3. Project Operating Manual (POM)4. Public Consultation Report5. Detailed Budget6. Vehicle Tracking Report7. "As Is" Report8. Status of Connectivity in Select Ministry of National Security (MNS) Agencies Report9. Gender Plan10. References11. Safeguard Policy Filter (SPF) and Safeguard Screening Form (SSF)

* At the request of the borrowing country, the information contained in this electronic link will not be disclosed. The non-disclosure of this information is in accordance with the country-specific information exception in paragraph 4.1 i of the Bank's Access to Information Policy, document GN-1831-28.

ABBREVIATIONS	
AFS	Audited Financial Statements
AOP	Annual Operational Plan
CAC	Community Action Committees
CCTV	Closed-Circuit Television
CIB	Criminal Investigations Branch
CIO	Chief Information Officer
CRF	Corporate Results Framework
CSJP	Citizen Security and Justice Programme
C&V	Crime and Violence
DCS	Department of Correctional Services
EA	Executing Agency
ESCR	Environmental, Social, Health and Safety Compliance Report
FLA	Firearm Licensing Authority
GDP	Gross Domestic Product
IDB	Inter-American Development Bank
IFSLM	Institute of Forensic Science and Legal Medicine
IMF	International Monetary Fund
IT	Information Technology
JCF	Jamaica Constabulary Force
JDF	Jamaica Defense Force
LAPOP	Latin American Public Opinion Poll
MNS	Ministry of National Security
MoU	Memoranda of Understanding
M&E	Monitoring and Evaluation
NIB	National Intelligence Bureau
NPCJ	National Police College of Jamaica
NWA	National Works Agency
OC	Ordinary Capital
PCOA	Police Civilian Oversight Authority
PEU	Project Executing Unit
PICA	Passport, Immigration, and Citizenship Agency
PIOJ	Planning Institute of Jamaica
PMR	Progress Monitoring Report
POM	Project Operating Manual
POP	Problem-Oriented Policing
PP	Procurement Plan
PSRA	Private Security Regulation Authority
SOP	Standard Operating Procedures

**PROJECT SUMMARY
JAMAICA
SECURITY STRENGTHENING PROJECT
(JA-L1074)**

Financial Terms and Conditions				
Borrower: Government of Jamaica			Flexible Financing Facility ^(a)	
			Amortization Period:	25 years
Executing Agency (EA): Ministry of National Security (MNS)			Disbursement Period:	5 years
			Grace Period:	5.5 years ^(b)
Source	Amount (US\$)	%	Interest rate:	LIBOR Based
IDB (Ordinary Capital):	20,000,000	100	Credit Fee:	(c)
			Inspection and supervision fee:	(c)
Total:	20,000,000	100	Weighted Average Life (WAL):	15.25 years
			Currency of Approval:	Dollars of the United States of America
Project at a Glance				
Project objective/description: The main objective of the project is to contribute to an increase in the conviction rate for murders in Jamaica. To achieve this, the following specific objectives have been established: (i) to assist in the reduction of the rate of murders in the country; (ii) to increase the proportion of police investigations of murders that result in prosecution; and (iii) the training of police officers in the use of technology in crime fighting.				
Special contractual clauses prior to the first disbursement: The EA will provide evidence to the Bank's satisfaction of: (i) the approval of the Project Operating Manual (POM), which will include internal control and fiduciary management arrangements, as well as the execution plan, in accordance with the terms and conditions previously agreed upon between the EA and the Bank; (ii) that the Project Executing Unit (PEU) has been created and of the assignment or hiring of its project coordinator/manager, as well as its procurement, financial, monitoring and evaluation specialists; (iii) that a framework agreement has been entered into among the Jamaica Constabulary Force (JCF), the Department of Correctional Services (DCS), the Firearm Licensing Authority (FLA), the Private Security Regulation Authority (PSRA), the Passport, Immigration, and Citizenship Agency (PICA), and the Institute of Forensic Science and Legal Medicine (IFSLM), specifying their collaboration in data sharing and in the project's execution; and (iv) that Memoranda of Understanding (MoU) have been entered into between the EA and each of the National Works Agency (NWA) and e-Gov Jamaica Limited, specifying and outlining the scope of their collaboration in the project's execution (¶3.9).				
Special contractual clauses of execution: Prior to financing the execution of Subcomponent 1.1, the EA will provide evidence to the Bank's satisfaction that a plan has been elaborated for staffing of the monitoring centre(s) and the maintenance of the surveillance equipment (¶3.10).				
Exceptions to Bank policies: None.				
Strategic Alignment				
Challenges ^(d) :	SI	<input type="checkbox"/>	PI	<input checked="" type="checkbox"/>
			EI	<input type="checkbox"/>
Cross-Cutting Themes ^(e) :	GD	<input checked="" type="checkbox"/>	CC	<input type="checkbox"/>
			IC	<input checked="" 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 considering such requests, the Bank will take into account operational and risk management considerations.

^(b) Under the flexible repayment options of the Flexible Financing Facility (FFF), changes in the grace period are possible as long the Original Weighted Average Life (WAL) and the last payment date, as documented in the loan agreement, are not exceeded.

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

^(d) SI (Social Inclusion and Equality); PI (Productivity and Innovation); and EI (Economic Integration).

^(e) GD (Gender Equality and Diversity); CC (Climate Change and Environmental Sustainability); and IC (Institutional Capacity and Rule of Law).

I. DESCRIPTION AND RESULTS MONITORING

A. Background, Problem Addressed, Justification

- 1.1 **Jamaica has experienced challenges with low growth over a prolonged time period.** The real Gross Domestic Product (GDP) per capita has increased at an average of 1% per year in the last 30 years and, although public debt has been reduced significantly, it remains at 118% of GDP.¹ The country remains committed to the implementation of measures to produce sustained economic growth while seeking to address high public debt and high levels of violent crime.²
- 1.2 **The country's high violent crime rate has negatively affected its growth prospects.** Jamaica's violent crime rate of 223 per 100,000 inhabitants³ continues to be among the highest in the region.⁴ It is estimated that 50.3% of people in the country have lost a relative, friend or other close acquaintance/associate due to violence.⁵ The relation between high levels of crime and economic growth is well established in the literature: incidence of crime, as well as the fear of Crime and Violence (C&V), affects investment decisions, diverts private and public spending, and is a contributing factor affecting the decision of individuals to emigrate.⁶
- 1.3 **The main problem this project will contribute to solve is the low rate of conviction for murder in Jamaica.**⁷ As Table 1 shows, between 2010 and 2016, an average of 1,207 murders were committed per year. Out of these, an average of 507 (43%) were cleared-up,⁸ while only 36 people were incarcerated annually on murder charges (3.0%).⁹

¹ Source: International Monetary Fund (IMF), Jamaica: Request for a stand-by arrangement and cancellation of the current extended arrangement under the extended Fund Facility (October 2016).

² In Jamaica violent crimes include murder, shootings, rape, robbery, and aggravated assault.

³ Source: Jamaica Constabulary Force (JCF), Statistics and Information Management Unit, period May 2016 - April 2017 (May 2017).

⁴ 23% of these "Category One Crimes" are composed of murders and the remaining 77% include shootings, rape, robbery, aggravated assaults, robberies, break-ins and larceny.

⁵ Source: 2014/2015 Caribbean Crime Victimization Survey in the Latin American Public Opinion Poll (LAPOP) in Sutton and Ruprah, Restoring Paradise in the Caribbean: Combating Crime with Numbers, IDB, 2007.

⁶ Jaitman Laura. "The welfare Costs of Crime and Violence in Latin America and the Caribbean", IDB, 2015.

⁷ Measured as the percentage of people incarcerated for murder over the total number of murders committed. Incarceration is used as a proxy indicator for convictions since anyone convicted for the crime of murder will most likely have a sentence that includes some time in prison.

⁸ A case is considered cleared-up when a suspect is arrested and charged with the crime and the casefile is sent to prosecution (source: JCF).

⁹ The average incarceration rate for available Latin America and the Caribbean countries was 24.1% in 2014 (source: United Nations Office on Drugs and Crime).

Table 1. Murder, clear-up rate, and incarceration rate (2010-2016)

Year	Murders	Cleared-up	Cleared-up rate	Incarcerations	Incarceration rate
2010	1,447	450	31.1%	39	2.7%
2011	1,133	474	41.8%	27	2.4%
2012	1,099	424	38.6%	30	2.7%
2013	1,201	492	41.0%	38	3.2%
2014	1,005	402	40.0%	34	3.4%
2015	1,207	644	53.4%	44	3.6%
2016	1,354	734	54.2%	41	3.0%
Total	8,446	3,620	42.9%	253	3.0%

Source: JCF, Department of Correctional Services (DCS).

- 1.4 **The first specific problem is the high murder rate in Jamaica.** Jamaica has one of the highest murder rates in the world. The murder rate in 2016 was 49.6 per 100,000 inhabitants, the highest in the Caribbean and fourth in Latin America and the Caribbean.¹⁰ Despite an initial drop in 2010-2014, an upward trend can be seen in recent years. In fact, murder is the most frequent “Category One Crime” in the country.¹¹ A reduction in the total number of murders should increase the convictions/murders ratio. Additionally, it is expected that this will also affect positively the number of convictions: a lower amount of murders should also help JCF dedicate more resources per investigation, which in turn should contribute to increase the number of investigations that end up in a conviction.
- 1.5 The main determinants associated with this specific problem are:
 - a. **Policing strategies by the Jamaica Constabulary Force (JCF) have a limited effectiveness.**¹² Current policing strategies are not coordinated and vary by division and station. The JCF Statistics and Information Management Unit submits reports with murder locations at the neighborhood level, and maps like Figure 1 show that more accurate concentration at the street level could be found.¹³ Additionally, research shows that crime is concentrated in certain geographical areas, is stable over time and in space in a small number of “hot spots”, and only on a limited number of specific city street segments.¹⁴ However, there is no clarity on whether any division or station use these reports in the design of their strategies. Even though other complementary

¹⁰ El Salvador (108), Honduras (64), and Venezuela (57) led the region on murders per 100,000 inhabitants.

¹¹ Police interventions between 2010-2014 aimed at disbanding organized crime helped reduce the murder rate, but since 2014 crime has dispersed into broader geographic areas of the country.

¹² Currently, no police station or division uses hot spot policing strategies, known as “small places in which occurrence of crime is so frequent that it is highly predictable, at least over a one year period”. (Sherman, 1995).

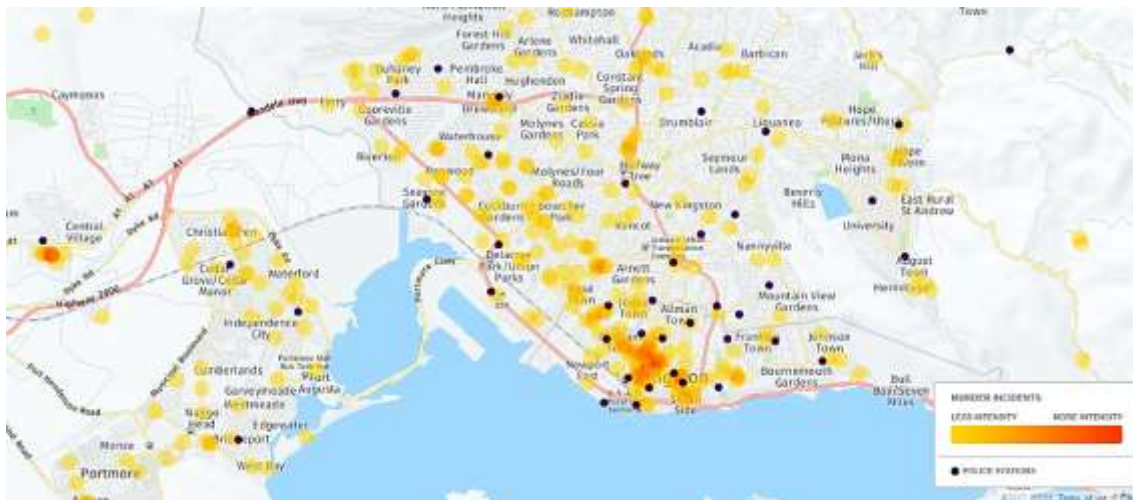
¹³ Due to the time-consuming exercise (information is collected manually), these reports are submitted with an average delay of one week and are only made for murders. Additionally, JCF estimates that approximately 70% of crimes are not recorded with accurate location information, which in practice suggests that no police station plan its prevention strategy using geographical information system data.

¹⁴ Eck and Weisburd, 1995; Evans and Herbert, 1989; Felson, 1987; Gill et al., 2016; Ajzenman and Jaitman, 2016; Pierce et al., 1988; Sherman, 1989; Weisburd, Maher, and Sherman, 1992; Weisburd and Green, 1995.

crime prevention activities have been carried out,¹⁵ the lack of effective preventative policing strategies that rely on data and are applied systematically across the Force is a contributing factor to the increase in the murder rate.

- b. **Unavailable real-time location of crime occurrences and JCF assets.** Despite relatively high investment¹⁶ and a high wage bill for the police force,¹⁷ the JCF has not been able to fully leverage technological tools and apply strategic data-driven approaches. Thus, this determinant is related to the following limitations: (i) the geolocation of crimes is not automatic and is not used to inform crime prevention activities at the police station level;¹⁸ (ii) the JCF's network of Closed-Circuit Television Cameras (CCTV) in the country is not integrated with emergency response services and report to multiple operation centres that are not well staffed;¹⁹ and (iii) only 8.6% of police vehicles in the country have the technology installed to facilitate tracking of their location to emergency response centres.²⁰

Figure 1. Kingston Metropolitan Area: Crime incidence* and location of police stations, 2015



*All murders in 2015 with description of location available in police reports.
Source: NWA, Crime Observatory.

¹⁵ These have focused, inter alia, on social intervention activities such as the Citizen Security and Justice Program III (3191/OC-JA), which focuses on “building community safety and security, and providing violence-prevention services to vulnerable and volatile communities”.

¹⁶ Jamaica has invested more of its GDP in the police (2.04%) than 16 other Latin American and Caribbean (LAC) countries (Jaitman and Torres, 2017).

¹⁷ Bender et al. (2015), Government Wage Bill Spending: Reform Options to Promote Public Sector Transformation”, IMF.

¹⁸ JCF estimates that approximately only 30% of police reports have an accurate location of the crime. Additionally, since location is added manually from written reports, JCF has focused on murder incidents. Location for other violent crimes is backlogged and less accurate. (Source: CIB and Statistics Unit, JCF).

¹⁹ There are 169 CCTV cameras distributed across five different monitoring centres. However, 10% of cameras are not functional, and training and staffing in two of the five centres is still incomplete. Source: Thompson, Stacey, “Anti-crime Technology Report for Ministry of National Security Jamaica: As-Is Report”, May 2017.

²⁰ Source: Information and Communication Technologies Department, JCF.

- c. **Limited Information Technology (IT) resources across police stations.** The 178 police stations in the country are interconnected through a low capacity microwave network, only 12% have a high-speed internet connection, and 67% have at least one functional computer. There is no centralized crime report database. Crime reports are aggregated manually, entered into a spreadsheet, and transmitted by email to their divisional centres which in turn transmit them to headquarters.²¹ Where no working computer is available, the information is transmitted by two-way radio. Any attempt to digitize and centralize police reports and case management requires better technology and more and better equipment in all police stations.
 - d. **Limited public access to basic crime and security data²² to improve crime prevention.** Despite existing legislation regarding Access to Information,²³ there is no existing protocol for public access to crime data in the country that may help citizens adopt preventative actions and collaborate with police investigations, or allow academics and practitioners to access crime data for analysis or evaluating projects and interventions. The Ministry of National Security (MNS) established the Jamaica Crime Observatory in 2010, it only covers 10 parishes and focuses on validating statistics for a subset of crimes. There are no databases publicly available, and the release of particular types of information to the public is limited and only granted upon request.²⁴
- 1.6 **The second specific problem is the low proportion of murder investigations that are referred to prosecution.** Between 2010 and 2016, 43% of murder cases were cleared-up.²⁵ Contributing factors to this situation are:
- a. **Limitations in the investigative process**
 - i. **Casefiles are weak and evidence is not being managed effectively.²⁶** During the investigation process, investigators need to physically update the crime registry log, spending valuable time dealing with paper-based processes and records.²⁷ Moreover, in many cases protocol on how to handle evidence is not followed,²⁸ and original documents remain with the investigator,²⁹ meaning in practice that a full casefile is usually completed

²¹ Source: Information and Communication Technologies Department, JCF.

²² There are no crime related databases opened to public access.

²³ [Access to Information Act \(2002\)](#).

²⁴ Source: MNS, Jamaica Crime Observatory.

²⁵ The Bahamas had a clear-up rate for murders of 61% for the period 2010-2015, while United States had 64% (2013); Canada 75% (2010); and UK 90% (2013). It must also be noted, as shown in Table 1, that the cleared-up rate has increased in the last couple of years, reaching 54% in 2016.

²⁶ It is estimated that at least 60% of cases rely exclusively on eye witness statements (source: CIB) and that more than 100,000 licensed firearms do not have a ballistic profile (source: FLA).

²⁷ For example, every night investigators need to transcribe any relevant information from the station diary to the criminal diary. Similarly, when reviewing a case, they may need to go over several physical diaries to find relevant case-related entries.

²⁸ CIB carried out inspection reports on casefiles in different divisional headquarters and concluded that there is no formal filing system in place for evidence in case files.

²⁹ Evidence processing and documentation in many cases are not added to the casefiles as they arrive. According to CIB, even though investigators are required to leave original physical documents in a centralized file, they often keep originals with them and in many cases these end up misplaced or destroyed.

only after the crime has been cleared-up.³⁰ In fact, the Criminal Investigations Branch (CIB) has discovered that the minimum evidence required for a successful prosecution is not present in all casefiles sent to prosecution,³¹ which result in the prosecutor returning them for further investigation.³² Even though several agencies have received assistance from donors,³³ integration of all these efforts has not been addressed, and some key elements are still missing. For example, even though a high proportion of murders are committed with a firearm,³⁴ the Firearm Licensing Authority (FLA) has a backlog on ballistic profiles for licensed firearms that limits crime investigation effectiveness.³⁵

- ii. **Crime reports and registries are kept manually and information collected is not sufficient to identify crime patterns.** All police stations keep between 20 and 42 different paper-based registries, from the Station Diary, which registers all events that are reported at the station, to registries for duty assignments, shifts sign-in, and weapons check-out, among others. For instance, only at the police level (excluding the work of investigators) police officers need to fill nine different paper-based registries in relation to incidents like shootings, murders or sexual offences (see Diagram 1). The existing paper-based forms that police use to file crime reports are ill-suited for the identification of crime patterns. For example, in the case of domestic violence, early identification through documented history of abuse is critical in preventing the escalation of crime.

³⁰ An additional problem is given by the heavy reliance on eye witnesses which in many cases change their testimony, lose interest, migrate, or are intimidated given timespan between arrest and conviction.

³¹ Source: Interviews with CIB, June 2017.

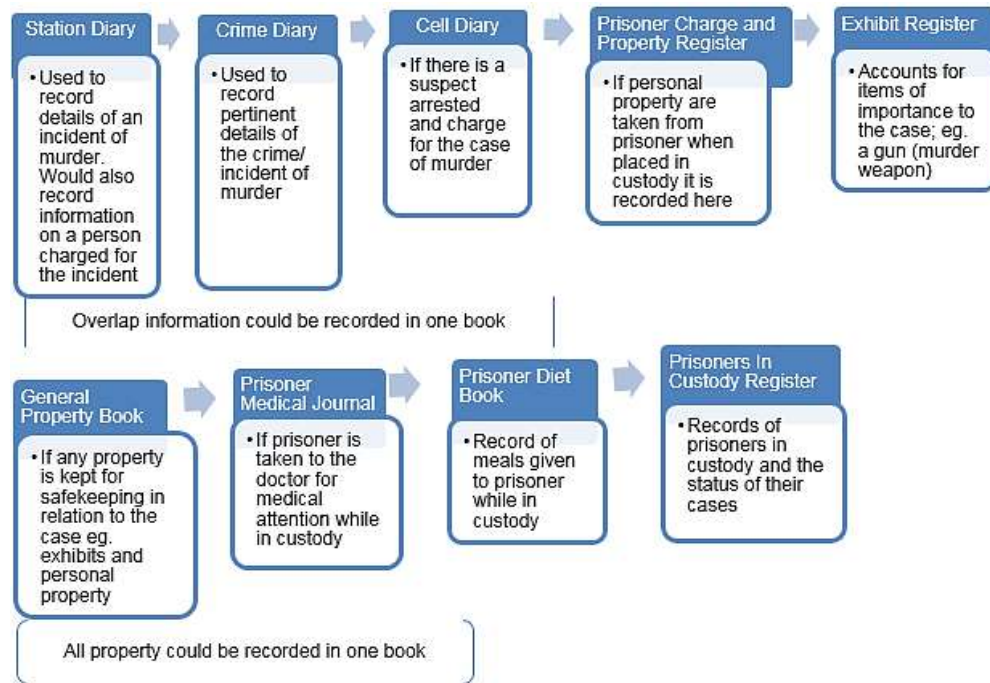
³² The roles of the prosecutor and the investigator are separate but interdependent. Cases cannot be prosecuted unless they have first been investigated, but investigators have no powers to bring those prosecutions. On the other hand, the prosecutor cannot direct investigations, but he or she may request further investigation to pursue additional lines of enquiry. This project will focus on addressing weaknesses in the investigation process. Source: "Prosecution Protocol", Office of the Director of Public Prosecutions, 2012.

³³ For example, the United States Embassy in Jamaica has been supporting the Institute of Forensic Science and Legal Medicine (IFSML) for several years on training and with equipment (a tender for Forensic equipment was carried out in March 2017). Additionally, the British High Commission has provided equipment to digitize the Criminal Records Office and is in the process of integrating the Automated Fingerprinting Identification System. Lastly, the Government of Canada has also provided equipment, coaching, and training on ballistics and illicit firearms trafficking, among other areas, as part of a regional anti-crime project.

³⁴ In 2016, 81% of murders were committed with a firearm (Source: Crime Observatory).

³⁵ A database with the ballistic profile of firearms is required to match casings found in crime scenes to guns included in the system.

Diagram 1. Registries completed for incidences of shootings, murders, and sexual offences



b. Limitations in data analysis

- i. **Relevant staff in JCF and MNS do not have the relevant skills and tools for data analysis.**³⁶ Most of the staff currently working in the data analysis teams in police stations and divisions and in the MNS do not have formal training, and spend considerable time typing information from paper-based crime reports to pre-formatted spreadsheets, rather than analyzing the information.
- ii. **Management of records between MNS agencies**³⁷ **is paper-based and not electronically integrated.**³⁸ Critical information is currently being shared in an inefficient manner, even among agencies within the MNS's purview. For example, exchanges and inquiries from the police to the PICA are done through a one-person liaison at National Intelligence Bureau (NIB) of the JCF. Additionally, the current "match" of individuals with prior criminal records is done by cross referencing name, date of birth, and parish of birth, which leaves open the possibility of missing potential matches.³⁹

³⁶ CIB personnel receive six weeks of training to become an investigator. Additionally, no one in CIB, the Corporate Strategy, Planning and Development Division of JCF or the Policy Directorate in the MNS have a data analysis certification.

³⁷ Including JCF, the DCS, the Firearm Licensing Authority (FLA), and the Passport, Immigration, and Citizenship Agency (PICA).

³⁸ It can take up to two weeks for a CIB investigator to get information from another agency (Source: CIB).

³⁹ This problem will be reduced once the new National Identification System (financed by the IADB through operation JA-L1072) is rolled out.

1.7 **The third specific problem is the high percentage of female murders that are a result of domestic violence.** 19% of female murders in the last five years of available data were a result of domestic violence, compared to 3% of male murders.⁴⁰ Reducing the incidence of domestic violence should also contribute to the increase in the conviction rate. The main determinants identified for these specific problems are:

- a. **Low levels of trust in the police to report crimes,⁴¹ in particular crimes related to domestic abuse/intimate partner violence.** According to the Crime Observatory, there is currently a 20% difference between domestic abuses reported by the police and those reported through hospital records,⁴² supporting a historic trend to underreport incidences of domestic abuse and/or intimate partner violence to the police.⁴³ The reasons for not reporting are many and are still under-studied in Jamaica, but among them are lack of responsiveness from law enforcement and the low expectation of any further action against the perpetrator.⁴⁴
- b. **It is difficult to identify escalation of domestic violence that may end up in murder.⁴⁵** There are challenges associated with linking different incidents of domestic violence to the same victim or to readily identify escalation of violence which may end in a murder. Some procedures are in place regarding the recording of incidents of domestic violence, but these have not been standardized.⁴⁶ Domestic violence cases, are recorded on physical registries and do not include past incidents, so crime statistics are not disaggregated in a way that includes a specific category for domestic violence and quality of information varies greatly between police stations. Regarding training, JCF officers receive training on domestic violence during the basic training received in the National Police College of Jamaica (NPCJ)⁴⁷ and each police station should have the guidelines on how to properly treat domestic violence victims printed and on display within the station so that victims are aware of their rights. However, it seems that these guidelines are not being followed consistently.⁴⁸

⁴⁰ Source: United Nations Office of Drugs and Crime, 2011-2016.

⁴¹ Victimization surveys suggest that just 37% of five common crimes were reported to the police in the Kingston Metropolitan Area. The same surveys find that trust in the police in Jamaica was the lowest in the Caribbean, and ranked 24th lowest out of 30 countries in the Americas, with 37% of individuals saying they “do not trust the police at all”. Sutton and Ruprah, 2017.

⁴² Hospital records are collected by the Ministry of Health and sent to the Jamaica Crime Observatory.

⁴³ Only 8% of women who experienced physical or sexual violence in a 12 month period reported it to the police (30.5% reported seeking help from an institution, of these 27.5% reported to the police), [Jamaican Reproductive Health Survey Final Report, 2008, p. 405](#).

⁴⁴ United Nations Development Programme, Human Development Report 2012, p. 31.

⁴⁵ There are no fields in the written police report formats that allow for the identification of past incidents of abuse.

⁴⁶ The JCF has developed a form with questions that should be completed by the police, however, the police do not always fill out all the questions required and important information about the profiles of the victims, the profiles of the abusers and the particularities of the domestic violence episodes get lost.

⁴⁷ This training is provided in one session using a 50-slide presentation.

⁴⁸ As reported by all attendants to the public consultation carried out by the MNS. In total seven civil society organizations participated in the discussion, including four gender-based organizations, two universities and the Private Sector Organization of Jamaica. The main objective of the project and its activities were presented and several suggestions for improvement of the risks and mitigation activities were identified by the

- 1.8 **Bank Experience and Lessons Learned.** This project has benefited from relevant lessons learned from other Bank operations in the area of citizen security and justice and the latest thematic evaluation from the Office of Evaluation and Oversight of the Bank. Component 1 reflects the need to improve the quality of crime data and analysis for crime prevention (lessons learned from 2584/OC-EC; 2210/OC-AR; 3191/OC-JA and 4113/OC-AR).⁴⁹ Component 2 reflects the need to improve the quality and the management of data for crime investigation (lessons learned from 2745/BL-HO; 2770/OC-UR; 3785/OC-UR⁵⁰ and 4113/OC-AR). Finally, Component 3 reflects the need to institutionalize training and change management to achieve substantial changes in the police force and to develop protocols for adequate treatment of victims of violence against women (lessons learned from 2745/BL-HO; 3191/OC-JA and 2881/OC-ES⁵¹). This project has also incorporated valuable lessons from the three phases of the Citizen Security and Justice Programme in Jamaica (1344/OC-JA; 2272/OC-JA and 3191/OC-JA): (i) gathering quality data is critical for the design and implementation of relevant evidence-based interventions; (ii) strengthening the relationship between citizens and the police is a key element in for the implementation of crime prevention interventions; (iii) continuous engagement of all relevant stakeholders is vital for the success of the implementation of the project; and (iv) ownership of the government of the interventions included in the project is critical to ensure their sustainability.
- 1.9 **Sectorial work in Jamaica.** The Inter-American Development Bank (IDB) has been working in the Citizen Security and Justice sector in Jamaica for 17 years through the Citizen Security and Justice Programme (1344/OC-JA; 2272/OC-JA and 3191/OC-JA), which focuses on social crime prevention interventions. As established on the Sector Framework for Citizen Security and Justice (GN-2771-7), this project complements the work done in Jamaica under the Citizen Security and Justice Programme (CSJP)⁵² by improving the effectiveness of police to prevent and address crime which is a basic pillar for effective social crime prevention.
- 1.10 **Country Alignment.** The proposed project is aligned with Jamaica's MNS Five Pillar Strategy for Crime Prevention and Citizen Security, 2017. This project is aligned with the National Development Plan Vision 2030 Jamaica, and will

participants. See [Public Consultation Report](#) of August 14, 2017. Social Analysis: Gender Equality and Safeguards in Security Strengthening Project.

⁴⁹ Citizen Security Program: Strengthening of Police Effectiveness through Improvements in the Management and Use of Criminological Information in Ecuador; Citizen Security and Inclusion Program in Argentina; Citizen Security and Justice Program III in Jamaica; and Federal Security Program in Argentina.

⁵⁰ Program of Support for the Implementation of the Comprehensive Civic Coexistence in Honduras; Local Public Safety Integrated Management Program in Uruguay and Comprehensive Citizen Security Program in Uruguay.

⁵¹ Violence Prevention Strategy Comprehensive Support Program in El Salvador.

⁵² An evaluation of CSJP II highlighted that murder rate in the eight parishes in which CSJP has operated declined 43%, compared to 35% nationally. 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. The capacity of community organizations working on crime prevention has increased: 35 out of 45 Community Action Committees (CAC) achieved benevolent society status. 69.1% of CSJP vocational training participants said they are significantly less likely to become involved in C&V. 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.

contribute to the achievement of key “Vision 2030” goals, including security and safety, effective governance and a technological enabled society. Also, it is aligned to the strategic areas of the Medium-Term Socio-Economic Policy Framework (2015-2018), namely, Development and Protection of Human Capital and National Security and Justice. The project is included as a cross-cutting theme and contributes to the development and human capital objectives included in the IDB Group Country Strategy with Jamaica 2016-2021 (GN-2868). Furthermore, security has been included as a key area in Jamaica’s Stand-by-Arrangement with IMF approved in 2016.⁵³

- 1.11 **Strategic Alignment.** This project is included in the 2017 Operational Program Report (GN-2884). It is consistent with the Update to the Institutional Strategy 2010-2020 (AB-3008) and is aligned with the development challenge of productivity and innovation⁵⁴ by: (i) supporting the development of work relevant skills for the police, the MNS and other government agencies; and (ii) the application of IT to both drive public sector modernization as well as make the delivery of public services more effective, efficient and transparent. The project is also aligned with the cross-cutting themes of gender equality and diversity⁵⁵ and institutional capacity and rule of law⁵⁶ by: (i) increasing women’s agency (reducing violence against women); and (ii) strengthening police professionalization to help prevent and combat crime and increase the reliability of police services. Additionally, the project will contribute to the Corporate Results Framework (CRF) 2016-2019 (GN-2727-6) output indicators of: (i) government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery;⁵⁷ and (ii) crime information systems strengthened.⁵⁸ The project is also aligned with the Sector Strategy on Institutions for Growth and Social

⁵³ Improving citizen security has been outlined as a key area in order to raise potential growth.

⁵⁴ See indicators in the results matrix of: Percentage of police divisions using hot spot policing strategies, Percentage of police stations connected and fully equipped, Number of databases opened to public access, Case management system being used to manage casefiles, Percentage of police stations using a digital station diary to register incidents, JCF agents and MNS staff with data analysis certifications, JCF offices trained on new domestic violence protocol, including gender & human rights approach, Officers who have gone through remedial IT training and are using the acquired skills in their jobs, Officers trained in the use of digital diary who are using those skills in their jobs, and investigators trained in the use of Case Management System who are using those skills in their jobs.

⁵⁵ See indicators in the results matrix of: Proportion of female victims of domestic violence that are treated in a health facility and do not report the crime to the police, Female murders, per 100,000 caused by domestic violence.

⁵⁶ See indicators in the results matrix of: See indicators in the results matrix of: Percentage of police divisions using hot spot policing strategies, Percentage of police stations connected and fully equipped, Number of databases opened to public access, Case management system being used to manage casefiles, Percentage of police stations using a digital station diary to register incidents, JCF agents and MNS staff with data analysis certifications, JCF offices trained on new domestic violence protocol, including gender & human rights approach, Officers who have gone through remedial IT training and are using the acquired skills in their jobs, Officers trained in the use of digital diary who are using those skills in their jobs, and investigators trained in the use of Case Management System who are using those skills in their jobs.

⁵⁷ This indicator is aligned with the following output indicators of the project: (i) percentage of police stations connected to internet; (ii) percentage of police stations equipped; and (iii) percentage of police station with digital station diary.

⁵⁸ This indicator is aligned with the following output indicators of the project: (i) percentage of crimes recorded with geographical information; (ii) gap between domestic violence cases reported to police vs. hospital records; and (iii) percentage of criminal casefiles recorded and managed in a digital format

Welfare (GN-2587-2), specifically with its C&V reduction component; it is also aligned with the Sector Framework for Citizen Security and Justice (GN-2771-7).

B. Objective, Components and Cost

1.12 The main objective of the project is to contribute to an increase in the conviction rate for murders in Jamaica. To achieve this, the following specific objectives have been established: (i) to assist in the reduction of the rate of murders in the country; (ii) to increase the proportion of police investigations of murders that result in prosecution; and (iii) the training of police officers in the use of technology in crime fighting.

1.13 **Component 1. Violent Crime Prevention and Management (US\$12.1 million).** The objective of this component is to assist in the reduction of the rate of murders through improved crime prevention interventions. This component will finance the following activities:

- a. **Subcomponent 1.1. Support for the implementation of Problem-Oriented Policing (POP) for crime prevention, including hot spot policing.**⁵⁹ To achieve this, the JCF needs to generate high quality and timely data on the location of crime incidents⁶⁰ and assets. To enable the JCF to create and gather crime information in real time or close to real time, the project will complement the inclusion of georeferenced information in police reports⁶¹ with surveillance cameras in high crime incidence areas.⁶² To locate its assets in the field, the project will support the tracking of all police vehicles. Together, these activities will provide the JCF with the data required to carry out crime prevention strategies, including, among others, a more targeted hot spot policing strategy. Additionally, the project will support the integration of the multiple systems currently being used by the designated monitoring centre(s), under one interface that will allow the JCF officers to inter alia, improve their response capacity to emergency calls, evidence gathering capabilities and predictive analysis.⁶³
- b. **Subcomponent 1.2. Equip and connect police stations, prisons, and the National Police College of Jamaica (NPCJ).**⁶⁴ This activity will fund the initial

⁵⁹ As demonstrated by Braga et al. (2012) hot spots policing generates “noteworthy crime reductions, and these crime control benefits diffuse into areas immediately surrounding targeted crime hot spots”. Additionally, in Colombia, Bulla et al (2012) found that the police stations that implemented data-driven and geographically focused policing strategies had murder rates 18% lower than those of the control group.

⁶⁰ Currently, approximately 70% of locations reported are not accurate enough. The implementation of geolocation of incidents along with the improvement of underlying maps should increase the accuracy of crime reports.

⁶¹ Through the front-end police reporting application to be supported by Subcomponent 2.2.

⁶² Following findings from previous research, cameras will be placed in three types of areas: (i) areas designated to become “safe spaces” for the public; (ii) main transport arteries leading in and out of main urban areas (cameras in these locations will have license plate recognition capabilities); and (iii) high crime incidence areas (mobile cameras that may assist in patrolling and prevention strategies). The investment and staffing required for the control centers will be covered by the MNS. The ministry will be also responsible for providing the required maintenance of the equipment.

⁶³ Emergency operators have five different computers with five different systems in front of them.

⁶⁴ As demonstrated by Garicano et al (2010) in police departments, productivity improvements become relatively large when IT adoption is undertaken as part of a whole package of organizational changes (...) police

stage of a fiber-based connectivity strategy for all police stations in the country.⁶⁵ The project will fund the connectivity of at least 50 police stations, mostly located in the parishes of Kingston, St. James, and St. Catherine,⁶⁶ as well as the NPCJ.⁶⁷ The project will also ensure that all police stations have high-speed internet service⁶⁸ and are equipped with the computers, printers, and videoconference equipment needed to transition towards a modern, paperless crime reporting and investigation process. Support to DCS will be provided in anticipation of the increased mix of dangerous criminals in the prison population.⁶⁹ The project will help define a strategy for prisons that will help determine the treatment of non-violent inmates, replace and upgrade the CCTV camera network⁷⁰ of five prisons and install a network in the remaining six prisons,⁷¹ including the retrofitting of spaces to create a control room. Finally, the project will extend the case management system to DCS to help with prisoners' case management.

- c. **Subcomponent 1.3. Share information with the public through open data.** Given the importance of informing the public on crime occurrences, this subcomponent will help the government define the right protocols in accordance with local law for information release, including classification of all existing crime information and publication online of relevant statistics in a timely manner. Also, privacy and confidentiality principles will be included to facilitate a comprehensive use and disclosure of crime-related information.

1.14 Component 2. Improving Investigative Capabilities for Violent Crimes (US\$1.8 million). The objective of this component is to improve the quality and rate of investigations that result in suspects being arrested and charged. This will be achieved through the following activities:

- a. **Subcomponent 2.1. Increase the quality of casefiles.**⁷² To support the investigative process followed by the CIB, the project will implement a

agencies, like firms, appear likely to enjoy the benefits of computerization only when they identify the specific ways in which new information and data availability interact with existing organizational practices and make adjustments accordingly.

⁶⁵ The fiber optic will be laid in partnership with NWA following existing technical specifications and proposed topology of GovNet, a national connectivity network for the government to be operated by e-Gov Jamaica. Eventually, the fiber optic laid under this project will be integrated into GovNet, which will then connect all MDA, including MNS agencies and all police stations.

⁶⁶ All other police stations will remain connected to the existing microwave network (which provides at least 40Mbps connectivity).

⁶⁷ More than 60% of murders in 2016 occurred in these parishes (Source: JDF).

⁶⁸ Subcomponent 2.4 will help MNS agencies set databases and web services accordingly.

⁶⁹ Currently, more than 90% of inmates are imprisoned for larceny crimes, with an overall average prison time of less than three years. It is expected that as the project rolls out, the amount of violent crime offenders in prison will increase.

⁷⁰ Troy et al (2006) suggest that "the purposes of CCTV are prevention, detection, improving safety, gathering evidence, and acting as a general site management tool", based on the findings of research that took place in Australia about the purpose of CCTV in prison.

⁷¹ DCS manages eleven prisons, seven for adults and four for minors. Currently, only four adult prisons and one for minors have CCTV networks.

⁷² Carter et.al. (2015) found through qualitative methods applied in seven geographically representative law enforcement agencies in the United States that community policing presence, collaboration with external agencies, and an innovative culture (including the use of data analytics and evidence-based practices, training, and technology) facilitate high rates of homicide clearance.

comprehensive case management system. The system will allow the JCF to keep an updated and complete casefile online, including reports extracted from other agencies of the MNS, including from the Institute of Forensic Science and Legal Medicine (IFSLM), PICA and FLA, witness statements, photos, cross-referencing with other cases and previous incidents, etc.⁷³ To achieve this, the project will provide CIB investigators with handheld devices and will assist other agencies, mainly the DCS and the FLA, in setting up the necessary equipment to allow them to share information electronically. Additionally, the project will increase FLA's institutional capacity by providing them with an engraving machine for firearms,⁷⁴ as well as a ballistic scanner to reduce the backlog on ballistics for licensed firearms.⁷⁵ Finally, the proposed system will integrate with other applications and systems that are currently being used in the JCF and other agencies, so that investigators and researchers can effectively carry out their investigative processes and leverage the information, collected in all these systems,⁷⁶ while respecting the confidentiality of information where applicable.

b. Subcomponent 2.2. Design and implementation of digital registries.⁷⁷

The project will support the transition to a paperless police station through the digitization of existing registries.⁷⁸ The new digital registries will capture information on domestic violence incidents more effectively.⁷⁹ As part of the implementation of the digital registries, processes within police stations will be revised and Standard Operating Procedures (SOP) adapted as needed, including the design of a new protocol to handle domestic violence.⁸⁰ Emphasis will be placed on registries related to police reports and criminal cases. The uploading of information in the digital registries will provide resilience within the organization in the event of natural disasters that could in many cases destroy physical records and criminal casefiles as they are stored today.

c. Subcomponent 2.3. Design and implement a data sharing exchange protocol. In order to facilitate the sharing of information among MNS

⁷³ All these operations are currently done manually and follow paper-based case-by-case processes that take time and sometimes makes investigators miss relevant information for their case.

⁷⁴ The engraving machine will allow CIB investigators and the IFSLM analysts identify licensed firearms.

⁷⁵ Currently, there are more than 100,000 licensed firearms for which the FLA does not have a ballistic scan. That is, casings from any of these firearms can't be traced to the actual firearms.

⁷⁶ As the UNPN (2008) recommends that "the administration of justice would be faster and more effective if the information systems of various agencies under the criminal justice system (police, public prosecutors, public attorneys, courts, prisons) were able to share data".

⁷⁷ Lichtenberg (1994) states that the information systems increase the effectiveness of employees, in fact, computer capital and labor jointly, or account for, contribute about 21 percent of output.

⁷⁸ As mentioned before, there are 42 registries in every police station.

⁷⁹ By recording domestic violence incidents digitally, the digital diary will indicate escalation and/or previous incidents involving victim(s) or aggressor(s). Sharps et.al. (2001) found that out of 311 femicide cases in 11 cities, of the United States, 66% had been abused by their partners previously, and 41% had used health care agencies for either injury or physical or mental health problems. Moreover, Campbell et.al. (2003) determined that there are in fact identifiable risk factors for intimate partner femicides that include, among others, stalking, forced sex, and abuse during pregnancy. They find that prior domestic violence arrest is associated with a lower risk.

⁸⁰ In Ecuador, Ordeñana (1998) found that the police stations that changed management and protocols for treatment of victims of violence against women reduced the perception of violence in 48% of surveyed women.

agencies,⁸¹ a data sharing protocol will be designed and established, under which processes, ownership and uses of such information may be exchanged among agencies in accordance with local law. This will be effected following consultations with relevant entities of the Borrower, including the Office of the Chief Information Officer (CIO), and the Attorney General's Chambers, consistent with draft legislation on data protection and information sharing (see ¶3.7).

1.15 Component 3. Change Management and Training (US\$3.2 million). The objective of this component is to support the change in the manner in which the JCF manages reports and investigations, complementing the addition of technology to existing processes, as well as to provide the training required for the successful implementation of all other project activities. This component will finance the activities of the following subcomponents:

- a. **Subcomponent 3.1. Change management and communications.**⁸² This subcomponent will finance: (i) the design and implementation of a communication strategy (internal and external) to create awareness within the JCF about the changes in processes, and to include, inter alia, a grievance redress mechanism⁸³ that will address citizens' concerns; (ii) the training of top leadership in the MNS and the JCF on change management; and (iii) support the adaptation of existing SOP to the new tools supported by the project.
- b. **Subcomponent 3.2. Training in collaboration with the National Police College of Jamaica (NPCJ).**⁸⁴ This subcomponent will finance training required for the successful implementation of all other activities of the project,⁸⁵ including pilot testing of early versions of new technologies or software, as well as specific training on how to handle victims of domestic violence with a human rights approach. Finally, this subcomponent will finance the refurbishing of the existing computer lab in the NPCJ and will also finance laptops to be used during the training programs. To effectively provide this

⁸¹ The MNS agencies to be supported by this component include but are not limited to: JCF, DCS, FLA, the Private Security Regulation Authority (PSRA), PICA, and IFSLM.

⁸² Koper et al. (2015) suggests "technological changes may not bring about easy and substantial improvements in police performance without significant planning and effort, and without infrastructure and norms that will help agencies maximize the benefits of technology. Strategizing about technology application is thus essential and should involve careful consideration of the specific ways in which new and existing technologies can be deployed and used at all levels of the organization to meet goals for improving efficiency, effectiveness, and agency management."

⁸³ As outlined in the Gender Plan.

⁸⁴ As demonstrated by Brown et al (2003), in their study "Learning organization in the public sector? A study of Police Agencies Employing information and Technology to advance knowledge", trainings in using IT has improved the skills of the police officer in solving problems and to leverage their intellectual capital to preempt crime deterioration.

⁸⁵ Koper et al (2015) suggests that interventions in technology without training components may have no effect, or even a negative one, on crime incidence. It is important that all the activities are complemented with training to JCF officials, their supervisors, and leadership in the JCF and the MNS, not only in the basic use of equipment, but also training about proactive and evidence-based strategies—and how technology can be used in support of those strategies. For example, officers need training on how they can use their agency's information systems and crime analysis to guide their patrol activities between calls for service, identify and address problems at hot spot locations, and monitor high-risk people in their areas of responsibility. Supervisors need training on how to use these technologies to encourage such work by their subordinates.

training, and to increase the chances of sustainability of the project, support to the NPCJ in adapting its curriculum to the new technologies and in training existing JCF officials will be provided.⁸⁶ The NPCJ will use its campus videoconference infrastructure to leverage the network connecting all police stations to provide most of this training, and a review of the crime investigation curricula will also be carried out to embed technology use in classes. Finally, the project will assist the NPCJ in preparing a systematic and continuous approach to follow-up in-service training and adaptation of curricula to new trends. The following table summarizes the training courses that will be carried out:

Table 2. Training Programs to be Provided

Category	Program	Specific training	Main audience
Remedial training	Subject to an assessment	Basic IT training	Existing JCF officers and new cohorts
Review of existing curriculum	a. six-month basic training to all constables in the Force	<ul style="list-style-type: none"> i. Case management ii. Crime reporting iii. Use of technology in policing, including evidence-based strategies such as hot spot policing and problem-oriented policing. iv. How to handle victims of domestic violence with a human rights approach 	New cohorts
	b. Investigation training	i. Review all of the curriculum to incorporate technology	Existing CIB officers and new investigators
VC learning network and e-learning	a. training on new applications and use of technology in policing	<ul style="list-style-type: none"> i. Case management ii. Crime reporting iii. Use of technology in policing, including evidence-based strategies, such as hot spot policing and POP 	Existing JCF officers
Training exchanges	a. Data analysis for policy making	<ul style="list-style-type: none"> i. Policy Formulation (leadership) ii. Data mining and analysis (analysts) 	Focused on the MNS
	b. Data analysis for preventive strategies	<ul style="list-style-type: none"> i. Data for preventive strategies (leadership) ii. Data mining and analysis (analysts) 	Focused on the CIB and the Corporate Planning, Strategy and Development Division
	c. Data analysis for crime investigation	<ul style="list-style-type: none"> i. Data for crime investigation (leadership) ii. Data mining and analysis (analysts) 	
Gender training	a. Protocol on how to handle victims of domestic violence with a human rights approach		Existing JCF officers (face-to-face in all police stations)

* Training will consist on two courses: one aimed at managerial level highlighting the potential of data analysis on crime strategies and policy design, and one for JCF and MNS analysts on data analytics techniques.

⁸⁶ Currently, formal training in the NPCJ includes a six-month basic training for constables at the beginning of the career and a six-week program in crime investigation for those selected to the CIB. Following this, and barring mandatory workshops on specific issues, no additional training is systematically enforced across the force.

C. Key Results Indicators

- 1.16 **The anticipated impact of the project will be an increase in the rate of conviction for murders in the country.** This will be due to the following results: (i) a reduction in the murder rate; (ii) an increase in murder investigations that are sent to prosecution; and (iii) a reduction in the percentage gap between official reports from the Injury Surveillance System and the number of reports recorded by the JCF, since there are more cases of female victims of domestic violence registered at hospitals, than those registered at the police station.
- 1.17 **Beneficiaries.** The main beneficiaries of the project are the citizens of Jamaica, who will benefit from the reduction in violent crimes, particularly murder. Additionally, the MNS and the JCF will benefit in their crime prevention and investigation capabilities. Lastly, the overall justice administration system should benefit from the case management system since case files will increase in quality and timely delivery, improving the quality of the information required for prosecutorial files.
- 1.18 **Economic Evaluation.** The project is expected to reduce the murder rate by implementing a hot spot policing strategy to prevent crimes. The main assumption is that geolocalization of crime data and training on hot spot and other evidence-based policing approaches will contribute to reduce murder rate as it will allow for a better deployment of police and more effective policing strategies. The ex ante economic analysis of the project estimated the monetary benefits of the project associated with the future income of avoided deaths. The cost contemplated in the analysis is the entire value of the loan, US\$20 million, given that all loan activities are essential to produce the expected impact. In the baseline scenario, the analysis produces a benefit-cost ratio of US\$1.57 (meaning that for every dollar the project invests, it produces US\$1.57 in benefits), an internal rate of return of 16% (clearing the IDB threshold of 12%) and a net present value of US\$8.89 million. In a conservative scenario (in which the reduction of the murder is 2% below projections), the results are positive, with a benefit-cost ratio of 1.22, an internal rate of return of 14% and a net present value of US\$3.43 million. All estimates in this exercise are considered extremely conservative, as the analysis only contemplates the benefits from Component 1 and doesn't include other benefits related to increase the clear up rate.

II. FINANCING STRUCTURE AND MAIN RISKS

A. Financing Instruments

- 2.1 This operation will be financed through a specific investment loan for an estimated total cost of US\$20 million chargeable to the Ordinary Capital (OC) of the Bank.

Table 3. Project Budget (in US\$)

Component 1. Violent crime prevention and management	12,176,676
Subcomponent 1.1. Support for the implementation of POP for crime prevention, including hot spot policing	7,486,062
Subcomponent 1.2. Equip and connect police stations, prisons, and the NPCJ	4,300,000
Subcomponent 1.3. Share information with the public through open data	390,614
Component 2. Improving investigative capabilities for violent crimes	1,811,324
Subcomponent 2.1. Increase the quality of casefiles	1,510,000
Subcomponent 2.2. Design and implementation of digital registries	181,324
Subcomponent 2.3. Design and implement a data sharing exchange protocol	120,000
Component 3. Change Management & Training	3,212,000
Subcomponent 3.1. Change management and communications	1,200,000
Subcomponent 3.2. Training in collaboration with the NPCJ	2,012,000
Project Administration and Coordination	2,000,000
Audits and M&E	300,000
Contingency	500,000
Total	20,000,000

- 2.2 The disbursement period of the project will be five years in order to execute adequately the activities of the project.

Table 4. Project Disbursement Projections (in US\$)

Year 1	Year 2	Year 3	Year 4	Year 5	Total
3,426,492	5,447,160	6,612,712	3,020,524	1,493,112	20,000,000
17%	27%	33%	15%	7%	100%

B. Environmental and Social Safeguard Risks

- 2.3 According to the results of the IDB "Safeguards Policy Filter Report", and the safeguard and Environmental Policies (OP-703), this operation has been classified as Category "B" given the potential impacts on gender and social issues. The project overall environmental and social risk rating is moderate. The gender risks and impacts identified are: (i) the low level of trust in the police to report crime, particularly domestic abuse and intimate partner violence; (ii) inability of the police to gather information for detecting domestic violence patterns; and (iii) unintended increases in crime and decreases in human security of the criminal justice systems if they do not adopt fair, effective, transparent and accountable practices. The mitigation activities will include: (i) training for police officers on how to better respond to cases of domestic violence; (ii) the development of protocols and training on how to use the technology to properly manage domestic violence records; and (iii) training for police officers on human rights.

C. Fiduciary Risk

- 2.4 As indicated in Annex III, the overall fiduciary risk of the project, which was evaluated using the Institutional Capacity Assessment System methodology, is deemed to be low.

- 2.5 The following medium risks were identified: (i) timely financial information for decision making; and (ii) weak fiduciary management capacity of the Project Executing Unit (PEU). To mitigate these risks, the following mitigation strategies were recommended: (i) acquisition of an accounting software that meets IDB minimum requirements for project financial reporting with capacity for fixed asset inventory and management; and (ii) recruitment of a Project Coordinator/Manager, Procurement Specialist and Financial Specialist to be assigned to the project and identification of a dedicated area (physical space) to adequately house the PEU, their operations and file retention.⁸⁷

D. Other Key Issues and Risks

- 2.6 A risk analysis workshop was held with relevant stakeholders, during which of the seven key risks identified, two were rated as “high” and four were rated as “medium”. The project’s overall risk rating is medium. A summary of the risks and their corresponding mitigating measures is presented as follows:

Table 5. Project Non-Fiduciary Risks (High and Medium)

Type of Risk	Risk	Mitigation measure
Reputation	High: Based on the country's cultural nuances, low trust in Police and potential misuse of information by government officials, there may be resistance from the public to the project.	(i) Communication strategy; (ii) training on ethics and conduct regulations for the police; (iii) review and update operational and conduct regulations and Standard Operating Procedures. (SOP) accordingly; and (iv) development of protocols to manage crime information, including domestic violence records.
Reputation	High: Recorded crime rates could increase due to the improvement of data collection and crime reports.	Implementation of communication strategy to ease public concern over potential increase of crime rates.
Public Management and Governance	Medium: Lack of cooperation among participating MDAs and entities within the MNS during execution.	Framework agreement within MNS agencies, and Memoranda of Understanding (MoU) among all the agencies related to this project in order to facilitate the activities.
Public Management and Governance	Medium. The project is executed focusing on IT investments, rather than change management.	Change management, communication and awareness plan and implementation of the training programs.
Public Management and Governance	Medium. Difficulties and/or resistance from the JCF to adapt to the changes and to use the technology financed by the project.	Change management, communication plan and implementation of the training programs. Adapt SOPs for the use of technology.
Public Management and Governance	Medium. Attrition of Police Officers due to training.	Institutionalization of training through the NPCJ, in order to continuously train the new force.

- 2.7 **Sustainability.** This project is Jamaica’s fourth major investment, with IDB support, to enhance the citizen security and justice sectors, which indicates Jamaica's ongoing commitment to invest in this area. To reduce the maintenance costs that the investments in hardware, software, and connectivity imply, the MNS will explore open source and non-proprietary software options, and will include maintenance of the fiber optic network as part of its partnership with the National

⁸⁷ For more detail, please see Annex III.

Works Agency (NWA). The MNS will assume all other maintenance costs. As part of the project's final evaluation, an analysis of sustainability will be formulated, which will define operational and financial resources necessary to ensure the sustainability of its interventions.

III. IMPLEMENTATION AND MANAGEMENT PLAN

A. Summary of Implementation Arrangements

- 3.1 **Executing Agency.** The Borrower is the Government of Jamaica. The MNS will be the Executing Agency (EA), in charge of executing this operation. The mission of the MNS is to contribute towards creating a safe and secure Jamaica by the effective enforcement of law, order and maintenance of secure borders. The current MNS mandate is to: (i) facilitate the maintenance of law and order; (ii) protect Jamaica against internal and external threats; (iii) ensure the safety of Jamaica's borders; and (iv) punish and rehabilitate offenders.
- 3.2 The MNS currently has 11 departments and agencies; the six main ones are: JCF, Jamaica Defense Force (JDF), PICA, FLA, IFSLM and DCS.
- 3.3 The MNS will establish a PEU, which will be responsible for project administration, including planning, budgeting, accounting, procurement, implementation, and monitoring. The PEU will include a full-time Project Coordinator/Manager, Financial Specialist, Procurement Specialist, and a Monitoring and Evaluation Specialist. Furthermore, the PEU will have Component Coordinators in charge of overseeing the activities in each component.
- 3.4 The PEU responsibilities will include: (i) preparation of semiannual progress reports; (ii) preparation, and implementation of the [Annual Operational Plans \(AOPs\)](#); (iii) preparation of budgets and disbursements requests; (iv) preparation of the [Procurement Plan \(PP\)](#); (v) financial administration of the project according to generally accepted accounting principles and presenting audited financial statements; (vi) ensuring the quality and efficacy of procurement processes and their compliance with both the policies of the Bank and that of the Government of Jamaica; (vii) ensuring the consistent alignment of expected project results with day-to-day project implementation as well as continuous data collection to enable the measurement of the indicators included in the Results Matrix (RM) (Annex II); and (viii) being project liaison with the Bank.
- 3.5 In accordance with the Operational Guidance for the Design and Execution of Citizen Safety Programmes (GN-2535-1), and given that the project will be implementing activities with the JCF, the MNS will engage the Police Civilian Oversight Authority (PCOA) to ensure accountability, adherence to policy guidelines and observance of proper policing standards by the police force. The yearly report produced by the PCOA will be presented to Parliament, including recommendations to be addressed by the JCF and the MNS. Additionally, the implementation of a grievance redress mechanism as part of the Project will help inform and strengthen internal affairs actions within JCF.

- 3.6 **Governance Structure.** The Project Coordinator/Manager will report directly to the Chief Technical Director in charge of Security Policy and Risk Management. A Project Steering Committee will oversee the implementation and the achievement of the outputs, outcomes and impact of the project. The Steering Committee will be chaired by the Permanent Secretary in the MNS, and will comprise representatives from agencies within the MNS as well as other government stakeholders. The PEU will serve as secretariat for this oversight body.
- 3.7 **Data Governance.** Data protection and data sharing legislation is not yet enacted. Until the required legal and regulatory framework is in place, data sharing between entities under the MNS will be governed by a Framework Agreement that will be effected following consultations with the relevant entities of the Government of Jamaica, including the Office of the CIO and the Attorney General's Chambers, consistent with draft legislation on data protection and information sharing. The framework agreement should provide the basis for information exchange between MNS entities (exchange protocols, information to be shared, privacy concerns, etc.) These entities include but are not limited to: JCF (mostly will request information), FLA (will share information on handgun permits and ballistic profiles), PICA (will share information on immigration status and citizenship), and DCS (prison records). Additionally, an MoU will be put in place with the NWA for the fiber-based connectivity component (NWA will build and install the fiber optic network to be used by JCF). An additional MoU with e-Gov Jamaica should outline the process to integrate the connectivity activities of this project to the GovNet project.
- 3.8 **Programming.** Each fiscal year, the PEU will present an [AOP](#), an updated [Pluriannual Execution Plan \(PEP\)](#), the Financial Plan and the PP to the Bank for its non-objection. The Fiduciary Arrangements (Annex III) provide guidance on financial management and procurement execution during the execution of the project. Such arrangements have been developed based on the fiduciary context of Jamaica, the institutional analysis of the EA, and several meetings held between the project team and key personnel of the EA and participating entities.
- 3.9 **Special Contractual Conditions Prior to the First Disbursement.** The EA will provide evidence to the Bank's satisfaction of: (i) the approval of the Project Operating Manual (POM), which will include internal control and fiduciary management arrangements, as well as the execution plan, in accordance with the terms and conditions previously agreed upon between the EA and the Bank; (ii) that the PEU has been created and of the assignment or hiring of its project coordinator/manager, as well as its procurement, financial, monitoring and evaluation specialists; (iii) that a framework agreement has been entered into among the JCF, DCS, FLA, PSRA, PICA, and IFSLM, specifying their collaboration in data sharing and in the project's execution; and (iv) that MoU have been entered into between the EA and each of NWA and e-Gov Jamaica Limited, specifying and outlining the scope of their collaboration in the project's execution. These conditions are critical to ensure the timely execution of the project, as they will help in the PEU and the agencies in the project to prepare in advance to start the implementation.
- 3.10 **Special Contractual Clauses of Execution.** Prior to financing the execution of Subcomponent 1.1, the EA will provide evidence to the Bank's satisfaction that a

plan has been elaborated for staffing of the monitoring centre(s) and the maintenance of the surveillance equipment. The inclusion of this special contractual clause intends to ensure that the surveillance equipment will be effectively used and that it will contribute to achieving the objective of reducing murders through improved crime prevention interventions.

- 3.11 **Project Operating Manual.** The [POM](#) will establish standards and procedures for the EA with regards to programming activities, execution plan, procurement audits, fiduciary management arrangements and [Monitoring and Evaluation \(M&E\)](#) and the Gender Plan among others, which will govern project execution. Also, it will detail the main functions and responsibilities of the PEU officers, including project manager/coordinator, financial specialist, procurement specialist and monitoring and evaluation Specialist. This also will include the update of the Project's Gender Plan, which is a social action plan to support grievance redress mechanisms, including its respective schedule, activities, budget and deliverables to be implemented during the execution of the project.⁸⁸
- 3.12 **Procurement.** The project will be carried out in accordance with the Policies for the Procurement of Works and Goods Financed by the Bank (GN-2349-9), and the Policies for the Selection and Contracting of Consultants Financed by the Bank (GN-2350-9), with the provisions established in the loan contract and PP. The Bank has approved the use of Jamaican Procurement Sub-system of Limited Tender/Restricted Bidding, for all contracts for works below the Bank's threshold for Price Comparison (up to US\$150,000) and contracts for goods and non-consulting services that fall within the Bank's threshold for the said method (US\$25,000). All procurement activities will be carried out by the MNS. The supervision method for procurement will be ex ante until the PEU Procurement Specialist has gained experience in observing and executing Bank policies, procedures, and use of standard bidding documents.
- 3.13 The ex post modality may be recommended by the procurement specialist to the Team Leader depending on outcomes of supervision visits, if appropriate evidence is presented to demonstrate capacity to perform under the ex post supervision modality. Supervision visits will be performed every 12 months and as indicated in the project supervision plan. When ex post review is recommended, supervision visits will be performed jointly with financial management. When the procurement processes are carried out through the country system, the supervision will also be carried out through the country system.
- 3.14 **Advanced contracting.** The Borrower has expressed its interest in advancing the contracting of surveillance equipment, for an estimate of US\$250,000. The procurement procedures, including advertising, shall be in accordance with these policies in order for the eventual contracts to be eligible for Bank financing, and the Bank shall review the process used by the Borrower. The Borrower undertakes such advance contracting at its own risk, and any concurrence by the Bank with the procedures, documentation, or proposal for award does not commit the Bank to make a loan for the project in question.

⁸⁸ ESG will review the updated Gender Plan for feedback and approval prior to IDB and project team giving approval of the Gender Plan and the Project Operations Manual.

- 3.15 **Retroactive financing.** The Bank may finance retroactively under the loan, eligible expenses incurred by the Borrower prior to the date of loan approval, up to the amount US\$4,000,000 (20% of the proposed loan amount), provided that all the requirements substantially similar to those set out in the loan agreement requirements. The eligible expenses will be related mainly to: (i) officers to staff the PEU; (ii) rent for the PEU offices; (iii) equipment for the PEU; (iv) change management; and (v) training. Pursuant to OP-507 (GN-2259-1), all expenditures incurred by the Borrower prior to loan signing may be recognized only if they satisfy requirements substantially similar to those established in the loan contract. These expenses must have been incurred on or after August 28, 2017, date of approval of the Project Profile, and under no circumstances shall expenditures incurred more than 18 months prior to the loan approval date be included.
- 3.16 **Disbursement.** The PEU will maintain strict control over the utilization of the advance of funds to ensure the easy verification and reconciliation of balances between the EA's records and IDB records. Eligible expenditures, authorized by the project team leader and incurred prior to the approval of this project will be reimbursed to the Borrower, in accordance with current Bank's policies. The project 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.
- 3.17 **Auditing.** The PEU will submit the following documents to the Bank: (i) Annual Audited Financial Statements (AFS) of the project, to be submitted within 120 days after the close of each fiscal period; and (ii) final audited financial statements, to be submitted within 120 days after the day of the last disbursement date of the project. The financial statements must be conducted by an independent external audit firm approved by the Bank.

B. Summary of Arrangements for Monitoring Results

- 3.18 **Project Monitoring.** Project monitoring will be based on the RM, the [M&E Plan](#); [AOP](#); [PP](#); [PEP](#); Progress Monitoring Report (PMR); AFS; Semi-Annual Project Progress Reports (PPR); extended PMR; Project Completion Report; and the Environmental, Social, Health and Safety Compliance Report (ESCR). Current government data collection systems will be strengthened as part of the project to allow for data collection on all RM indicators. The PEU's M&E Specialist will prepare a monitoring plan that will specify the data sources, indicators, statistics and methodology to be used for the supervision of each of the project's activities. The M&E Specialist will be tasked with maintaining data collection and monitoring systems. The [AOP](#) for the first 18 months of the execution of the project will be submitted within 60 days after the entry into effect of the contract. It will include: (i) an estimated budget; (ii) an updated [PP](#); (iii) expected indicators for the RM; (iv) planned activities; and (v) schedule of implementation. The [AOP](#) for each of the subsequent years will be submitted for the Bank's non-objection before November 30 of each calendar year, and will cover the activities to be carried out in the following year. Also, the MNS will submit semiannual progress reports within 60 days of the end of each semester, containing: (i) a narrative description of activities executed under each component, including a description of the procurement processes carried out and implementation issues for the reported period; (ii) an update on attainment of RM indicators; (iii) a statement of costs by

component activities as well as RM indicators; and (iv) an ESCR in the form and content agreed upon with the Bank, which will comprise primarily an update on the implementation of the Project's Gender Plan; and (v) the identification of implementation risks or events that may potentially affect the future implementation of the Project, as well as proposed mitigation measures.

- 3.19 **Evaluation.** The EA will hire independent consulting services to conduct the project's intermediate, final, and impact evaluations.⁸⁹ The project will also ensure that technical assistance to build the government's own evaluation capacity is provided, thus complementing all external evaluations.
- 3.20 **Impact evaluation.** The evaluation methodology proposed is randomized with 72 randomly assigned control hot spots, 36 treated with only patrol and 36 treated with a POP approach. The objective of the evaluation is to test the effects of two commonly used policing strategies, directed patrol and POP, on deterrence of violent crime in treated versus control crime hot spots. Two types of evaluation will be applied to the hot spot policing pilot: a process evaluation and an impact evaluation. The impact evaluation will be a randomized control trial. The impact evaluation will determine if the combined inputs from Component 1 of the project (technology, improved data collection and training in evidence-based policing) have resulted in a hot spot policing strategy that effectively reduces the murder rate in areas where violent crime is concentrated. Furthermore, it will examine the difference in effects between directed patrol and POP policing strategies at hot spots. A complimentary process evaluation will determine how the strategies were implemented in hot spots, to document obstacles to the effective implementation of these strategies during the 90-day pilot.⁹⁰

⁸⁹ The intermediate and final evaluations will be carried out upon (i) commitment of 40% of loan resources or 2.5 years after first loan disbursement (whichever occurs first); and (ii) commitment of 90% of loan resources or 4.5 years after first loan disbursement (whichever occurs first), respectively.

⁹⁰ The impact evaluation will be carried out 60 days prior to the end of the four year period of execution.

Development Effectiveness Matrix		
Summary		
I. Corporate and Country Priorities		
1. IDB Development Objectives	Yes	
Development Challenges & Cross-cutting Themes	-Productivity and Innovation -Gender Equality and Diversity -Institutional Capacity and the Rule of Law	
Country Development Results Indicators	-Government agencies benefited by projects that strengthen technological and managerial tools to improve public service delivery (#)* -Crime information systems strengthened (#)*	
2. Country Development Objectives		
Country Strategy Results Matrix	GN-2868	Increase efficiency of public sector.
Country Program Results Matrix	GN-2884	The intervention is included in the 2017 Operational Program.
Relevance of this project to country development challenges (If not aligned to country strategy or country program)		
II. Development Outcomes - Evaluability		
3. Evidence-based Assessment & Solution	Evaluable	
3.1 Program Diagnosis	7.6	
3.2 Proposed Interventions or Solutions	2.4	
3.3 Results Matrix Quality	2.4	
3.3 Results Matrix Quality	2.8	
4. Ex ante Economic Analysis	10.0	
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	
5.1 Monitoring Mechanisms	2.3	
5.2 Evaluation Plan	6.2	
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	B	
IV. IDB's Role - Additionality		
The project relies on the use of country systems		
Fiduciary (VPC/FMP Criteria)	Yes	Financial Management: Budget, Treasury. Procurement: Information System, Price Comparison.
Non-Fiduciary		
The IDB's involvement promotes additional improvements of the intended beneficiaries and/or public sector entity in the following dimensions:		
Gender Equality		
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	Yes	The Technical Cooperation JA-T1145 was approved to strengthen the capacity of the Office of the Prime Minister (OPM) to implement this project and public sector transformation activities.
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		

Note: (*) Indicates contribution to the corresponding CRF's Country Development Results Indicator.

Three specific problems are identified by the loan proposal: (a) the high murder rate in Jamaica, (b) the low proportion of homicide investigations that are referred to prosecution, and (c) the high percentage of female murders that are a result of domestic violence. The problems and their determinants are adequately specified and quantified.

The problems will be addressed through three specific objectives: (i) reduce the rate of murders in the country; (ii) increase the proportion of police investigations of murders that are sent to prosecution; and (iii) training of police officers on the use of technology in crime fighting. In general, the project's objectives are clearly specified and are quantifiable; the exception is the third specific objective "training police officers," which is an activity and not an outcome.

The loan proposal clearly identifies the potential beneficiaries of the project. The project's vertical logic is clear and well specified. The link between interventions and problems has been adequately established. Evidence of external and internal validity of the solutions has only been partially provided.

The Result Matrix is adequately constructed and contains the required elements for monitoring the project's results. The proposed impact, outcomes and output indicators are SMART.

The loan proposal documentation includes an ex ante Economic Analysis where the economic benefits have been clearly quantified and the costs reflect real resource costs to the economy. The estimated Net Present Value (NPV) is US\$ 8.9 million and the Internal Rate of Return (IRR) 16%. The assumptions used are clearly presented and a sensitivity analysis has been performed undertaking variations in key assumptions. The documentation also includes an ex post economic evaluation proposal using the same methodology to recalculate the IRR and the NPV.

The program includes an adequate monitoring and evaluation plan. The program proposes to carry out an impact evaluation to evaluate and contrast the effectiveness of two police patrolling strategies being proposed to reduce the homicide prevalence in Jamaica: (a) direct patrols hot-spots; versus (b) problem-oriented policing hot spots. These strategies have been tested elsewhere with promising results, but the proposal is considered partially adequate given the lack of analysis of the adequacy of the sample size proposed.

The documentation includes a risk matrix. Two risks are classified as high and four are rated as medium. The project overall risk rating is medium.

RESULTS MATRIX

Project Objective:	The main objective of the project is to contribute to an increase in the conviction rate for murders in Jamaica.
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EXPECTED IMPACT

Indicators	Unit of measure	Baseline	Baseline Year	Year 1	Year 2	Year 3	Year 4	Year 5	End of Project	Means of verification	Observations
IMPACT #1: INCREASE MURDER CONVICTION RATE											
Incarceration rate	%	3.0	2017	3				6	6	Number of new prisoners convicted of murders: Jamaica Department of Correctional Services Number of murders: Jamaica Crime Observatory Integrated Crime and Violence Information System (JCO-ICVIS)-MNS	This indicator is calculated as the number of individuals imprisoned for murders in a year (numerator) over the total murders committed in the same year (denominator).

EXPECTED OUTCOMES

Indicators	Unit of measure	Baseline Value	Baseline Year	Year 1	Year 2	Year 3	Year 4	Year 5	End of Project	Means of verification	Observations
OUTCOME # 1: REDUCE THE PREVALENCE OF MURDER RATE IN THE COUNTRY											
Murder rate	Murders per 100,000 habitants	50	2017					45	45	(JCO-ICVIS) -MNS	In Colombia, Bulla et al (2012) found that the police stations that implemented data-driven and geographically focused policing strategies had homicide rates 18% lower than those of the control group. The implemented program was “ <i>Plan Nacional de Vigilancia Comunitaria por Cuadrantes</i> ” which included problem-oriented strategies, georeferenced surveillance and hot-spots policing. ¹
OUTCOME # 2: INCREASE THE PROPORTION OF POLICE INVESTIGATIONS OF MURDERS THAT RESULT IN PROSECUTION											
Proportion of murders with perpetrator identified in the past 12 months	%	43	2017						53	Jamaican Constabulary Force (JCF)	This indicator is calculated as murders that have been cleared-up over the total murders in a year period. Koper et al. (2015), found that basic application of mobile computing has little

¹ Bulla, Patricia et al. [2012]; “*Evaluación de Impacto del Plan Nacional de Vigilancia Comunitaria por Cuadrantes: Metropolitanas de Bogotá, Medellín, Cali, Barranquilla, Cúcuta, Bucaramanga, Pereira y Cartagena, Bogotá*”, Fundación Ideas para la paz, Serie de informes, No. 18.

											effect on crime reduction. However, training and the use of IT for problem-solving enhance crime reduction. ² The strategy involved the use of mobile information technology during the police patrols.
OUTCOME # 3: REDUCE INTIMATE PARTNER VIOLENCE AGAINST WOMEN											
Percentage gap between official reports from the Injury Surveillance System and the number of reports recorded by the JCF	% of gap between official reports from the Injury Surveillance System Ministry of Health and the number of reports recorded by the JCF	80	2017					90		(JCO-ICVIS)-MNS	This is calculated as the percentage of cases of female victims of domestic violence registered in hospitals vs the number of cases of domestic violence with female victims registered with the police. This indicator is pro-gender.
Female murders, per 100,000 caused by domestic violence	Rate per 100,000	19	2017						11	(JCO-ICVIS)-MNS	In Ecuador, Ordeñana (1998) found that the police stations that changed management and protocols for treatment of victims of violence against women reduced the perception of violence in 48% of surveyed women. This indicator is pro-gender.

² Koper, Christopher et al. (2012); "The Uses and Impacts of Mobile Computing Technology in Hot Spots Policing", Evaluation Review, No. 39(6).

OUTPUTS

Outputs	Unit of measure	Baseline Value	Baseline Year	Year 1	Year 2	Year 3	Year 4	Year 5	End of project	Means of verification	Observations
Component # 1: Violent Crime Prevention and Management											
1.1 Percentage of police divisions using hot-spot policing strategies	% of police divisions	0	2017	0	10	20	20	50	100	PEU semiannual report	
1.2 Percentage of police stations connected and fully equipped	% of police stations	12	2017	10	30	40	10	10	100	PEU semiannual report	Interconnected through a high-speed network to all other stations and relevant sources of information.
1.3 Number of databases opened to public access	# of databases	0	2017					4	4	PEU semiannual report	
Component # 2: Improving Investigative Capabilities for Violent Crimes											
2.1 Case management system being used to manage casefiles	% of murder casefiles recorded and managed in a digital format	0	2017	0	20	50	80	100	100	PEU semiannual report	Cumulative. Working means that the criminal casefiles are recorded and managed in a digital format.
2.2 Percentage of police stations using a digital station diary to register incidents	% of police stations	0	2017	10	20	20	30	20	100	PEU semiannual report	

Outputs	Unit of measure	Baseline Value	Baseline Year	Year 1	Year 2	Year 3	Year 4	Year 5	End of project	Means of verification	Observations
2.3 Protocol about domestic violence being used by policemen	# of protocols	0	2017	1					1	PEU semiannual report	This indicator is pro-gender.
Component # 3: Change Management and Training											
3.1 Change Management and Communication Plan Implemented	# of change management and communication plan	0	2017					1	1	PEU semiannual report	
3.2 Grievances Redress Mechanism implemented	# of Grievances Redress Mechanisms	0	2017	1					1	PEU semiannual report	
3.3 JCF agents and MNS staff with data analysis certifications	% of JCF (CIB & Corporate Planning, Research and Development Division) officers and MNS (Policy Directorate) staff	0	2017	0	450	450	450	450	1,800	PEU semiannual report	Mainly officials of the Criminal Investigations Branch and Statistics unit.
3.4 JCF offices trained on new domestic violence protocol, including gender & human rights approach	# of trainings	0	2017	0	40	40	40	40	160	PEU semiannual report	At least one face-to-face training in every police station. This indicator is pro-gender.
3.5 Officers who have gone through	# of JCF officers	0	2017	500	2,000	2,000	1,000	500	6,000	PEU semiannual report	

Outputs	Unit of measure	Baseline Value	Baseline Year	Year 1	Year 2	Year 3	Year 4	Year 5	End of project	Means of verification	Observations
remedial IT training and are using the acquired skills in their jobs											
3.6 Officers trained in the use of digital diary who are using those skills in their jobs	# of JCF officers	0	2017	0	3,000	3,000	3,000	3,000	12,000	PEU semiannual report	
3.7 Investigators trained in the use of Case Management System who are using those skills in their jobs	# of CIB investigators	0	2017	0	1,000	600	100	100	1,800	PEU semiannual report	

Total Estimated cost of outputs	US\$17,200,000
Project Administration and Coordination	US\$2,000,000
Auditing and M&E	US\$300,000
Contingencies	US\$500,000
Total Estimated cost of the Project	US\$20,000,000

FIDUCIARY ARRANGEMENTS

Country: Jamaica
Project: JA-L1074 – Security Strengthening Project
Executing Agency (EA): Ministry of National Security (MNS)
Fiduciary Team: Naveen Umrao – Financial Management Specialist;
Rene Herrera – Fiduciary Procurement Senior Specialist;
Leon Ferguson – Procurement Consultant; and
Martin Nesbeth – Financial Management Consultant

I. EXECUTIVE SUMMARY

- 1.1 The fiduciary management evaluation of the project was performed during June to August 2017 using the Institutional Capacity Assessment System (ICAS) methodology, as well as through a series of meetings and interviews with the management team of the Ministry of National Security (MNS). The evaluation indicates that the project has a low fiduciary risk, and as such, it is believed that the MNS: (i) based on the current structures and fiduciary systems in place; and (ii) once it has the Project Executing Unit (PEU) established, will have the capacity to execute the project.
- 1.2 The Government of Jamaica continues, with assistance from major donors, to address key improvements to its fiduciary systems. The donor community is committed to working with the Government of Jamaica to determine the extent to which the country fiduciary systems can be used for the administration of donor-financed projects.
- 1.3 Currently, the portfolio of the Bank is managed through the establishment of special project execution units for most of the projects. In addition, the Bank conducts a close operational supervision on these Project Execution Units, and provides training as needed on Bank's policies and procedures. At the country's fiduciary management level, the employment of Financial Management Information System (FMIS) is implemented for treasury and financial administration. Regarding the country procurement systems, the Bank has approved the use of the Jamaican Procurement Sub-system of Limited Tender/Restricted Bidding, for all contracts for works below the Bank's threshold for Price Comparison (up to US\$150,000) and contracts for goods and non-consulting services that fall within the Bank's threshold for the said method (US\$25,000).
- 1.4 The project, totaling US\$20,000,000, does not include local counterpart, nor financing from other multilateral organizations, and no sub-executors are envisaged.

II. FIDUCIARY CONTEXT OF THE EXECUTING AND IMPLEMENTING AGENCIES

- 2.1 The Ministry of National Security, MNS, will be the Executing Agency (EA), in charge of executing this operation. One of the priorities of the Government of Jamaica is the reduction of crime as a national imperative. It (the government)

states that the most urgent priority is to make the nation safe and secure. Further, that the expected economic growth and job creation can only be achieved if there is a drastic reduction in crime, and there is peace and order in the society.

- 2.2 The MNS currently has 11 departments and agencies, 6 main ones are the Jamaica Constabulary Force (JCF); the Jamaica Defense Force (JDF); the Passport Immigration and Citizenship Agency (PICA); the Firearm Licensing Authority (FLA); the Institute of Forensic Science and Legal Medicine and the Department of Correctional Services. It is guided by the Financial Administration and Audit Act (FAAA) for financial management, with its allocations being approved in the national estimates and further its receipt and expenditure subject to an annual audit by the Supreme Audit Institution (SAI) of Jamaica. As a central government agency, the MNS uses the Financial Management Information System (FMIS), as its accounting software system.

III. EVALUATION OF FIDUCIARY RISK AND MITIGATION ACTIONS

- 3.1 The overall fiduciary risk of the project, which was evaluated using the ICAS methodology, is deemed to be low. There were a few risks identified which are outlined below along with their respective risk rating and mitigation measures.

Table 1. Fiduciary Risks

Risk	Risk Rating	Mitigation Measures
Timely financial information for decision making	Medium	Acquisition of an accounting software that meets IDB minimum requirements for project financial reporting, with capacity for fixed asset inventory and management. Responsible party: PEU/Borrower. Timeline for implementation: Prior to 1 st disbursement of the loan.
Weak fiduciary management capacity of the PEU	Medium	Recruitment of a project coordinator/manager, procurement specialist and financial specialist to be assigned to the project and identification of a dedicated area (physical space) to adequately house the PEU, their operations and file retention. Responsible party: PEU/Borrower. Timeline for implementation: Prior to 1 st disbursement of loan.

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

- 4.1 To facilitate the negotiation of the operation and given the fiduciary risks identified these conditions are critical to ensure the timely execution of the project.
- a. **Rate of Exchange Agreed with the EA.** For purposes of the justification of expenditures to the Bank (including reimbursement/recognition of expenditures, and local counterpart) the equivalent amount to be reported in the project or disbursement currency will be determined using the effect exchange rate used to convert the funds denominated in the project's currency to the local currency.

- b. **Financial Statements and Reports.** Annual Audited Financial Statements (AFS) for the project will be required, beginning with the fiscal year in which the first project expenditures were incurred. The AFS are to be submitted to the Bank within 120 days after the close of each fiscal period, in addition to Final Audited Financial Statements, which are due for submission to the Bank within 120 days of the close (last disbursement date) of the project. The AFS should report on the overall project, in the expressed currency of the Loan. The Audited Financial Statements of the Project should include the basic financial statements and internal control report. The audit must be conducted by a Bank approved/eligible independent external audit firm (rank: level I or II eligibility).

V. REQUIREMENTS AND AGREEMENTS FOR EXECUTION OF PROCUREMENT

- 5.1 **Procurement Execution.** Procurements for the proposed project will be carried out in accordance with the Policies for the Procurement of Works and Goods Financed by the Inter-American Development Bank (GN-2349-9) of March 2011, and the Policies for the Selection and Contracting of Consultants Financed by the Inter-American Development Bank (GN-2350-9) of March 2011, with the provisions established in the Loan Contract and the procurement plan.
 - a. **Procurement of Goods, Works, and Non-Consulting Services.** The procurement plan for the Security Strengthening Project covering the first 18 months of project execution will indicate the procedure to be used for the procurement of goods, the contracting of works and non-consulting services. The review of technical specifications in all cases, during the process of selection is the responsibility of the sector specialist of the project.
 - b. **Procurement of Consulting Services.** The procurement plan for the Security Strengthening Project covering the first 18 months of project execution indicates the procedure to be used for the procurement of Consultancy Services, and the method of selecting consultants. The Borrower is responsible for preparing and implementing the project, and therefore for preparing the terms of reference, short lists, selecting the consultants, and awarding and subsequently administering the contract, with Bank supervision.
 - c. **Selection of Individual Consultants.** Individual consultants are employed on assignments for which: (a) teams of personnel are not required; (b) no additional outside (home office) professional support is required; and (c) the experience and qualifications of the individual are the paramount requirement. Individual consultants are selected based on their qualifications for the assignment. Advertisement is not required¹ and

¹ However, in some cases borrowers may consider the advantage of advertising at their option.

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 sole-source basis with due justification in exceptional cases. This will be carried out in accordance with Section V (Selection of Individual Consultants) of GN-2350-9 paragraphs 5.1-5.4.

- d. **Recurring Expenses.** Include payment of utilities and other office operating expenses of the PIU.
- e. **Use of Country Procurement Systems.** The Bank has approved the use of the Jamaican Procurement Sub-system of Limited Tender/Restricted Bidding, for all contracts for works below the Bank's threshold for Price Comparison (up to US\$150,000) and contracts for goods and non-consulting services that fall within the Bank's threshold for the said method (US\$25,000).
- f. **Advanced Contracting.** The Borrower has expressed its interest in advancing the contracting of surveillance equipment, for an estimate of US\$250,000. The procurement procedures, including advertising, shall be in accordance with these policies for the eventual contracts to be eligible for Bank financing, and the Bank shall review the process used by the Borrower. The Borrower undertakes such advance contracting at its own risk, and any concurrence by the Bank with the procedures, documentation, or proposal for award does not commit the Bank to make a loan for the project in question.
- g. **Retroactive Financing.** The Bank may finance retroactively under the loan, eligible expenses incurred by the Borrower prior to the date of loan approval, up to the amount US\$4,000,000 (20% of the proposed loan amount), provided that all the requirements substantially similar to those set out in the loan agreement requirements. The eligible expenses will be related mainly to: (i) officers to staff the PEU; (ii) rent for the PEU offices; (iii) equipment for the PEU; (iv) change management; and (v) training. Pursuant to OP-507 (GN-2259-1), all expenditures incurred by the Borrower prior to loan signing may be recognized only if they satisfy requirements substantially similar to those established in the loan contract. These expenses must have been incurred on or after August 28, 2017, date of approval of the Project Profile, and under no circumstances shall expenditures incurred more than 18 months prior to the loan approval date be included.

The procurement procedures, including advertising, shall be in accordance with these Policies for the eventual contracts to be eligible for Bank financing, and the Bank shall review the process used by the Borrower. The Borrower undertakes such advance contracting at its own risk, and any concurrence by the Bank with the procedures,

documentation, or proposal for award does not commit the Bank to make a loan for the project in question.

- h. **Domestic Preference.** Determining whether it is appropriate and necessary to use domestic preference in the evaluation of bids should be guided by Appendix 2 of GN-2349-9 paragraphs 1-6.

Table 2. Country Threshold in US\$ www.iadb.org/procurement

International Competitive Bidding Threshold *		National Competitive Bidding Range ** (Complex Works and non-common goods)		Consulting Services
Works	Goods	Works	Goods	International Short List
≥1,500,000	≥150,000	150,000 – 1,500,000	25,000 -150,000	≥200,000

* When procuring simple works and common goods and their amount is under the International Competitive Bidding thresholds, Shopping may be used.

** When procuring complex works and non-common goods with amounts under the NCB range, Shopping shall be used.

- i. **Procurement Plan (PP).** The procurement plan indicates the procedure to be used for the procurement of Goods, the contracting of Works or Services, and the method of selecting consultants, for each contract or group of contracts. It also indicates cases requiring prequalification, the estimated cost of each contract or group of contracts and the requirement for prior or post review by the Bank. The procurement plan will be posted on the Bank's website ([Bank Procurement](#)) and will be updated annually or whenever necessary, or as required by the Bank.
- j. **Procurement Supervision.** The supervision method for procurement execution will be established ex ante until the PIU Procurement expert has gained experience observing and executing Bank policies, procedures, and use of standard bidding documents. The ex post modality may be recommended by the procurement specialist to the project team leader in accordance to outcomes of supervision visits, if appropriate evidence is presented to demonstrate capacity to perform under the ex post supervision modality. Supervision visits will be performed every 12 months and as indicated in the project supervision plan. When ex post review is recommended, the ex post visits will be performed jointly with supervision visits. When the procurement processes are carried out through the country system, the supervision will also be carried out through the country system.²
- k. **Records and Files.** All records and files will be maintained by the PIU, according to accepted best practices, and be kept for up to three years beyond the end of the operation's execution period.

² The supervision may be complemented with project audits.

VI. FINANCIAL MANAGEMENT

A. Programming and Budget

- 6.1 Each year, the Ministry of Finance and the Public Service 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, April to March.
- 6.2 The PEU will prepare annual estimates in the required format for the review and approval by the Permanent/Cabinet Secretary, which will be included in the Ministry's overall budget estimates. The estimates will consider the total cost of financing required for execution of the project. The budget is presented to Parliament before the close of the fiscal year. Once the budget is approved, amendments are made through the submission of Supplementary Budget by the Minister of Finance.
- 6.3 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 Annual Operating Plan, the Financial Plan and the Procurement Plan.
- 6.4 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.

B. Accounting and Information Systems

- 6.5 Project accounting will be performed using a Bank approved accounting software, in accordance with the FAAA; IDB's financial management requirements; the modified cash basis of accounting, which is a comprehensive basis of accounting other an International Financial and Reporting Standards (IFRS). It is expected that the accounting system will facilitate the recording and classification of all financial transactions, provide information related to: (i) planned vs. actual financial execution for the project; and (ii) the financial execution plan for the next 180 days that will be attached to each request for advance of funds. Additionally, the list of commitments will also accompany any request for advance of funds.

C. Disbursements and Cash Flow

- 6.6 Whenever resources from the financing are requested through an Advance of Funds, they will be deposited into an account dedicated for the execution of this operation. The PEU commits to maintain strict control over the utilization of the Advance to ensure the easy verification and reconciliation of balances between the Executing Agency's records and IDB records (WLMS1).

- 6.7 Eligible expenditures, authorized by the project team leader and incurred prior to the approval of this project will be reimbursed to the Borrower, in accordance with current Bank policy.
- 6.8 The project 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. The following disbursement methodologies will be used for the project:
- 6.9 Reimbursement of Payments Made (will be minimally used).
- 6.10 Direct Payment to Supplier (for large foreign payments).
- 6.11 Advance of Funds (to facilitate the day to day operations).
- 6.12 Generally, supporting documentation for Justifications of Advances and Reimbursement of Payments Made will be kept at the office of the PIU. Support documentation for direct payments will be sent to the Bank for processing. Considering the experience garnered from the current and former operations the modality for disbursement will be ex post.

D. Internal Control and Internal Audit

- 6.13 The management of the project, at the level of both the Executing Agency and the PEU, will assume the responsibility for designing and implementing a sound system of internal control for the project. This will be bolstered with the addition and inclusion of the project to the Ministry Internal Auditor's audit plan (we recommend focus over the acquisition and maintenance of assets that will be acquired by the project).

E. External Control and Reports

- 6.14 For each fiscal year during project execution, MNS will be responsible to submit Audited Financial Statements (AFS) for the project, due 120 days from the Government of Jamaica fiscal year end. These Financial Statements will be audited by an independent external audit firm approved by the Bank. A final AFS is to be submitted to the Bank within 120 days from the date of last disbursement.

F. Financial Supervision Plan

- 6.15 Financial Supervision will be developed based on the initial and subsequent risk assessments carried out for the project. Financial, Accounting and Institutional Inspection visits will be performed at least once per year, covering, among other things, the following topics:
 - a. Review of the bank reconciliation and supporting documentation for Advances and Justifications.
 - b. Review of compliance with the POM.

c. Conducting Ex Post Reviews.

G. Execution Mechanism

- 6.16 The MNS will serve as the EA of the project and will be responsible for implementation in accordance with the terms and conditions of the loan agreement. Execution function will include all aspects of planning, activity execution, operations monitoring and evaluation and reporting to the Bank and internal MNS management.
- 6.17 The PEU will have three strategic positions: one project coordinator/manager; one procurement specialist; and one financial specialist. The project coordinator will enable smooth day-to-day operations of the project. The POM further describes the recommended PEU composition and their responsibilities. The PEU will be responsible for the administration of loan financing and procurement processes. Specific PEU duties include: (i) preparation of semi-annual progress reports; (ii) preparation, and implementation of the Annual Operating Plans (AOP); (iii) preparation of budgets, and disbursements; (iv) preparation of the Procurement Plan; (v) financial administration of the project according to accepted accounting principles and presenting audited financial statements; (vi) ensuring the quality and efficacy of procurement processes and their compliance with both the policies of the Bank and that of the Government of Jamaica; (vii) ensuring the consistent alignment of expected project results with day-to-day project implementation as well as continuous data collection to enable the measurement of the indicators included in the Results Matrix; and (viii) being project liaison with the Bank.

DOCUMENT OF THE INTER-AMERICAN DEVELOPMENT BANK

PROPOSED RESOLUTION DE-____/17

Jamaica. Loan ____/OC-JA to Jamaica
Security Strengthening Project

The Board of Executive Directors

RESOLVES:

That the President of the Bank, or such representative as he shall designate, is authorized, in the name and on behalf of the Bank, to enter into such contract or contracts as may be necessary with Jamaica, as Borrower, for the purpose of granting it a financing to cooperate in the execution of a security strengthening project. Such financing will be for the amount of up to US\$20,000,000 from the resources of the Bank's Ordinary Capital, and will be subject to the Financial Terms and Conditions and the Special Contractual Conditions of the Project Summary of the Loan Proposal.

(Adopted on _____ 2017)