CONCEPT PAPER
Developing a National Crime Prevention and Community Safety Strategy

BACKGROUND:

The Government of Jamaica has committed to developing an inter-departmental Crime Prevention and Community Safety strategy. This is in recognition of the need for a more integrated multi-stakeholder approach to the safety challenges facing citizens and communities. The MNS Crime Prevention and Community Safety Branch has begun to work with other Ministries, Departments and Agencies to develop this inter-departmental strategy utilizing a participatory and coherent approach that will result in the implementation of policies designed to prevent crime, reduce violence, particularly youth and gang related violence.[1]

The convening of an Inter-agency Committee for Community Safety and Security as proposed by the Ministry of National Security (MNS), is currently under consideration by cabinet to assist in capturing the necessary support from entities (Ministries, Departments, Agencies, Non-Government Organizations (NGO's) and civil society) critical to the process of implementation of the Crime Prevention and Community Safety Strategy. The primary purpose of the Committee is to establish an overarching coordinating mechanism to create, strengthen, harmonize and increase synergy amongst all social intervention programmes in the promotion of peace and security, targeting volatile and vulnerable communities addressing issues affecting development, governance and security through the harmonization of human, budgetary and funding resources.

The development process of the Crime Prevention and Community Safety Strategy is led by the Crime Prevention and Community Safety Branch in the MNS Policy Directorate. A core

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[1] To carry out its mandate effectively the MNS has initiated and partnered with several entities geared at ensuring the safety and security of the Jamaican citizenry, including all initiatives under the MNS have a security and safety focus, from donor funded social intervention programmes to socially-centered programmes operated by the Jamaica Constabulary Force (JCF). These initiatives include the Community Security Initiative (CSI), Citizens Security and Justice Programme (CSJP), Peace Management Initiative (PMI), Jamaica Violence Prevention, Peace and Sustainable Development Programme (JSPD) and the Jamaica Constabulary Force: Community Policing, Neighbourhood Watch and Police Youth Clubs. To support these efforts external partnerships have been established to include: Memorandum of Understanding to be signed between the Ministry of Education (MOE) and the MNS regarding safety in schools and Ministry of Justice (MOJ), temporary justice system Review Task Force.

resource team has been established including members from the JCF, MNS, PIOJ and SDC. This core group will report to the inter-departmental Crime Prevention and Community Safety Committee(CPCSC) that brings together all key MDAs with a role to play in community safety including, inter alia, JCF, MoE, MoH, MoJ, MLSS, MNS, DoLGNTP, NSWMA, NWA, PIOJ, SDC, as well as key community safety programmes and civil society partners. The Core Resource Team will then develop a draft strategy for discussion by the CPCSC. It is envisaged that the strategy should be completed and agreed by the CPCSC by the end of April 2010

An independent assessment commissioned by Government of Jamaica, coordinated by the Planning Institute of Jamaica (PIOJ) through a management committee with membership from the Ministry of National Security, Social Development Commission and the United Nations Development Programme (UNDP) was completed in 2009. The Assessment had a general objective "to determine most effective strategies for promoting community safety and security and identify which approach or combination of approaches indicate the likelihood of achieving intended outcomes and the future implications for future programme development, implementation and harmonization."[2] Together with the subsequent evaluation of CSJPII, and the results of the World Bank funded evaluation of individual and community level programmes in Jamaica, much research has been carried out to inform the key elements of the Crime Prevention and Community Safety Strategy.

EMERGING FRAMEWORK:

The Ministry of National Security is cognizant of the need for a strategic policy framework that recognizes crime and violence as a broader social issue not confined within the parameters of national security, and which requires a strategic response that extends beyond traditional law enforcement methods, and is committed to mobilizing a wide range of government, civil society and community partnerships in responding to these challenges. It acknowledges that a combination of different social interventions is required to have a cumulative effect on reducing criminal activities and violence, and that community policing and enhancing community

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[2] Assessment of Community Security and Transformation Programme in Jamaica, page 13

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governance are foundational elements for the strategy. The emerging Crime Strategy outlines a differentiated and flexible approach to tackling the spectrum of crime and violence and increasing community safety through: crime prevention through social development, situational prevention; enforcement; reducing reoffending; by tackling key risk factors of crime and violence, and the promotion of cohesion. It encompasses short term, mid-term and long term interventions, the latter taking up to10-15 years to yield results.

The emerging strategy builds upon a new way of working on community safety, stemming from ongoing GOJ security efforts (such as PMI, CSJP, JSIF) that have fostered with much closer collaboration between central government and local partners in the setting of priorities and the development of new security policies and initiatives. Many of these agencies and programmes work together as local partnerships on a range of matters such as literacy and education, children's issues, youth employment, and urbanization issues as well as policing, crime, and anti-social behaviour. This has enabled them to bring holistic approaches to local problems and deliver what is important to local people, and more closely align service delivery with community needs.

The framework informing the Crime Prevention and Safety Strategy will define roles and responsibilities of different GOJ actors over time, will focus on sustainability and placing interventions and communities along a developmental continuum, recognizing that it is not a linear process.

1. **Creating Safety and Brokering the peace** (E.g. Mediation and counselling, brokering peace agreement)
2. **Assessing and understanding violence and crime** (E.g. Development of community safety plans as common frameworks for local and national coordination in volatile and vulnerable communities).
3. **Building the Peace.** (E.g. Development of community safety plans as common frameworks for local and national coordination in volatile and vulnerable communities, carrying out activities that strengthen CDCs, community policing, targeted crime prevention through social development programmes, CPTED, community justice centres)
4. **Securing Justice and Development** (E.g. Handover needed from special programmes to core GoJ MDAs, strengthened CDCs vital to holding service providers accountable.

The Objectives of the Crime Prevention and Community Safety Strategy are as follows:

- Develop a comprehensive and cohesive policy framework to enable the government to address crime prevention and community safety, including gang violence, in a coordinated fashion that efficiently utilizes the resources of all government agencies and civil society partners and serves to mobilize for external support;
- Agree on a harmonized set of objectives to guide community safety and social interventions aimed at reducing and preventing crime and violence; with a particular focus on youth.
- Promote a shared understanding and a common vision among stakeholders that serves to mobilize the society;
- Empower communities to develop and implement community-based solutions that contribute to reduction in crime and violent victimization, and which will enhance community safety;
- Promote Crime Prevention and Community Safety within the broad framework of National Security policies;
- Assign clear roles and responsibilities to different programmes and agencies based on their comparative advantages;
- Agree on a coordinating inter-departmental mechanism to oversee the implementation of the community safety strategy and ensure the engagement of all relevant MDAs;
- Agree on an implementation plan for the strategy
- Establish an evaluation framework for community safety within the overall monitoring and evaluation framework of the Ministry of National Security and the security sector reform process.

THE EMERGING PRIORITY AREAS OF THE STRATEGY ARE:

- **Tackling Serious crime.** The most harmful crimes are undeniably those in which people are killed, seriously injured and/or seriously psychologically harmed. Protecting the public begins with tackling these most serious offences. Given the nature of these crimes,

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although specific local challenges will vary, communities can be expected to prioritize prevention, intervention and enforcement efforts to tackle serious violence.

- **Addressing fear of crime**
- **Protecting vulnerable groups.** Crimes are not randomly distributed among the population. The probability of committing and or being a victim of crime differs according to gender and age. The propensity to offend (and to be victimized) is much higher among the youngest segments of the population. Youth ages 15-24 are the largest subgroup of perpetrators and primary victims of violent crimes, and males in this cohort perpetrate approximately 98% of major crimes in Jamaica. These offenders tend to share characteristics such as early onset of delinquency and an accumulation of risk factors. Distinguishing the levels of risk that children and youth face is necessary to formulate the most appropriate crime and violence prevention policies and to target programs to community youth. In terms of geography, studies show that offences reported to police departments tend to be concentrated in certain hot spots, which vary by city, and that this concentration varies by age group. Given the nature of this distribution, although specific local experiences will vary, communities and providers need to tailor prevention activities for the following type of children and youth in their communities: 1) young people who face risk factors in their lives but who have not yet engaged in risky behaviour (for example, those living in disadvantaged situations who are at risk of dropping out of school or of being unemployed, 2) young people who engage in risky behaviour but have not yet suffered severe negative consequences (for example, youth who are often absent from school but have not yet dropped out, youth who are involved in delinquent activities but have not yet been arrested, and 3) young people who are experiencing severe negative consequences as a result of risky behaviour (for example, youth who have dropped out of school, youth who have joined violent youth gangs, youth who are incarcerated.
- **Addressing the supply, possession and use of guns**
- **Improving delivery of social services.** Working closely with community governance structures to ensure that local mechanisms for engaging the community in the governance of local crime and violence prevention strategies are strengthened to ensure to improve delivery of service at the micro level, working closely with the police on the

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delivery of neighbourhood policing as a key mechanism for understanding the priorities of the community and for responding to local concerns; encouraging the integration of neighbourhood management with neighbourhood policing to ensure a joined-up response to local concerns; developing partnerships, such as Safe Schools, HEART to deliver solutions in response to specific issues, as appropriate.

- **Improving partnerships and inter-departmental coordination.** Inclusive of the establishment of an inter-departmental Crime Prevention and Community Safety committee to specially to address the issue of duplication of efforts, as well as, introduce new legislation or administrative regulations to mandate the prioritization of community safety across all MDA's.

- **Reducing re-offending.** At the heart of the Government's vision to bring about this change is a package of reform, using end-to-end case management for offenders, commissioning the most effective interventions to best support the management and rehabilitation of offenders including broadening the range of violence prevention and parenting programmes in custodial settings encouraging providers to innovate to improve the effectiveness of these interventions, and facilitate community re-integration..

- **Increasing access to Justice** (Community Justice Tribunals)

- **Building more cohesive, empowered and active communities.** Local people and communities will lead change and will be given the confidence, skills and power to influence what public bodies do for them. Local governance structures will be strengthened so that they can actively participate in assessing the overall community safety and associated challenges faced by their community, town or neighbourhood, setting priorities and in developing sustainable solutions and a shared vision, working with SDC partners and other GOJ ministries and departments to support the implementation. The development of a standardized Community Safety Profiles and Action Plan, led by SDC that incorporates key elements such as victimization survey data, crime and violence related injury data disaggregated by community, youth profiles, along with a socio-demographic profile of the community. These profiles and action plans will be the foundation for community security activities and funding.

- **Increasing timely and reliable information on crime and violence and its prevention**
  The development and evaluation of national and local security policies requires accurate

and timely data for policy formulation. Key elements include: 1) the development of a national crime observatory as an information hub and national resource, scaling up the ICVIS under development with JSIF funds, 2) the development of a basic set of common indicators to monitor and measure the impact of the spectrum of community security interventions, 3) the establishment of a baseline against which to measure progress, 4) reviewing data collection practices to enable the harmonisation of data.

DEFINING COMMUNITY SAFETY

Community safety is seen as creating and maintaining communities that are free from crime and free from fear of crime, freedom of movement, equality distribution of social resources, social inclusion and social cohesion.

The strategy aims to develop key elements that define a safe community which include:
- Road Safety is practised
- Safe Places for children to play
- Economically viable environment
- Free from Crime
- Free from fear of crime
- Freedom of movement
- Where Government Ministries, Departments and Agencies work in partnership for the equitable delivery of services.
- Served by formal and accountable local governance.

THE THREE PILLARS/ FOUNDATIONAL APPROACHES OF THE STRATEGY:

1. Physical and Social Crime Prevention. Crime Prevention through Social Development (CPSD) addresses the social factors which underlie crime and violence and building in anti-violence strategies. CPSD activities support the family, school and community experiences of the disadvantaged and focus more closely on those most at risk of becoming violent and delinquent, and being victimized, addressing the upbringing, school, employment and community experiences that differentiate higher risk individuals. Physical or situational Prevention. Seeks to reduce the opportunities for crime: they increase the risks to the offender, and minimize the benefits of the offence. (E.g.: improved lighting in public places, gun registry, alcohol sales regulation)

2. **Investigation, Detection and Prosecution** – the work of the police, prosecution, courts, and corrections to investigate, detect, prosecute and convict. This includes new approaches such as community policing and Community Justice Tribunals.

3. **Reducing Re-offending.** Includes rehabilitation and repeat victimisation strategies, providing greater synergy in services for offenders, and the achievement of effective community reintegration.

The strategy proposes a transversal approach across the four pillars: Tackling individual, family, peer, and community risk factors,[3] and promoting community collective efficacy.

CONSULTATION QUESTION GUIDE

Name/organization/affiliation

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[3] Risk factors refer to characteristics that increase the likelihood of an individual committing a crime. Such risk factors can apply to individuals and groups, as well as social environments such as schools and communities.

Contact information (e-mail address, telephone)

If responding on behalf of an organization/group please indicate who their organisation represents and, where applicable, how the views of its members were assembled.

- *How does crime and insecurity affect the work of your MDA?*

- *What can your MDA contribute to crime prevention and community safety?*

- *MNS has begun to work with other Ministries, Departments and Agencies to develop an inter-departmental Crime Prevention and Community Safety Strategy. Do you agree with the objectives? Are there any significant gaps or omissions?*

- *Your comments on the draft community security definition are welcome. Should this definition be adopted?*

- *3 pillars of the emerging strategy have been identified. Your comments on these 4 pillars are welcome. Does it capture the key approaches? Are there any significant gaps or omissions?*

- *Do you agree with these key priorities? Are there any significant gaps or omissions?*

- *What additional issues should we be seeking views on beyond those we have already highlighted in the concept paper? Who could be consulted?*

- *What support have you found helpful when you have been involved in crime and violence prevention, community security work?*

- *How can the GoJ ensure an effective partnership between MDAs for community safety at the national and local levels? What would make the proposed inter-departmental committee work effectively?* **How can we ensure that the Crime Prevention and Community Safety Strategy will make a real difference to communities and delivery partners working together to improve safety, service delivery, and enhance community governance in vulnerable communities?**

- *Do you have any comments on any aspect of the draft Community Security concept paper not covered by the previous questions?*