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Presentation in the  
2014 Sectoral Debate  
by the Hon. Peter Bunting, MP  
Minister of National Security, May 13, 2014

Theme:

# Working Together to Build a Safer Jamaica

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## INTRODUCTION

A recent IDB discussion document describes Latin America and the Caribbean as "...one of the most violent regions of the planet. Its average homicide rate in 2012 was 23.7 per 100,000 inhabitants, almost four times the global rate, and more than twice the standard used by the World Health Organization (WHO) to define an epidemic (10 homicides per 100,000)."

Jamaica has consistently ranked among the highest for homicide rates in the region and the world, peaking at 62 per 100,000 in 2009 and averaging approximately 40 per 100,000 more recently. This level places us at almost twice the regional average and four times the standard used by the WHO to define an epidemic.

It is now generally recognised that violent crime has multiple contributing factors, which include transnational drug and gun trade, street gangs, informal and inner city communities with inadequate social services, and weak economies. These contributing factors are not unique to Jamaica. Other causes are less common such as our historical nexus between politics and gangs, and the promotion of criminal behaviour and glorification of criminal lifestyles by certain leading elements in popular culture.

Successive administrations in Jamaica, like others in the region, have traditionally focussed primarily on crime control measures - hard policing and tough talking. While there has also been a recognition that crime prevention measures are necessary, and there have been some long running social intervention programmes (such as the CSJP), only a relatively modest amount of resources from the national security budget have been allocated for such measures. Social interventions which impact violence prevention have also been taking place in other MDAs and in civil society but have lacked effective overall coordination.

Today, Jamaica has no choice but to develop new management and governance patterns for citizen security, recognizing that violence has multiple causes and therefore requires effectively coordinated responses from multiple sectors. International and local best practices indicate that a) public safety policies that balance prevention and control actions have a greater crime reducing effect, and b) that citizen participation and cooperation between the public and private (business, faith based, unions) sectors improve the effectiveness and sustainability of interventions.

Last October, the Ministry received approval from the Cabinet for the implementation of a revised **National Crime Prevention and Community Safety Strategy (NCPCSS)**. This strategy accepts that there are clear risk factors for crime and violence that impact our young people, ***much of which develop outside of the realm of the Ministry of National Security (MNS) and law enforcement***, but, if not addressed will result in increased violence and criminality. This strategy places responsibility for interministerial coordination of crime prevention and community safety strategies with the Public Order Committee of Cabinet, which I chair and the membership includes the Ministers of Health, Education, Justice, Youth and Culture, Local Government, and Labour and Social Security.

Further, the Ministry of National Security has recently adopted the public health framework to describe and analyze our crime situation, and specifically that we are experiencing an epidemic of violence. In many respects violence does behave like a contagious disease e.g. clustering of cases, and that the greatest predictor of a case of violence is a previous case of violence.



There are three steps that are used to reverse epidemics:

1. **Interrupt transmission** by detecting and finding first cases
2. **Prevent future spread** to others in the same group
3. **Change group norms** through remodeling and public education to build group immunity

I will describe the initiatives of the Ministry, its departments, and agencies within the framework of these three steps for the body of my presentation then I will make a few concluding remarks.

Out of respect for the time constraints imposed by the House Leader I will not attempt to give a detailed account of the performance and plans of the Ministry so I am tabling two Ministry Papers today, which will provide all the necessary information.

## **INTERRUPTING TRANSMISSION**

### **Jamaica Constabulary Force**

Traditional crime control measures have very much to do with the police detecting and isolating the perpetrators of violent crime, and they will continue to be the principal vehicle for “interrupting transmission”. We have implemented a number of measures that we believe will improve their effectiveness.

**JCF/ISCF Merger** The approximately 2,000 members of the ISCF have been successfully incorporated into the JCF. Members of this Honourable House may recall that **the decision to merge these two Forces was based on recommendations from at least five separate studies**, citing many benefits, including:

1. The creation of a **single command and communication** structure
2. Eliminating **duplication of administrative activities and facilities**
3. Releasing **more personnel for front line** duties

Today the merger is effectively complete and, apart from a few hiccups along the way, I am very pleased that within two months of Cabinet approval this merger has been effected. Even private sector managers must be impressed at the speed and efficiency of the merger of these two large organisations and I am sure that members of this Honourable House will join me in commending both the leadership and the men and women of the now single police force on this achievement.

**Creation of a new portfolio** Consequent on the increased number of personnel in the JCF as a result of the incorporation of the ISCF members and the aggressive recruitment in recent years, the Ministry will be approving a fourth portfolio – the Security Services Portfolio - within the JCF headed by an additional Deputy Commissioner of Police. This unit will be responsible for VIP (government officials, judges, diplomats) protection as well as securing critical facilities such as Parliament, Kings House, Jamaica House, the courts, ports and airports, and other critical infrastructure. It will incorporate the Marine and Canine Divisions.

**Proximity Policing** A more effective method of building a relationship of trust and confidence between the police and the citizenry is to locate the police within communities and as much as possible to encourage stability in deployments to stations/posts so that the police personnel and community residents get to know each other well. This is an effort to move proximity/community policing into the mainstream of JCF operations. Accompanying this shift will also be a reduction in the use of the paramilitary style uniform in favour of the more civilian style red seam or khaki uniform. We intend to increase the number of police posts throughout Jamaica by: a) utilizing mobile (or modified 40' container) posts, b) re-purposing existing public infrastructure at the request/agreement of communities, and c) encouraging developers of large sub-divisions to build police posts within these subdivisions.

**Increase Cadre of Civilian First Responders** Evidence from the work of our local Peace Management Initiative (PMI) as well as overseas groups like Cure Violence has demonstrated that trained civilians can be very effective violence interrupters within communities. We will expand training and funding of this type of work during the fiscal year.



| Ambassador Paola Amadei, Head of EU Delegation to Jamaica and Hon. Peter Bunting, MP at the recent opening of the Tivoli Gardens Police Post.

**Criminal Justice (Suppression of Criminal Organisations) Act 2014** This recently enacted piece of legislation, popularly referred to as the Anti-Gang Law, has created a new set of conspiracy type offences intended to deal specifically with criminal organisations. Heavy penalties will be incurred by the directing minds of these organisations for offences such as leading or recruiting persons/children to their gangs. Serious offences have also been created to deal with persons who facilitate the activities of criminal organisations. A great deal of research and consultation went into the development of this law which is now in effect. The police have been training and sensitizing members to use this potentially powerful tool in the fight against organised crime.

## **PREVENTING FUTURE SPREAD**

The second step in combatting an epidemic is preventing future spread to others in the group who are vulnerable to the specific disease condition. In this case, it would involve supporting persons who might be vulnerable to criminal involvement through 1) labour market attachment and employability programmes, 2) increasing access to justice services outside of the formal court system, and 3) reforming the Department of Correctional Services to focus on rehabilitation of offenders, particularly juvenile and soon to be released adults. Funding for the first two initiatives is currently in the final stages of negotiation with the Inter-American Development Bank (IDB) through the Citizens Security and Justice Programme III.

### **Labour Market Attachment and Employability Programmes**

We intend to develop comprehensive programmes for selected youth, tailored by job-readiness levels. The programme will include classroom and workplace training, life skills, job preparation and placement services, remedial and formal education programmes, among others. The lower job-readiness group will receive remedial education, particularly the literacy and numeracy skills required to be able to participate in more advanced vocational training and secondary school. The intermediate job-readiness group will receive services such as on-the-job training and work orientation (e.g. construction apprenticeships with the JDF, summer employment internships, etc.) secondary education support (with the condition that beneficiaries do 120 hours of community service), and business development and training. The higher job-readiness group will receive services such as; short term vocational and on-the-job training; job-seeking, placement and retention support; and business development training.

### **Community Justice Services**

This component, managed primarily by the Ministry of Justice, will increase access to justice services outside of the formal court system, following evidence-based models. First, the Restorative Justice (RJ) programme (initiated in ten communities during CSJP II) will be expanded in order to bring eligible cases to resolution in target communities. RJ is motivated primarily by the need to address harm done; it does not take place until the person who has caused the harm has fully and freely admitted to their actions and is willing to take responsibility for them. Second, a Child Diversion Programme will be implemented through a multi-tiered system for steering juveniles in conflict with the law away from criminal charges, prosecution, and/or incarceration and providing them instead with structured community service tasks and a support committee. Third, the supply of legal aid, mediation, and victim support services will be increased to targetted communities.

### **Citizens Security and Justice Programme II (CSJP II)**

The CSJP II, now drawing to a close, has supported programmes targeting ***“at-risk youths”*** in 50 communities across eight parishes. It has focused on the development and provision of opportunities for employment and further education.

A recent evaluation of the programme shows that the CSJPII “has met, and in many cases, exceeded performance targets. Over 6,000 persons, when compared to the targeted 3,570 persons, benefitted from programs in life skills, vocational skills, training, and tuition support.



Hon. Peter Bunting, MP sharing a moment with CSJJP/JPS Intern Horace Bailey, JPS President and CEO Kelly Tomblin and Col Martin Rickman

Under the JDF Engineering Regiment’s on-the-job training program some 450 youth received training in construction skills. Several of them have since joined the JDF and others have found employment locally and overseas.

### **Reform of the Department of Correctional Services (DCS)**

The three principal correctional facilities – Tower St., St. Catherine, and Fort Augusta - are centuries old institutions that are literally falling apart and have very limited scope for rehabilitation of inmates. While it has been recognized for decades that a new facility is needed, at the policy level we have been reluctant to prioritize the large capital expenditures required to replace these facilities. There is little popular sympathy for the inmates being housed in these conditions.

This Honourable House will be surprised to learn that 70% of persons sent to the correctional system last year are for sentences of one year or less, and that is typical of recent years. Further, that 28% of the total are repeat offenders. So our correctional institutions are not filled primarily with hardened murderers and rapists, but with young men who are convicted of less serious offences and are redeemable.

However, under our present system, many of these young men are incarcerated with hardened criminals, given limited opportunities for rehabilitation, and are confined to cramped overcrowded cells with no modern sanitary conveniences for 18 hours per day. Once released they are stigmatized and relegated to the backwater of the economy - unable to get a visa, or be employed in the public sector or most private sector entities. We should therefore not be surprised that many of these persons see no option but to return to a criminal lifestyle reflected in the 28% recidivism rate in the 2013 intake. The Minister of Justice is doing some work to reduce the range of offences that create a criminal record and to reduce the period of time for expunging records. However, we need to do more.

No one is born a criminal. And while individuals cannot avoid personal responsibility, we recognize that many factors contribute to young persons coming into contact with law enforcement. Enlightened societies recognize that a first offence can be an opportunity to rehabilitate offenders to become productive members of society. This administration subscribes to that enlightened approach to dealing with persons who come into conflict with the law.

Therefore, we are currently completing, with input from UK Prison Estate consultants, a five-year strategic plan to transform the correctional services with the principal objectives of strengthening the systems of rehabilitation, reducing reoffending, and complying with international human rights standards. Key elements of the new plan are summarized below:

***In the short term (0 - 12 months):***

- **The South Camp** facility has been renovated, retrofitted, and designated a **Juvenile Correctional and Remand Centre**. The centre has been operational since September 2013; and all of the female juveniles previously located at **Fort Augusta Adult Correctional Centre** (FAACC) were transferred to this location. Additionally, members of the female population at **Diamond Crest** were also transferred to South Camp. The **capacity at South Camp is 350** and the juvenile population has been significantly reduced from approximately **90 in 2012** to between **30 and 45 in 2014**. While this facility is an improvement on previous arrangements, it is still not ideal. Therefore, the Ministry of National Security is seeking a smaller, more child friendly location for the female juvenile population and to use South Camp to house the population of 153 women inmates currently at FAACC. This completes the separation of adults and juveniles within the correctional system.
- Note that four boys are being held on remand in a completely segregated area of Horizon. This is necessary because of the high level of **risk these juveniles represent to society** and to other wards were they to be kept at Metcalfe St. Educational support continues to be provided at Horizon.
- Last year, **Boards of Visitors** were established for all of our juvenile correctional institutions to provide another level of oversight of the operations of the DCS in respect of **Hill Top and Rio Cobre Juvenile Correctional Centres, South Camp Juvenile Correctional and Remand Centre, and Metcalfe Street Secure Juvenile Centre**. The members of the Boards are empowered to visit the juvenile centres to observe and make recommendations for the safety and general wellbeing of children in the facilities. These Boards add to the oversight and collaboration already provided by the Office of the Children's Advocate and the Ministry of Youth and Culture.
- We are introducing a new **behaviour modification programme** in June 2014, within our correctional institutions, designed for short-stay inmates, in order to ensure that all who pass through the correctional system will be exposed to some amount of rehabilitation before reentering society.
- The **Department of Correctional Services** (DCS) recently completed the establishment of a data system to facilitate the operation of the **Sex Offender Registry**. During the first quarter of this fiscal year, a meeting will be held to sensitize the stakeholders, including the Courts, DCS and the JCF, about their roles and responsibilities. The DCS, through its regional offices, will monitor the ex-offenders and will seek additional resources, such as staff and equipment, to establish offices in all parishes, linked to the central registry in the corporate area.
- The use of parole to reduce the prison population is being accelerated and the capacity of the JCF to monitor high-risk deportees has significantly increased.

***In the medium term (12-36 months):***

Facilities at Tamarind Farm and Richmond will be expanded so that the high number of medium security inmates at both the Tower Street Adult Correctional Centre and the St. Catherine Adult Correctional Centre can be moved to corresponding medium security facilities and reduce overcrowding at these two maximum security facilities. We are also embarking on a systematic and ongoing reclassification of inmates designed to ensure that as far as possible maximum security facilities are used to hold maximum security inmates only.

**Table Showing Relative Annual Costs of Treating With Offenders**

	J\$
Inmate	1,165,688
Ward	2,816,585
Remand	911,554
Probation/Parolee	88,582

***In the longer term (36-60 months):*** we need to build a new but smaller (1,500 – 2,000 inmate) maximum-security facility. Potential sites have been identified, and plans are being developed for the construction of a new facility to replace these two facilities. A full Submission will be made to Cabinet during the second quarter of the 2014/15 financial year.

**Mentally ill inmates:** The situation of inmates in our correctional facilities who are suffering from severe mental disorders is currently being addressed through a collaborative effort with the Ministries of Justice and of Health. At the end of this process we hope to have most of those inmates placed in more appropriate therapeutic settings. This approach will be managed through a release program coordinated by the **Community Mental Health Programme** of the Ministry of Health.

**CHANGE GROUP NORMS**

The long-term success of efforts to reverse any epidemic will ultimately be sustained through changing attitudes and behaviours of the vulnerable populations. So for example, to combat an epidemic of a sexually transmitted disease, at risk populations need to be educated to change their attitudes and behaviours around issues of promiscuity and unprotected sex. Similarly, to sustainably reverse the epidemic of violence we have to change the attitudes and behaviours around violence related risks and causal factors.

In Jamaica, we have developed a sub-culture of violence and lawlessness that has been reinforced and promoted by segments of our society over decades. Causal factors include:

- Weak family structures – single parents, paternal deprivation, child neglect and abuse.
- Schools that fail to educate or that cannot adequately deal with children with behavioural problems.
- Inadequate physical infrastructure and social services in many inner city or unplanned communities.
- Communities that operate under the heel of criminal gangs and over time have tolerated their children being slaughtered as collateral damage to gang warfare.
- The connection between elements of both political parties and criminal gangs and dons. Criminals would support party candidates and were often rewarded with works contracts. Hopefully, the worst days of this criminal gang /politics nexus are now behind us but we must acknowledge our contribution.



- The glorification of criminals and criminal behaviour by some of our artistes who use their considerable talents to advocate hatred and violence, denigrate our women, and warp the values of our children. It is instructive that two of our most iconic artistes are now convicted felons serving lengthy prison sentences in the USA and Jamaica respectively.
- The unfortunate scourge of domestic violence that cause spouses and children to live in fear, and the high number of murders and murder-suicides that have their roots in domestic disputes.
- The sexual predators who continue to prey on underage children, and those family members, neighbours or teachers who turn a blind eye to these activities.
- It also includes those privileged persons in society who only spend time criticizing rather than becoming engaged in helping to correct some of the ills that plague our society.

There is plenty blame to go around. Doing the same thing over and over again but expecting different results is one definition of madness. It is time to change the norms, to change how we have been operating if we are to make headway in combating this epidemic of violence.

So I am deliberately not coming here today to talk a lot about crime statistics - whether they are marginally up or marginally down – which is really not significant when we have been experiencing an epidemic of at least fourfold proportion for decades. I am not coming here today to blame, or point fingers, or say how things could have been done better. I am instead going to point out what we are doing, to commend the good work others are doing, and to invite like-minded individuals and organizations to join in this crusade.

## **CHANGING NORMS IN THE JCF**

**Minimize Use of Force** We must start at home by changing norms within the JCF. We are a force that must be seen by the society as committed to serving, protecting and reassuring, while maintaining a high level of professionalism. Measures we have introduced such as planning operations to minimize the risk of fatal confrontations, reinforcing the Use of Force policy, broadcasting to criminals that they will not be harmed if they surrender/drop their weapons, implementing protocols to strengthen the independent investigation of police fatal shootings, are all designed to produce a Police Service that is equipped and trained to deliver 21st century policing. Police personnel must operate in communities as peace officers, protecting and reassuring the law abiding, interrupting and preventing the transmission of crime and violence, and partnering with the community to rebuild respect for law and order.

I am cautiously optimistic that these efforts are starting to bear fruit and one clear indicator of this is in the reduced incidents of police fatal shootings. The data indicates that there has been an approximately 40% reduction in the number of police fatal shootings year to date when compared to the same period last year.

**Reduced use of Curfews** Upon my appointment, I inherited an approach where curfews were utilized liberally in dozens of communities. I have been uncomfortable with that approach because 1) citizens' rights must only be constrained in exceptional circumstances, and 2) curfews become ineffective when overused as the police cannot enforce it consistently, and when occasionally enforced, it seems arbitrary and capricious. We have changed that approach and curfews are now used sparingly. Note that the Police can only impose curfews with the permission of the Minister.

**Challenging Impunity** Two units within the JCF, the Anti-Corruption Branch (ACB) and Major Organised Crime and Anti-Corruption Task Force (MOCA), were specifically designed to treat with corruption, both within the Force and in the wider society. We continue to detain a significant amount of assets and have redoubled our efforts in the assault on lottery scamming. The reports indicate a number of arrests, charges and convictions of lawyers, police officers, motor vehicle examiners, doctors, politicians and popular entertainers. The work of these units is indicative of the efforts we are making to reduce corruption in our country. No longer can any individual or group feel confident that they can operate with impunity by virtue of power, position or popularity.

## **UNITE FOR CHANGE**

While we continue to interrupt the transmission of crime through our crime control initiatives, we are placing increased emphasis on crime prevention by addressing dysfunctions at the levels of family, community, school, social services, and society, recognizing that crime statistics are the outcome of failures or weaknesses at all these levels.

Sustainable reductions in crime and violence require a deliberate and focused strategy, which coordinates law enforcement, justice and social development programmes, at the national, community and individual levels to address the causal factors and prevent further spread. We must i) educate citizens on the root causes of this epidemic of violence, ii) ignite their passion, energies, and commitment to reverse it, and iii) create pathways to help people move from concern to action. This is what the Unite for Change initiative is about.

**Unite for Change** will facilitate the national coordination of all Violence Prevention Interventions within Government and across all sectors of society in a targeted approach, driven primarily through communities and supported by a national communications campaign.

### **The Strategic Objectives of the NCPCCS and Unite for Change are:**

- Sustained reductions in violence and crime;
- Sustained reduction in the fear of crime and related risk factors;
- Re-orientation of citizens away from a culture of violence and anti-social behaviour and attitudes;
- Enhanced collective efficacy of residents of priority communities, and their increased participation in the co-production of community safety;
- Increased crime and violence prevention capacity of the GoJ and its institutions.

Critical to these outcomes are:

1. Increased volunteerism within the wider society to support violence prevention activities
  - a. Increased support and mentorship for at risk youth
  - b. Increased private sector – business, NGO, FBO - intervention in underserved communities
2. Increased partnerships between the public and private sectors, NGOs, FBOs, Political Leadership and CBOs in support of community change.
3. Increased collaboration between GoJ MDAs in support of crime prevention actions.

The work of Unite for Change is organized in three broad areas: **Communication, Coordination and Measurement**

Communication Through targeted public education and engagement, UFC will empower concerned citizens to act. The communications programme will also encourage pro-social behaviors and attitudes.

One component of CSJP III, currently being negotiated, will be directly aligned with the UFC communication programme and will address culture change through social interventions. These interventions include parenting education; counseling and psychosocial support for those exposed to violence; and social marketing campaigns that aim to change attitudes that either promote (or tolerate) violence or promote retaliation against 'informers'.

Coordination UFC will prioritize more targeted use of resources currently available for violence prevention and community safety.

Measurement Through rigorous monitoring and evaluation, Unite for Change will provide information to eliminate overlap of spending, facilitate optimal resource allocation, and where applicable, recommend the redirection of same to underserved areas.

### **Update on UFC Activities**

- At the end of December into the first two weeks of January, in partnership with the Peace Management Initiative (PMI) Violence Prevention Alliance (VPA), Sistren and CSJP, a series of one-day corner league football competitions were held to engage twenty three communities that were having elevated levels of violence.
- We have negotiated with the World Bank, access to a collaboration portal to facilitate communication among individuals and groups interested in working in violence prevention through Unite for Change. This will be launched in June 2014.
- Partner Ministries, Agencies and Departments have been engaged. The Ministry of Education indicated their early support in a Ministry Paper in February and has since formed a committee to look at behaviour modification in schools with a view to developing a programmatic response in partnership with the Ministries of Health, national Security, and Youth and Culture.
- Unite for Change community meetings have been held in Vineyard Town, Hayes, Spanish Town, and Mandeville.
- For Peace Month UFC partnered with CSJP, PALS, and the JCF Safe Schools Programme to target youth, beginning with a Peace Day concert in Emancipation Park and followed by a tour of 12 schools across the island. The schools were engaged for direct intervention via motivational talks with Grades 8 and 9 students, where a Unite for Change School Pledge was introduced and the entire school engaged in a Unite for Change discussion and 'lunch time concert'.
- At the invitation of the community, the West Kingston Police have implemented a community curfew for children, with residents serving as community monitors.



| Hon. Peter Bunting, MP with Vauxhall High principal Angella Chaplain and media personality Jerry D

- UFC has participated in Nine (9) peace marches in West Kingston, Dunkirk, Rockfort, Old Harbour, Mandeville, Spanish Town, August Town, South West St. Andrew and Central Kingston.
- We continue our mass media engagement with billboards, television and radio advertisements, interviews and special features in The Jamaica Observer TeenAGE magazine and on The Susan Show. Key media partners have also been engaged to become members of the UFC Communications Advisory Group.
- Twenty (20) communications managers within the public service have been trained as Unite for Change spokespersons.

There is a place in Unite for Change for every citizen. Members of this Honourable House have a particularly special place in this programme; you too can Unite for Change. Today, I present an



| East Kingston, Peace March, led by Hon. Peter Bunting, MP, Mayor Brown Burke, Hon. Phillip Paulwell, MP and ACP Winchroy Quallo (Blue shirt) accompanied by residents

opportunity for you to commit to being a part of the change. Each Member of Parliament will be presented a Unite for Change start-up kit with collateral material and an opportunity to test the beta version of the Stay Alert smart phone application.

The Stay Alert App will be launched in the first quarter of this Fiscal Year, to enable android smart phone users to report crimes or send information to the police by text, voice note, photograph or video, anonymously. It will also feature alerts from the police, including Ananda Alerts, as well as information on new laws enacted. A special feature of this app is a panic button, which will allow users to send a distress signal to the police, with GPS and tracking capabilities to allow for greater response efficiency from the police.

## **CONCLUSION**

There are a number of entities for which I have portfolio responsibility, such as the Firearms Licencing Authority (FLA), the Forensic Laboratory, or the Passport Immigration and Citizenship Agency (PICA), or for which my Ministry has administrative responsibility such as the Jamaica Defence Force. These entities are doing well and their performance will be outlined separately as opportunities arise during the course of the financial year.

### **Long Term Effort**

The path we are embarking upon is not one that will give a “quick fix” or earn kudos within an election cycle, but I am convinced it is the correct one. It is based on the premise that law enforcement activities by themselves do not provide an adequate response to the problem. Sustainable reductions in crime and violence will therefore require a deliberate and focused strategy that articulates various law enforcement, justice, and social development programmes at the national, community and individual levels that address the causal factors.

Sometimes the task seems overwhelming. When faced with corruption, heinous murders, and child abuse it may seem that “we wrestle not against flesh and blood...” and we might be tempted to surrender to cynicism and resignation. But earlier this year I listened to a sermon on the story of Nehemiah and I have been able to draw parallels as well as inspiration from it.

The Book of Nehemiah describes the city of Jerusalem that had been destroyed by war. The walls were reduced to rubble and the gates had been burned. Their enemies could do with them as they liked. Nehemiah, part of the Jewish Diaspora, upon hearing of the state of the Jerusalem, was saddened and ashamed.

Jamaica too has suffered from a war, not from external enemies but from internal conflicts, and from predatory criminals. Our figurative wall comprised of decency, healthy values, and respect for the law and each other has been reduced to rubble. Many Jamaicans at home and in the Diaspora are often saddened and ashamed by the violent and predatory behaviour of some of our fellow citizens.

Nehemiah returned to Jerusalem and inspired the people to rebuild the wall, often directing them to start with that section of the wall in front of their own house. We too can start rebuilding the wall of peace, decency, and respect for the rule of law starting with our own area of influence - that “wall in front of our house”.

Sanballat, Tobiah, and Geshem were characters in the story who ridiculed, threatened, and plotted to undermine the efforts at rebuilding the wall. They had an interest in a vulnerable Jerusalem. We also have our share of Sanballats - quick to ridicule and undermine the efforts of those trying to build.

But Nehemiah and the Jews persisted. The wall and the gates of Jerusalem were rebuilt. Many exiled Jews returned. The city of Jerusalem regained its pride and prospered. I believe that if we can reverse this epidemic of violence, if we can steadfastly rebuild a safe, gentle, respectful society that Jamaica too can prosper, and some in the Diaspora will return and fewer of our people will migrate seeking a better quality of life.

Finally, I wish to mention some who are busy rebuilding:

When a primary school principal, like Mr. Grant at Bellefield in Manchester, can in four years move grade 4 mastery percentages from 44% to 79% in Mathematics and 66% to 92% in English, while

increasing enrollment from 400 to 600, and not suspending or expelling a single child. He is rebuilding the wall in front of his own house.

When Principal Corrine Richards transforms Kingston High School, from a rundown physical plant with less than 20% of grade eleven students sitting CSEC exams, to a renovated facility where 100% of final year students now sit exams; she is rebuilding the wall in front of her own house.

When retired corporate executives like Douglas Orane and Danny Williams dedicate their retirement to giving back to their alma maters. They are rebuilding the walls in front of their own houses.

When the Grace and Staff Foundation adopts inner city communities, providing scholarships, mentorship and homework centres for at-risk children, they are rebuilding the wall in front of their own house.

When WIHCON not only builds houses at Irwin Meadows but also donates a Police post there, they are building a community. They are rebuilding the wall.

When Bishop Rohan Edwards takes on the gang culture in Spanish Town, with his 10,000 man march, and SSP Castelle “policing from the heart” resulting in dramatic reductions in violence in De la Vega City, Ellerslie Pen, Tawes Meadows, Gravel Heights, and Tredegar Park. They are rebuilding the wall in front of their houses.

When President of the Jamaica Union of Seventh Day Adventists, Pastor Everett Brown, at a peace march and youth rally in Old Harbour, pledge the support of over 3,000 Adventist youth to be UFC agents of hope and change, he is rebuilding the wall.

When MPs, such as the Member from East Rural St Andrew, can mobilize youth in Bedward Gardens to volunteer their labour to replace zinc fences with concrete walls, they are literally rebuilding the wall in front of their house.

When I marched two Sundays ago with hundreds of residents of August Town for three hours across all the communities, with peace advocates like Ken Wilson and Michael Rutherford who have worked for many years, with pastors, UWI academics, with the MP, and with so many others to bring August Town from a war zone to the point where they have not had a single murder so far this year. They are rebuilding the wall in their community.

Jamaica needs more of these home-grown Nehemiahs to Unite for Change, to unite to rebuild our wall of peace and caring so that Jamaica may, under God, increase in beauty, fellowship, and prosperity.

Thank you.

Honourable Peter Bunting, MP  
Minister of National Security

May 13, 2014



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MINISTRY PAPER NO. \_\_\_\_/2014

# THE UNITE FOR CHANGE INITIATIVE

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## 1.0 PURPOSE OF PAPER

- 1.1 This Honourable House is being asked to take note of the initiative Unite for Change being guided by the Ministry of National Security to effect the implementation of elements of the Government of Jamaica's (GoJ) National Crime Prevention and Community Safety Strategy (NCPCCS), a revised version having been adopted by Cabinet in October 2013.
- 1.2 **The Strategic Objectives of the revised NCPCCS are:**
- (i) Sustained reductions in violence and crime;
  - (ii) Sustained reduction in the fear of crime and related risk factors;
  - (iii) Re-orientation of citizens away from a culture of violence and anti-social behaviour and attitudes;
  - (iv) Enhanced collective efficacy of residents of priority communities, and their increased participation in the co-production of community safety;
  - (v) Increased crime and violence prevention capacity of the GoJ and its institutions.
- 1.3 The achievement of these objectives is essential to realizing our vision of a more caring, gentle and safe society, consistent with the Vision 2030 - National Development Plan. This initiative has also been endorsed by the Partnership for Jamaica.

## 2.0 BACKGROUND

- 2.1 In the last 40 years the risk factors for crime and violence in Jamaica have evolved, from politics and economics in the 1970s, to marijuana and the illegal drug trade in the 80s and 90s. Today, organized crime is one of our biggest risk factors for crime and violence, and is furthered by globalization and advancements in technology. Our economic challenges, dysfunctional elements of our culture and our geographical position along the main drug transit routes -- between the major cocaine producing and cocaine consuming countries -- also factor highly in our crime and violence situation.
- 2.2 Most strategies and policies over the last 10 years speak to the need for a coordinated approach across government and the involvement of the wider society in these efforts. Though we had consensus on the roll out of the coordinated/joined-up approach, agents singularly owned interventions, with minimal intra-agency coordination on the ground. The improvements in crime statistics were therefore marginal.
- 2.3 The statistics show that the majority of perpetrators and victims of violence in the country are youth. The risks facing these youth are present at the individual, family/peer, school, community, and at the broader societal levels. A minority of youth is affected by multiple exposures to risks due to inadequate protective arrangements to guard against risk factors for violence in their environment. These factors, coupled with widespread acceptance of violence as a norm in our society has driven up the rate of violent crime.
- 2.4 Law enforcement activities, by themselves, do not provide an adequate response to the problem. Sustainable reductions in crime and violence will therefore require a deliberate and focused strategy, which coordinates law enforcement, justice and social development programmes, at the national, community and individual levels to address the causal factors and prevent further spread.



### 3.0 THE APPROACH

3.1 The Ministry of National Security has adopted the public health framework to classify the crime situation in Jamaica, and has designated violence as an epidemic, to be eradicated in three stages:

- **Interrupt transmission** by detecting and finding first cases
- **Prevent future spread** to others in the same group
- **Change group norms** through remodeling and public education to build group immunity

3.2 The crime control activities of the Jamaica Constabulary Force and other law enforcement bodies are key to interrupting the transmission of crime and violence. The prevention of the future spread of violence is achieved through building capacity across the entire criminal justice system, social services and civil society. Critical to the sustainability of the eradication of violence is the changing of social norms by addressing the dysfunctions at the levels of family, community, school, social services, and the wider society. This is the premise upon which Unite for Change (UFC) was developed.

3.3 Unite for Change will facilitate the national coordination of all violence prevention interventions within Government and across all sectors of society in a targeted approach, driven primarily through communities and supported by a national communications campaign.

3.4 The objectives of Unite for Change are:

- Increased volunteerism within the wider society to support violence prevention activities
  - Increased support and mentorship for at risk youth
  - Increased private sector intervention in underserved communities
  - Increased Non-Governmental Organisations (NGOs) and Faith-Based Organisations (FBOs), interventions in underserved communities and with youth at risk
- Increased partnerships between the public and private sectors, NGOs, FBOs, Political Leadership and Community-Based Organisations (CBOs) in support of community change.
- Increased collaboration between GoJ Ministries, Departments and Agencies (MDAs) in support of crime prevention actions.

3.5 The work of Unite for Change is organized in three broad areas: **Communication, Coordination and Measurement.**

3.6 **Coordination** - UFC will prioritize more targeted use of resources currently available for violence prevention and community safety. **Measurement** - Unite for Change will not direct the use of resources but will provide information to eliminate overlap of spending, facilitate optimal resource allocation, and where applicable, recommend the redirection of same to underserved areas. **Communication** - Through targeted public education and engagement, UFC will empower concerned citizens to act. The communications programme will also encourage pro-social behaviors and attitudes.

### 4.0 THE STRUCTURE OF UNITE FOR CHANGE

4.1 The Public Order Committee of Cabinet (POC) was appointed as the oversight body for the implementation of the NPCCSS. As such, Unite for Change will be guided by the POC to

ensure its success.

- 4.2 The key Ministries in this partnership are National Security, Justice, Youth, Education, Health, Local Government, Labour and Social Security and Finance. These form the membership of the POC.
- 4.3 As part of the structure a Steering Committee has been established comprising the Permanent Secretaries of partner Ministries and key officers of select MDAs, with responsibility for programmes related to the prevention of violence and the promotion of community safety. The Steering Committee will see to the implementation of decisions of the POC and based on reports received from the Unite for Change Secretariat and from within their Ministries, make the necessary adjustments to existing programmes and services to ensure the achievement of desired outcomes. This Committee will also ensure that the attendant budgets are identified and mobilized.
- 4.4 The Unite for Change Secretariat will be housed in the Ministry of National Security and the sponsoring unit will be the Ministry's Crime Prevention and Community Safety Policy Unit. (See Appendix 1)
- 4.5 As Unite for Change seeks to galvanize and facilitate the coordination of all violence prevention activities within the country and not limited to those implemented by the Government, a Joint Technical Working Group (JTWG) has been established which will act in an advisory capacity. The JTWG will include representatives of NGOs, FBOs, private sector, International Development Partners and operational representation from core MDAs.
- 4.6 With communication being one of the core functions of the initiative, a Communications Advisory Committee will guide the development and roll out of the communications strategy. This committee will comprise communications managers from partner ministries, representatives from the media and entertainment industries, as well as private sector foundations.

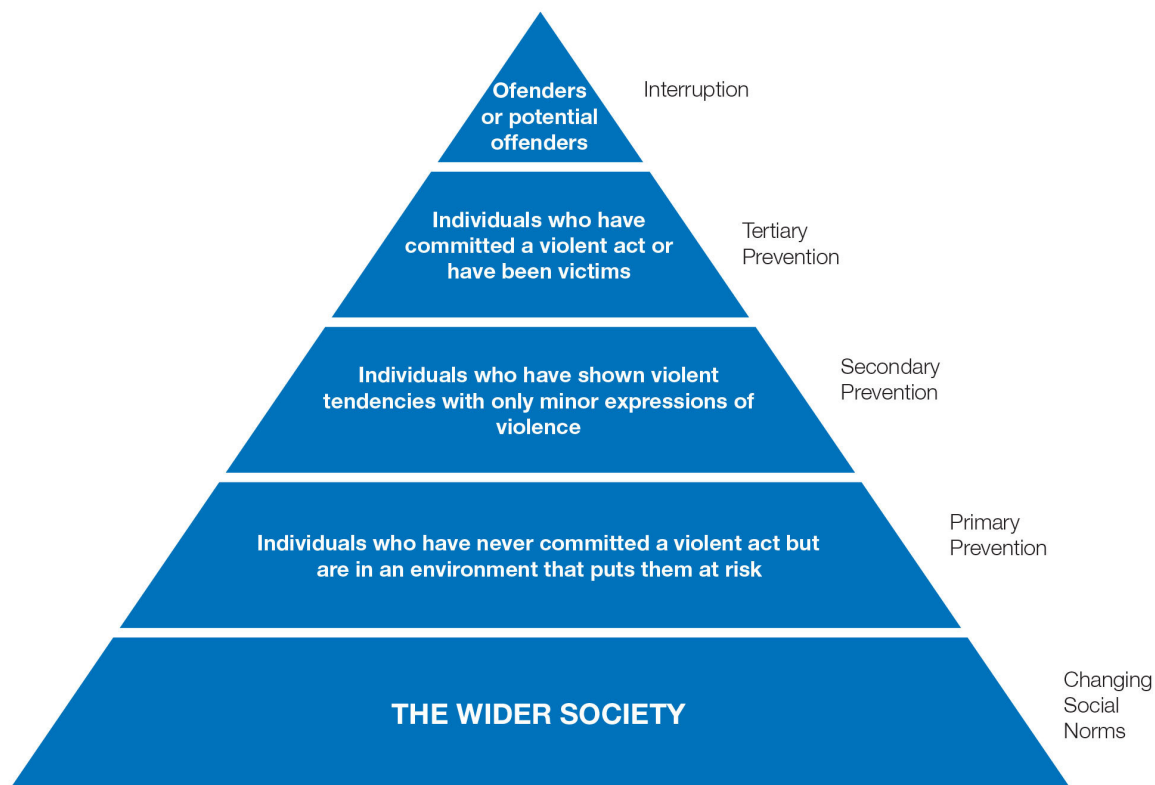
## **5.0 IMPLEMENTATION OF UNITE FOR CHANGE**

- 5.1 Unite for Change is divided into two phases, initiation and implementation. In the initiation phase activities include:
  - The engagement of the public with special emphasis on key stakeholders
  - Implementing infrastructure to allow for effective coordination, and information flow to support the programme
  - Roll out of pilot phase of UFC programme in at least five communities

The implementation phase will be over three years and will include a coordinated roll out of a public campaign across various MDAs as well as communities. In this we will seek to engage all the communities across the country in self-selecting to be 'Unite for Change Communities' and facilitate their success.

- 5.2 A draft of the strategic implementation framework to guide the implementation of Unite for Change was developed by the UFC Secretariat and benefited from consultation with individual MDAs, as well as within the Joint Technical Working Group on Citizen Security, which has wide representation.

**Diagram showing Intervention Approach and Target Groups under Unite for Change.**



5.3 These intervention approaches will be further guided by the key pillars to crime prevention espoused by the NCPCCS (2013), to achieve the desired outcomes.

**Table showing NCPCCS pillars mapped against intervention approaches with desired outcomes.**

Pillar	Interruption	Preventing Future Spread	Changing Social Norms
Effective Policing and Justice Processes	<ol style="list-style-type: none"> <li>Increase in # of arrests made within 2 months of crime committed</li> <li>Reduction in time to complete Cases brought before the court to within 6 mths</li> <li>Reduction of Active Gangs within communities</li> <li>Increased detection and confiscation rates for prohibited weapons especially illegal firearms</li> <li>Increased police visibility and presence in communities</li> </ol>	<ol style="list-style-type: none"> <li>Reduction of Police Killings to less than 24 per year</li> <li>Increased number of disputes resolved at the JP level or through the community led mechanisms</li> <li>Increase in the number of youths diverted from the Justice System</li> <li>Increased use of non custodial sentences</li> </ol>	<ol style="list-style-type: none"> <li>Increased levels of respect for Police Officers</li> <li>Increased confidence that Justice system will work</li> <li>Increased number of witnesses coming forward to support Trials</li> <li>Reduction in the number of complaints regarding abuse by the police</li> <li>Improved compliance in anti-corruption mechanisms</li> <li>Increased Trust in the Police within communities</li> </ol>

Pillar	Interruption	Preventing Future Spread	Changing Social Norms
Reducing Reoffending	<ol style="list-style-type: none"> <li>1. Increased number of persons released from correctional services engaged in mainstream activities</li> <li>2. Reduced % of reoffenders</li> </ol>	<ol style="list-style-type: none"> <li>1. Increased number of released offenders fully reintegrated in communities</li> <li>2. Increase rate of expungement</li> <li>3. Increase employment opportunities for individuals who have been in conflict with the law</li> <li>4. Reduced reoffending among youth 12-17 years</li> </ol>	<ol style="list-style-type: none"> <li>1. Acceptance of persons released correctional services as productive members of society</li> <li>2. Reduced feeling of threat from persons released from correctional services</li> </ol>
Crime prevention through Social Development	<ol style="list-style-type: none"> <li>1. Reduction of the occurrence of domestic and intimate partner violence</li> <li>2. Reduction in the occurrence of Child maltreatment cases</li> <li>3. Increase the # of maladjusted behaviours that are identified and treated</li> </ol>	<ol style="list-style-type: none"> <li>1. Improved Academic and vocational Performance for all schools and training institutions related to communities targeted</li> <li>2. Increase school completion rate</li> <li>3. Reduced incidence of disruptive children in schools</li> <li>4. Higher % of children involved in after school activities (secondary)</li> <li>5. Reduction in teenage pregnancies</li> <li>6. Increase in the reintegration of teen mothers into the formal education</li> <li>7. % homeless or street youths positively integrated into a unit</li> <li>8. Increased employment rate amongst Youth in High Violence Communities</li> </ol>	<ol style="list-style-type: none"> <li>1. Increased self-worth among youths within targeted communities</li> <li>2. Increased respect for authority and the establishment (School leadership, Police, Courts, etc)</li> <li>3. Increased volunteerism and community participation</li> <li>4. Reduced acceptance of physical punishment for children</li> <li>5. Reduced acceptance of Domestic Violence as 'normal' way of resolving disputes</li> <li>6. Reduced use of Violence as a means of resolving disputes</li> </ol>
Situational Prevention	<ol style="list-style-type: none"> <li>1. Reduction in number of unsafe places in targeted communities</li> </ol>	<ol style="list-style-type: none"> <li>1. Improved street lighting and clear paths for commuting</li> <li>2. Improved sanitation in targeted communities</li> <li>3. Increased safe spaces for community interaction</li> <li>4. Improved housing stock in targeted communities</li> </ol>	<ol style="list-style-type: none"> <li>1. Cleaner Communities</li> <li>2. Reduced vandalism of common amenities</li> <li>3. Reductions in public order breaches</li> <li>4. Crime Prevention Through Environmental Design (CPTED) is normalized in planning approval</li> </ol>

5.4 Coordination: Coordination of programme implementation will be facilitated by the use of a database and collaboration portal which will seek to capture programme activities within the outcome matrix and relate them to communities and their agreed action plans. The information to inform the database will be self-reported. The secretariat supported by a community liaison officer will maintain contact with communities and provide guidance and training in updating and maintaining the database of activities and manage the roll out of community engagements and activities to get as many communities on board as possible. The database will allow for ongoing data entry both at the community and programme implementer levels and also allow for reports to be generated at either level. Unite for Change will work with existing databases and coordinating agencies such as SDC, National Centre

for Youth Development (NCYD) and the PIOJ. All elements of programmes implemented will be identified in the context of the outcome matrix, to ensure commonality of definitions.

#### 5.5 Coordination Activities to Date

- Development of the Strategic Implementation Framework
- The World Bank has agreed to give us access to a collaboration portal to facilitate the communication between persons interested in being a part of Unite for Change. This should be launched in June 2014
- Development of database of programme volunteers
- A gang call-in strategy was implemented in Central Kingston
- At the intervention of the police, Western Kingston has implemented a community curfew for children, with residents serving as community monitors.

#### 6.0 COMMUNICATION <numbering change>

6.1 Communication will be aimed at creating the awareness of violence as an epidemic, with a view to moving the wider public to action and behavior change that supports taking responsibility for preventing further spread.

6.2 Both above-the-line (through media) and below-the-line (direct marketing and engagement) communication strategies will be employed. Messages will be data driven and based on the many studies that have been commissioned over the last few years on the causal factors for violence amongst our youth, and the safety perception studies conducted by the SDC and the Ministry of National Security.

6.3 Where possible, there will be alignment across ministries, where Government is using public education campaigns to influence behavior change.

#### 6.4 **Communications Activities to date**

- At the end of December into the first two weeks of January, in partnership with the Peace Management Initiative (PMI), Violence Prevention Alliance (VPA), Sistren and CSJP, a series of one-day corner league football competitions were held to engage twenty three communities that were having elevated levels of violence.
- UFC presentations were made to Ministers and Senior Managers in five partner Ministries, the Police High Command, Partnership Council and PSOJ leadership.
- Individual groups engaged include the Jamaica Theological Seminary, Police Civic Committee of the St. Andrew North Division, Central Jamaica Youth Leadership Breakfast, St Catherine Parish Development Committee, National Neighbourhood Watch Association, Street Pastors Association, Peace and Love in Society (PALS) and Crime Stop.
- Unite for Change community meetings have been held in Vineyard Town, St. Andrew, Hayes, Clarendon, Spanish Town, St Catherine and Mandeville, Manchester.
- For peace month we partnered with CSJP, and the JCF Safe Schools Programme to target youth beginning with a Peace Day concert in Emancipation Park and followed by a tour of 12 schools across the island. The schools were engaged for direct intervention via motivational talks with Grades 8 and 9 students, where a Unite for Change School Pledge was introduced and the entire schools engaged in a Unite for Change discussions

and 'lunch time concerts'.

- UFC has participated in Nine (9) peace marches with Minister Bunting being a featured speaker. Marches were held in West Kingston, Dunkirk, Rockfort, Old Harbour, Mandeville, Spanish Town, August Town and the South West and Central St. Andrew Police Divisions.
- We continued our mass media engagement with billboards, television and radio advertisements, interviews and special features in The Jamaica Observer TeenAGE magazine and on The Susan Show. Key media partners have also been engaged to become members of the UFC Communications Advisory Group.
- 20 Unite for Change Ambassadors were trained to act as spokespersons to communicate the Unite For Change message across the island.
- Communications platforms were activated via Uniteforchangejm.org, Facebook, YouTube and Twitter.
- The Ministry of Education indicated their support in a Ministry Paper in February and since then has formed a committee to look at behaviour modification in schools with a view to developing a programmatic response in partnership with the Ministries of Health and Youth and Culture.

## 7.0 MEASUREMENT

7.1 A robust monitoring and evaluation framework is being developed for all aspects of the Unite for Change and particular focus will be placed on outcome level monitoring across all intervention approaches at both the community and programme level. Critical to the success is feeding monitoring data to the communities so that adjustments can be made to their safety plans. This data will also be fed to the Joint Technical Working Group and the Steering Committee at a global level to allow for strategic decisions to be taken on how to adjust.

7.2 The Community Minimum Programme Framework

A community minimum programme intervention framework will guide the type of interventions and programmes to be implemented in communities according to community classification based on a three year history of average crime and violence incidents using the JCF Weekly Hot Spot listing as the base to be supplemented by other sources such as violence related injury reports from the Ministry of Health as the data comes to hand. Communities will be rated from Level 1 to 5 with a Level 1 rating representing communities with the highest average levels of violence and a Level 5 rating representing communities with the least average levels of violence.

7.3 The guide will make recommendations as to the types of interventions that would be recommended for a community impacted by a particular level of violence. This guide is not prescriptive but intended only to help each community to create its own measurable action plan for violence prevention which will include programmes already operating within the areas.

7.4 It is recognized that some communities and parishes have safety plans that have been developed with guidance from the Local Authorities, SDC, CSJP, JSIF and PIOJ. For those communities the elements of their plans that are directly related to the outcomes being measured will be documented in the framework for monitoring and evaluation.

7.5 As the number of partners increase and more data is collected, these programmes will be modified based on results.

### Table Showing Example of Minimum Programme Guide

Level 1	
Interruption	<ul style="list-style-type: none"> <li>• Interrupter Ratio; Linker Ratio</li> <li>• Hot Spot policing</li> <li>• Mapping of warring factions, main instigators &amp; conflict zones</li> </ul>
Prevention (Identify Project vs institutionalized)	
Primary	<ul style="list-style-type: none"> <li>• Includes improved school environment</li> <li>• Sports and recreation</li> <li>• Street lighting</li> <li>• Community clean-up and beautification</li> <li>• Organisational building (Youth clubs, citizen groups, marching bands etc.)</li> <li>• General parenting principles</li> </ul>
Secondary	<ul style="list-style-type: none"> <li>• Includes Child Resilience programmes</li> <li>• School re-entry and completion programmes</li> <li>• Support to teenage parents</li> <li>• Mentorship recruitment, training and linkages</li> <li>• Targeted parenting support</li> </ul>
Tertiary	<ul style="list-style-type: none"> <li>• Victim support</li> <li>• Mental health care</li> <li>• Programme/institutional support service mapping – making linkages between “recovering” combatants and services</li> <li>• Targeted parenting support</li> </ul> <p>Special attention to high risk individuals returning to the community from incarceration &amp; or deportation</p>
Changing Social Norms	<ul style="list-style-type: none"> <li>• Changes in practices at school, In families, churches and on buses</li> </ul>

7.6 Measurement Work to Date  
Data collection has begun for the implementation of the coordinating database and the classification of communities.

8.0 Next Steps

8.1 Coordination

- Implementation of the collaboration portal to give the public access to Unite for Change information and guides. (provided free of cost by the World Bank)
- Finalization of guides for possible interventions for varied interest groups. (FBO’s, teachers, mentors etc. – Faith-Based consultation part-funded by Jamaica Broilers Group)
- The development of a volunteer database to allow programmes or communities to engage volunteers as well as to facilitate volunteers initiating engagement in programmes

in their area of interest

- Implementation of the programme coordination database. (Being funded by the Joan Duncan Foundation)
- Finalization of the community action plan guide
- A minimum of five Unite for Change communities activated

## 8.2 Communication

- In the next few months, the communications campaign will continue to roll out with a forum to be held in June in the western end of the island. The focus of this forum will be on how to become an active partner in Unite for Change.
- Another key partnership is with the Ministries of Youth and Culture and Labour to determine the extent to which the Independence, Emancipation and Labour Day celebrations will be aligned with the Unite for Change message.
- An application will be launched in the first quarter of this Fiscal Year to allow citizens with an android smart phone to be able to report a crime or send information anonymously. It will also have alerts from the police similar to the Ananda Alert, as well as relevant updates to new laws passed. It will also give the option of having a panic button, without anonymity.
- The continued roll out of the advertising campaign to support the change in social norms. These messages will be formulated with the members of the Communications Advisory Group to ensure congruence across all similar campaigns across government.
- The engagement process will continue in the month of May and will include: Engagement of Members of Parliament, Senators and Councillors, as well as the wider community.

## 8.3 Measurement Implementation of the monitoring framework.

This Honourable House is being asked to take note of and support the Unite for Change initiative.

Honourable Peter Bunting, MP  
Minister of National Security

May 13, 2014





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# APPENDICES

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## GOVERNANCE STRUCTURE UNITE FOR CHANGE

### PUBLIC ORDER SUB-COMMITTEE OF CABINET

#### STEERING COMMITTEE

- Receive reports from Joint Technical Working Group
- Agree adjustments to programmes within Ministries and Departments, based on information from Joint Technical Working Group
- Progress reports to POC and make recommendations for policy changes

(Permanent Secretaries of core Ministries and Heads of Departments of Main Programme/Partner Agencies)

#### JOINT TECHNICAL WORKING GROUP

- UFC
  - Receive reports on programmes: Placements, objectives, achievements gaps (Data)
  - Review the Communication Strategy and Work Plan
- CSJP
  - Review work plan, as well as scheduled progress reports
  - Receive and discuss monitoring reports; make recommendations to UFC, CSJP – PEU and the Steering Committee

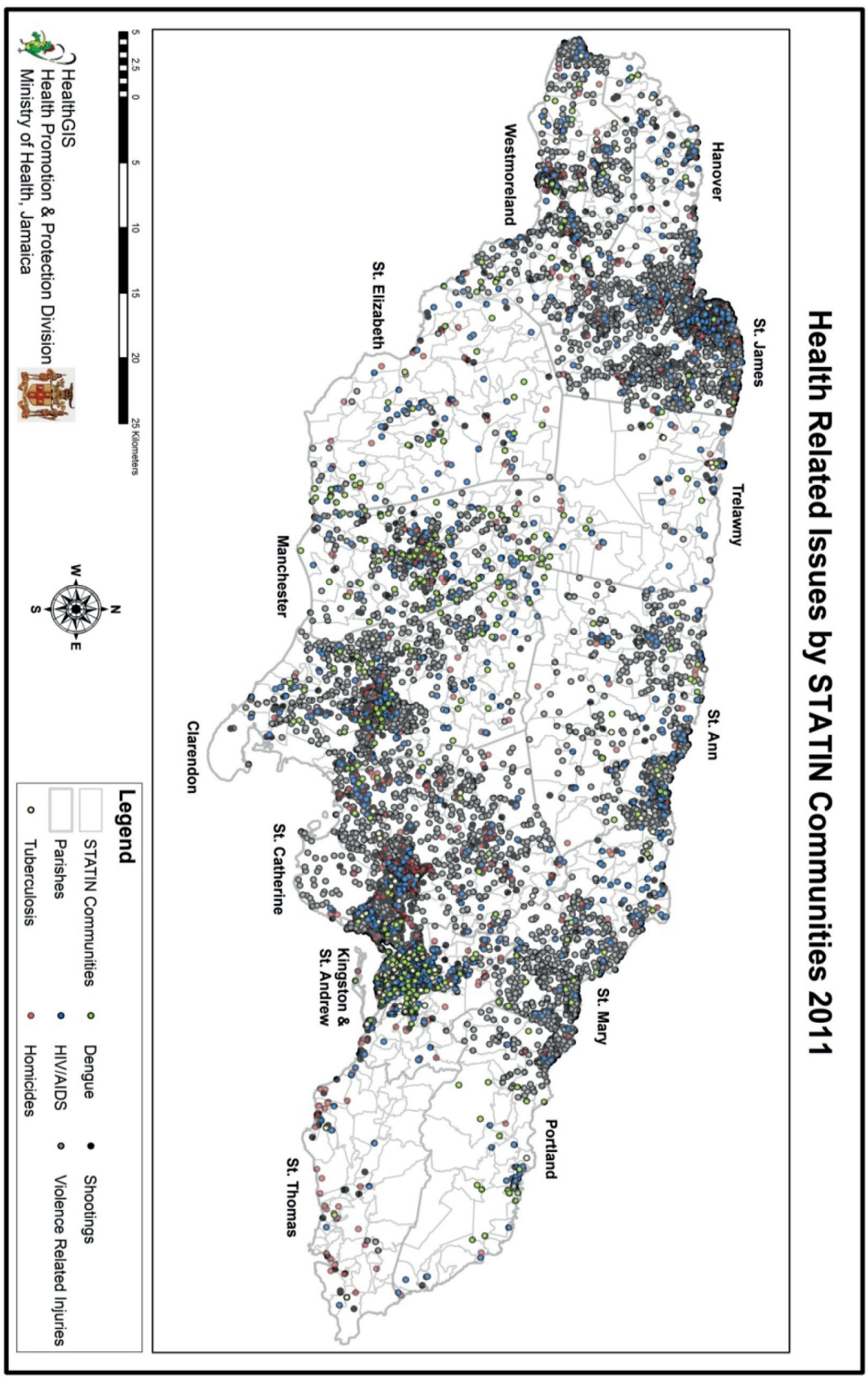
(Operational representation from core MDAs, NGOs, FBO's, Private Sector, IDP's)

UFC – Secretariat  
Provision of reports and management of Action Items; Secretarial support for meetings

Programme Execution Unit-CSJP  
Provision of reports and management of relevant Action Items

Communication Advisory Committee (UFC) –  
Advise on Communication Strategies to be employed and review overall plan  
(GOJ Communications Managers from the POC Ministries, representatives of the media, creative industries, telecommunications and private sector foundations)

# Health Related Issues by STATIN Communities 2011



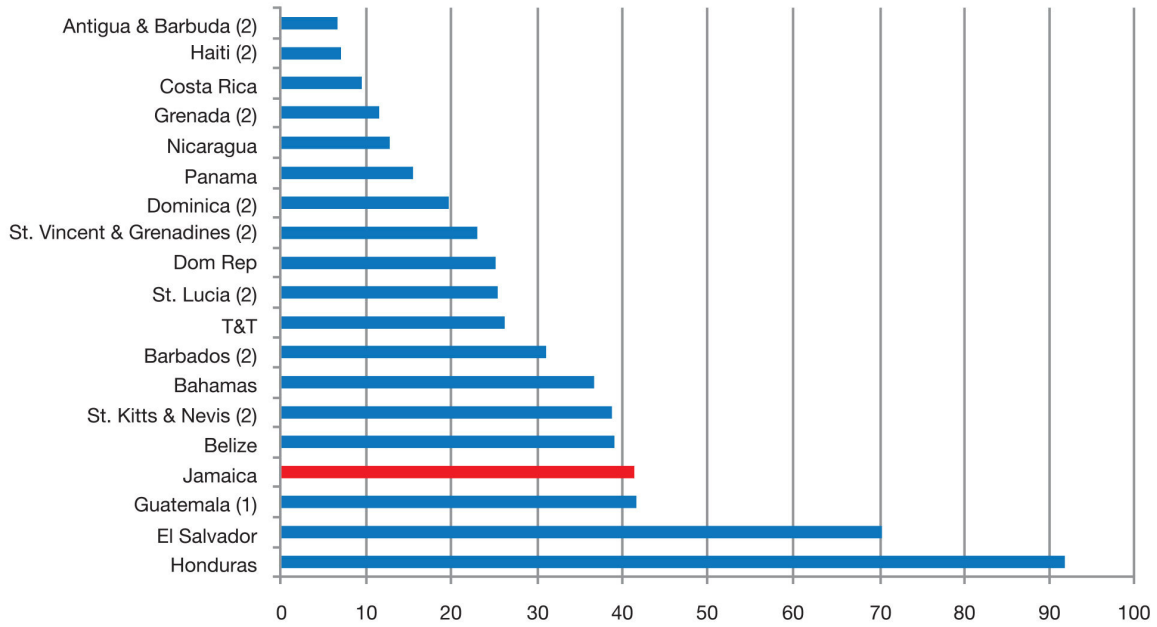
## APPENDIX 2



APPENDIX 3

Graph of Homicide rate per country

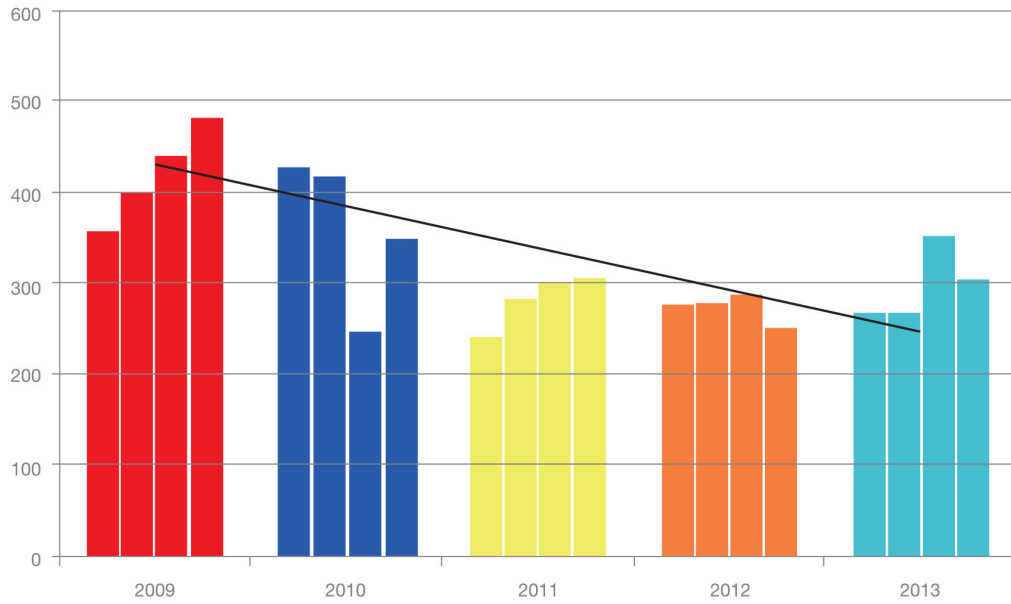
### CARIBBEAN BASIN: HOMICIDE RATES PER 100,000 COMPARED



\*The Caribbean and Latin American Region has the highest homicide rate in the world

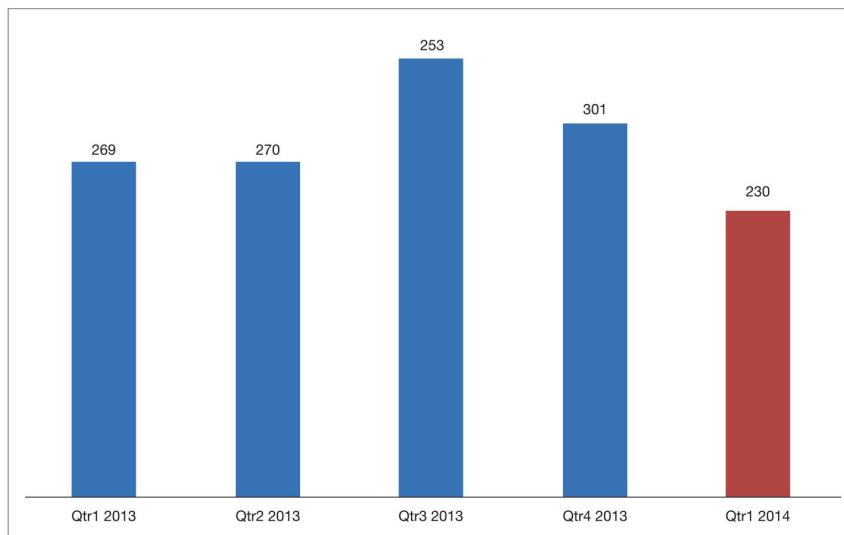
**APPENDIX 3** Murder rate over the last 5 Years

**QUARTERLY COMPARISON (2009-2013)**



**APPENDIX 3** Murder rate over the last 5 Years

**QUARTERLY MURDER COMPARISON (2009-2013)**



APPENDIX 7 'Alive' Print Advertisement



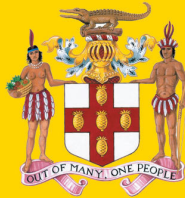
**“When I grow up,  
I want to be...  
Alive!”**

Let's unite to create  
peaceful communities

Call **119** or **Crime Stop (311)**  
to report crime



A message from the Ministry of National Security



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MINISTRY PAPER NO. \_\_\_\_/2014

ACHIEVEMENTS AND  
PLANS OF THE MINISTRY  
OF NATIONAL SECURITY  
2014/15

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## 1.0 OBJECTIVE

- 1.1 The purpose of this presentation is to update Parliament on the achievements, challenges and proposed activities of the Ministry of National Security, pertinent to achieving the mandate of national safety and security and in relation to assisting with the realization of Vision 2030 “*Jamaica, the place of choice to live, work, raise families and do business*”.

## 2.0 BACKGROUND

- 2.1 The Ministry of National Security is charged with the mandate of:
- Creating an environment of safety and security for our citizens;
  - Protecting our borders – the maritime and territorial space;
  - Preventing the trafficking of persons, narcotics and other contraband;
  - Regulating the use of firearms; and
  - Managing the correctional system

## 3.0 ACHIEVEMENTS OF PROGRAMMES/PROJECTS OF THE MINISTRY OF NATIONAL SECURITY

### 3.1 Protective Security Achievements

- 3.1.1 As part of an overarching Small Arms Control Strategy, the Ministry has been involved in several activities such as the:

- Destruction of firearms and ammunition in order to prevent diversion of same into the illicit arms trade. As a result, as at March 31, 2014, the Ministry **destroyed eight hundred and forty (840) obsolete/unserviceable/recovered firearms and two hundred and eighty-one thousand, eight hundred and eighty nine (281,889) rounds of expired ammunition that were in the custody of the security forces.**
- We are also engaged in the coordination and oversight of the implementation of a national marking project seeking to bring Jamaica in compliance with international obligations as well as to improve the traceability of small arms passing through our borders for use by the security forces (state-owned) and private citizens. This project is intended to improve the investigative capabilities of law enforcement agencies to trace firearms used illegally.
- This initiative is as a result of a partnership between the Government of Jamaica/ Ministry of National Security and the Organization of American States (OAS). The OAS has donated two dotpeen markers for the marking of at least 200 firearms per month and the provision of technical expertise and support for the duration of the marking exercise. A similar exercise will be conducted by the Firearm Licensing Authority (FLA) to mark privately owned firearms. The revised Firearm Act will make provision(s) for the mandatory marking of firearms.
- This project is an ongoing activity until all firearms in the custody of the state, as well as the private citizenry are all marked.

- The Ministry has also been engaged in the Amendment to the Firearms Act to allow for an increase in fees/duties collection which would translate into greater resources needed to improve the FLA's/Ministry's regulatory capacity to enhance existing small arms control strategies seeking to mitigate the threat of diversion, corruption etc. through the responsible, efficient and transparent discharge of the Authority's mandate as required under the Act. In addition, the Ministry is currently proposing amendments to the said Act to assist in the reduction of violent crimes, the dismantling of organised criminal networks and the restoration of peace and public order by reducing the availability of illegal firearms in Jamaica. The review and subsequent amendments to the Firearms Legislation will also assist Jamaica in respect of compliance with international obligations as well as address concerns, which hinder the operations of law enforcement and the FLA.
- The Security Identification Card System (HSICS) was launched in April 2013 to replace the outdated, cumbersome licensing booklet. Since its inception, approximately 18,500 or 58% firearm holders transitioned from firearm booklet to the card as at January 2014.

3.1.2 As a part of a wider Anti-Corruption Strategy being conducted by the Government of Jamaica, the Ministry developed a Personnel Security Vetting Policy, which was approved by Cabinet in May 2013. This Policy serves to minimize the inherent risk to government assets, increase the integrity of government institutions by ensuring integrity and probity of Public Servants, as well as change the negative perception, both locally and internationally, regarding high levels of corruption which are perceived to characterize the Public Service. This policy mandates that all Public Officers be subjected to different levels of screening to determine their suitability to be employed/contracted to certain posts within the public sector. A Steering Committee has been established within the Ministry to implement this policy.

### **3.2. CURRENTLY**

3.2.1. The Ministry is reviewing the Private Security Regulations Authority Act to recommend amendments in order to strengthen the authority of the Private Security Regulations Authority (PSRA) to improve compliance of Private Security Companies/Guards within the said industry; and

3.2.2. We are in an advanced stage of developing a Less-lethal Weapons Policy as part of the strategy to transform the public's perception of professionalism within the Jamaica Constabulary Force (JCF) and to reduce the incidence of fatal encounters between citizens and members of the security forces. This policy will seek to increase the number of options available to the security forces when confronted with situations which may not necessarily require the use of deadly force as well as provide an available option of self defence to the general citizenry who are not interested in a lethal option for their defence. This Policy, upon approval, will also help to appease several local and international human rights groups who have expressed concerns about the high incidences of the use of excessive force by members of the Police Force over the last decade.

### **3.3 PROPOSED/FUTURE ACTIVITIES**

3.3.1. The Ministry is contemplating an increase in fees currently being charged by the PSRA in order to improve the Authority's capacity and capability to better regulate the industry as well as to bring the levels of service offered by all stakeholders up to international standards.

#### **4.0 THE INTERNATIONAL SECURITY RELATIONS UNIT'S ACHIEVEMENTS**

4.1 In July 2013, a delegation from the Ministry visited Havana, Cuba and discussed opportunities for closer collaboration between both countries on law enforcement.

4.2 The Police and Maritime Cooperation Agreements were reviewed and are to be renewed for an additional three (3) years between the Forces of both states. Various amendments have been concluded and the Agreements will be signed by the second quarter of this fiscal year.

4.3 There is also the proposed signing of an MoU on illicit drug trafficking with the Russian Federation in collaboration with MFA&FT. A response is being awaited from the Russians to proceed.

4.4 The objective is to conclude similar MoU's and operational agreements with other regional and international partners, namely Haiti, Dominican Republic and The Bahamas in order to tackle transnational organised crime, specifically related to firearms and drug and human trafficking.

#### **4.2 PROPOSED**

4.5.1 Continued collaboration with the Republic of Colombia to strengthen law enforcement (operational collaboration) in maritime and air defenses against transnational criminal activity. To this end, meeting with Colombian Military and Police Forces, as well as counterparts from the Colombian Ministry of the Interior, with local Forces at JDF in December 2013, was a resounding success.

4.5.2 Continued collaboration with CBSI and CARICOM partners to strengthen regional collaboration in tackling the criminal elements operating within the Caribbean Sea and airspace.

4.5.3 Continued collaboration with the MFA&FT on completing Human Rights questionnaires and reports to the UN and IACHR to ensure Jamaica's obligations to both human rights bodies are adhered to.

#### **5.0 MODERNIZATION INITIATIVES AND STRATEGIC PROJECTS DIVISION**

##### **5.1 Achievements**

5.1.1 **Upgrade of Automated Palm and Fingerprint Information System (APFIS):** Cabinet approved the expansion and upgrade of the Automated Palm and Fingerprint Identification System at a cost of US\$2.5M. The system will:

5.1.2 Provide the capacity for the utilization of more advanced technology in criminal

investigations;

- 5.1.3 Allow for the creation of an exponentially larger database for the storage and retrieval of palm and fingerprints. With the expansion, the capacity of the database will increase from between 67% for some items to over 1,500% for others. For Ten Prints, the capacity of the database will move from 1.2m to 2m, a 67% increase, while for Palm Prints, the capacity will move from 120,000 to 2-million, an increase of over 1,500%.
- 5.1.4 Increase effectiveness and efficiency in providing police records for the public (individuals, employers, *et al*), and for work permit applications; and
- 5.1.5 Increase effectiveness and efficiency in providing the Court with evidentiary material.

## **5.2 The impact of this expansion includes:**

- 5.2.1 The positioning of the Criminals Records Office to provide support to law enforcement and the criminal justice system well into the future.
- 5.2.2 Increased support for the growing Farm Work Programme. Every Farm Worker must produce a Police Record and with the increasing numbers of workers, a small database would run out of space in a short time.
- 5.2.3 Increased support for the Business Process Outsourcing Industry. Each worker employed in the Call Centres must produce a Police Record and the growth of that industry will require a robust database.

This expansion will commence shortly, as the vendor is completing the manufacture of hardware and software and the upgraded database is expected to come on stream by the end of the second quarter of this 14/15 Financial Year

## **5.2 Upgrade of the Police Mobile Radio System**

- 5.2.1 Cabinet has approved the upgrade of the Mobile Radio system used by the JCF. The cost of the expansion will be spread over three financial years, with the first payment having been made in 2013/14.
  - 5.2.2 The new system will move the JCF to a fully digital platform. The new system will also add to the JCF's crime fighting capability through more secure and faster means of communication. Equipment is being cleared and the first phase of the upgrade will commence in the first quarter of 2014/15.
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add to the JCF's crime fighting capability through more secure and faster means of communication. Equipment is being cleared and the first phase of the upgrade will commence in the first quarter of 2014/15.

#### 5.4 **Expansion of CCTV Coverage**

5.4.1 The Ministry of National Security, in partnership with the Tourism Enhancement Fund, and the support of various Chambers of Commerce, has been installing CCTV systems across a number of towns. Having implemented systems in May Pen and Mandeville a few years ago, the Ministry commissioned a 19-camera system in Montego Bay in the September 2013. Through collaboration with the Montego Bay Chamber of Commerce, that system is to be further expanded. A 23-camera system is being installed in Ocho Rios and this system will be completed by the end of the second quarter of the 2014/15 Financial Year.

5.4.2 This roll out of CCTVs forms part of a wider integrated process of building a National Public Safety Network. The establishment of this Network involves collaboration among a number of ministries including the Ministry of Transport, Works and Housing. The Ministry of Transport Works and Housing has already installed cameras in various locations in Kingston and St. Catherine and strategies are being implemented to ensure best value for money, through collaboration among various state agencies. These cameras will aid in the prevention and detection of criminal activity and is a vital component of the Government's thrust to create safer communities

5.4.3 The systems in Kingston and Spanish Town will be expanded and new systems installed in at least two other major towns.

#### 5.5 **Projects to Be Pursued During the 2014/2015 Financial Year**

5.5.1 New Correctional Facility

5.5.2 The business case for the new correctional facility is being prepared and will be completed by the end of May. The MNS has identified lands, which it deems suitable for the construction of the new facility to replace the major correctional institutions - the Tower Street Adult Correctional Centre and the St. Catherine Adult Correctional Centre, both of which have outlived their useful lives. Both are centuries old and are experiencing levels of occupancy well above their capacity – in the case of Tower Street 200% occupancy and St. Catherine 150%. The business case will advise on various funding approaches, with the intent that the cost of constructing this facility will not adversely affect Jamaica's current agreements with the international lending agencies.

5.5.3 The business case will also examine options for reducing the prisoner population through a more efficient parole system as well as greater utilization of facilities that consistently experience occupancy levels below their capacity.

5.5.4 A full submission is to be made to Cabinet by the end of the second quarter of 2014/15 and it is hoped that work will begin within another eighteen months.

## 5.6 **Incorporation of the ISCF into the JCF**

5.6.1 The Ministry has commenced the process of a formal incorporation of the ISCF into the JCF. There has been an 85% acceptance of re-assignment by members of the SCFA (which represents rank and file members), and there has been a 100% take-up by the Officers of the ISCF. It will be recalled that the recommendation to merge the two Forces has been made by at least five different and independent studies.

5.6.2 The merging of the Forces will have a number of benefits, including:

- Greater numbers of policemen and women involved in actual policing.
- The creation of a single command and communication structure
- The elimination of duplications in administrative activities
- Cost savings through rationalization of overheads related to property rental, communications and various support services.

## 5.7 **Merger of the Forensic Science Laboratory with the Legal Medicine Unit (LMU)**

5.7.1 The Cabinet Submission for the formal merger of the two entities will be tabled in the first quarter of the 2014/15 Financial Year. It is proposed that the new entity will be named the *"Institute of Forensic Science and Legal Medicine"*. It is to be noted that the two entities have already functionally merged with the LMU, functioning as the Department of Pathology.

5.7.2 The operational efficiencies being realized from the de facto merger will be increased with the formal merger. As a result of the merger, there will be a gradual replacement of police personnel with civilian staff as well as the removal of the entity from being a unit of the Jamaica Constabulary Force.

## 5.8 **Traffic Ticketing System**

5.8.1 The Ministry of National Security is working closely with the Ministries of Finance and Planning; Transport, Works and Housing; and Justice, and in collaboration with e-Gov Jamaica, to design a new end-to-end Traffic Ticketing system. This new system which will build on the gains of the system that was introduced in September 2010 will reduce the loop holes in the current system that allow for motorists with unpaid tickets to continue doing business with the Government. The new system will also benefit from amendments to the Road Traffic Act, which will, among other things, give motorists a slightly longer time than currently obtains, to settle tickets at the Tax Office as well as more options for paying traffic fines.

5.8.2 It is expected that the revised proposal from e-Gov will be signed off during the first quarter of the 2014/15 Fiscal Year and a time-table for design, development and implementation agreed.

## 6.0 **MAJOR PROJECTS ACHIEVEMENTS (CORPORATE SERVICES)**

6.1 During the period April 1, 2013 to March 31, 2014, the Procurement Unit was able to achieve the following:

## 6.2 Procurement of Motor Vehicles

6.2.1 An initial amount of 143 vehicles were procured and delivered to the Jamaica Constabulary Force (JCF). The vehicles were purchased at a cost of approximately \$331 mil and are as follows:

- o Fifty two (52) Double Cab Pickups
- o Two (2) 15-Seater Buses
- o Six (6) Small SUVs
- o Seventy (70) Patrol Cars
- o Thirteen (13) large Motorcycles

## 6.3 Other Vehicles Purchased During the Period

6.3.1 The Tourism Enhancement Fund (TEF) provided grant funding in the amount of \$45.7 mil to facilitate the purchase of the following additional vehicles for the JCF as it seeks to fulfill its mandate of monitoring and enforcing the law in the resort areas. All the vehicles have been delivered except for the motorcycles, which will be delivered by late May to early June 2014.

- o Ten (10) Double Cab Pickups
- o One (1), 15-Seater Bus
- o Four (4) Patrol Cars
- o Six (6) Motorcycles (to be delivered by May-June 2014)

6.3.2 Subsequent to discussions with the Police with respect to the need for Patrol Vehicles for the highway, the Board of the National Road Operating & Construction Company (NROCC) agreed to assist through the provision of \$10.4 mil for the purchase of the following vehicles, which were delivered to the JCF:

- o Two (2) Double Cab Pickups
- o Two (2) Patrol Cars

6.3.3 A total of 168 vehicles at a cost of approximately \$397 mil was procured during the period.

6.3.4 Two Hundred and Sixty (260) properties have been managed by the Unit, 179 police stations and 81 other facilities.

Over the past financial year 2013 – 2014, a section of the Darliston Post Office was refurbished for relocation of the Darliston Police Station to the sum of \$1,080,000.00. Other Projects included:

- Renovation of Tivoli Police Post, Kingston - \$12,422,808.41
- Renovation of barracks at the Spanish Town Police Station, St. Catherine - \$20,471,860.41
- Renovation of the lock-up at the Hunts Bay Police Station, St. Andrew - \$6,815,361.00
- Electrical Upgrade of the Staff College, Twickenham Park, St. Catherine - \$3,531,170.64
- Tiling of the 4th Floor, Ministry National Security, St. Andrew - \$7,373,707.56

#### 6.4 **Current projects are as follows:**

- Renovation of Lock-up, Central Police Station, Kingston - \$11,862,150.00 (15% complete)
- Repairs to Annotto Bay Police Station, St. Mary - \$8,965,090.00 (85% complete)
- Modifications to Dining Hall, Caribbean Search Centre, Twickenham Park, St. Catherine - \$5,600,000.00 (60% complete)
- Electrical Upgrade, Mandeville Police Station & Area 3 Headquarters, Manchester - \$1,723,915.50 (98% complete)

#### 6.5 **Projects to Be Pursued During the 2014/2015 Financial Year**

##### 6.5.1 Motor Vehicles

- The JCF is seeking to purchase 400 motorcycles at an estimated cost of US \$ 2.5 mil for the 2014/2015 fiscal year. This is in an effort to augment the resources dedicated to community policing with a view to equip each police station with a minimum of two patrol teams to enable detailed systematic patrols of all communities.
- According to the JCF, these motorcycle patrols present a low cost opportunity for significant increased police patrol and presence in the short-term.

#### 6.6 **Government Forensic Laboratory**

6.6.1 The Jamaica Defence Force (JDF) was tasked with designing and constructing a secure storage facility at the Government Forensic Laboratory at 2 ½ Hope Boulevard.

6.6.2 The project consists of the construction of a single storey reinforced concrete facility that will comprise ten (10) secure storerooms. The total area of the new construction is approximately six hundred and eleven square metres (611 m<sup>2</sup>) and is designed to alleviate the chronic storage issues currently facing the Lab.

6.6.3 The project is estimated to cost J\$170 mil if undertaken by private contractors and J\$92 mil if undertaken by the JDF. The Government of Jamaica (GoJ) is required to spend \$30 mil and the rest funded by the European Union (EU). However, the GoJ allocation was slashed by \$10 mil towards the end of the 2013/2014 financial year.

6.6.4 The Ministry of National Security is currently carrying out the procurement of construction material; equipment and other goods and services for this project. Twenty million (\$20 mil) has been spent so far to acquire the following:

- Shipping Container (for storage)
- One (1), 5-Ton Truck
- One (1) Hydraulic Backhoe (50% paid)
- Construction Material
- Ready-Mix Concrete
- Reinforcement Steel
- Personal Protective Equipment
- Termite Treatment



- 6.7 Renovations
- Renovation of Facilities (Dormitory, Office and Classroom Blocks), Jamaica Police Academy, Twickenham Park, St. Catherine - \$100,000,000.00.
  - Renovation of Lock-up, Spanish Town Police Station, St. Catherine - \$10,000,000.00.
  - Renovation of Lock-up, Phase 1, Greater Portmore Police Station, St. Catherine - \$11,500,000.00.
  - Renovation of Lock-up, Savanna-La-Mar Divisional H.Q., Westmoreland \$15,000,000.00.
  - Renovation of Lock-up, Freeport Divisional H.Q., St. James - \$25,000,000.00.
  - Renovation of Lock-up, Denham Town Police Station, Kingston - \$12,000,000.00.
- 6.8 Maintenance and repair work was a major activity over the period. Emergency works were carried out at police stations and other facilities island-wide as follows:
- Electrical upgrades and repair – approximately 27 stations/quarter
  - Plumbing and sewage work – approximately 46 stations/quarter
  - Air conditioning works – approximately 64 stations/quarter
- 6.9 As of April 2014, the maintenance budget was transferred to the JCF along with responsibility for routine maintenance of Police Stations.

## 7.0 CRIME PREVENTION & COMMUNITY SAFETY

### 7.1 Violence Prevention

7.1.1 During the year, the MNS placed significantly increased attention on strengthening crime and violence prevention as a distinct plank in our overall crime fighting strategy. The other plank being improved crime control actions by the security forces.

7.1.2 Commencing with the need for a clear strategy – we made a submission to Cabinet in October 2013 and got approval for the implementation of a revised National Crime Prevention and Community Safety Strategy. This Strategy recognizes that there are clear risk factors for crime and violence that impact, in particular our youth – much of which develop outside of the realm of the MNS and law enforcement, but which, if they are not addressed will result in increased criminality and violence.

### 7.2 Unite for Change

7.2.1 Following the adoption of the Strategy, the GoJ, through the Ministry of National Security launched the Unite for Change Campaign. The intention is to generate a multi-sectoral approach towards crime prevention and in creating a more safe, gentle and caring society. A major emphasis has been shifting cultural norms away from values that make us highly tolerant of violence. *(Ministry Paper on Unite For Change tabled in Parliament May 13, 2014)*

### 7.3 **Rehabilitation & Reintegration**

7.3.1 Critical to crime prevention efforts, the Ministry has continued to implement and build out specific programmes that support this Strategy.

In partnership, primarily with the British High Commission, the Ministry has strengthened rehabilitation programmes within the correctional institutions; continued its programme of reintegration for deported migrants – by providing short and medium term accommodation, counseling as well as introduction to possible livelihoods and have significantly increased the capacities of the JCF to monitor high risk, deported persons.

### 7.4 **Citizen Security and Justice Programme (CSJP)**

- In regards to targeted social development efforts, the Ministry through the Citizen Security and Justice Programme continues to support programmes targeting youth at risk in eight parishes and in fifty communities. The CSJP has focused on the development of life skills, remedial education, technical skills development and the provision of opportunities for employment and further education.
- A recent evaluation of the programme indicates that the CSJP II has met and, in many cases, exceeded performance targets. Among the achievements are: (a) approximately 2659 persons benefited from Educational, life skills and parenting programmes delivered by NGOs, compared with 2250 targeted; 1241 at risk youth receive vocational skills training compared with 720 targeted; 222 as opposed to 200 targeted students received pre-vocational training; 2516 students benefited from tuition support compared with 400 projected.”
- Of particular note, are the 450 at risk youth who have participated in and graduated from the MNS/JDF on the Job Training in construction skills. A number of these young men have had positive life changing experiences as a result. Some have joined the JDF, some have found jobs overseas and locally, and others have been motivated to return to school to further upgrade their skills and qualifications.

### 7.5 **Peace Management Initiative (PMI)**

7.5.1 The Peace Management Initiative continues to be active as an efficient first responder to acts of community violence. The PMI has been particularly helpful in moderating long-standing conflicts in the communities of Majesty Gardens, Hanna Town, Rose Town and Trench Town in Kingston and the Canterbury and Granville communities in St. James.

### 7.6 **Projects to Be Pursued During the 2014/2015 Financial Year**

#### 7.6.1 **Unite for Change Communication**

- Continue with the communications campaign with a forum to be held on the Western end of the island. The forum will guide participants on how to become an active partner in the Unite for Change movement.
- An application will be launched in the first quarter of this Fiscal Year that will allow citizens with an android smart phone to be able to report a crime

or send intelligence information anonymously. It will also have alerts from the police, similar to the Ananda alert, as well as relevant updates to new laws passed. It will also give the option of having a panic button, without anonymity.

- The continued roll out of the advertising campaign to support the change in social norms. These messages will be formulated with the members of a Communications Advisory Group to ensure congruence across all similar campaigns across government.
- The engagement process will continue in the first quarter of the Fiscal Year and will include: Members of this Honourable House; elected members of Local Government and Senators. The elected members of the political directorate are a critical part of the process as the country cannot effect such a change without this group as it is their mandate as elected representatives to guide the country's development; Team members across all POC Ministries; Wider Community and Programme Engagement
- This engagement will be bolstered by the training of fifty (50) Volunteers as Unite for Change Ambassadors including some Communications Managers from MDA's and Community Members and members of Faith Based Organizations.

### **Coordination**

- Implementation of a Collaboration Portal to give the public access to Unite for Change information and guides
- Finalization of Guides for possible interventions for varied interest Groups. (FBO's, Teachers, Mentors etc.)
- The Development of a Volunteer Bank to allow Programmes or communities to engage volunteers as well as to facilitate volunteers initiating engagement in programmes in their area of interest
- Implementation of a Programme Coordination Database
- Finalization of a Community Action Plan Guide
- A minimum of five Unite for Change Communities activated

### **Measurement**

- Implementation of a Monitoring Framework with all reports agreed by the Steering Committee.

#### **7.6.2 CSJP & Unite for Change**

- The Ministry intends, within the Unite for Change Framework, to significantly improve the focus on youth at risk in the coming period. In addition to improving coordination and targeting of multiple violence prevention social interventions across government, we expect to finalize arrangements with the IDB, DFID and DFATD for a third phase of the CSJP.

- We are quite advanced in our negotiations. We expect this to be the last of the CSJPs. As such, the distinguishing features of CSJPIII will be transitioning of various approaches currently supported by the programme into various MDAs, improved targeting of the programme to those most at risk for violent offending, a strong emphasis on changing social norms that support violence and a much more robust monitoring and evaluation framework.
- While the programme will maintain its focus on a select number of communities – flexibility has been built-in to respond to issues that could lead to significant acts of violence and disruption of the peace emerging in those and other communities.

## 8.0 JAMAICA CONSTABULARY FORCE (JCF)

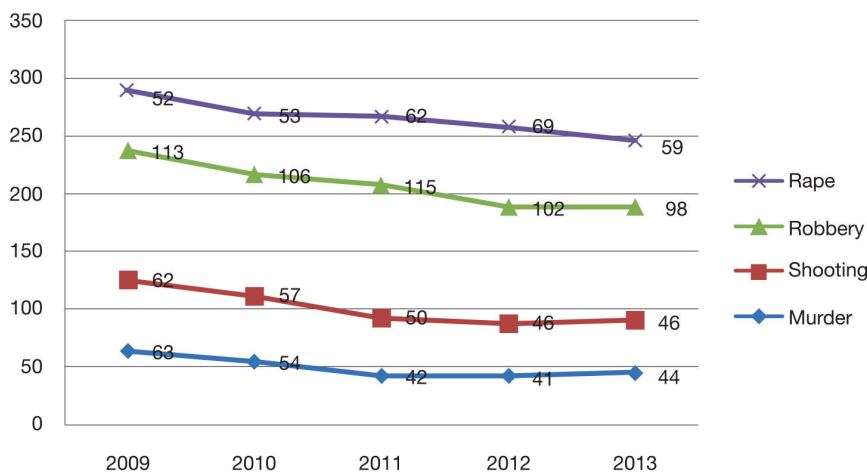
8.1 The Jamaica Constabulary Force (JCF) 2013 status report will be summarized under three headings, namely; (1) Crime and Operations, (2) Recruitment, Training and Development, (3) Force Transformation and Ethics.

### 8.1.1 Crime and Operations

- *Category One Crimes:* Overall Category One crimes for the fiscal year 2013/2014 fell by 11.9% when compared to the 2012/2013 period. There were reductions in most categories for the period under review: Robbery declined by 9.7%, Rape decreased by 8.8%, Aggravated Assault declined by 15.1%, Break-in went down by 19.9% and Larceny declined by 33.0%. The categories of Murder and Shooting experienced slight increases for the period with 6.8% and 0.3% respectively. *Firearm and Ammunition:* Through the success of Operation Resilience, seven hundred and twenty three (723) illegal firearms were recovered, a 16.8% increase, and nine thousand, eight hundred and eighty three (9,883) rounds of ammunition were seized, a 67.8% increase over 2012.
- For the 2013/2014 fiscal period, the murder rate stood at 43 per 100, 000 of population which represents a slight increase over the 40 per 100,000 for the 2012/2013 fiscal year. The rate for Shooting has remained almost stable over the last two fiscal periods at 46 per 100,000 of population. All the other categories experienced reductions year over year: Rape saw its rate move from 65 per 100, 000 in 2012/2013 to 59 per 100,000 in 2013/2014; Aggravated Assaults decreased from 47 per 100,000 to 40 per 100,000; while Robbery decreased from 104 per 100, 000 of population to 93 per 100,000.
- *Category One Crimes (Calendar Year):* Overall Category One crimes for 2013 fell by 15.8% when compared to 2012. There were reductions in all categories in 2013, except for Murder: Shooting decreased by 1%, Robbery declined by 4%, Rape decreased by 14%, Aggravated Assault declined by 12%, Break-in went down by 23% and Larceny declined by 30%. The category of Murder experienced a slight increase of 9% over 2012.
- For 2013, the murder rate stood at 44 per 100, 000 of population, which represents a slight increase over the 41 per 100,000 for 2012. All the other categories experienced reductions year over year: Shooting decreased slightly from 46.1 per 100,000 of population to 45.6 per 100,000; Rape saw its rate moved from 69.1 per 100, 000 in 2012 to 58.8 per 100,000 in 2013; Aggravated

Assaults decreased from 25.0 per 100,000 to 22.1 per 100,000; while Robbery decreased from 102.3 per 100,000 of population to 98.0 per 100,000.

- The chart below depicts the trends in the rates of serious crimes since 2009:



- Firearm and Ammunition:* Seven hundred and twenty-three (723) illegal firearms were recovered for the period. This represents a 16.8% increase over the 2012-2013 fiscal year. Also for the 2013-2014 period, nine thousand, eight hundred and eighty-three (9,883) rounds of ammunition were seized, reflecting a 67.8% increase over the 2012-2013 period.
- Drug Seizure:* The Transnational Crime and Narcotics Division seized approximately one thousand, two hundred and twenty six kilograms (1,226kg) of Cocaine 2013, compared to three hundred and thirty eight kilograms (338kg) in 2012 a 262.5% increase. Thirty thousand, seven hundred and ninety-six kilograms (30,796kg) of Marijuana was also seized.
- MOCA:* Passing of the Law Reform (Fraudulent Transactions) Special Provisions Act of 2013 resulted in over 100 arrests and convictions for offences under the Act and the seizure of over one billion dollars in assets.
- Application of Technology in Criminal Investigation:* Increased usage of Ballistics (IBIS), AFIS, and Digital Forensics resulted in the closure of major cases and the conviction of key players in the criminal underworld. Improved usage of ballistics technology has enabled the ability to tie firearm to different crimes thus strengthening the cases against criminal gangs; Fingerprint matches from the AFIS has also increased, thus enabling stronger cases and eventually more convictions; the use of GPS devices and GIS mapping has enabled more precise mapping of crime hotspots thus enhancing deployment of patrol resources.
- The Force's investigative capacity has also been strengthened through Improvement in CIB training and succession planning through the introduction of the High Potential Detective Training Programme and redeployment of CIB personnel to all geographic police stations.

### 8.1.2 Recruitment, Training and Development

- Seven hundred and eighty-five (785) recruits were trained for the period under review. The Police Staff College and the Training Academy trained over 1500 members in various disciplines. Over seven thousand, nine hundred and eighty-five (7,985) members were trained in the Use of Force and Firearms Policy. This, along with tactical operational planning resulted in an overall decrease in police fatal shootings by 11.5% when compared with the 2012-2013 fiscal period.
- Cabinet has before it, a submission to approve the unification of the different training entities on the training campus. Once approval is given, the National Police College of Jamaica will be formed.

### 8.1.3 Force Transformation and Ethics

- Training and deployment of Compliance Officers backed by improved disciplinary process resulted in encouraging decreases in reports of incivility towards members of the public.
- The Anti-Corruption Branch was commended by both the US State Department and the Global Anti-Corruption Conference in Mexico for its work in improving professionalism. The entrenchment of polygraphing as a permanent vetting tool and the introduction of the Performance Management Assessment System (PMAS) were some other measures taken towards Force transformation.
- *Partnership Strategy*: Stakeholder consultations continues to be a key component of Police planning. The JCF continues to work in partnership with public and private partners, international agencies and the most vulnerable communities; the development of Community Score Cards in association with SDC funded by DFID, police posts funded by housing developers such as WIHCON and the NHT, and a myriad of other training and developmental initiatives made possible with funds provided by the United States Government, the European Union and the British Government.

## 8.2 Projects to Be Pursued During the 2014/2015 Financial Year

- Improvements in police services and efficiencies occasioned by the Force merger.
- The continued downward trend in Category One crimes, by applying the new Anti-gang Law against gangs and organised crime.
- Continuation and expansion of successful strategies employed through Operation Resilience-Counter Gang offensive.
- Continue to exploit technology in Police operations; Body Worn Cameras, GPS installation in Police assets, upgrading of the Cybercrime Unit to a Division, Deployment of High Potential Detectives.
- Training has commenced for the full roll out of Proximity Policing and the promotion of Crime Prevention as a deliberate policing strategy.

- Focus on Public Safety as a Strategic Objective. This is reflected in Force's restructuring and included in work programmes at all levels.
- Roll out of a Transit Police Unit to support safety and order in Public Transport.
- Restructuring the Force to incorporate new portfolio to be designated Border and Vital Infrastructure Security.
- Greater emphasis on protecting the Agriculture Sector through dedicated police resources and more focused work programmes.
- Continuation of alliances with the tourism sector for the appropriate allocation of resources to protect this vital industry
- Continued work with International Partners such as the US, UK, Canada and the EU to enhance capacity building and new professionalism in law enforcement.
- Align all policing initiatives to the Unite for Change Initiative of the Ministry of National Security

## **9.0 PUBLIC AFFAIRS AND COMMUNICATIONS UNIT**

### **9.1 Achievements**

- Launch of Unite for Change movement – December 2013
- Staging of Unite for Change Forum on Youth Violence Prevention – January 2014.

### **9.2 Projects to Be Pursued During the 2014/2015 Financial Year**

- Continue roll out of Unite for Change programme, working together with all stakeholders to achieve programme objectives.
- Work with implementation team overseeing the merger of the JCF and the ISCF.
- • The Ministry will be developing a Communication and Media Strategy, which encompasses the Ministry and its portfolio Departments/Agencies to increase visibility of the Ministry in mainstream media.

## **10.0 BORDER SECURITY**

### **10.1 Establish inspection criteria framework and create an Interagency Task Force to inspect unofficial ports of entry**

- The Ministry of National Security through an Inter-agency Task Force has been able to inspect a number of unofficial ports of entry, which invariably have informal fishing villages and settlements, and has proposed to the Public Order Committee of Cabinet, a series of recommendations to be pursued in the better management of these informal settlements.

### **10.2 Create and Implement Deportation Policy (DP)**

- Up to the year 2013, on average, Jamaica received the highest number of criminal deported persons in the region. Over the period 1996 to 2013, a total of 48,726

persons were deported to Jamaica. In 2013, a total of 2,139 persons were deported, for both criminal and non-criminal offences, to the island. Deportation of women and the minors who accompany them is also a growing concern for us as policy makers given its impact on family life. This high level of attention and activity that the return and reintegration of Jamaicans has been receiving in recent years, has presented the need for the Ministry to develop a policy for the management of the returning and reintegration of Jamaicans and the process of repatriating foreigners from the Island. This policy is in an advanced draft stage and will be tabled before the Public Order Committee of Cabinet in the first quarter of the 2014-2015 financial year.

### 10.3 **Visa Waiver Policies**

- Over the last year, we have been able to support the Ministry of Tourism (MoTE) in its quest to tap into non-traditional tourist markets. This has seen the Ministry of National Security granting visa waivers to 29 countries across Eastern Europe, Asia, and Latin America. This move has started to bear fruits in terms of a 300% increase in visitor arrivals from some of the countries.
- We are mindful of the potential risks related to immigration breaches that we could face with the increased visitor arrivals, but a number of steps have been taken to reduce and transfer some of the risks that were identified. Some of these steps include the pursuance of bilateral agreements on security and technical information sharing with a number of the countries to which the waivers were granted, as well as having a MoU with the MoTE for the provision of resources to bolster the investigative capacity of PICA, so that that Agency may be able to respond to any increased incidence of immigration breaches. There will also be ongoing monitoring of the visa waiver policy and an evaluation after two years to assess the outcomes and impact on security that the policy would have had.

### 10.4 **Jamaica's Recognition of Interpol Travel Documents**

- We have also been able to deepen our security relations with Interpol through the signing of an agreement that will see Jamaica recognizing Interpol travel documents at the ports of entry when used by Interpol officials conducting official business in the Island. Similar protocols will be given to the Jamaican Interpol representative when travelling to other partnering countries under the agreement. This agreement will see Interpol officials being given ease of passage at the ports.

### 10.5 **Introduction and increase of fees for services offered by PICA**

- A number of fees are being proposed for introduction in relation to some immigration services offered by PICA. These fees we hope will be introduced in the next quarter, and will increase the overall revenues to that agency, and further realize the aim of PICA becoming a self-sufficient Executive Agency.

### 10.6 **Amendment to Immigration Legislation**

- The Ministry is also at an advanced state in tabling a submission to Cabinet to bring about amendments to the Immigration Restriction Common Wealth Citizens Act and the Aliens Act to, among other things effect the introduction of



an economic residency programme that grants permanent residency immigration status to valued foreign investors, who have the resources to invest in particular sectors and in particular geographic locations across the Island that would have traditionally not received job creating investments. Like the visa waiver policy, this is part of a thrust to support and facilitate economic development in Jamaica. The submission proposing these legislative amendments to the Immigration laws should be tabled before Cabinet in the first quarter of 2014-2015.

## 11.0 OFFENDER MANAGEMENT DIVISION

### 11.1 Review of the Parole Process

- A new Parole Board was installed in September 2013 and a comparison of the data in relation to grant of parole for 2012/13 and 2013/14 revealed that seventy four (74) persons were granted parole in 2013/14 an increase of 21 persons or 28.4% over 2012/13.

Comparative data on parole cases 2012/13 and 2013/14

Details	Year 2012/13	Year 2013/14	Variance / % change
No. of cases submitted to Parole Board	158	174	+16 or 9.2%
No. of persons granted parole	53	74	+21 or 28.4%
No. of persons refused parole	103	97	-6 or 6.2%
Cases deferred	2	3	+1 or 33.3%
<b>Total</b>	<b>158</b>	<b>174</b>	

- Two exercises were conducted 1) a review of the parole process and 2) a study to determine the effectiveness of parole as a re-integration strategy. Among other things, it was found that the parole process itself was long and inefficient, resulting in constant backlog in the system and dis-incentive for inmates to apply for parole. The average time from application of parole to deliberation by the Board is eighteen (18) months. We plan to reduce this to six (6) months and in this regard we will be using the recommendations contained in the review and study conducted to revamp the parole system through the development of a parole policy, which will require an amendment to the Parole Act of 1978.

### 11.2 Establishment of Boards of Visitors for Juvenile Institutions in the Department of Correctional Services

- Four (4) Boards of Visitors were established in 2013 to provide another level of scrutiny of the operations of the DCS in respect to Hill Top and Rio Cobre Juvenile Correctional Centres, South Camp Juvenile Correctional and Remand Centre and Metcalfe Street Secure Juvenile Centre. Members of the Boards are empowered to visit the juvenile centres to observe and make assessments on the safety and general well being of children in the facilities.

### 11.3 **Separation of Female Juveniles from Adult Women at Fort Augusta Adult Correctional Centre and proposal to Relocate the Women at Fort Augusta Adult Correctional Centre**

- The South Camp facility formerly used to accommodate adult men was renovated, retrofitted and designated a Juvenile Correctional and Remand Centre. The centre has been operational since September 2013 and all female juveniles previously located at Fort Augusta Adult Correctional Centre (FAACC) were transferred to this location. Additionally, the female population at Diamond Crest was also transferred to South Camp and the facility closed.
- The capacity at South Camp is 350 and the juvenile population has been significantly reduced from approximately 90 in 2012 to between 30 – 45 in 2014. The Ministry of National Security is therefore proposing to use South Camp to house the population of 153 (as at 23/4/2014) women offenders at FAACC and to seek a smaller location for the female juvenile population.

## 12.0 **OPERATIONALIZATION OF THE SEX OFFENDER REGISTRY**

12.1 The Department of Correctional Services has just completed the establishment of a data system to facilitate the operations of the Registry. A meeting will be convened by the end of the first quarter to sensitize the stakeholders (the Courts, DCS, JCF) of their roles and responsibilities. The DCS will, through its Regional Offices, monitor the ex-offenders while we seek to obtain additional resources (staffing and computers) to establish offices in twelve (12) parishes connected to the central Registry in the Corporate Area.

## 13.0 **TREATMENT AND CARE OF THE MENTALLY ILL INMATES IN ADULT CORRECTIONAL CENTRES**

- As at the 31st March 2014 there were 106 Unfit to Plead (awaiting trial) inmates in the DCS's Tower Street, St. Catherine and Fort Augusta Adult Correctional Centres.
- The majority of these inmates have been diagnosed as suffering from schizophrenia and persons are being held from as far back as 1960. The DCS does not have the capacity to effectively treat these persons. Additionally the harsh environment within the maximum security facilities has not facilitated their rehabilitation even over the long term.
- Consequently, a programme is being implemented to revert the criminal status of these inmates. This includes the provision of legal representation by the Legal Aid Clinic. A lawyer will be assigned the cases. They will then review, research the matters, put them on the Courts' Agenda and represent the inmates in court. The DCS is to provide current psychiatric reports while the Chief Justice will make special provisions for the matters to be addressed in the Courts.
- Upon disposal of the cases, the inmates will be released to relatives, infirmaries, Non Government Organizations (NGOs) or other non-profit entities such as Father Holung or the Salvation Army. This will be managed through a release programme, co-ordinated by Dr. Walcott from the Community Mental Health Programme (Ministry of Health). Through

the programme, mentally ill persons in the communities are monitored and provided with medication to ensure their stability.

