



USAID/Jamaica

Community Empowerment
and Transformation (COMET) Program

Final Evaluation

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EXECUTIVE SUMMARY

Introduction

The United States Agency for International Development (USAID) Mission in Jamaica contracted with Management Systems International (MSI) for the Community Empowerment and Transformation (COMET) project in 2006. COMET was designed to implement USAID/Jamaica's strategy to address good governance issues to reduce crime and violence and strengthen economic competitiveness in Jamaica's inner cities through a wide variety of initiatives, including community policing, civil society development, countering corruption, and economic development. With three year-long extensions, COMET became a six and a half year contract that ended in September 2012. In July 2012, USAID/Jamaica contracted with International Business & Technical Consultants, Inc (IBTCI) for a performance evaluation of the project to learn lessons for potential follow-on activities.

Background

In 2005, as the Mission was designing the request for proposals, concerns were rising in Jamaica and the United States about continued high levels of violence and difficult socio-economic conditions in inner-city and other disadvantaged communities across the island. USAID/Jamaica designed the project to be flexible in order to address a range of possible interventions in democracy and governance. The contract followed on prior Mission work with community policing and civil society development. The contract was used in this flexible fashion to reach Jamaican beneficiaries in multiple ways. The orientation of the project changed as well; in the wake of an assessment conducted by USAID of community policing, COMET changed from a methodology of working in a pilot community and expanding geographically to providing support to the Jamaican Constabulary Force (JCF), the national police force, as an institution. COMET also moved to widen its governance activities by providing anti-corruption assistance to the JCF and other Jamaican government agencies.

Evaluation Methodology

IBTCI conducted the evaluation from July to December 2012 using a mixed-methods approach. Based on the USAID/Jamaica's Statement of Work (SOW), the team of four evaluators worked with the IBTCI home office team to evaluate the effectiveness of the strategies, technical approaches, activities, implementation, and management of COMET, as well as best practices and lessons learned from the project. The evaluation focused on the five main questions and sets of questions from the SOW. These questions are included in each section of the findings and carry through to the conclusions and recommendations. The team conducted its work using five methods: document review, structured key informant and semi-structured interviews, focus groups, and surveys of community members and the police conducted by subcontractor Marketing Strategies Limited (MSL).

The team conducted preparatory work reviewing the six and a half years of project products and documentation to develop a work plan and final methodology, which was modified somewhat during fieldwork as explained in the evaluation report. The team conducted five consecutive weeks of fieldwork in Jamaica in August and September. Survey development was completed during this time, although execution and data clean-up continued into October. The IBTCI team

collected and analyzed data systematically to reach the findings, draw conclusions, and make recommendations.

Findings

This section briefly enumerates the five sets of questions from the evaluation SOW, and summarizes the findings of the evaluation's methodologies.

Community-based Policing

Evaluation Question 1 asked "How effectively has community based policing been operationalized by the JCF?" Sub-questions were: "To what degree has the methodology permeated the police force in different areas of Jamaica, in terms of outlook and actions? Is CBP viewed as an effective crime reduction approach in high crime communities, by community members and police? Why or why not?"

After a challenging start working on community policing through pilot approach in one inner-city community, Grants Pen in Kingston, COMET changed its approach to that of working to support CBP in the JCF island-wide. This institutional approach was developed and the switch made with Mission approval in the wake of the USAID supported Community Policing Assessment. Working to support the operationalization of CBP throughout the Force became the main area of COMET's activities. The assessment found that the JCF has a good definition and solid concept of community policing, and that COMET had assisted the Force with the development of this unified concept. The Force approach to community policing is summarized by the CBP "wheel" that is used to promote CBP in the Force and among the public. The approach focuses on nine principles, "the nine P's" which are: Philosophy, Partnership, Personalized, Permanent, Proactive, Policing, Patrol, Place, and Problem Solving. The leadership of the Force is committed to operationalizing CBP, and the Force has prioritized community policing in its planning and development with COMET help. The Force also trains in CBP, again with the assistance of COMET. Operationalization of CBP has come a long way, but capacity at stations and divisions for community policing still varies in important ways. Partnerships and accountability to the public are weak points in CBP. Community members and JCF officers believe CBP is an effective approach to crime reduction. The JCF is present in highly visible ways in inner-city communities; 74% of residents of the eight communities polled in the evaluation reported that see the police in their communities daily or more than once a day.

Civil Society

Question 2 asked "Which of COMET's civil society related activities were the most and least successful in increasing citizen participation in community security, and in building sustainable partnerships between police and local communities?"

COMET's work in civil society did not find substantial community partners to pair with the JCF in the development of community policing. Working on a geographic dispersal model from the Grants Pen pilot evolved into support for the development of community safety and security plans with the Social Development Commission (SDC) of the Government of Jamaica (GOJ) in the communities where the Force was initially rolling out CBP. Neither method found much resonance or sustainability. Efforts to work with small community-based organizations (CBOs) and some non-government organizations (NGOs) directly were also unable to increase citizen

participation in community security substantially or in a sustainable fashion. The SDC work was more successful than the other stages, but was not followed up on with funding by COMET or other donors to support community plans and efforts. However the evaluation's survey research in eight communities noted that residents are at least somewhat active in local community organizations. Survey results demonstrated that sentiments were widespread that security was increasing across the Jamaican communities. In the IBTCI survey, 89% of residents in the eight surveyed communities agreed or strongly agreed that there is "less crime in my community than in the past two years" and 89% agree or strongly agree that there is "less violence in my community than in the past two years."

Anti-Corruption

Question 3 asked "What were the successes, challenges, and barriers in implementing COMET's approach to reducing corruption?"

COMET support for anti-corruption efforts successfully worked with the main GOJ institutions in countering corruption in the country: the anti-corruption Branch of the JCF, the governmental Independent Commission on Investigations (INDECOM), and the Financial Investigations Division of the Ministry of Finance.¹ COMET also supported the founding and development the civil society group National Integrity Action Limited (NIAL), the main NGO that combats corruption in Jamaica. COMET support was seen as critical in the founding and institutionalization of all four of these bodies, which were seen as increasingly effective in education and prevention of corruption. Key informant interviewees also suggested that important breakthroughs in prosecution were pending and were expected to demonstrate results soon. COMET support was also important in technical areas in countering corruption, and reached into other important bodies in combating corruption in Jamaica like the Customs Service. COMET support also promoted communication about these anti-corruption efforts to the public that has been critical to their successes to date.

Implementation and Management

Question 4 asked "How effective was the structure of the COMET program in meeting the initial objectives of the SOW?" Sub-questions were: "Was the mix of interventions appropriate? Which interventions were the most and least effective? Which interventions should be prioritized for a follow-on project?"

COMET's methods used expatriate and Jamaican staff to deliver technical assistance, brought in Jamaican and international consultants as needed to augment their capacity and skills, and hired private companies to provide services to the project, its partners, and beneficiaries. The initial focus on increasing civil society advocacy and public safety was through a three and a half year contract. COMET was extended three times, for a year each time, with additional objectives added for micro-enterprise development and anti-corruption. The initial structure of a pilot approach in Grants Pen appears to have been unsuccessful; the switch to an institutional approach for working with the JCF was successful, and carried over into anti-corruption. On the other hand, without strong institutions on the civil society side, COMET was less successful in its work with communities. The other questions in implementation and management are appropriately addressed in the recommendations below.

¹ The legislated name of the Branch is the Financial Investigations Division.

Economic Development

Question 5 started with the assertion that “A key assumption of the COMET program was that economic opportunity would increase simultaneously in communities where COMET was implemented.” Then the questions were: “To what extent did this happen and how was it impacted by the COMET program? If it did not occur, was this a barrier to achieving COMET’s overall objectives?”

COMET had few activities and modest effects on economic conditions in these communities. The “key assumption” does not appear to have been central to the project – or to be well founded. Limited economic opportunities are seen as barriers to transforming communities and as crime risks by the JCF and Jamaicans in these communities. However economic conditions in Jamaican communities appear to be improving, at least in the eight communities surveyed by MSL.

Conclusions

The overall aims of the COMET project, as stated in the evaluation SOW, were to contribute to “two outcomes: the reduction of crime and violence and the improvement of the quality of life in high-crime communities of Jamaica.”² COMET and USAID focused on these aims as two of the main development challenges in Jamaica. These two aims are present daunting challenges for a single development project with a modest budget. Directly affecting these two aims is outside any project’s – and USAID’s – manageable interests. However they are the focus of the GOJ and key agencies within the government, in particular the JCF. Jamaica has been able to reduce levels of crime and violence and improvements in the quality of life in inner-city Jamaican communities are felt by the residents in the eight surveyed communities; the COMET project contributed to these achievements, mainly through its close collaboration with and targeted technical assistance to the JCF. As with the findings above, the team’s conclusions are framed by the five key questions from the Evaluation SOW.

Community-based Policing

As the evaluation SOW focused both on the overall operationalization of CBP by the JCF and what COMET did to support JCF operationalization, this section draws conclusions about the Force overall as well as COMET’s support to it. The JCF has made important progress operationalizing community policing, and COMET’s support was widely recognized as important in facilitating these changes within the Force. COMET methods and approaches were seen as highly successful in this area, although the Force needs further work and additional support to make CBP more robust and sustainable going forward.

CBP Has Been a Top JCF Priority

COMET Activities Were Significant in the Conceptualization of CBP in the JCF

COMET played a significant role in helping the JCF develop its knowledge and understanding of community policing.

² See the first paragraph in Appendix 1: Evaluation SOW.

COMET Activities Have been Critical in Supporting Operationalization

Financial support and technical assistance for materials, training, and training of trainers, from COMET were critical in the progress made in operationalizing CBP.

COMET Impact on CBP Is Not Amenable to Evaluation

The absence of a baseline from early in the project and difficulties in indicators and measurement throughout implementation make it difficult to evaluate the contributions of COMET to the adoption and operationalization of CBP. Thus this is a performance rather than impact evaluation. COMET's analytical work in 2011 and 2012 that surveyed the population and the Force and held focus groups in some inner city communities can potentially be part of a baseline to measure change going forward.

CBP Has Permeated JCF Operations

The principles of community policing have been broadly operationalized in the Force.

Operationalization of CBP is Uneven

Community policing is accepted by the vast majority of officers as the basic style of policing but operationalization varies across some divisions and areas.

Partnerships in CBP Need Further Development and Support

The JCF needs additional work to think through partnerships with civil society, businesses, other government departments and agencies, and communities – and strong partners to collaborate with.³ Weaknesses in partnerships from the JCF side as well as from society and the rest of the government have limited CBP. CBP cannot just come from the Force, but needs whole of government support, which can be coordinated through the Ministry of National Security.

Accountability to the Public Needs Additional Development and Support

Accountability to the public, which is associated with partnership, is underdeveloped and needs further support.

Overreliance on the Community Security and Safety Branch (CSSB) for CBP

The operationalization of community policing should be dependent upon the whole of the Force rather than just CSSB.

Further Development in Use of Data and IT Needed for Problem-Solving

The Force needs additional support to gather and manage information for CBP and combat crime.

JCF Officers Believe that CBP is an Effective Approach to Reducing Crime

Members of the Force assert that CBP helps build community trust, gather information, and increase engagement, which then reduces crime.

Experts and Community Residents Believe that CBP is an Effective Approach to Reducing Crime

³ Links with the business community as important stakeholders are the most developed now, but the police risk becoming dependent on local businesses for equipment which can lead to allegations of corruption. Broader partnerships are needed, with clear guidelines to prevent even the perception of corruption.

Jamaican civil society leaders and community members also believe CBP has helped reduce crime.

Civil Society

The evaluation did not find that COMET methods approaches had had much success in increasing citizen participation in community security or in building sustainable partnerships between police and local communities through working with civil society. On the whole, the evaluation team concludes that COMET was not successful in its work in civil society, especially in connecting civil society to community safety and security with the JCF.

Challenging to Evaluate COMET Civil Society Activities

The diversity of COMET activities and lack of baseline data make the impact of COMET civil society activities difficult to trace long after some of the assistance was delivered.

COMET Lacked a Strong Civil Society Partner

COMET did not find or develop strong partners on the civil society side, which hampered both COMET's work in civil society and the effort to support civil society partnerships with the JCF.

COMET did not Build Sustainable Partnership between Police and Communities through Civil Society

Without strong civil society partners, COMET did not build sustainable partnership between police and communities. Weaknesses or absences of strong partnerships hamper CBP.

COMET's More Successful Activities were Institutional

Working with communities through the Social Development Commission (SDC) increased community participation; however limited funding for activities led to frustrations later rather than building sustainable partnership between police and local communities.

COMET Small Grants Program Was Less Successful

Small grant support to some communities needs was the least successful COMET approach in increasing citizens' participation in community security.

More Can be Done in JCF Engagement and Information Outreach to Communities

More dissemination of information about JCF engagement with communities is needed to build as part of building partnerships between the Force and these communities.

Anti-Corruption

COMET's approaches to reducing corruption were quite successful. COMET worked effectively to provide modest, targeted technical assistance in capacity building as well as some specialized areas to all the key institutional counterparts in anti-corruption efforts in Jamaica. COMET support has been valuable in making headway against corruption in Jamaica.

Successful COMET Institutional Approach to Anti-Corruption

The COMET approach to countering corruption through prevention, education and communication was seen as successful by beneficiaries.

Additional Work Needed to Build Understanding and Partnerships with Society

More publicity on anti-corruption achievements is needed to boost confidence in the anti-corruption drive.

Implementation and Management

USAID sought a contract with the flexibility to support the entire SO in 2005 as the Mission developed new assistance instruments. As COMET evolved, the focus came to be on contributing to the reduction of crime and violence and the improvement of the quality of life in disadvantaged communities. This evolution broadened activities somewhat into economic development and education. USAID and COMET kept this managerial flexibility in the project – both in the areas COMET addressed and in particular assistance activities. Flexibility was particularly useful in allowing for expansion into anti-corruption. COMET management had important successes in implementation in citizen security through its support to CBP with the JCF. COMET management had less success in civil society due to the lack of strong partners to work with, and was not able to develop an approach to overcome these lacunae. COMET management did not focus on economic development; with few activities in this area, results were modest. COMET management was able to contribute to significant institutional strengthening and steps forward in countering corruption.

Managing Expectations on a Project Approach is Difficult

Community transformation in inner-city Jamaica and institutional change in the police are achievements outside of their managerial control of COMET. Expectations should be limited as to what a single project with a modest budget can accomplish, which depends on their partners in government and communities.

COMET Managed Changes to its Focus and Structure

The focus of the COMET program changed based on changes in funding, stakeholder engagement and priorities, USAID direction, and COMET staffing. When COMET had more civil society staff, there appeared to be more done in civil society; when there were more police on staff, COMET did more in CBP. Even with this specialization, COMET successfully contracted out as needed for other skills and specialties.

COMET Interventions were More Effective with Institutions and Less with Civil Society

COMET was more effective with support to institution-building and institutional counterparts such as the JCF and its subunits and other organizations, like INDECOM. COMET was also valued for its technical support in CBP with the JCF. COMET was less effective in its reach to NGOs, CBOs, communities, and individuals within them.

The Institutional Strategy was More Successful with the JCF than the Pilot Strategy

The turn after the CBP assessment to roll-out CBP with JCF across Jamaica rather than expand based on the Grants Pen pilot is critical to gaining traction within the Force and in implementation. COMET workshops and training were critical to these developments and led to buy-in and JCF capacity to implement the transformation, with assistance from COMET in logistics as well as the content of CBP through publications and materials.

Institutional Strategy also Effective in Anti-corruption

COMET assistance to new and reformed institutions to counter corruption is also effective; project assistance within these institutions is critical to the achievements made in countering corruption in Jamaica through the ACB, FID, INDECOM, and NIAL.

Institutional Strategy Less Successful in Civil Society

The COMET effort to work with the government's SDC as a bridge to communities did not succeed. Community transformation was largely left to the JCF, and is beyond their mandate.

Economic Development

COMET was developed as a democracy and governance initiative, but move into aspects of economic development as related to governance and security. USAID staff and management were creative in finding microenterprise funding that could be programmed through COMET. COMET interventions in this area were not large or a focus of the project. COMET assistance in economic development was appreciated by these different beneficiaries, but the assistance was not central to economic changes in Jamaica or these communities

Modest COMET Work in Economic Development

Economic development was a small portion of the total COMET effort and was not a focus of the program.

Economic Opportunity did not Expand Simultaneously with COMET

Increased community safety and security provides important benefits to communities but does not appear to simultaneously increase economic opportunities.

Economic Conditions are Seen to have Improved

Economic opportunities appear to have developed modestly in surveyed communities; these changes are not associated with project interventions.

Recommendations

Community Based Policing

The Force Needs to Continue and Strengthen its CBP Drive

The JCF needs to continue and reinforce its emphasis on community policing through leadership, training, management and resource allocation. Comprehensive monitoring and evaluation systems are needed to accurately track and manage the implementation of community policing.

Emphasis is Needed on Building Partners and Accountability to Communities

Partnerships and accountability to communities require support to develop and implement strategies for additional development. Greater public awareness of JCF CBP operationalization is needed to encourage public engagement in partnerships and accountability, and efforts are needed within the JCF and in Jamaican society to build ways to incorporate the public into accountability.

Follow-on Activities are Needed to Support CBP

COMET activities were valued by the Force, especially by key counterparts in the operationalization of community policing. Modest USAID/Jamaica support, coordinated closely with the Force, can be critical in furthering the sustainable operationalization of CBP.

Focused Work is Needed in Aspects of CBP for Stronger Operationalization

The JCF should work to strengthen and equalize the operationalization of community policing across Jamaica.

Need for Partnerships

Weaknesses in communities, community organization, and key stakeholders in communities from both the government and private sector made it difficult to engage civil society into the “co-production of safety.” The Force needs to develop mechanisms and reinvigorate its efforts to engage key actors in civil society and government.

Need for Accountability to the Public

The JCF should consider further developing mechanisms to bring civilian oversight and accountability into community policing.

Need for Problem-Solving

The JCF needs support to develop their approach to problem solving, train officers across the Force in this method, and institutionalize monitoring, evaluation, and management of problem-solving across the Force.

Increase JCF Outreach and Public Relations

The Force needs to promote its vision, plans, activities, and transformation more strongly among the public, particularly among opinion leaders. Positive publicity is needed to tell the larger story of CBP and transformation to build public understanding and participation needed to strengthen partnerships and public accountability.

Many other JCF Needs

The Force needs to continue or take more action to institutionalize CBP in a number of areas.

Robust Baselines, Performance Management, and Monitoring and Evaluation Needed

While many JCF officers and community residents believe CBP to be reducing crime, stronger measurement and management systems should be developed to better use CBP to fight crime and to be able to more accurately explain links between CBP and reduced crime.

Civil Society

USAID Should Assess Ways for Civil Society Assistance to Better Increase Citizen Participation in Community Security and Build Successful Partnerships

COMET focused more on working with the JCF than civil society; the evaluation did not find that COMET civil society activities were very successful in increasing citizen participation in community security or in building sustainable partnerships. Community engagement is critical to partnerships and accountability that are needed to strengthen CBP. USAID should consider commissioning an assessment on civil society as part of developing a new program.

USAID Should Work to Continue and Expand JCF Outreach to Communities

The Force's work with communities on safety and security needs more effort and promotion, which should feed back into strengthening partnerships.

USAID Should Consider Supporting Public/Private Partnerships

USAID should consider options in future programming for creating sustainable public/private partnerships capable of delivering activities at the community level.

Anti-Corruption

Continue USAID Support to Counter Corruption

Jamaican institutions need additional support for the counter corruption drive; further support for awareness and education where USAID has strengths is warranted.

Additional Awareness Raising with Public Needed

Further support for public education to increase awareness of how to combat corruption, as well as the achievements to date, is needed to accelerate progress in countering corruption.

Additional Measures within the JCF Needed

The JCF has made progress, though there is more to gain in Professional Standards and to build Force support for INDECOM investigations.

Examples of Arrests, Convictions, and Sentencing Needed for High-Level Corruption

Some prominent, high-level people needed to be successfully targeted by the anti-corruption drive to increase public and JCF confidence that anti-corruption is a comprehensive rather than token effort. Suspicions that corruption arrests, convictions, and sentencings focus only on smaller cases and lower-level people need to be addressed. The FID is an appropriate actor in this regard, but action from the justice sector is required for successful high-level corruption arrests, prosecutions, and punishments.

Additional Topics Relevant to Corruption Need to be Addressed in the JCF

JCF recordkeeping, accountability and use of force practices must be evaluated and addressed.

Implementation and Management

Goals for Potential Follow-On

A prospective USAID project to support community transformation and community policing should follow on COMET assistance. Additional support is needed to institutionalize CBP in the JCF, other government agencies, and civil society.

Sustainable Development Methodologies Should Continue to be Used

Training, behind-the-scenes technical assistance, and lightly branded support are appropriate methods to encourage project success, ownership and sustainability.

The Mix of Activities Need to Reach Communities

A successor project should contribute directly to addressing community priorities in inner-city Jamaica that are connected to community safety and security by providing resources for implementing priorities identified through processes that engage all stakeholders.

Partnership Priority

A follow-on project needs to link communities with JCF and other state agencies for shared safety and security and community development through sustainable partnerships, which builds groundwork for public accountability. A successor project should consider piloting alternative approaches with different state agencies and NGOs to find capable partners able from civil society to link inner city communities with the JCF.

Economic Development Recommendations

Explore Community Development

Community development may be a better framework for more modest work to improve socio-economic conditions through strong, experienced Jamaican partners with demonstrated results such as the Kingston Restoration Company.

Dissemination

USAID/Jamaica should consider using the findings and conclusions of the COMET evaluation as part of stakeholder engagement in the development of GOJ and potential future USAID activities to support CBP and community development.

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The IBTCI evaluation team benefitted from great cooperation of USAID and COMET management and staff – both past and present - as well as project stakeholders and beneficiaries.

At USAID, Allan Bernard shared his research experience and knowledge generously, and was patient and helpful with the challenges of evaluating a highly-variable, long-duration project in a sensitive area like safety and security. At COMET, Chief of Party Doug McCaffrey made his office and experience available continuously to the team.

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The team also greatly appreciates the efforts of community members to improve conditions in their communities, and the willingness of individuals to discuss the challenges they and their households face with the team in individual discussions, in focus groups, and in the survey with Marketing Strategies Limited.

ACRONYMS

ACB	Anti-Corruption Branch
CBP	Community Based Policing
CBO	Community-based Organization
CBSI	Caribbean Basin Security Initiative
CIV-JAM	Civil Society Strengthening Project
COMET	Community Empowerment and Transformation
COR	Contracting Officer's Representative (formerly COTR)
CRP	Community Renewal Program
CSSB	Community Safety and Security Branch
CSSI	Community Safety and Security Initiatives
CVU	Central Vetting Unit
DA	Development Assistance
DBJ	Development Bank of Jamaica
DFID	Department for International Development
DIU	Divisional Intelligence Unit
E&I	Ethics and Integrity
FID	Financial Investigations Division
FGD	focus group discussion
GSAT	Grade Six Achievement Test
GOJ	Government of Jamaica
HR	Human Resources
IBTCI	International Business & Technical Consultants, Inc.
INDECOM	Independent Commission of Investigations
IR	Intermediate Result
IT	information technology
JASW	Jamaican Association of Social Workers
JCF	Jamaica Constabulary Force
JDF	Jamaica Defense Force
JNCVS	Jamaican National Crime and Violence Survey
JPA	Jamaican Police Academy
JVNS	Jamaican National Victimization Survey
KII	key informant interview
KRC	Kingston Restoration Company
LAPOP	Latin America Public Opinion Project
LNGO	Local NGO
MNS	Ministry of National Security
MSI	Management Systems International
MSL	Marketing Strategies Limited
MOJ	Ministry of Justice
MOU	Memorandum of Understanding
NAS	Narcotics Affairs Section
NCPCSS	National Crime Prevention and Community Safety Strategy
NGO	Non-Governmental Organizations
NIAF	National Integrity Action Forum (changed to NIAL)

NIAL	National Integrity Action Limited (formerly NIAF)
PIOJ	Planning Institute of Jamaica
PA	Police Advisor
SDC	Social Development Commission
SO	Strategic Objective
SOW	Scope of Work
SRIT	Strategic Review Implementation Team
SRO	School Resource Officers
SSP	Safe School Programme
TA	technical assistance
UTECH	University of Technology
USAID	United States Agency for International Development
USG	United States Government

INTRODUCTION

USAID, in cooperation with the Government of Jamaica (GOJ), competed a contract in 2005 for a project to contribute to reducing crime and violence and the improving the quality of life in high-crime communities in Jamaica. USAID awarded the contract to Management Systems International (MSI), who began implementation in Jamaica in March 2006.

The project built upon the successes of three previous USAID-funded projects: the Peace & Prosperity and Grants Pen Community Policing grants, both of which were implemented in the high-crime community of Grants Pen during 2003-2006; and the Civil Society Strengthening Project (CIV-JAM) that worked to build the capacity of civil society organizations across the island.

The Community Empowerment and Transformation (COMET) project evolved dramatically in implementation, with a change in the project's approach following an assessment in 2008. From an initial approach that piloted community-based policing (CBP) with the police and civil society organizations (CSOs) in one and then three inner-city communities in Jamaica, COMET evolved into a project that supported institutional reform by developing and spreading CBP within the Jamaica Constabulary Force (JCF) and worked with civil society in communities across the island. COMET also spread into combating corruption, economic development, education and young people. The length of project implementation also grew through three year-long extensions to a final project length of six and a half years (through September 2012).

USAID/Jamaica sought a performance evaluation of the COMET project as part of the commitment to evaluate and learn from key development programs under each development objective. The Mission plans to use the results of the evaluation to inform the development of a follow-on democracy and governance program. USAID/Jamaica anticipated that a future program will be funded through the Caribbean Basin Security Initiative (CBSI) with the overall goal of *Increased Citizen Safety throughout the Caribbean*. The plan for the follow-on project while the evaluation team was in the field was to focus on CBSI Development Objective 3: Social Justice Promoted through Crime Prevention in Targeted Communities as well as Justice Sector and Anti-Corruption Reforms.

USAID/Jamaica contracted with International Business & Technical Consultants, Inc. (IBTCI) through the Evaluation Services Indefinite Quantity Contract (IQC) for an end-of-project Performance Evaluation of the COMET Project. The IBTCI team conducted the evaluation using a mix of quantitative and qualitative methods, with the team conducting fieldwork in Jamaica from August 28 through September 28, 2012. The team also developed, managed, and monitored a survey of community members and JCF personnel that was conducted by subcontractor MSL. MSL teams conducting survey fieldwork September 25 through October 6, 2012. Data collection has been systematic, and when relevant, disaggregated by a variety of relevant characteristics, including gender and community.

BACKGROUND

Jamaica celebrated the fiftieth anniversary of its independence in 2012. While a robust democracy, the country has suffered from serious problems with violent crime, including

violence in elections in the late 1970s and early 1980s. Crime and concerns about crime were rising over this period and in the 1990s across the island. In the early 2000s, the security situation in many of Jamaica's most marginalized neighborhoods was widely seen to have spiraled out of control. The crime rate, and particularly violent crime rates, had soared - especially among young men in inner-city areas. These problems are not unique to Jamaica, but exist in other Caribbean countries as well. As the 2012 Caribbean Human Development Report noted, across the region "the majority of aggressors and victims are young men who use violence for protection against threats – real or perceived – or who have been socialized into a male-dominated tradition of conflict resolution through violence."⁴ The challenges of crime and violence are widely seen as serious threats – to both public order and economic development – in Jamaica and other countries in the Caribbean. Addressing crime and disadvantaged communities is thus often viewed as both a policing issue and one for community development.

One side of community policing approaches addressing these challenges through the police. Community policing has been a part of Jamaican policing since the early 1990s. As a response to growing violence and fears of crime, the JCF moved into CBP, but early in this effort community policing was often seen to be the preserve of specialist officers rather than all police officers and referred to as "community relations." The change of the name in the JCF to the Community Safety and Security Branch (CSSB) from the prior Community Relations Branch was intended to make this change explicit and emphasize partnerships. Since 2000, national and local government officials have come together with civil society and donor organizations to develop and implement new community policing approaches to citizen security with the support of USAID and other donors.

Community-based policing is a philosophy for policing built on four foundation stones:

1. Intelligence;
2. Problem solving;
3. Partnerships; and
4. Accountability.

CBP is now about the 'co-production of safety'.⁵ The four pillars of community policing involve:

1. *Applying 'Intelligence led' methods* -

- Information is converted to intelligence through police units.
- Intelligence is used to direct criminal investigations and the deployment of police units
- Knowledge is used to inform communities, including through victim support and witness protection.

2. *Using Problem Solving* -

- Patrolling differently in communities to take the initiative.
- Officers being proactive & listening to the communities they serve.
- Building respect and trust through the manner in which police behave.
- Peace making as well as peace keeping and peace restoring.

3. *Developing Partnerships* -

⁴ See United Nations Development Programme (UNDP), Caribbean Human Development Report 2012: Human Development and the Shift to Better Citizen Security. (New York: UNDP, 2012), p. 47.

⁵ A phrase used in an interview by Assistant Commissioner Dormah Harrison, Force Planning.

- Working with others to adopt a problem solving approach to address the causes as well as the symptoms of crime.⁶
- Reaching out to communities for support, removing barriers within the communities, restoring brokenness, and reordering the distortions in society.⁷
- Building the capacity of the police to resolve disputes using skills such as mediation and restorative justice.
- Providing mentoring for persons at risk.

4. *Being accountable-*

- To communities through formal and informal structures such as community safety groups and meetings.
- To the head of police.
- To the Police Commission and Police Civilian Oversight Authority.

Another side of community policing approaches these issue of crime and violence through community empowerment and the citizens themselves rather than through the police. These civil society approaches to safety and security emphasize how the community can and should organize itself and work with the police to reduce disorder and crime through measures like neighborhood watches. Robust community based policing knits both of these approaches together, recognizing that neither the community nor the police can transform crime-ridden inner-city areas on their own.

USAID engagement pursued both of these tracks separately with projects in civil society and with the JCF prior to this contract with MSI. As a unified program, COMET was to build on the successes of these prior projects.

EVALUATION METHODOLOGY

IBTCI assembled a four person team for the evaluation. The field team consisted of Lawrence Robertson (Evaluation specialist and Team Leader), Robert Davies (Community-Based Policing Specialist), Trevor Spence (Civil Society Specialist), and Violent Sutherland (Local Expert). The evaluation has been conducted in line with the high standards set out in USAID's Evaluation Policy.⁸ Findings and conclusions are evidence-based and connect directly to the team's recommendations.

Based on IBTCI's proposal and subsequent contract with the Mission, the IBTCI team drafted and finalized an evaluation methodology (Deliverable 1) and work plan (Deliverable 2) to respond to the Request for Task Order Proposal (RFTOP) Statement of Work (SOW) from USAID Jamaica (Appendix 1). To evaluate the effectiveness of the strategies, technical approaches, activities, implementation, and management of COMET, as well as to capture best

⁶ For example, with justice agencies like the Office of the Director of Public Prosecutions, Prison Service, Probation, and the Courts. Other government agencies are and public companies also critical in partnerships: various Ministries, Fire Brigade, the SDC, Parish Councils, hospitals and doctors, Jamaican Public Service (for electricity provision), etc. Partnerships also apply to non-government agencies such as civic organizations, non-government organizations, and the faith-based organizations like churches.

⁷ Speech by the Reverend Dr. Burchel Taylor, Pastor of Bethel Baptist Church at the National launch of the Jamaica Association of Christian Peace Officers, Sunday June 17, 2001.

⁸ USAID Evaluation Policy, January 2011 <http://www.usaid.gov/evaluation/USAIDEvaluationPolicy.pdf>.

practices and lessons that could be applied to future programs, the IBTCI team focused on addressing the five main questions and sets of questions outlined by USAID in the RFTOP SOW.

The questions, listed in order of priority, were:

Question 1 – Community Based Policing

How effectively has community based policing been operationalized by the JCF?

Sub-Questions

- To what degree has the methodology permeated the police force in different areas of Jamaica, in terms of outlook and actions?
- Is CBP viewed as an effective crime reduction approach in high crime communities, by community members and police? Why or why not?

Question 2 – Civil Society

Which of COMET’s civil society related activities were the most and least successful in increasing citizen participation in community security, and in building sustainable partnerships between police and local communities?

Question 3 – Anti-Corruption

What were the successes, challenges, and barriers in implementing COMET’s approach to reducing corruption?

Question 4 – Implementation and Management of COMET

How effective was the structure of the COMET program in meeting the initial objectives of the SOW?

Sub-Questions

- Was the mix of interventions appropriate?
- Which interventions were the most and least effective?
- Which interventions should be prioritized for a follow-on project?

Question 5 – Economic Development

A key assumption of the COMET program was that economic opportunity would increase simultaneously in communities where COMET was implemented. To what extent did this happen and how was it impacted by the COMET program? If it did not occur, was this a barrier to achieving COMET’s overall objectives?

The IBTCI team met with USAID August 29, 2012 in Kingston for a preliminary briefing on the methodology and work plan (Deliverable 3) The IBTCI team collected data systematically through a mixed methods approach from a range of stakeholders and beneficiaries across Jamaica. The team employed five different methods:

- Document review,
- Semi-structured interviews and group consultations,
- Structured key informant interviews (KIIs),
- Surveys of community members and JCF officers, and
- Focus group discussions (FGDs).

These five methods were used to address the five questions above and to:

- Assess the performance and implementation of the COMET package of interventions;
- Evaluate the project's methodologies for CBP, civil society development, combating corruption, and economic development, including clarifying assumptions about which technical approaches and activities worked, which did not, and why;
- Analyze findings to capture best practices, lessons learned, and recommendations that could be applied to future programs.

The IBTCI team evaluated COMET using these five methods to gather data, accumulate findings, analyze them to draw conclusions, and make recommendations. The IBTCI team followed the time schedule in the work plan, which was extended modestly several times with COR approval as the community and JCF survey fieldwork, data base cleaning, and technical report preparation through subcontractor MSL and subsequent report drafting and revision by the team took longer to complete than originally anticipated. Power outages in the wake of Hurricane Sandy impeded communications with the team during the end of the drafting stage as well.

Document review focused on the SOWs for the project, COMET quarterly reports, work plans, the documents generated by the project, and other reports on CBP and community development in Jamaica (Appendix 6). The review was used to contribute to the Final Evaluation Methodology (Deliverable 1), Work Plan (Deliverable 2), and draft evaluation instruments (Appendix 4). The team wrote a desktop study to summarize the activities done under the COMET project and to guide the evaluation (Appendix 2). The review of COMET documents and other written materials, including those specified in the RFTOP SOW and others collected during the fieldwork, provided a broad understanding of the challenges, opportunities, and experiences in community safety, security and development in Jamaica from numerous government, civil society, and donor perspectives that informed the field work and analysis throughout the performance evaluation.

Semi-structured interviews with current and past COMET and USAID staff and management as well as key stakeholders and beneficiaries in the JCF, GOJ, and Jamaican civil society evolved into the main methodology for data collection as these key informants proved most able to discuss COMET processes and achievements with the team. The team worked with the USAID COR, COMET COP, and staff to determine key stakeholders to meet with and established and regularly updated a comprehensive schedule of interviews.⁹ Some key informants were reached even after the expatriate team members departed Jamaica. While key meetings were attended by all team members, the team frequently divided into smaller teams to manage the logistics of these meetings and increase the number interviews that the team could conduct. Team members took notes on all meetings and briefed team members on each interview orally or in writing.

Structured key informant interviews were expected to be the primary method for eliciting qualitative information on COMET in the IBTCI proposal, work plan, and methodology. The

⁹ The team reached all key stakeholders and beneficiaries sought, with two exceptions that were not responsive to repeated efforts to set interviews: GoGSAT and NIAL.

team crafted structured questions and questionnaires for JCF members and CBO leaders after the document review and initial semi-structured interviews (included in Appendix 4). However, the team found that structured interviews based on predetermined question were not producing as valuable a set of data as semi-structured interviews, especially on the five questions most directly relevant to the evaluation on COMET performance. The team thus modified the research methodology to prioritize semi-structured interviews. The IBTCI proposal planned to use a software package MaxQDA to analyze the structured interviews. With few structured interviews, the team dropped this plan with COR approval.

IBTCI subcontracted with MSL to conduct two surveys: one of 400 members of Jamaican communities and another of 150 members of the JCF. The IBTCI proposal, work plan, and methodology initially proposed to use purposive sampling to select COMET and non-COMET communities for the survey. As the document review and semi-structured interviews made it clear that COMET was integral to the JCF's rollout of CBP island-wide and that there were not communities without CBP that could be used as quasi-control groups, the team changed the criteria for sampling communities and the constables from the stations and divisions that serve them. The team chose communities where the JCF indicated there had been relatively early and late introduction of CBP. The team thus selected eight communities for the survey: Flanker, Russia, Tredeger Park, Mountain View, Vineyard Town, Franklyn Town, Red Hills, and Rock Hall.¹⁰ Thus, survey results stated throughout this report are only in the context of these communities.

MSL was tasked with surveying at least 50 people in each of these eight communities, as well as 19 members of the JCF that police each. The team designed the questions and initial questionnaire, and consulted with the COMET COP and CSSB on the appropriateness and value of these questions. Some questions were replicated from the December 2011 COMET Baseline survey to facilitate comparison of the MSL survey with this product. Others questions were standard ones about policing and violence used worldwide. MSL was responsible for questionnaire design, sampling design, all processes in survey execution, and data processing, with supervision from the IBTCI team. Surveys were pretested and revised modestly based on conversations with some community members and JCF informants in Kingston. The team worked closely with MSL in questionnaire design (see Appendix 4) and survey execution (see Appendix 10), including supervisor training and interviewee call-backs. The team and MSL worked closely with the CSSB and the Commissioner's office to enlist good cooperation from Divisions and Stations for the JCF survey. MSL was thus able to survey face-to-face 434 members of these eight communities and 153 members of the Force that police these communities.¹¹

¹⁰ In addition to selecting on length of CBP implementation, the IBTCI team selected a socio-economically diverse set of communities across Jamaica for MSL to survey. While the selection focused on inner-city areas that are the most challenging for increasing safety and security, selecting six inner-city communities, the more prosperous Red Hills and Rock Hall communities were chosen since CBP is relevant to all communities in Jamaica, not just inner-city ones. Aerial maps of the 8 communities with community boundaries are included in the MSL Technical Report on Survey Execution in Appendix 10.

¹¹ Thus the MSL community survey is not statistically representative of Jamaica. While the results are sometimes compared to those of larger representative surveys, they are not strictly comparable. The MSL surveys focus on harder communities and thus may overestimate the challenges faced by Jamaicans in safety, security, and development.

Eight structured focus group discussions (FGDs) were led by the two Jamaican team members to encourage discussions among JCF members (two FGDs) and young people (six FGDs). The methodology and work plan had envisioned that MSL would arrange these sessions; instead the team revised the work plan to organize the youth sessions independently and drew on the support of the CSSB to organize JCF discussions. The team drafted protocols to guide these eight focus groups, some of which were separated by gender and some with both young men and women. Young people were further divided into two age cohorts (14-18 and 19-25). Three FGDs were held in Montego Bay and five in Kingston. The team complied with the USG “common rule” for the protection of human subjects throughout the evaluation report and in the preparation of these appendices, survey data, and transcripts of FGDs.

The IBTCI team delivered a presentation of preliminary findings (Deliverable 4) and submitted an accompanying document to the Mission September 28. This stage of findings did not include any data gathered through the surveys, since the MSL teams were still in the field. The team revised its analysis to incorporate the survey results into its findings, conclusions, and recommendations for the November 8 Draft Evaluation Report (Deliverable 5).

The IBTCI team and home office organized and delivered a videoconference briefing (Deliverable 6) to USAID/Jamaica on the processes used in the evaluation and findings, conclusions, and recommendations from the Draft Evaluation Report. Scheduling challenges led to the videoconference being held on December 7; the briefing centered on a PowerPoint Presentation of the main findings, conclusions, and recommendations from the Draft Evaluation Report. After the videoconference, USAID/Jamaica submitted comment on the Draft Evaluation Report on December 10. IBTCI then revised the draft to address the points raised by the Mission in the Final Evaluation Report (Deliverable 7), which includes all evaluation materials used by the IBTCI team as annexes (Deliverable 8).

FINDINGS

Question 1 – Community Based Policing

The evaluation SOW asked the following key question:, with sub-questions:

How effectively has community based policing been operationalized by the JCF?

- To what degree has the methodology permeated the police force in different areas of Jamaica, in terms of outlook and actions?
- Is CBP viewed as an effective crime reduction approach in high crime communities, by community members and police? Why or why not?

Community Based Policing Findings

Based on these questions from the SOW, evaluation findings in community-based policing focused on four areas:

- The JCF’s priorities in the development of CBP and how the Force has moved to operationalize CBP;
- COMET activities to support operationalization;
- The current level of operationalization of CBP in the JCF; and
- Community members and police perceptions of CBP as an approach to reducing crime.

The evaluation report first clarifies the concept of CBP, as used by JCF and COMET, before considering the Force’s plans for the development of community policing. Second, the evaluation summarizes areas of work under COMET in CBP. Third, the evaluation provides a snapshot of the current status of CBP in the operations of the Force. Most of the evaluation findings focus on this current situation. Finally, the evaluation examines perceptions of CBP with respect to crime reduction in Jamaica.

Based on these questions in the SOW, the team chose data review, interview, focus group and survey questions and methodologies that would provide data on the development of CBP concepts in the JCF, JCF plans for operationalization, and actual police operationalization - both across the Force and in the particular areas where COMET provided assistance to the JCF and Jamaican communities. The evaluation then assessed the current level of operationalization of CBP. Finally, the evaluation considered perceptions of the effects of CBP on crime. Key findings are noted in italicized text headings under each of these categories.

JCF Priorities and Plans in the Development of CBP

Community-based policing is defined by the JCF as “police and citizens working together in partnership to tackle problems of crime and disorder for safer communities.”¹² The JCF definition is summarized by the nine principles in the JCF CBP “wheel”. This perspective is similar to the consensus best-practice ideas of CBP outlined in the introduction above. The JCF is working with partners towards:

- Safe communities - “Places where citizens respect and obey the rule of law; there are low levels of crime and disorder and fear of crime; citizens respect and care for each other regardless of gender, age, class, or any affiliation; business can grow and social services

¹² JCF Manual on the principles and practices of community based policing, p. 18.

are accessible to all; human rights are respected by all and citizens know their rights and carry out their civic duties and responsibilities;” and

- Confident communities - “Places where good governance exists; where there is a high level of trust in the justice systems; where residents do not feel isolated; and where the community members are actively involved in tackling the causes of crime and citizens are able to work, worship and participate freely in civic activities.”

Critically CBP is not a specialist function that is reserved for some members of the organization. The model adopted by the Constabulary is one that requires the commitment of all members. The JCF articulates a problem-solving approach to policing, which is defined as a “process in which the police, in partnership with the community, proactively:

- Identifies neighborhood crimes, disorders and fear problems;
- Understands the conditions that give rise to these problems;
- Develops and implement short and long term solutions tailored to address these problems: and
- Determines the solution’s impact on these problems.

This is to be led by an intelligence-driven approach where “policing relies on data analysis and crime intelligence which are critical to an objective decision-making framework that facilitates crime and problem reduction, disruption and prevention through both strategic management and effective strategies that target prolific and serious offenders. Management decisions on operations and patrols are to be informed by the crime pattern and intelligence analysis and sound risk assessment.”¹³

The JCF has a Solid Concept of CBP

JCF leadership and Jamaican specialists in policing outside of the JCF interviewed, felt that the Force had outlined an appropriate concept of community policing for Jamaica. The “nine P’s” JCF concept was seen as broadly in accordance with best practices in CBP worldwide, adapted appropriately to Jamaican conditions in implementation. The JCF concept is sufficiently broad to capture all of the areas critical to CBP.

COMET Assistance Helped the JCF Focus on this Unified Concept of CBP

JCF leaders with long tenures working on CBP in the Force lauded the contributions of COMET in interviews to systematizing a shared understanding of what community policing was – and a CBP as a concept that JCF leaders could agree to prioritize and implement. Interviewees noted that having a single, unified concept was critical for successful adoption of the concept. One of the reasons for the lack of success in earlier efforts in community policing in Jamaica was seen to be the absence of a shared concept.¹⁴

The JCF Leadership is Committed to Operationalizing CBP

The Commissioner and all senior JCF leaders interviewed emphasized their commitment to the Force’s approach to community policing. JCF leaders also emphasized that community policing was not new to the JCF. Interviews with JCF leaders noted that the Force had been working to incorporate CBP into strategies, policies, and practice for many years.¹⁵

¹³ Ibid..

¹⁴ Interview with a senior JCF official.

¹⁵ Senior JCF managers interviewed noted earlier CBP strategies that had been adopted in 1998 and 2001.

Force Planning Focuses on CBP

The importance of community policing is clearly spelt out in the Force Strategic Plan, CBP sits under Strategic Priority Number 2: The restoration of public safety and confidence.¹⁶ CBP is also a focus in the Annual Operational Plan and Divisional and Station Plans across Jamaica.¹⁷ Interviews with JCF leaders noted the ways CBP features in force planning as well. By contrast, the National Crime and Community Safety Strategy from 2010 is not known widely within the JCF leadership.

JCF Managers are Tasked with Briefing CBP

Community policing is supposed to be discussed at every briefing and debriefing across the Force. The officer leading the briefing is required to make an entry in the station diary spelling out the topics he or she has covered. Station diaries examined at five different locations found these entries. Team members attended two briefings unannounced; both briefers addressed community policing, human rights, the use of force and the anti-corruption strategy. Inspectors and sergeants interviewed were alert to the dangers of being repetitive in their briefings and noted that they try their best to bring fresh approaches to briefings on these subjects.

Criminal Intelligence Units are Decentralized

As part of CBP, information and intelligence needs to be decentralized. Now in the JCF, Divisional Intelligence Units (DIUs) have been created at all Divisions visited. DIUs are supported by field officers, who have been trained with the support of COMET.

Accountability to the Public is Incorporated into Some JCF Plans

Although accountability was discussed at some length in the Strategic Implementation Review, JCF management and officers interviewed had little to note about accountability to the public.¹⁸ The Commissioner is clearly accountable to the Police Services Commission, and in turn holds his commanders to account to him through formal mechanisms. But there are not mechanisms that make the commissioner, management, or JCF officers accountable to the public in other plans.

Training and Education on CBP is Central to Force Training and Education

The JCF has a training and education plan, both for new entrants to the Force and officers of longer-standing, to educate its members in CBP. The training program has been developed with the help of COMET. COMET trained the JCF trainers, who rolled-out CBP training across Divisions and Areas for current members of the Force as well as at in the training school for constables in training.

Partnerships

The JCF has published a partnership strategy.¹⁹ The plans go into detail in specific areas. For example, the JCF Partnership Strategy in Health outlines objectives to:

¹⁶ JCF Corporate Strategy 2010 -2014, p. 15.

¹⁷ For example, the Westmoreland Division Work Plan shows one activity in support of Priority 2 as “Conduct a minimum of 1000 mobile patrols per month in public places and hot spots.”

¹⁸ SRIT report 2008, pp. 39-41.

¹⁹ JCF Partnership Strategy 2011.

- Build and promote a holistic approach in dealing with crime and disorder in a structured and systematic manner;
- Enlist the full support and commitment of top level managers in government and non-governmental organizations (NGOs);
- Develop a clear understanding of what partnership involves;
- Empower and engage community members to work in partnership with law enforcement agents to create safe and secure communities;
- Build on existing partnerships that are working and develop new ones to meet the needs of an ever changing society; and
- Leverage critical capabilities of other agencies in our effort to secure our communities.

Individual action plans are worded slightly differently. For example, the outcomes sought from working in partnership with the Ministry of Health are:

- Effective security protocol in place at all major hospitals in Jamaica
- Low perception of fear for personal safety by hospital workers and administrators
- Minimal security breaches on the interior perimeter of all hospitals
- Robust working relationship between the police, workers and administrators of hospitals.

JCF officers interviewed on this strategy and example recognized that the broader focus on partnerships in the strategy has been lost in this example. The focus is on enhanced security at medical sites rather than shared production of community safety and security.

Community Safety and Security Branch and Offices

The CSSB has been formed and has the mandate of spearheading the adoption of CBP Force-wide. Divisional Commanders have a great deal of autonomy in the policy of “divisional primacy.” Each Division is supposed to have a Deputy Superintendent responsible for community policing.

CBP is in JCF Personnel Policies

Officers interviewed noted that the old police appraisal form was not particularly amenable to assessing police officers’ contributions to community policing. The Force has begun to use a new form used by other Government departments.²⁰ JCF managers interviewed saw this form as not suitable for the assessment of community policing either. The Force’s Planning Branch reported that it is developing an amended form.²¹

The JCF is Starting to Work on Restorative Justice

Senior JCF leaders understand the value of this approach to conflicts and crime and are studying the application of restorative justice from other countries.

COMET-trained Trainers Train in CBP

Force trainers benefitted from COMET training of trainers courses, and now train the rest of the Force using COMET supported methods and materials. Trainers felt that these COMET developed skills and products were useful and improved CBP training.

COMET Activities to Support Operationalization

²⁰ Some 400 officers had been assessed using the new form. Interview with JCF leadership.

²¹ Interview with JCF management.

COMET activities have been directed towards the operationalization of CBP in the JCF throughout the program. However the character and level of these activities have varied. COMET is not the only assistance provider to the JCF in community policing. Other programs from the United Kingdom, United Nations Development Programme, and U.S. Embassy provide substantial support.²²

COMET activities to support operationalization can be categorized in three periods to briefly summarize the many discrete activities undertaken in six and a half years of implementation.

Phase 1: Developing the policing model at Grants Pen

COMET was tasked through the initial SOW for the project with further developing and replicating the “Grants Pen Model.” The early efforts of the project were difficult, as elements of the business community and civil society preferred the approach of the implementers of the predecessor PERF project. Early COMET reports note the issues of working in Grants Pen with stakeholders that were reticent about working with MSI. The JCF was also divided on the “model,” with many members that worked in the heavily staffed and well-equipped model station advocates, while other members of the Force resented the heavy allocation of resources to one community and found the amount of consultation and dialog on the model with the previous implementer to be insufficient. Through a sustained period of patient work, project staff were able to work with the Civic Committee that brought together Grants Pen’s business community and the police to reengineer the Community Policing Management Committee. COMET delivered training, including on domestic violence and mediation, skills that were part of the JCF’s approach to community policing.

Phase 2: Helping to develop CBP across the Force 2007-2010

After the CBP assessment, which built support within the Force for working with COMET and argued for institutionalizing CBP across the Force rather than expanding the “Grants Pen Model,” COMET and the JCF held a retreat which resulted in a strategy for the rollout of CBP across Jamaica and clarity on the roles COMET could play to support CBP in conjunction with the JCF by:

- Combining documents prepared by the JCF and COMET to provide the basis of JCF’s comprehensive policy on Community Policing; and
- Creating an Interagency Working Group on Community Policing to ensure buy-in and support of relevant stakeholder policy makers.

Then COMET assisted the JCF to develop community policing in a variety of ways, including:

- Workshops to build understanding about the principles of community policing. These workshops, supported by the Commissioner and his Executive, secured commitment and built understanding by engaging different ranks of leaders in the Force. COMET provided some of technical support and a lot of facilitation and logistical support.
- Courses in problem solving, school safety, civil leadership, dispute resolution, mediation and domestic violence. They provided important training for the JCF CBP trainers who in turn trained more members of the Force.

²² The evaluation team did not attempt to disentangle the effects of different assistance programs to the JCF for CBP. Both donor organizations and the GOJ have practices that share information and coordinate assistance to minimize duplication and maximize program impact. The operation of these institutions further inhibits any efforts to analyze the impact of any one assistance program on CBP.

- Support for the preparation of key documents. Key documents were the community policing manual and accompanying training manual which have been used across the Force to build understanding of the principles of community policing within the police. These manuals have been updated twice, with 5000 copies distributed. COMET also helped produce the community policing “wheel” on the “nine P’s” that is posted at stations and widely known throughout the Force.

Phase 3: CBP Implementation, Roll-out, and Regional Dissemination

As it continued helping the JCF to implement CBP and roll out the practice, COMET encouraged research on these tactics. During the past two years, COMET support shifted to other issues linked to community policing at the request of USAID under the leadership of the new COP. With CBP gaining momentum throughout the island, COMET support helped further institutionalize these developments and spread the experience to the rest of the Caribbean.

COMET supported policy-relevant research on CBP. Research helped focus attention on achievements and the impact of CBP across Jamaican communities. Consultants supported:

- JCF Benchmarking and Performance Indicators Youth Survey in 2010;
- The Anti-Corruption Conference regional situational analysis;
- A survey to establish the impact of SRIT initiatives in 2011;
- “An Analysis of the JCF Members’ Perceptions of the Strategic Reform and Modernisation Process” in 2012; and
- A Community Based Policing Baseline study in 2012, as well as other products.

COMET also organized conferences to disseminate ideas, including:

- The Guns, Gangs and Governance, and Stakeholders Conference in 2007;
- A formal launch of the roll out of community policing, an anti gang symposium, and conferences dealing with parenting and gangs in 2008;
- Regional workshop on gang reduction and transnational security in 2009; and
- Community policing road map conference on building partnerships in 2010.

In addition, COMET supported the development of:

- A ‘Communications Tool’ to assist the CSSB link with community stakeholders;
- A monthly assessment tool to monitor and manage CBP activities in the JCF;
- the Assessment Development Center, including program development, training of trainers, and a pilot of the New Accelerated Promotion Program; and
- A single Jamaica Police College through a strategy and plan to merge the current five training institutions.²³

JCF Management Appreciates COMET

JCF leaders with the most knowledge of COMET interviewed expressed their appreciation for the project and noted in particular the important roles of the project in clarifying “conceptual confusion” about CBP in the Force, facilitating training and capacity in CBP, and providing TA to institutionalize CBP in a wide variety of areas. The work done by COMET in community-based policing – whether the training of trainers, the delivery of course or the holding of

²³ SRIT recommendation number 65.

conferences – was highly praised by senior officers. For example, as one senior manager noted: “Without the input of COMET nothing would have happened with community policing. Without their financial support and can-do approach, we would have failed in getting to where we are now.”²⁴

Few members of the Force or Public Know of COMET

The contributions of COMET are not widely known within the JCF or Jamaican communities. Other than key counterparts who had worked directly with COMET, few interviewees knew of the project. Project and USAID staff as well as key JCF partners attributed this to the sustainable development methodologies used by COMET. COMET intentionally provided support, technical assistance, and training through the JCF rather than independently, which would increase COMET’s recognition. Instead, the choice by USAID and COMET to put the Force in the lead was lauded. Delivering TA through sustainable development methodologies encouraged the JCF to appropriate these products, advice, and training as their own. USAID, COMET, and JCF personnel interviewed felt that COMET had executed this methodology well. COMET-supported products were appropriately branded USAID or COMET as well as GOJ and JCF given this methodology.

Current Level of Operationalization of CBP in the JCF

The Principles of CBP are well known across the JCF

Interviews across the JCF of all ranks, from the Commissioner to new constables, even those in the auxiliary, noted the principles of community-based policing and their importance to policing. Members of the Force demonstrated good and relatively consistent understanding of these principles in interviews, focus groups, and in the JCF survey.

Community Policing training is Integrated into the Police College Curriculum

All CBP training is now conducted by the Community Safety and Security Branch. Trainers interviewed felt that training packages are expertly prepared; students trained felt strong training had delivered their courses.

The JCF Trains in CBP

At the time the assessment was conducted in September 2012, the JCF reported that it had trained about 9,000 officers in varying aspects of Community Policing. Courses at different levels were used to train recruits, supervisors and senior managers. COMET-trained trainers were the initial leaders of these courses. They are now taught either by these trainers or by instructors trained by them, using COMET-supported materials such as the CBP Manual.

JCF Deployments Consider CBP

Division and station managers interviewed noted that they continue to work to deploy more officers in hard to reach communities. The Commissioner and some Division leaders also reported trying to secure funds to enable him to establish additional police posts in some of these inner-city communities. In terms of “place,” one of the “nine Ps,” the MSL survey of eight Jamaican communities found that 74% of residents polled see the police in their communities daily or more than once a day.

²⁴ Interview with Senior JCF officer at the JPA.

JCF Operational Procedures are Shaped by CBP

Divisional Tasking Group Meetings, a core part of the community policing model, are being held weekly on all Divisions. These meetings apply the 'intelligence led' policing model. The crime trends and 'intelligence' analyzed by the Divisional Intelligence Unit are used to determine the police deployments for the following week. The weekly tasking meetings at Area level and Force level are also strongly focused by the 'intelligence led' model. Divisional Tasking Group Meetings, a core part of the community policing model, are being held weekly on all Divisions. These meetings apply the 'intelligence led' policing model. The crime trends and 'intelligence' analyzed by the Divisional Intelligence Unit are used to determine the police deployments for the following week. The weekly tasking meetings at Area level and Force level are also strongly focused by the 'intelligence led' model.

CBP Leadership Positions are Unfilled at Some Divisions

At present, 10 out of 19 positions are unoccupied. Commanders explained the absence as due to a shortage of a sufficient number of officers awaiting promotion, but some also reflected that this gap reflects poorly on the prioritization of CBP within the Force.

Internal Communication of CBP is Solid

Posters printed by COMET on the nine principles of Community Policing are prominently displayed in many stations. So too are promotional materials on ethics, integrity and values, also printed by COMET. They are starting to show signs of wear and tear. The police radio is also used at each shift to convey these messages.

The Police Academy is Trains in CBP

Interviews with JCF officers and at the Jamaica Police Academy (JPA) noted that the principles of CBP are interwoven into all the courses delivered at the Academy. Problem solving, partnerships, and intelligence-led policing are core parts of each module whether the course is a sergeants' course, a command course or one of the specialist courses delivered to specialist officers. The work done by COMET in helping develop the concept of a single police college was valued by the senior trainers at the Academy who had been involved in the discussions and preparation of the project plan.

The CSSB has Substantial Capacity

The JCF has more than 200 officers based on divisions around the Force that are designated as community safety and security officers. They lead the Force's CBP initiatives. The CSSB has experienced officers and substantial experience and knowledge about CBP across the Branch.²⁵ The focus at the CSSB is on developing programmes that will sustain police-citizen cooperation. The Branch has established a Monitoring and Evaluation Unit to monitor and evaluate the development of community policing across the Force. It is in the first year of development, and is building upon the reports submitted weekly by the divisional community safety and security

²⁵ The inexperience of the unit was a concern to DFID when it evaluated its support to community policing in 2011.

officers. These reports focus on outputs. The Unit is now trying to develop with them a greater focus on outcomes.²⁶

Stations have Varied Capacity in CBP

Station Managers interviewed are fully conversant and supportive of the vision for community policing. A significant number of these inspectors have been trained recently in community policing. In some cases where the community members of focus groups were critical of the police, they noted respect and appreciation for the Station Commander – but not for the officers that patrol the community or those in the division. Community safety and security offices visited vary in size. Some are larger, sometimes because regular officers are supported by the Island Special Constabulary Force. Typically they comprise between 6 and 12 officers. CSSB officers interviewed are enthusiastic supporters of community policing. The officers include among their number specialist schools liaison officers. These officers are responsible for the schools' safety program. This forms an important part in the Force community safety strategy. Several said that the workload is too great for the current allocation of resources. They submit weekly returns of their activities to HQ. There is a lot of activity taking place around schools, neighborhood watches, and police youth clubs. The outcomes of these meetings are now slowly being reported to the CSSB. Violence, disorder in schools and the early development of young gangs are causes of much concern. This accounts for the efforts made by Police to help create safe schools.

External Units Are Deployed in Support of Divisions

The new commander of the Mobile Reserve and his deputy are seen within the JCF as supportive of community policing and are sensitive to the issues around divisional primacy and accountability. Arrangements for the deployment of the Mobile Reserve on divisions have tightened. The Divisional commanders we spoke to were satisfied with the arrangements and were alert to the need to interact, should an unexpected incident occur due to the need for operational secrecy. Interviews with Mobile Reserve officers on deployment on community policing by found them as well informed about CBP as their divisional colleagues. The evidence from the focus groups at Flanker suggests that the issue is not where the officers come from but the quality of the officers' approaches to encounters with the public.²⁷ Brief interviews with twenty five different members of the Island Special Constabulary Force at different locations found both the probationers and more experienced officers were knowledgeable about community policing.

Communities Surveyed Recognize JCF Changes

The IBTCI survey in eight communities found that community residents recognized changes in JCF operations in their communities. The practices below are consistent with CBP, and were recognized with little variation in all eight surveyed communities. When asked "How much do you agree or disagree with the following statements about your community in the past 2 years?", community residents noted greater presence, greater patrol, and greater engagement with the police, and felt that it had made them feel more comfortable talking with members of the Force in their community and more respected by the JCF that police their community.

²⁶ The Force simultaneously is developing a different hourly-based activity analysis in parts of the force as part of a global project being run by Harvard University, coordinated by ACP Heywood.

²⁷ Also confirmed by the findings in the COMET Baseline study for St. James and the MSL survey for Flanker.

Table 1: Percentage of Respondents that Agreed or Strongly Agreed in Eight Surveyed Communities:

	%
There have been more police present in my community	71
There have been more police on foot in community	41
The police have been talking more to people in my community	63
I feel more comfortable speaking to the police	73
I feel more respected by the police	73

CBP Features Prominently in Promotion Practices

A number of different officers of different ranks reported that knowledge of community policing is a requisite for promotion. Indeed several officers, who had recently appeared before junior promotion boards, were well able to recite the Force’s “nine P’s” of community policing.

Partnership Approach not Yet Taken Hold

Interviewees emphasized that the partnership approach to the “co-production of safety” has not been institutionalized. Some interviewees from the Ministry of National Security assert that the police do not liaise within the GOJ early enough before bringing CBP to individual communities; many JCF interviewees criticized other GOJ agencies for not delivering their services to communities as the Force increases their activity in these communities.

Restorative Justice Not Yet Developed or Integrated into CBP

Restorative justice remains a needed addition to CBP policies and techniques in the Force; more emphasis is also needed on dispute resolution and mediation. While JCF leaders and staff noted these areas, their awareness and use was less than

Practices for Patrolling and Place of Posting Vary

Getting members of the Force out among the community is central to CBP. Because they are easier to engage with in an informal way, foot patrols with officers that have a stable patrol area in a community are considered to be a good practice worldwide in CBP. Community members surveyed by MSL noted that they saw the police frequently in their communities, with 74% seeing the JCF there daily or several times a day. Foot patrols were seen far less frequently, with 25% noting daily or weekly foot patrols, 52% at least monthly foot patrols, but 43% asserting that they never saw the JCF on foot in their communities. Foot patrols are seen as particularly useful in CBP as ways to encourage and routinize engagement between community residents and JCF officers on patrol. JCF officers report conducting substantial numbers of foot patrols in the JCF survey; 33% of the JCF surveyed noted that they patrolled on foot weekly or a few times a week, with an additional 18% patrolling on foot daily or more than once a day. JCF rotation practices were criticized in some interviews with the Force; division and station managers were sometimes changed quite frequently, which some members of the Force noted inhibited building their ties with the particular communities that they police. In the MSL JCF survey, 81% of respondents from the Force had less than 5 years – including 60% with less than 2 years - in their

current position at their station. Even within the station and division, interviews found that individual members of the Force were not consistently assigned to patrol the same area, which does not encourage building personal relationships between constables on patrol with individual residents of these communities.

Perceptions of CBP as an Approach to Reducing Crime

In addition to perceptions about the extent the Force has operationalized CBP, interviews, focus groups, and the MSL surveys also addressed whether Jamaicans felt community policing was an effective approach to reducing levels of crime. Secondary data from COMET products and other research is also informative about this question. The methods used in the evaluation produced data that largely confirmed the findings of these other research products.

JCF Officers Believe that CBP is Effective

When asked in the JCF poll, 94% of the 153 JCF polled agreed somewhat or strongly agreed that “People in communities feel safer as result of community policing. Divisional Intelligence Unit officers interviewed felt that the quality of information they are receiving from the public has improved since the Force has focused on community policing. They suggested that they are getting better information because the public trust the police more and have greater confidence that their information will be treated in confidence. Detective inspectors interviewed noted that more information is coming in to stations because of the development of community policing and the trust the CBP style of policing is engendering.

DIU interviewees emphasized the need for stronger and better information technology (IT) systems to manage information and intelligence. They suggested that tips and information management are leading to a more effective targeting of resources, which they assume will reduce crime. Senior divisional managers interviewed also felt that the quality of information coming in has improved. They reported that witnesses are coming forward more frequently.²⁸ At one station, there is a room set aside for witnesses so that they do not have to wait outside the court house in the vicinity of offenders, which places them and their families at risk of intimidation.

Older statistics from the early experiment in Grants Pen suggest that where a station is well resourced and equipped, CBP can have a considerable impact.²⁹ This has been also the experience of the major police forces around the world.³⁰

Table 2: Jamaica - Crime figures³¹

Offence	2004	2005	2006	2007	2008	2009	2010	2011	Average	2012	End 2012
										9	

²⁸ This was endorsed by comments at Grants Pen from JCF interviewees that people are visiting the station to provide information. Examples cited included gang members starting to give evidence against fellow gang members.

²⁹ The pre-COMET experience in Grants Pen and Gold Street with CBP suggests that when well resourced, CP is able to reduce crime in high crime areas.

³⁰ See for example Franklin Zimring, *The Great American Crime Decline* (New York: Oxford University Press, 2006).

³¹ Official JCF figures.

									2004 to 2011	mon-th	Project-ion
Murder	1471	1674	1340	1583	1618	1683	1445	1133	1493	816	1088
Shooting	1675	1646	2341	1448	1525	1666	1519	1343	1477	848	1130
Rape	860	746	708	712	774	706	716	808	753	626	835
Robbery	2103	2210	2009	1601	2647	3024	2852	3073	2242	1908	2544
Total	6109	6276	6398	5344	6564	7079	6532	6357	5965		5597

Grants Pen - Crime figures³²

Offence	2001	2002	2003	2004
Murder	10	9	8	5
Shooting	22	8	6	3
Rape	3	2	1	4
Robbery	12	8	2	3
Total	47	27	17	15

General Public Perceptions of Crime

The MSL community survey found 68% of Jamaicans in these eight communities strongly agreed, with 21% agreeing somewhat, that there was less crime in their communities compared to a few years ago. The pattern and percentages are almost identical for rates of violence.³³ Actual victimization may also be declining. Similar to the larger representative polls in the 2006 Jamaican National Victimization Survey (JNVS) and 2009 Jamaican National Crime and Violence Survey (JNCVS) where 8.4% of Jamaicans surveyed had been a victim of a serious crime,³⁴ 6% of the MSL poll respondents had seen or experienced a serious crime. Distinct from rates of crime, the reporting of crime may be rising. In the JNCVS, approximately 70% of all incidents were not reported,³⁵ in our smaller non-representative survey of these tough communities, only 47% did not report this crime to the police. Higher reporting may suggest greater belief in the efficacy of going to the police. The 2010 Latin America Public Opinion Project report on Jamaica report noted greater pessimism about the prospects for tangible results from joint citizen/police efforts. The percentage expressing the view that working with police “would not help” doubled between 2008 and 2010 from 8.5 per cent to 16.4 per cent in the LAPOP studies.³⁶ The MSL survey suggests this trend may have turned in favor of greater engagement from citizens with the police after 2010, at least in these communities. While we did not ask this question directly, the survey asked several batteries of questions about whether community residents were engaging with the police. Seventy-three percent stated that they felt

³² These figures are from a Peace and Prosperity Project report for USAID dated September 30, 2004 held by the Kingston Restoration Company.

³³ Only the figures from Flanker and to a lesser extent Russia were worse. In Flanker 29% strongly disagreed or disagreed somewhat that there is now less crime in their communities and 11% felt this way in Russia.

³⁴ See both the 2006 JNVS and 2009 JNCVS, p. ix in both volumes.

³⁵ See the 2009 JNCVS, p. 109.

³⁶ See Lawrence A. Powell, “The Political Culture of Democracy in Jamaica, 2010: Democratic Consolidation in the Americas in Hard Times” (Nashville: The Americas Barometer by the Latin America Public Opinion Project) p. 214.

comfortable, either always or sometimes, in talking with the police when they are in their community. Survey respondents also articulated ways that the JCF was more responsive to them, such as 73% agreeing or strongly agreeing that they were more respected by the police over the last two years.

Community Perceptions on Countering Crime

The MSL survey found residents surveyed from the eight selected communities felt that the crime situation was improving in their communities, both overall and in terms of violent crime. Eighty-nine percent of residents polled in the eight communities surveyed agreed or strongly agreed that there is “less crime in my community than in the past two years” and that there is that there is “less violence in my community than in the past two years.”

When asked prospectively about how effective they thought a battery of activities would be “in improving safety and security and reducing crime and violence” in their communities, the MSL survey found broad support among community members for all measures asked in the survey. However there was less support among residents polled for policing measures relative to socioeconomic ones. Seventy-seven percent of community members polled in these eight communities were for increasing the number of police, 85% for increasing police patrols, 88% for improving training for the police, and 88% for increased arrest and conviction of criminals. Support in the MSL survey was greater for socioeconomic approaches for effective crime fighting: 94% of community members polled from these eight communities endorsed better social programmes in the community, 97% were in favor of more employment for youth, and 95% endorsed more youth clubs and community groups. This pattern is almost the same as found in the COMET baseline survey.³⁷ Examining correlation coefficients from these questions clarifies that Jamaican’s surveyed have two different strategies: the weakest relationship is between advocacy of more youth employment and increasing the number of police (.243). On the other hand, approaches within these two groups, either policing or socioeconomic approaches, are highly correlated, with the strongest relationship between increase number of police and increasing police patrols (.695).

Youth Perceptions

Both young male and female inner-city residents in focus groups were more critical of relationships between them and the police. Many young Jamaicans in inner city communities spoke of acute conflicts with the JCF, and made and repeated critical comments on unnecessary use of force by the police, the lack of respect shown by the police to young people, insensitive enforcement by the JCF of curfews and party licenses, an alleged tendency for police to “color” or exaggerate evidence, and bribery within the Police. But, some youths made more positive comments as well, noting for example that “some police are trying to build relationships” and “police in Flanker have made a difference.”

Force Perceptions More Positive About Community Views of the JCF

³⁷ Jamaicans surveyed in the national Baseline study also preferred non-police related intervention strategies for improving safety and security and reducing crime and violence in their communities. While increasing the police force (59.6%), improving police training (72%), increasing patrol (77.2%) and increasing arrest and conviction (70%) were considered effective, these measures were considered less effective than strategies for more employment for youth (92%), better social programs (86%) and more youth clubs (88%). See K’adamawe K’nife, “COMET CBP Baseline Data Analysis for Jamaica – 2012” (Washington, DC: MSI, August 10 2012), p. 73.

JCF leaders interviewed thought that any worsening of police-youth relations in inner-city communities was likely among people with a resentful view of authority. Many officers interviewed were critical of the media for having a bad influence on the relations between the public and the police through a sensationalist focus on unfortunate incidents in police-public engagement. Interviewees asserted that the media focused on poor performance and held back from publishing positive stories and positive changes taking place in the JCF. The police interviewed were generally upbeat about relations with the public and linked the improvement in relations that they see slowly emerging to the focus on community policing. In particular, officers interviewed spoke optimistically about the role of the youth clubs. The MSL survey of JCF found that 73% of officers surveyed felt that relations with the community that they police are now somewhat or much better than three years ago. Less than 3% of the 153 JCF polled felt that relationships had worsened.

Human Rights Group Perspectives

Representatives of civic organizations that focus on crime, rights, and justice in Jamaica interviewed tended to be critical of the JCF; some characterized the CBP effort of the JCF as a “public relations” exercise rather than a real change. Interviews with Jamaican NGO leaders found them unaware of most of the findings about the institutionalization of CBP above. Some key members of these organizations, particularly those from middle and upper income backgrounds, had little knowledge about police performance or the steps the police are taking in CBP and modernization.

Question 2 – Civil Society

The SOW asked the Team to evaluate:

Which of COMET’s civil society related activities were the most and least successful in increasing citizen participation in community security, and in building sustainable partnerships between police and local communities?

Civil Society Findings

The evaluation first reviews what COMET civil-society activities were, before discussing the team’s findings about their effects on increasing community participation in their safety and security and role in building and sustaining partnerships with the JCF in their communities.

COMET Activities

The activities of COMET that focused civil society and their organization varied over time. The goals of these efforts were to strengthen civil society organizations, build capacity to deliver key services, and strengthen relationships between the police and the community in a variety of ways with the ultimate goal of reducing crime and improving the quality of life for citizens. Over the six and a half years of the project, MSI quarterly reports noted a wide variety and large number of civil society activities.

COMET civil society activities can be thought of as having four stages:

1. Model Station Community Activities

COMET programming in its first two years focused on Grants Pen and was then rolled out to Flanker, St. James and Central Village, St. Catherine. These efforts:

- Built on previous projects;
- Used a “flooding approach” that employed several interventions simultaneously;
- Coordinated with multiple international and community organizations;
- Directly supported community activities;
- Undertook assessment and capacity-building for CBOs, particularly in Grants Pen;
- Supported the invigoration of a Grants Pen Civic Committee; and
- Supported peace building activities, especially in Grants Pen.

2. Institutional Cooperation with the Social Development Commission (SDC)

In the wake of the program changes that followed the CBP assessment, as COMET moved to support the institutionalization of CBP in the JCF island-wide, COMET sought to link this work with institutionalization on the civil society side as well. COMET turned to the SDC to serve as an institutional partner on the civil society side parallel to the JCF in community policing. Though a state institution rather than civil society entity, the SDC was seen as a mechanism that could bring together community members and CBOs in joint planning and implementation processes around community safety and security. COMET activities with the SDC included:

- Technical assistance and equipment to improve the institutional capacity of the SDC and by extension local governance structures;
- Seminars on parenting as a Safety & Security Issue; and
- Facilitated Parish Safety Committees and the development of Community Safety & Security Plans for the communities where the JCF initially rolled out CBP.

3. Diverse Civil Society Activities

After this work with the SDC, COMET implemented a variety of activities with NGOs and CBOs, including:

- Producing a Service Directory on civil society organizations in the country, which was disseminated to key stakeholders;
- Training to strengthen the capacity of civil society organizations;
- Support for a special edition of a popular call-in radio show ROOTS FM’s;
- Leadership development that helped communities redefine their concept of leadership and introduced leadership models that empowered residents; and
- Exposure of community leaders to conferences such as Disrupting Gangs in Schools.

Some of this work continued until the end of the project, with support to strengthen the Jamaican Association of Social Workers as an organization.

4. Small Grants to CSOs

COMET responded in the aftermath of the Tivoli Incursion with a small grants program for CSOs. COMET hired a consultant to manage the process: an open call for proposals for grants for commodities of up to US\$5,000 for projects in hotspot communities. Twelve small grants that were endorsed by the JCF were selected for funding from the 62 proposals received by COMET. Ten of these small grants were implemented in the Rose Town area of Trench Town.

COMET thus had a diverse and changing set of civil society activities over time. The literature review and team’s interviews yielded the following findings about these COMET activities.

Evaluation Findings about COMET Activities

COMET had a Rocky Start in “Model Station” Community Activities

Former project and USAID staff interviews emphasized the initial difficulties COMET faced with civil society in Grants Pen; project reports are clear that some people in Grants Pen and key stakeholders of the prior project were not supportive of COMET’s work. These difficulties with stakeholders and beneficiaries took almost two years for USAID and COMET to manage and overcome, leading finally to work to strengthen the consultative committee and CBOs in Grants Pen.

Little Initial Roll-Out from Grants Pen

The original plan to move to replicate the Grants Pen model in two other communities was still at an early stage when it was overtaken by the strategic shift to help the JCF roll-out CBP across the country. COMET thus did not focus activities on strengthening civil society in Flanker and Central Village and did not get far in building partnerships there between communities and the JCF.

The SDC Proved Limited as a Partner

COMET work with SDC as an institutional partner for civil society work to complement the rollout of CBP with the JCF showed promise as the SDC was able to bring together CBOs and community leaders for planning purposes. However, the GOJ has limited the mandate of the SDC to planning. Without the resources to implement community safety and security plans, community members and CBOs were unable to execute much in their plans.³⁸ SDC, USAID, and COMET staff noted this left disappointed communities and frustrations within the JCF. The Force was thus largely on their own in the effort to increase community participation in community safety.

NGO Leaders Know Little of COMET

Interviews with leaders from NGOs in Jamaica, including ones that work in community safety and security, found that they had little knowledge of COMET and its activities. Interviewees had few connections to the COMET project or its activities. COMET did not work with very many Jamaican NGOs, especially in the later years of the project.

COMET Small Grants Program had Challenges

Following the Tivoli Incursion, attempts were made to address the social vacuum that was left behind after the “clear.”³⁹ COMET responded to USAID direction and this need by allocating US\$50,000 for small grants to CBOs in inner city areas. Formal JCF support was required for an application to be eligible for funding. USAID regulations made the process more complicated and longer than anticipated. Twelve grants were eventually selected of which ten concentrated in

³⁸ Although no promises were made, SDC interviewees noted that the expectations of community members became that COMET would assist with the implementation of plans. Without resources, most plans were not implemented, although the SDC indicated that two communities in Portland and St. Mary obtained funding for implementation of parts of their plans from other sources.

³⁹ JCF leaders for some of the tougher inner-city areas used the counterinsurgency language of “clear, hold, and build” to describe their strategy. They particularly lamented weaknesses in the “build” stage that came from not having sustainable partners to work with in these communities during the “hold” and afterwards.

the Rose Town area of Trench Town. Sixty-two requests were received. The inability to respond positively to more requests left some communities and CBOs disappointed.

Community Members Report Moderate Levels of Knowledge and Participation in Community Organizations

The MSL survey found residents' knowledge about a variety of clubs in the community largely the same across the different variety of organizations. Residents were most knowledgeable about the police youth clubs (28%) and sports clubs (29%) which were better known than other kinds of associations. Greater knowledge in police youth clubs was also associated with beliefs that they are highly effective (a correlation coefficient of .301). More respondents then knew a great deal or some about church clubs (20%) and community consultative committees (19%). Levels of knowledge about neighborhood watch (12%) and parish safety committees (6%) lagged behind the others. The answers of individuals are also highly correlated; when respondents knew about one kind of club, it was much more likely that they also knew of other kinds. The lowest correlation (.370) and least association is between knowledge of sports clubs with other youth clubs. The strongest correlation and association is between knowledge of police sports clubs with neighborhood watch groups (.731).

Community Members Report Less Participation In and Impact of Community Organizations

Community residents' participation in these organizations lags behind their knowledge of them. Few community members reported that they were actively involved or somewhat involved, with the majority of people not at all involved. Ten percent of community members surveyed by MSL reported they were somewhat or actively involved in sports clubs, with 12% saying they were involved with other youth clubs. Smaller percentages reported involvement with cultural (4%) and church (6%) clubs. When asked about the impact of these associations, most people did not know or respond.⁴⁰ But 25% of respondents felt that the impact of sports clubs was high, with 15% thinking that church groups had a high impact, and 17% asserting that education clubs had a high impact. In their opinion, other types of clubs had less of an impact, including parish safety committees (6%) and neighborhood watch groups (8%). Community members asserted that more was possible through these organizations. Their answers to the open-ended question about what community organizations can do encourage more engagement in community activities focused on CSO provision of vocational training and youth employment (28%) as well as building or organizing youth and community centers (28%) in their communities. The MSL survey also found that community members had higher confidence that the organizations seen to have a larger impact would continue for the next two years, such as sports clubs (39%), other youth clubs (30%), church clubs (28%), and educational clubs (26%). There was less confidence in the persistence of parish safety committees (10%), neighborhood watch (16%) - but more in community consultative committees (22%) and police youth clubs (34%).

Community Members Report better Relationships with the JCF

Respondents to the MSL survey were almost unanimous that it had "become easier for the police to gain access" to their community in the last two years. Community members surveyed also noted JCF roles in community organizations, with 18% asserting that the police are involved in

⁴⁰Most respondents did not know about the various types of organizations in the survey. "Don't know" responses ranged from low of 65% for sports clubs to a high of 88% for parish safety committees.

sports clubs, 10% in neighborhood watch groups, 15% in community consultative committees, 29% in police youth clubs, and 15% in other youth clubs.

Community Members Do Not Know Much about JCF Engagement in their Communities

Jamaicans from the MSL survey did not know much about police engagement across the different community organizations. For example, only 10% of community members felt the police were somewhat or actively involved in neighborhood watch, with 13% asserting that the police were not involved at all in the program, and the overwhelming majority (76%) with no knowledge about police involvement.

Question 3 – Anti-Corruption

The SOW for the evaluation asked:

What were the successes, challenges, and barriers in implementing COMET's approach to reducing corruption?

Anti-Corruption Findings

COMET moved into anti-corruption work as a priority area for USAID and the country, particularly for the JCF and community members during the course of project implementation. USAID's definition of corruption as "the abuse of entrusted public authority for private gain" guided this effort. In the six and a half years of the project, COMET provided support, training, and short-term assistance to all of the institutions that have been at the forefront of this anti-corruption effort. The COMET approach to anti-corruption had three-prongs: prevention, education and communication.

Public and USG concerns about corruption in Jamaica had been on the rise early in the project's tenure. In 2007, the newly-elected Government of Jamaica adopted a strong anti-corruption focus. The JCF responded with reform of their organization structure for fighting corruption by forming the Anti-Corruption Branch (ACB). The ACB's initial strategy was to quickly engineer fear of detection of corruption in the Force through visible arrests of corrupt officers. Within the first 6 months of 2008, over 50 members of the JCF were arrested and charged with offenses linked to corruption.

In July 2008, public opinion polls listed corruption as the second most serious problem facing Jamaica - behind only crime and violence. Other new organizations were founded to be anti-corruption champions and received assistance from COMET. The Independent Commission of Investigation (INDECOM) was created to investigate police shootings. And Jamaica founded one champion civil society group, the National Integrity Action Forum (NIAF) - now called the National Integrity Action Limited (NIAL). COMET also supported other branches of the GOJ, particularly the Financial Investigations Division (FID) of the Ministry of Finance and the Customs Department.

COMET Support to Corruption Assessment Useful

In early 2008, USAID/Jamaica, with the support of the then Prime Minister, used MSI through a non-COMET mechanism for a corruption assessment, which COMET supported with logistics.

USAID staff interviewed reported that the assessment was useful for targeting support to countering corruption through COMET.

COMET Support is Valued by the ACB

The ACB valued COMET as “one of our great supporters.”⁴¹ While the JCF had always had internal organizations that countered corruption, these efforts were seen as reactive and not sufficiently focused. These efforts also did not adequately change public perceptions in that the public still saw the JCF as badly affected by corruption. COMET support to the ACB funded:

- Advertisements promoting the ACB’s major anti-corruption outreach - the 1-800-CORRUPT toll-free telephone line which facilitated the anonymous reporting of corruption;⁴²
- Twenty thousand school notebooks with anti-corruption messages, highlighting the JCF’s focus on ethics, respect and citizen’s rights;
- The development of the anti-corruption training and manual;
- The development of the Ethics and Integrity (E&I) policy;⁴³ and
- The development of the JCF vetting policy and unit.

COMET’s 1-800-Corrupt Promotion Still Visible

The campaign to promote the tip line was valued by JCF members interviewed. COMET-supported products promoting the line were in use across divisions and stations visited by the team.

COMET Support Benefitted Civil Society Anti-Corruption Efforts

USAID and COMET staff noted the benefits of COMET assistance in the creation and institutionalization of the NIAF, the key civil society body that works against corruption in Jamaica.⁴⁴ Civil society leaders, USAID staff, and COMET staff interviewed respected the work of the Forum in countering corruption. Institution-building support enabled NAIL to become affiliated with Transparency International, the best-known anti-corruption INGO. INDECOM staff interviewed stated better relationships are being developed with the police and noted active collaboration with Anti-corruption Branch. INDECOM sends corruption tips referred to it that are outside of its mandate, which is to review shootings or potential abuse of force cases, to the ACB for action.

Other Institutions Benefitted from COMET Anti-Corruption Assistance

COMET training was also made available to other key government institutions where corruption has been perceived to be a problem. COMET provided ethics and integrity training for the Jamaica Customs Department, as well as brought in two Customs Expert consultants to assist

⁴¹ Interview in the ACB.

⁴² COMET contracted with an advertizing agency for this support. Messages were on billboards initially, and then on Jamaica Urban Transport Company (JUTC) busses. USAID and COMET staff, as well as the ACB, felt that the bus advertizing was particularly effective at increasing awareness. Other materials promoting the line were also produced and disseminated, including bumper stickers.

⁴³ Since 2010, more than 400 members of the Force have passed through Ethics Committee review. Senior JCF interviewees lauded the contributions of the E&I policy and committee in raising standards within the force.

⁴⁴ NIAL proved non-responsive to repeated efforts to meet during the fieldwork and afterward the expatriate consultants had left Jamaica.

with the reform of the customs. The consultants conducted an internal audit of the Department to identify areas of weakness for reform.

COMET Provided Support to Additional Priorities On-Demand

In response to USAID and GOJ requests, COMET provided:

- A ballistics expert consultant for the Office of the Public Defender in the wake of the 2010 Western Kingston incursion;
- Assistance in drafting legislation on the Anti-corruption, Breach of Awards of Contract and; Political Finance, among others;
- A forensic investigator consultant to the office of the Public Defender;
- Support to hold two regional anti-corruption conferences for countries of the Caribbean in 2011, one in Jamaica and one in the Bahamas.⁴⁵

COMET Help Valued in the Establishment of INDECOM.

COMET facilitated the formation of the new independent government body that investigates police shootings in Jamaica. COMET provided both general organizational development and specialized support to INDECOM, including:

- Training crime scene investigators;
- Developing rules, protocols and policies;
- Creating HR policies;
- Training in forensics;
- Support to a retreat, including facilitation to reformulate INDECOM's Mission, Vision and Corporate Plan;
- Provided filing cabinets, cameras and vests to identify INDECOM staff at the scene of an investigation;
- Supported a case management course to improve investigating officers' ability to manage incidents; and
- An anti-corruption specialist and policy/HR specialist consultants to assist with establishing best practices in these areas.

COMET Support Valued by the FID

As the GOJ moved to address corruption beyond the JCF through the strengthening of an office to address high-level corruption in the Ministry of Finance, COMET was asked to support the institutionalization of the reformed FID within the Ministry. COMET provided a consultant to review and make recommendations to the FID on management and operations.

Negative Experiences with Corruption Lead to Awareness of Countering Corruption

Twenty-three percent of inner-city Jamaicans surveyed in the MSL community survey reported personal experience with police corruption. Respondents that noted directly witnessing or taking part in police corruption cited diverse practices: police negligence, tipping off suspects, and abuse of authority (28% of those with experience with police corruption). Compared to experience with corruption, there was less awareness about how to counter corruption – and even less willingness to address corruption. When asked “How would you complain about corrupt

⁴⁵ The conferences were seen as valuable by JCF, GOJ, USAID, and COMET interviewees in promoting the Jamaican experience and the wider use of these anti-corruption approaches in the region.

cops?”, 5% volunteered they would call 1-800-CORRUPT and 3.5% said they would call INDECOM. However 38% of the community members surveyed reported that they would not complain. When MSL asked community residents in the survey about their awareness of a battery of anti-corruption institutions, fifty-one percent (51%) said they had heard about 1-800-CORRUPT, 62% knew of the the ACB, and 68% had heard of INDECOM.

High Awareness and Understanding of Anti-Corruption within the Force

In the MSL policing survey, respondents in the JCF reported high awareness of the anti-corruption strategy (87%). In terms of what the strategy meant, respondents articulated a wide variety of open-ended answers. The largest group of responses from police officers centered on prevention through improving standards (22%), education (13%), and standing up for honesty (8%). Other common responses emphasized enforcement through confronting corruption (15%) and arrests of corrupt police (7%).

When asked what they do to support the anti-corruption strategy, officers polled noted widely disparate ideas. The largest categories from these open-ended assertions were supporting standards (21%), standing up for truth and honesty (15%), and speaking out against corruption (11%). Some police were more skeptical in the focus groups, and debated among themselves whether the drive merely targeted lower-level corruption in the Force and left prominent Jamaicans untouched. Officers in interviews and lower ranking members in the focus groups felt that the anti-corruption drive has inhibited some members of the Force from engaging in corruption, but that corruption continues on a smaller scale, as some police feel that they cannot survive on their salaries alone. Some constables emphasized how greater public awareness means that the police cannot get away with corrupt practices in communities. They noted that community members will report wrongdoing and reports are followed up within the JCF.⁴⁶ Some officers also argued that their colleagues will report corruption in the Force and investigate citizen complaints, rather than stick up for each other, as now the Force had systems and procedures as well as ways to enforce the accountability of managers for the behavior of their subordinates. They felt that the focus on anti-corruption has engendered greater trust from the community which in turn has a positive impact on intelligence gathering and crime fighting.

The Public Perceive that the JCF is Trying to Combat Corruption

Survey respondents did not have a lot of skepticism on the JCF drive against corruption; while 67% believed the effort was extremely, very, or somewhat serious while only 30% of those surveyed felt that police are not taking countering corruption very seriously or not at all seriously. Jamaicans with personal experience of JCF corruption were only slightly less likely to believe that the JCF was not serious in these efforts.⁴⁷

Inner-city Youth are More Skeptical

⁴⁶ Noting, for example in a focus group, that constables had to be “much more careful , on p’s and q’s because they don’t know who is watching, they don’t know, we are not sure who is watching, who is taping, who is taking pictures.”

⁴⁷ The correlation coefficient between them was -.143 denoting a modest relationship between experience with corruption and views on whether the force was making strong efforts to counter corruption.

Focus group participants, both young men and women, were more critical about police corruption than suggested by the polling data. The FGD methodology encouraged debate and discussion which in terms of corruption led to more heated views within small groups.

Anti-Corruption Work in Jamaica Needs Additional Traction

Both in general and in particular institutions, key informants interviewed cited areas where additional progress was necessary. These areas include:

- Additional public awareness of JCF efforts;
- Better cooperation between INDECOM and the JCF; and
- Support to the justice sector to rapidly and fairly address corruption cases, by resolving cases immediately.

Question 4 – Implementation and Management of COMET

The evaluation SOW asked:

- How effective was the structure of the COMET program in meeting the initial objectives of the SOW (from 2005 for the program)?
- Was the mix of interventions appropriate?
- Which interventions were the most and least effective?
- Which interventions should be prioritized for a follow-on project?

Implementation and Management Findings

The goals of the program as well as the structure and staffing of COMET evolved substantially over the six and a half year period of implementation. COMET used expatriate and Jamaican staff to deliver technical assistance, brought in Jamaican and international consultants to augment their capacity and skills, and hired private companies to provide services to the project, it's partners, and beneficiaries.

The initial SOW for the program from 2005 sought to contract with a partner to support the achievement of the five-year goal of Strategic Objective (SO) 13 "Improved Governance through Citizen Security and Participation" under the USAID's Jamaica Country Strategy FY 2005 – 2009. The contract was awarded early March 2006 to MSI for approximately \$7 million. The two intermediate results (IRs) of SO 13 at the time were:

- Civil Society Advocacy of Public Interests Strengthened, which will continue to focus on strengthening civil society, and
- Public Safety in Targeted Communities Increased, to focus on strengthening community and police relations by building on the success of the community policing assistance under the previous strategy (highest priority IR in SO).

The three and a half year contract was extended three times, for an additional year each time. The contract had a first extension, for the period September 2009 to September 2010, that shifted to four core components from the original two, and describes specific objectives for each, with associated outputs and expected results for specific partners in:

- Law Enforcement/Peace and Security;
- Civil Society Strengthening;
- Good Governance; and

- Micro-Enterprise Development.

The focus for the program in the SOW remained the JCF and CBP though there was explicit attention to anti-corruption, civil society, and youth.

The second extension, for the period September 2010 to September 2011, moved to six core components, by adding two Caribbean Basin Security Initiative (CBSI) components “to compliment the existing four core COMET components, which were to continue in limited scope.”⁴⁸ The two additions were:

- Community Based Policing; and
- Anti-Corruption.

Specific objectives, associated outputs and expected results focused on the activity level; and regional cooperation become an objective that was explicitly targeted.

The third extension, for the period September 2011 to September 2012, added approximately \$1 million through CBSI to the program. USAID/Jamaica envisioned four components:

- Community Based Policing;
- Strengthening CBOs/LNGOs, and Community-driven activities;
- Juvenile Justice; and
- Anti-Corruption.

MSI Contract was Flexible

Former USAID staff interviewed noted that using a contract to implement programs in CBP was driven by the need for greater management control and greater flexibility, which the Mission did not have under the previous grant mechanism that supported the Grants Pen pilot. Former USAID staff emphasized that the contract was designed specifically to be a flexible instrument for technical assistance and to potentially provide other support in a wide variety of areas. The contract was initially needed to serve whole SO and became more focused as more Mission programs came on line. This need was cited by USAID interviewees as one of the reasons that the focus of COMET activities varied.

Funding Cuts and Different Monies Affected the Program

COMET faced annual reductions to the budget from what was envisioned in the initial SOW and contract.⁴⁹ USAID, COMET, and MSI staff noted that the cuts to Mission Development Assistance (DA) funds constrained the program. USAID staff interviewed noted the creative efforts of the Mission to find additional funds for the program, such as the microenterprise funds that were used for working in microlending, resources for youth programming, and the CBSI funds. MSI interviewees noted the costs of the initial staff were a substantial share of the budget. The shift to having only one expatriate staff person (the COP) with the end of the first police advisor’s contract freed up funding for other activities. MSI and USAID staff interviewed felt that the police advisor (PA) had made sufficient progress with the JCF to leave – and felt that COMET would be able to collaborate with the Force without a full-time PA on staff. When views changed and another full time PA was recruited, he was almost immediately made COP. USAID,

⁴⁸ SOW Amendment p. 1; interviews with USAID management.

⁴⁹ The evaluation team was not privy to budget information for COMET beyond the overall funding for the project over the six and a half years, the amount anticipated in the initial SOW, and the amount anticipated for one of the three annual extensions. The discussion on budgeting is thus brief.

COMET, MSI, and JCF staff noted the COP's strong work with the Force continued, and that the project was able to bring in additional PA through a consultant.

Annual Extensions Complicated Implementation

COMET and MSI staff interviewed noted the short time period for activities with annual extensions made both planning and implementation challenging for staff. With an extension of only a year, substantial realignments were not possible.

Early "Pilot" Strategy Seen as Unsuccessful

Former USAID and COMET staff noted that the program was faced with numerous difficulties in its first several quarters. Former USAID and COMET staff, as well as COMET reports, noted the initial effort to achieve objectives "by implementing the successful approaches used in the Grants Pen community policing program in other targeted troubled inner-city communities" was limited, as the Grants Pen Model was widely seen as too expensive and had little support within the JCF, the key stakeholder for policing.

The Assessment was Critical in Changing to an Institutional Strategy

USAID and COMET interviewees substantiated assertions in COMET quarterly reporting that the CBP assessment was a watershed in changing the strategy of the program. The way the assessment was used afterwards to restart engagement with the JCF as an institution was seen as critical to more effective activities that supported CBP.

The Institutional Strategy More Successful with the JCF

Interviews with USAID staff, MSI and COMET staff, and members of the Force focused on the project's work after the CBP assessment to support the roll-out of CBP with the JCF, initially in 19 communities, then to 57 communities, and then island-wide. With the support of the leadership of the JCF, COMET was able to work with the Force through the remainder of the project through:

- Workshops and conferences;
- Drafting, finalizing, and disseminating publications;
- Training; and
- Targeted technical assistance.

Interviewees noted repeatedly the valuable influence of these activities on strengthening CBP in the Force.

Institutional Strategy also Finds Successes in Anti-Corruption

Interviews with USAID and project staff and with beneficiaries in anti-corruption organizations appreciated the support of COMET in building the institutional capacity of the new anti-corruption institutions developed in and outside of government: the ACB of the JCF, FID, and INDECOM. This work in core aspects of institutions, such as human resources management, as well as in areas central to their successes, such as publicizing the 1-800-CORRUPT phone line, were seen as effective because they worked with and through the institutions themselves.

Institutional Strategy Less Successful in Civil Society

Interviewees were more critical of COMET interventions in civil society. This criticism extended to COMET's institutional work, including building the capacity of CBOs in communities in early

years and the later effort to work with the SDC as a government institution that could serve as bridge to community organizations (rather than working with CBOs directly). While the SDC had the capacity to organize communities for planning, SDC staff interviewed was not confident that their organization had chosen the right facilitators for some of the communities they worked with. The biggest challenge noted by COMET, SDC, and other interviewees was that the SDC did not have the funds to execute these plans. The unfunded CSS plans then languished and SDC interviewees noted that organizational changes in the GOJ reduced the role of the SDC. Neither COMET nor other donors stepped in with resources behind these plans. The work on the implementation of safety and security plans with communities was thus largely left to JCF, which had neither the resources nor the management to implement these plans.

COMET Activities and Focus were Limited in Other Areas

Project activities were focused on CBP through the Force, and the civil society effort to connect communities with the JCF. The anti-corruption effort, with strong ties to the Force and through methodologies to support the development of civil society in countering corruption via NIAL, fit well into these efforts. The focus of resources (staff time and funds) limited COMET engagement and results in other areas:

- Education;
- Microenterprise and microfinance;
- Other NGO partners; and
- Smaller, community-based CBOs.

COMET Appears to Focus on Activities, Rather than Objectives and Indicators

Project reports show how the objectives and indicators, as well as how they were to be measured, changed over the project period. COMET reports also consistently demonstrate difficulties in measurement, including obtaining the data to measure these indicators and getting partner buy-in for these efforts. In some cases, indicators are not at a level to be useful, such as in microlending. In interviews, no one reported or emphasized using these indicators for management purposes.

COMET Mix of Activities Does Not Manage to Balance Civil Society and JCF Work

COMET reports vary in emphasis, from some that focus on civil society work early in the project, to others that stress collaboration with the JCF and progress in CBP, particularly in the last couple of years. USAID and COMET staff noted in interviews that it was always a challenge to try to balance portfolio, with activities more successful than others. Some COMET staff and consultants felt that the project would have gotten more traction with the JCF earlier with more of a PA presence. The particular background and skills of the COP were noted by COMET staff and consultants as having a strong influence on the direction of project activities and their successes with key counterparts in civil society or the JCF.

COMET Does not Manage to Connect and Build Partnerships between Civil Society and the JCF

While COMET tried several approaches to connect communities through civil society or state agencies (the SDC) to the JCF and CBP, interviewees noted that the project was never able to close this loop in a sustainable fashion. JCF interviews emphasized the lack of capable partners in communities, including other state organizations, as barriers to partnerships and CBP more broadly. NGO and CSO leaders interviewed did not have strong links to the JCF and neither did their organizations.

Future Priorities

Key informants interviewed shared recommendations on potential USAID work in communities and CBP for the future. The section on recommendations is informed by the priorities emphasized by interviewees. However the overall recommendations flow from our findings and conclusions rather than solely or directly depending on the ideas of interviewees.

Question 5 – Economic Development

The evaluation SOW asked the team to examine the following statement.

A key assumption of the COMET program was that economic opportunity would increase simultaneously in communities where COMET was implemented.

- To what extent did this happen and how was it impacted by the COMET program?
- If it did not occur, was this a barrier to achieving COMET's overall objectives?

Economic Development Findings

In the six and a half years of the project, MSI quarterly reports note that COMET supported several different types of targeted efforts in business development, microfinance, and education. First, these economic development activities focused on individuals or small groups in Grants Pen. Second, these endeavors were broadened to focus on supporting larger numbers of young people in communities that were the initial focus of community policing for the JCF. Third, in the wake of project efforts to explore the potential for expanding micro-finance in disadvantaged communities, COMET was used by the USAID Mission to program micro-finance funds. The project supported development work on the regulatory framework by hiring a consultant to work with the Development Bank of Jamaica (DBJ) to encourage the expansion of the industry.

- COMET activities in quarterly reports that first note a focus on increasing economic opportunities were two COMET-sponsored workshops in Q4 2006 at UTECH that trained 13 and 21 participants in small business management. COMET provided follow-up technical assistance to some participants but noted in several quarterly reports that these efforts had little effect.
- At the end of 2007, COMET piloted work with GoGSAT to improve the educational opportunities of primary school graduates through on-line coaching in skills to boost their scores on the Grade Six Achievement Test (GSAT) that is used for entrance to secondary schools. From initially supporting 270 children in the 3 target communities for COMET, these efforts were expanded after seeing high success rates from the GoGSAT program. COMET subcontracts work to provide on-line tutoring for 3,900 students in the 38 communities where the JCF was rolling-out CBP.
- COMET explored micro-finance opportunities initially in the targeted communities and then Island-wide from 2006-2008. However, COMET efforts to partner and stimulate microfinance through encouraging partnerships with a variety of organizations were not successful. COMET then subcontracted with a consulting firm to eventually assist the

DBJ expand their work in microlending through a consultant in 2009.

Economic Development Has Not Been a Strong Focus of COMET

COMET staff interviewed did not focus on the economic development aspects of the project, and noted that the project did not focus on economic development. Stakeholders interviewed did not perceive COMET as an economic project and did not expect to find economic development results from project activities. COMET reports noted the continued challenges of working on economic development from its initial work with a few micro-level community enterprises such as brick making. Economic development, while a separate component of many COMET reports, was not a substantial focus in project reporting.

COMET Provided Test Preparation Support

In education, COMET successfully linked the JCF to opportunities for some young people to use a private company's on-line test preparation package through the program. The project promoted these successes and the role of the JCF in the Gleaner and the COMET website and GoGSAT. GoGSAT had other partnerships with private companies and the GOJ that expanded with COMET work.⁵⁰ GoGSAT has continued and remains a well-known and heavily used product for families and schools to prepare students for this important entrance exam.

COMET Struggled to Expand Micro-Lending

USAID staff interviewed noted how budget cuts to DA funds reduced the potential to have activities in economic development. On the other hand, opportunities for USAID/Jamaica to access earmarked micro-enterprise funds were seized by the Mission to keep COMET funded despite budget cuts and to encourage the program to work in this area. After efforts by COMET staff to catalyze micro-economic development by facilitating other actors in micro-economic development and making a few small grants to individuals in targeted communities was not very successful, COMET competing a task order, hired a consulting firm, supervised their consultant, and managed stakeholders in the DBJ to support micro-lending. DBJ staff interviewed appreciated this support, and reported that the assistance produced technical operating process manuals for the introduction of a microfinance lending window that set out the required minimum financial qualification of borrowers and the organizational structure and procedures needed for the DBJ, which the DBJ report are still used today.⁵¹

Unrealistic to Expect COMET Implementation to Produce Economic Development

Key informant interviewees did not feel that the key assumption of the COMET program - that economic opportunity would increase simultaneously in communities where COMET was implemented - was plausible. Interviewees emphasized that the economic development in inner city communities has been a chronic, long-term challenge for the country that should not be expected to be addressed by a single donor project over a few year period.

Communities View Economic Challenges as Serious But See Some Opportunities Improving

⁵⁰ COMET support at a relatively early stage of GoGSAT's marketing may have helped the company gain market share in the preparation business. The team was unable to get GoGSAT staff to return repeated calls requesting a meeting in Jamaica to explore the impact of COMET support on its development.

⁵¹ Interview with DBJ staff.

The lack of opportunities and jobs, particularly for young people, are problems that were emphasized by community leaders in interviews. These problems were especially noted in inner-city communities during focus group discussions. When asked about economic development in several ways through the MSL survey, community members' polled felt that it was not becoming easier to earn money within their communities (62% strongly disagreed or disagreed somewhat that it was becoming "easier to earn a few dollars in their community"). However community members' polled were more optimistic about their economic prospects outside of their communities (with 47% agreeing strongly or somewhat agreeing that it was becoming "easier to find employment outside their community"). And community residents polled noted economic changes within their communities. Seventy-four percent of those surveyed felt that there were "more small businesses opening in my community in the past two years." When asked about the impediments they saw to entrepreneurship in their communities, 51% of Jamaicans in the community sample felt there was not "anything that prevents people from starting small businesses" in their communities. For the 46% of residents surveyed that noted barriers, almost half focused on the lack of start-up funds; few respondents noted extortion or crime as problems to business development in these eight communities (only 15% of those that noted any barriers).

CONCLUSIONS

The overall aims of the COMET project, as stated in the evaluation SOW, were to contribute to "two outcomes: the reduction of crime and violence and the improvement of the quality of life in high-crime communities of Jamaica."⁵² USAID focused on these aims as two of the main development challenges in Jamaica. These two aims are present daunting challenges for a single development project, especially with a modest budget. Directly affecting these two aims is outside any project's – and USAID's – manageable interests. However they are the focus of the GOJ and key agencies within the government, in particular the JCF and SDC. Jamaica has been able to reduce levels of crime and violence and there are perceived improvements in the quality of life in inner-city Jamaican communities; the COMET project contributed to these achievements, mainly through its close collaboration with and targeted technical assistance to the JCF. The evaluation draws conclusions based on the findings above, which are framed by the five key questions and sub-questions from the Evaluation SOW.

Community-based Policing Conclusions

As with the findings section on CBP above, the key question on CBP and three sub-questions lead to four sections of conclusions about community policing. Since the questions are about the JCF and CBP, not only the COMET project or its activities, some conclusions focus on the Force while others emphasize the project.

JCF Priorities and Plans in the Development of CBP

CBP Has Been a Top JCF Priority

Community policing has been one of the top priorities in the strategies for developing the Force, and is emphasized by the Commissioner and his leadership team. While the Force has many priorities, CBP is a key part of the broader set, and JCF leaders recognize that community

⁵² See the first paragraph in Appendix 1: Evaluation SOW.

policing contributes to other priorities (such as the reduction of crime). The JCF continues to plan to further institutionalize CBP planning in a comprehensive way. However, two areas stand out as weaknesses in JCF planning. Accountability to the public is less completely thought through or planned. Partnerships are encumbered by accountability issues and the limited capacity of partners.

COMET Activities to Support Operationalization

COMET Activities Were Significant in the Conceptualization of CBP in the JCF

COMET played a significant part in helping the JCF develop its knowledge and understanding of community policing. COMET helped the JCF to work its way through “conceptual confusions.”⁵³ Without its financial support and technical assistance, progress in building a shared understanding and commitment to CBP would likely have been much slower. The conferences and workshops COMET arranged and sometimes led helped build the support for community policing that exists today inside and outside the police. Having a clear concept of CBP is central to operationalization.

COMET Activities Have been Critical in Supporting Operationalization

Without COMET financial support and technical assistance for materials, training, and training of trainers, progress in operationalizing CBP would likely have been much slower. COMET supported workshops and trainings that have been critical in the dissemination of community policing across the Force. The difficult resource constraints that the Force works under and its many priorities suggest that without COMET support, the JCF would have had a difficult time developing training courses and rolling out CBP training to Division and Station management, for CBP trainers, and for new entrants to the force. COMET training and COMET-produced materials were thus instrumental in the successful roll-out of the JCF “9 P” model of CBP.

COMET Impact on CBP Is Not Amenable to Evaluation

Weaknesses and changes in COMET indicators and measurement, the absence of a baseline for the JCF and project to use to measure CBP implementation, and the influence of other donor programs and mechanisms that support CBP make it difficult to evaluate the contributions of COMET to the adoption and operationalization of CBP in the JCF. Importantly, the ways COMET operated behind the scenes and through the JCF made Force managers feel they made these changes themselves with only modest outside help, which has facilitated the adoption and sustainability of CBP approaches within the JCF.

Current Level of Operationalization of CBP in the JCF

CBP Has Permeated JCF Operations

The principles of community policing are well understood across the JCF by officers of all ranks and have been broadly operationalized. Strategic and operational plans include CBP, but the JCF has many other priorities as well. The JCF has limited resources at its disposal; resource constraints force tough choices among the many JCF priorities. These constraints limit CBP implementation in many ways.

⁵³ A quote from a senior JCF manager interviewed.

Operationalization of CBP is Uneven

Community policing is accepted by the vast majority of officers as the basic style of policing for the JCF, although there are still a good number of officers who have yet to be convinced that it is a better way of policing.⁵⁴ The principles of community policing are understood, but some important parts have not been fully developed. Critically the pro-active approach to patrol needs expanding. The concept of “reaching out to remove barriers in communities, to restore brokenness and restore the distortions in society,” need to be constantly emphasized and developed. The extent to which community policing has been operationalized is varies across Divisions. Jamaica can boast some good examples of community policing that are suitable for use across the Caribbean but is a work in progress in Jamaica and for the region.

Partnerships in CBP Need Further Development and Support

The JCF needs additional work to think through partnerships with civil society, businesses, other government departments and agencies, and communities – and strong partners to collaborate with.⁵⁵ Weaknesses in partnerships from the JCF side as well as from society and the rest of the government have limited the full expression of CBP. Weaknesses in communities, community organization, and key stakeholders in communities from both the government and private sector have made it difficult to engage civil society into the “co-production of safety.” The GOJ and JCF can also encourage greater community engagement and the JCF can do more to encourage partnerships themselves.

Accountability to the Public Needs Additional Development and Support

The area that is the least developed in CBP is public accountability, which is associated with partnerships. Accountability only really becomes effective where the police are willing to be transparent and held to account by the public - and where the public are sufficiently concerned to get engaged and have the channels to do so. While the Commissioner feels that he is forcefully and objectively held to account by the Police Commissions, some key Jamaican stakeholders felt that the Police Civilian Oversight Authority is not adequately using its authority. JCF divisions and stations are not accountable to public committees, although they have Parish Safety Committees and Community Consultative Committees. Expanding “divisional primacy” by passing the responsibility for developing community policing firmly on divisional and branch commanders and developing mechanisms for public accountability at this level could strengthen CBP and policing.

Overreliance on the CSSB for CBP

The operationalization of community policing depends too much on the CSSB. The current focus on CBP within the Force emphasizes initiatives from the prior concept of community relations: school safety, neighborhood watches, youth clubs, community meetings and a bit of crime prevention. The focus on developing partnerships, problem solving, mediation, restorative justice, and investigations is insufficient. Community policing still seems to be

⁵⁴ Exemplified by references inside and outside the Force to policing as either “hard” or “soft,” with soft referring to CBP.

⁵⁵ Links with the business community as important stakeholders are the most developed now, but the police risk becoming dependent on local businesses for equipment which can lead to allegations of corruption. Broader partnerships are needed, with clear guidelines to prevent even the perception of corruption.

disproportionately focused on uniformed patrol. The JCF has limited resources at its disposal and it is doubtful whether it can afford to implement all the aspects emphasized as CBP.

Further Development in Use of Data and IT Needed for Problem-Solving

The JCF now has a baseline of information against which future developments can be measured.⁵⁶ Studies have focused on the impact of ‘patrol’ in CBP rather than broader issues of how CBP impacts professional policing across the board, including issues of criminal investigation. CBP emphasizes gathering information, turning it into intelligence through analysis, and the application of problem solving to all aspects of investigation. No baseline study has yet been completed on the JCF’s performance in investigation, case preparation or deployment of armed officers in planned operations, which are all critical aspects in creating safe and confident communities. An analysis is needed in this area. Additional support and the development of strong information technology systems are needed in the JCF.

Perceptions of CBP as an Approach to Reducing Crime

JCF Officers Believe that CBP is an Effective Approach to Reducing Crime

Members of the Force in interviews, focus groups, and the MSL survey of police pointed to numerous ways that they felt implementing CBP was effective in terms of building community trust, information gathering, and increased engagement. While numerous factors affect crime rates - and many variables shape Force members’ perceptions of the contribution of policing to these rates – JCF officers believe that CBP is helping reduce crime. Their arguments that support this perception are reasonable.

Experts and Community Residents Believe that CBP is an Effective Approach to Reducing Crime

Experts on policing outside the Force interviewed believed in the value of CBP methods to reduce crime. MSL survey respondents agreed and preferred non-police strategies and tactics like social programs, youth clubs, employment, increasing the number of police, and augmenting patrols to fight crime. Some data suggests that CBP methods, applied robustly in Grants Pen, have reduced crime.

Civil Society Conclusions

The methods employed in the evaluation did not find that COMET approaches had much success in increasing citizen participation in community security, and in building sustainable partnerships between police and local communities through working with civil society.

Challenging to Evaluate COMET Civil Society Activities

The different approaches and emphases that the COMET project pursued in civil society over the six and a half year period of implementation make evaluation difficult. No general baseline data was collected that could be used to measure change over time and trace the impact of the project on NGOs, CBOs, or communities, including in their relationships with the JCF.

COMET Lacked a Strong Civil Society Partner

⁵⁶ The Baseline Study completed by COMET this year and the MSL surveys for this evaluation.

Although USAID originally designed COMET with a civil society component, MSI did not find or develop strong partners on the civil society side that matched the JCF on the community policing side. This weakness in civil society and communities contributes to the absence of sustainable partnerships between police and communities.

COMET did not Build Sustainable Partnership between Police and Communities through Civil Society

COMET did not find an effective civil society partner during the life of the project and therefore failed to build sustainable partnership between police and communities. Without a sustainable partner at the community level, COMET tried working with a government-operated SDC and undertook a variety of interventions directly with individual NGOs and CBOs. These varied strategies did not lead to the expected results of increased participation and sustainable partnerships, nor did they address a variety of community-level needs.

COMET's More Successful Activities were Institutional

Working with communities through the SDC's planning process was the most successful strategy in increasing community participation in community security in the short term. However, with limited funding to follow through on proposed activities, communities became frustrated and disappointed which did not lead to building sustainable partnerships between police and local communities.

COMET Small Grants Program Least Successful

The implementation of small grants were done without an overall strategy, but reacted to the perceived needs after the Tivoli Incursion and was least successful in increasing citizens' participation in community security.

More Can be Done in JCF Information Outreach to Communities

The absence of knowledge about police engagement was notable across civil society. Greater engagement and greater information dissemination about JCF engagement has the potential to build relationships and increase partnerships between the Force and these communities.

Anti-Corruption Conclusions

The successes in implementing COMET's approach to reducing corruption in Jamaica were more notable from the findings than the challenges and barrier to COMET's approaches. COMET had staff with the experience with the institutional strengthening that the new and reforming institutions critical to Jamaica's anti-corruption drive needed, and was able to work effectively with all the key institutional counterparts in anti-corruption to provide modest, targeted technical assistance in specialized areas that has been valuable in making headway against corruption in Jamaica.

Successful COMET Institutional Approach to Anti-Corruption

The COMET three-pronged approach to countering corruption through work in prevention, education and communication with the key Jamaican institutions in the government, JCF, and civil society was seen as successful by direct beneficiaries interviewed. Modest COMET assistance was delivered to the key institutions that currently fight corruption: the Anti-

Corruption Branch of the JCF, the Financial Investigations Division of the Ministry of Finance, the Independent Committee of Investigations, and National Integrity Action Limited. Assistance in institution building and targeted support in some areas, such as ethics for the development of the JCF Ethics and Integrity policy, was important in building their overall capacity and strength in reaching some of their particular achievements, such as the innovative JCF E&I policy.

Additional Work Needed to Build Understanding and Partnerships with Society

The anti-corruption drive has raised public confidence in the JCF, but more remains to be done. Both more results and greater publicity of the work and achievements reached through the work of the ACB, INDECOM, and FID is needed as a way of boosting confidence in the overall GOJ anti-corruption drive. Greater information dissemination should help in encouraging public cooperation with these anti-corruption institutions and the JCF overall, which will in turn increase the overall effectiveness of the JCF through stronger cooperation with the citizenry, with the end goal of adding to citizen safety and security.

Implementation and Management Conclusions

The initial objectives of the 2006 SOW for COMET were “to support the Mission's efforts to achieve the USAID/Jamaica-Caribbean FY 2005 - 2009 Democracy and Governance Strategic Objective - Improved Governance Through Citizen Security and Participation.”⁵⁷ USAID sought a contract with the flexibility to support the entire SO as the Mission developed new assistance instruments. As COMET evolved, the focus came to be on contributing to the reduction of crime and violence and the improvement of the quality of life in disadvantaged communities. This evolution broadened activities somewhat into economic development and education. As USAID and COMET focused citizen security and community participation, the important contributions of corruption to the problems were recognized – and the project expanded to address countering corruption. COMET management had important successes in implementation in citizen security through its support to CBP with the JCF. COMET management had less success in civil society due to the lack of strong partners to work with, and was not able to develop an approach to overcome these lacunae. COMET management did not focus on economic development; with few activities in this area, results were modest. Finally, COMET management was able to contribute to significant institutional strengthening and steps forward in countering corruption.

Managing Expectations on a Project Approach is Difficult

The COMET program aimed to contribute to addressing two tremendously difficult challenges - community transformation in inner-city Jamaica and institutional change in a hierarchical, post-colonial police force. Expectations should be limited as to what a single project with a modest budget can accomplish in these areas. Achievement of COMET objectives in these areas is always outside of their managerial control and depends on their partners in government and the communities themselves. COMET management – and USAID management – consistently limited its approaches to sustainable development methodologies that supported the transformation of their key Jamaican partners through processes and procedures that were owned by these Jamaican institutions. This strategy is COMET, though able to provide only modest training, technical assistance, and logistical support or materials, was able to further the development of numerous Jamaican institutions in ways that are sustainable.

⁵⁷ See the 2006 COMET SOW, p. 1.

COMET Managed Changes to its Focus and Structure

The focus of the COMET program changed based on changes in funding, stakeholder engagement and priorities, USAID direction, and COMET staffing. When COMET had more civil society staff, there appeared to be more done in civil society; when there were more police on staff, COMET did more in CBP. Even with this specialization, COMET can – and did – contract out as needed for other skills and specialties, sometimes with great speed. COMET’s ability to do more than provide TA through its staff is affected by funding cuts and changes to the project as additional non-DA funds are used.

COMET Interventions were More Effective with Institutions and Less with Civil Society

COMET was more effective in institution-building and support to institutional counterparts such as the JCF and its subunits and other organizations, such as INDECOM. COMET was also valued for its technical support in CBP with the JCF. COMET was less effective in its reach to NGOs, CBOs, communities, and individuals within them where there was support for an institutional approach.

The Institutional Strategy is More Successful with the JCF than the Pilot Strategy

The turn after the CBP assessment to roll-out CBP with JCF across Jamaica rather than expand based on the Grants Pen pilot is critical to gaining traction within the Force and in implementation of CBP in the JCF. COMET-led and supported workshops and training are critical to these developments and lead to JCF buy-in for operationalizing their “9 P” CBP approach and building the JCF’s own capacity to implement this transformation, with critical assistance from COMET in training and logistics as well as support for the content of CBP publications and materials.

Institutional Strategy also Effective in Anti-corruption

COMET assistance to new and reformed institutions to counter corruption was also effective; project provided assistance to these institutions has been critical to the achievements made in countering corruption in Jamaica through the ACB, FID, INDECOM, and NIAL. Both more general institution-building support, and targeted assistance in critical areas of anti-corruption such as forensics, has been important to the progress to date reached by these institutions.

Institutional Strategy Less Successful in Civil Society

Work with strong institutions was not a focus of most of COMET’s civil society work. The COMET effort to work with the government’s SDC as a bridge to communities did not succeed, as the ability of SDC to organize community meetings and planning was not supported of funding for the implementation of community safety and security plans, either by COMET, GOJ institutions, or other donors. As unfunded, the CSS plans were not implemented and thus not successful. The difficult challenges of community transformation have been largely left to the JCF, which is not equipped to support these plans or transformation either. COMET’s civil society work that reached to small CBOs was also not seen as successful, as the project was seen as simply a one-time funder of small projects by successful small grant applicants – and left many more unsuccessful applicants without support.

Economic Development Conclusions

COMET was developed as a democracy and governance initiative. Since the economic challenges of inner cities has such clear effects on safety and security, as well as on civil society in these communities, COMET had the latitude to move into aspects of economic development to help individuals in some communities, groups or larger numbers of young people, organizations, and eventually institutions to support development. USAID staff and management were creative in finding microenterprise funding that could be programmed through COMET. COMET interventions in this area were never large and were never a focus of the project. COMET assistance in economic development was appreciated by these different beneficiaries, but the assistance was not central to economic changes in Jamaica or these communities.

Modest COMET Work in Economic Development

Economic development was a small portion of the total COMET effort and was not a focus of the program. USAID did not design COMET to deliver a comprehensive economic growth program in targeted communities or for Jamaica; MSI thus made modest efforts in economic development as a part of their integrated approach to community development and safety and targeted efforts as directed by Mission staff and management. COMET did not focus directly on stimulating economic opportunities in communities beyond several short-term activities in the early years of the program in Grants Pen.

Economic Opportunity Did not Expand Simultaneously with COMET

The SOW for the evaluation asserted a “key assumption” of the COMET program was that “economic opportunity would increase simultaneously in communities where COMET was implemented.” However this assumption does not appear to have been key to the thinking behind COMET or its implementation. The assumption was also not really acted on by COMET, which made only modest efforts in economic development. While increased community safety and security provides important benefits to communities, it is not clear that increases in safety and security simultaneously increase economic opportunity significantly in Jamaican communities. Safety and security are only two of the many barriers to development in disadvantaged Jamaican communities. There are few opportunities within these inner-city communities for many reasons; a scarcity of economic opportunities continues to pose barriers to community-based policing and combating corruption in Jamaica. And poor economic opportunities were barriers to achieving the broad overall objectives of COMET – reducing crime and violence and improving the quality of life in inner-city communities.

Economic Conditions Have Improved for Community Residents

Economic opportunities do appear to have developed modestly in the surveyed communities over the last few years. Economic opportunities have also increased for community residents outside of their communities in recent years. Jamaicans surveyed by MSL tended to note that economic conditions were improving in their communities as well as outside of them – as well as that their communities were becoming safer and more secure. However, inner-city communities remain underdeveloped; residents and the JCF recognize the detrimental effects of crime on their welfare and as barriers to economic development. Members of the Force and people in the communities they police think that increased economic opportunities would reduce crime in the

country and in their neighborhoods.⁵⁸

RECOMMENDATIONS

As an evaluation, the recommendations below flow from the findings about COMET and Jamaica as well as the team's analysis of these findings that determined the conclusions above. The evaluation did not go into areas that were not associated with the five key questions and sub-questions from the SOW. Recommendations thus also are limited to these areas, although they sometimes suggest other forward-looking analysis is warranted to explore the potential for assistance in areas not examined – or less examined - by the team. While recommendations are written for USAID, some of the recommendations really target key institutional COMET partners like the JCF for CBP.

Community Based Policing Recommendations

As with the findings and conclusions, the key question on CBP and three sub-questions lead to four sections of recommendations. The four are updated below in considering the future rather than drawing findings and conclusions from past experience. For example, instead of making recommendations on COMET, the section on support for operationalization makes recommendations for potential new USAID assistance efforts.

JCF Priorities and Plans in the Further Development of CBP

The Force Needs to Continue and Strengthen its CBP Drive

The JCF needs to continue and reinforce the emphasis on community policing across the Force. The JCF effort in CBP in particular needs to develop ways to keep community policing as a priority for leadership, training, management, and resource allocation. The JCF has many priorities and limited resources; the Force thus needs strong management to focus on its broad plans to implement and resource community policing. To properly implement and resource CBP, the JCF needs to develop comprehensive monitoring and evaluation systems to accurately track and report on the operationalization of CBP to the leadership team. The JCF needs to develop ways to incorporate the public into the review and adjustment process as well as transparent and well-publicized decision-making processes for the JCF to use to adjust CBP implementation.

Emphasis is Needed on Building Partners and Accountability to Communities

There are two key areas where the JCF's community policing effort is relatively underdeveloped. These two critical areas are partnerships and Force accountability to communities. Strengthening the Force's efforts in these two related areas would benefit from substantial support and technical assistance to develop strategies, review and revise them with stakeholders, and implement these revised plans. Afterwards, CBP advancement needs substantial promotion among the public to increase public awareness and engagement in partnerships and accountability under these strategies. Efforts are needed within both the JCF and in Jamaican society to build real partnerships and mutual accountability for community safety and security.

⁵⁸ Nationwide, almost all of the respondents (97.0%) strongly agreed (68.6%) or agreed (28.4%) that the government needs to create more jobs in order to reduce crime in the 2009 JNCVS (p. 169).

Potential COMET Follow-on Activities to Support Operationalization

Follow-on Activities are Needed to Support CBP

COMET activities were valued by the Force, especially by key counterparts in the operationalization of community policing in the top leadership and CSSB. COMET activities were important to the successes to date in the operationalization of CBP. Resources remain highly constrained within the JCF, and CBP needs further reinforcing as a core part of policing in Jamaica. Continued support from USAID/Jamaica for needs in CPB identified by the Force would supplement on-going JCF efforts that are under-resourced. Modest Mission support, coordinated closely with the Force, can be critical in furthering the operationalization of CBP across Jamaica and making community policing sustainable.

Further Operationalization of CBP in the JCF

Focused Work is Needed in Aspects of CBP for Stronger Operationalization

Although CBP has permeated JCF operations, the operationalization of CBP is uneven across the Force. The JCF should work to strengthen and equalize the operationalization of community policing across Areas, Divisions, and centralized units. This deepening and broadening of a consistent, best-practice JCF approach to CBP is needed for full operationalization and to make the institutionalization of community policing sustainable in the Force. Continued professional education for officers is needed to reinforce past training in CBP. The single police college reform should be supported, with CBP training a central part of training for new constables as well.

Need for Partnerships

Weaknesses in partnerships have inhibited the full expression of CBP. Weaknesses in communities, community organization, and key stakeholders in communities from both the government and private sector have made it difficult to engage civil society into the “co-production of safety.” Other weaknesses arise from the JCF side and can be addressed by the police. The Force needs to reinvigorate its efforts to engage key actors in civil society and government into community safety and security as a job for all managers rather than an area of work that is substantially left to the CSSB. Other initiatives from the JCF are needed to help develop broader partnerships in communities, including parenting and early childhood crime prevention programs, safe neighborhood programs that build whole communities, and programs that focus on supporting young people through skills training, leadership development, internships, and mentoring. Much of the work needed in the development of partnerships should be done from the civil society side, and is addressed in that section of the report below.

Need for Accountability to the Public

The one significant cornerstone of community policing that has not been implemented in a comprehensive way is accountability to the public. The Commissioner sees himself as clearly accountable to the Police Services Commission, and holds his commanders to account to him. Other than the PSC and Commissioner, accountability to the public is largely missing. The community consultative committees and Parish Safety Committees do not have a clear role in the accountability of station, division, or area managers or in the broader appraisal process for JCF officers. Senior management in the JCF and MNS should consider and develop other

mechanisms to bring civilian oversight and accountability into the management of community policing, particularly at the division level that is the primary locus of decision making for policing in Jamaica.

Need for Problem-Solving

Central to the culture of community policing is identifying, addressing, and resolving issues before they rise to levels that create problems for the police. The JCF would benefit from support to develop their approach to problem solving, train officers across the Force in these methods, and institutionalize monitoring, evaluation, and management of problem-solving across the Force. One of the key areas where problem solving should be employed is in addressing domestic violence.

Increased JCF Outreach and Public Relations

The Force needs to better promote its vision, plans, activities, and transformation among the public, particularly among opinion leaders in Jamaica. While the police have become more open, from the top for example in publicizing the weekly Force orders on the JCF website, a larger, more robust public relations effort is needed to dramatically increase awareness about CBP and the JCF's ongoing transformation across Jamaica. Jamaican television, radio, and newspapers cover, sometimes in graphic detail, news stories of crimes, including cases of potential abuse of police authority. Given this context, the Force needs to step up its positive publicity campaign to tell the larger story of CBP and transformation. Greater knowledge about the JCF's work in CBP is needed to increase public understanding of this drive. Greater understanding builds the potential for successful efforts to increase public participation with the Force that is needed for further take off in CBP. Greater participation is particularly needed to strengthen partnerships and public accountability, the two key areas of CBP that need additional development. Partnerships and public accountability will support advances in community safety and security as well as crime fighting.

Many other JCF Needs

The evaluation has identified many other areas where the police need to continue or take additional actions to institutionalize CBP, including:

- Force planning;
- Additional police posts to increase JCF presence in targeted communities;
- Data management and information processing;
- The single police college;
- Restorative justice;
- HR management; and
- Monitoring and evaluation.

CBP as an Approach to Reducing Crime

Robust Baselines, Performance Management, and Monitoring and Evaluation Needed

It is encouraging that many JCF officers and community residents believe that CBP is reducing crime in their communities. The Force should encourage these developments by continuing to promote CBP as central to crime fighting. The Force should also step up its measurement and management systems to better use CBP to fight crime and to be able to more accurately explain

the links between CBP and reduced crime, which in turn will reinforce the CBP drive and strengthen community safety and security. Performance management can be done through a systematic approach that combines a stronger focus on measurement and monitoring with the use of these data for management. Correctly implemented, evaluating the impact of these efforts on crime rates across communities can be used as the bottom line for CBP.

Civil Society Recommendations

USAID Should Assess Ways for Civil Society Assistance to Better Increase Citizen Participation in Community Security and Build Successful Partnerships

As an evaluation, the team focused on COMET's work and experience. Direct impacts of COMET were difficult to find in civil society, based on project implementation that focused far more on working with the JCF than with civil society. The team did not find COMET's civil society activities to have been very successful in increasing citizen participation in community security or in building sustainable partnerships between police and local communities. COMET's influence on the JCF and the ways the Force has worked with communities was much more notable. The JCF needs stronger partners in communities for the sustainable co-production of security and safety, and some community organizations need support to develop sustainable capacity and interest in working with the Force. USAID should consider commissioning an assessment on civil society capacity to partner with the JCF as part of developing a new program. If the Mission does not have time for an assessment prior to starting the procurement of the next activity, the SOW should encourage offerors to develop and test different plans for ways to work with civil society to produce safety and security and partnership, and explain why they expect these approaches to be superior to any alternatives.

USAID Should Work to Continue and Expand JCF Outreach to Communities

The efforts of the Force to work with communities on safety and security are known to only a minority of inner-city residents in the survey. The outreach that has been done to date from the JCF has not been strong enough to have a wide resonance in many communities and has not found capable civil society partners to work with. Strengthened efforts to expand JCF engagement with communities through work on community consultative committees, neighborhood watch, and police youth clubs should be supported – and these efforts promoted widely to expand knowledge and confidence that these efforts will continue and sustainability will grow.

USAID Should Consider Supporting Public/Private Partnerships

USAID should consider options in future programming for creating sustainable public/private partnerships capable of delivering activities at the community level. Providers might include the Private Sector Organization of Jamaica; national NGOs, and state agencies, especially the SDC and the Planning Institute of Jamaica. The Community Renewal Program (CRP) may be a platform for this work, as might the Kingston Restoration Company.

Anti-Corruption Recommendations

Continue USAID Support to Counter Corruption

Jamaican institutions need additional support for the counter corruption drive. This support is needed in awareness and education, as well as in enforcement. USAID has strengths in education and awareness building and in working with civil society that can continue to benefit Jamaica, in particular through NIAL.

Additional Awareness Raising with Public Needed

The Jamaican public, particularly opinion leaders in civil society, are not as aware of the progress made in countering corruption as they should be. The outreach to date from the Force has not adequately explained how the ACB is countering corruption or outlined the results of this drive to the public. Additional support is needed for public education to increase awareness of how to combat corruption, as well as the achievements to date. This will set the groundwork for greater progress in the future. Greater publicity of the work INDECOM as a way of boosting confidence in the organization and the Force is also needed.

Additional Measures within the JCF Needed

The JCF has made impressive progress in institutionalizing its anti-corruption effort. However there are still steps to strengthen this effort that need support. Beyond the Ethics Committee, the establishment of a Professional Standard Unit that uses standards and mechanisms to proactively raise the professionalism of the Force and hold members accountable would enhance the effort. Additional education work is needed to make it clear across the Force that INDECOM's investigations of shootings and potential abuse of force cases is in their interest and always deserves their full support.

Examples of Arrests, Convictions, and Sentencing Needed for High-Level Corruption

The lack of convictions of prominent Jamaicans has left skepticism that anti-corruption only targets lower-level people. The anti-corruption drive needs bigger arrests and some convictions of high-level people to increase public and JCF confidence that anti-corruption is a comprehensive effort rather than one that catches the petty corruption but exempts grand corruption and people at the top from this effort. A strong finance investigation system to "follow the money" through the FID is also needed.

Additional Topics Relevant to Corruption Need to be Addressed in the JCF

JCF recordkeeping, accountability and use of force practices must be reviewed and any deficiencies addressed to build ethics and integrity and ensure accountability for use of force. The broad perspectives of what JCF corruption is seen in the MSL survey show how abuse of authority and misuse of force are central in the actual examples of police corruption cited by residents of the eight communities surveyed. This view merits a response that focuses anti-corruption efforts on these areas as well.

Implementation and Management Recommendations

Goals for Potential Follow-On

A prospective USAID project to support community transformation and community policing should follow on COMET assistance to the JCF to institutionalize CBP and help other government agencies, NGOs, the private sector, and communities partner in the coproduction of safety. But a successful way to connect communities to community development and CBP is

needed. All stakeholders (the JCF and the communities, as well as NGOs, businesses, other GOJ ministries and agencies, and other donors) need to be able to partner in this effort. Weaknesses or the absence of this kind of partnership limited the operationalization of CBP, particularly the engagement of communities, under COMET.

Sustainable Development Methodologies Should Continue to be Used

In this work with the JCF, communities, state agencies, and private sector partners, any potential successor activity should continue to emphasize the use of training, behind-the-scenes technical assistance, and lightly branded support to ensure that Jamaican institutions are in the lead in the development, implementation, and follow-through on these initiatives. These techniques will encourage ownership and sustainability, as well as project success. While these methods reduce contractor and USAID control, the benefits in ownership, adaptation, and sustainability more than compensate for these limitations.

The Mix of Activities Need to Reach Communities

A successor project should contribute directly to addressing community priorities in inner-city Jamaica that are connected to community safety and security. Broad stakeholder engagement with CSOs, NGOs, the JCF, other government partners, and the private sector is needed to bring all parties into the design and implementation of activities together. As USAID did with COMET, the prospective USAID project should remain in the background and clearly put Jamaican partners in the lead. Support from the USAID project needs to fund more than planning. Assistance should also provide resources for the implementation of the community development activities in inner city areas that the communities themselves identify as priorities through processes that engage all stakeholders is facilitated discussion about their production of their own safety and security with the JCF.

Partnership Priority

A follow-on project needs to successfully link communities with JCF and other state agencies for shared safety and security and community development. Building sustainable partnerships in this work builds groundwork for greater accountability of the Force to the communities in which they work. A successor project should consider piloting alternative approaches with different state agencies and NGOs to find capable partners able to link inner city communities with JCF and other state agencies in a sustainable fashion. As part of this partnership, a successor project should consider inject substantial resources through strong partnerships and stakeholders (including the JCF - but not only the JCF) to support transformation in inner cities.

Economic Development Recommendations

USAID should consider whether the substantial resources needed to support economic development in inner-city Jamaica are available prior to the Mission moving into this area. Community development may be a better framework for more modest work to improve socio-economic conditions. Community development efforts in smaller inner-city communities were difficult to stimulate through COMET. At least in Kingston, community development could potentially be stimulated on a larger scale through a strong, experienced Jamaican partner with demonstrated results such as the Kingston Restoration Company.

DISSEMINATION PLAN

IBTCI suggests that the USAID Mission brief key JCF and community CBP stakeholders on the COMET evaluation. This brief can be a basis for stakeholder consultations on priorities, plans, and potential areas and methods for modest USAID assistance. The evaluation team has drafted a Power Point presentation for USAID review that could be used to brief findings, conclusions, and recommendations of the evaluation (Appendix 9). The Power Point could also be used to kick-off discussions on prospective USAID support.

1. APPENDICES

Appendix 1: COMET Evaluation RFTOP Statement of Work

Appendix 1 COMET Evaluation RFTOP Statement of Work.pdf

ATTACHMENT I: STATEMENT OF WORK

I. Introduction

USAID/Jamaica seeks to issue a Task Order under the Evaluation Services Indefinite Delivery Indefinite Quantity mechanism for a performance evaluation of the Community Empowerment and Transformation (COMET) project. The COMET project, implemented by Management Systems International (MSI) since 2005, aims to bring about two outcomes: the reduction of crime and violence and the improvement of the quality of life in high-crime communities of Jamaica. This evaluation will inform the development of a follow-on democracy and governance program. This program will be funded through the Caribbean Basin Security Initiative (CBSI), with the overall goal of *Increased Citizen Safety throughout the Caribbean*. USAID/Jamaica intends that the evaluator shall review COMET as a package of interventions, including accomplishments, best practices, and gaps in implementation. The offeror should propose an appropriate methodology, data analysis, work plan, and schedule for a high quality performance evaluation meeting the standards set out in USAID's Evaluation Policy¹, and answering questions specified in this Statement of Work.

II. Background

A. Identifying Information

Program: More Peaceful and Transparent Democracy
Project Title: Community Empowerment and Transformation (COMET)
Project Dates: September 2005 – September 2012
Funding: \$11,405,720
Implementing Organization: Management Systems International, Inc.

B. Background

Citizen Security in Jamaica

Today, citizen security remains a major concern in Jamaica, where the current homicide rate of 52 per 100,000 people is the fourth-highest in the world². Although criminal activity is largely concentrated in urban areas – specifically, the Kingston Metropolitan Region and parts of Montego Bay – the issue of violent crime has seized the national consciousness. Ninety-nine percent of Jamaicans worry that crime is a threat to national well-being (76.4 percent believe that it is “very much” a threat)³.

¹ USAID Evaluation Policy, January 2011 <http://www.usaid.gov/evaluation/USAIDEvaluationPolicy.pdf>

² According to the UN Office of Drugs and Crime's compilation of worldwide intentional homicide rates for 2010, Jamaica fell after Honduras (82.1), El Salvador (66), and Cote d'Ivoire (56.9), and just ahead of Venezuela (49) and Guatemala (41.4).

³ The AmericasBarometer by the Latin American Public Opinion Project (LAPOP), www.LapopSurveys.org.

Appendix 2: Desk Review

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COMET Community Policing

COMET's initial purpose was to support the development of the community based policing model that was being applied in Grants Pen and to replicate the model in five other communities. **PERF does not win the contract: it went to Management Systems International**

Phase 1: Developing the policing model at Grants Pen

Bert Laurent quickly took stock and understood the anxieties of the JCF. He determined that it was no longer appropriate to call for the replication of the Grants Pen model. He decided to seek to build consensus for a new framework to support the JCF in their endeavors to develop community policing across the Force. USAID encouraged the project to move to a more strategic role, working alongside the senior leaders of the JCF, to help the force develop the model it was already driving across the island. This was a significant decision. It aligned the project with the vision of the JCF and enabled COMET to become more influential, at a more strategic level.

A Civic Committee brought together Grants Pen's business community and the police; and the Community Policing Management Committee was reengineered. Training programmes were delivered including sessions on domestic violence intervention training and mediation. These skills were part of the JCF's approach to community policing.

The year ended with COMET and the JCF holding a retreat which resulted in a shared strategy for:

- combining documents prepared by the JCF and COMET to provide the basis of JCF's comprehensive policy on Community Policing; and
- creating an Interagency Working Group on Community Policing to ensure buy-in and support of relevant stakeholder policy makers.

Phase 2: Helping to develop CBP across the force 2007-2010

During this period COMET assisted the JCF to develop community policing in a whole variety of ways. First, it supported a broad range of workshops to build understanding about the principles of community policing. These workshops, supported by the Commissioner and his Executive, secured commitment and understanding over time. Many workshops were held engaging different ranks at the top, middle and team level. COMET provided some of the technical support and a lot of facilitation and organization support. At a senior level the COP was able to provide ideas and support. The types of courses provided around community policing included: problem solving, school safe, civil leadership, dispute resolution, mediation and domestic violence. They provided important training for the JCF trainers in community policing.

Second, it provided technical support in the preparation of key documents. For example, a first class community policing manual and a training manual for community policing which have built understanding of the principles of community policing within the police and to an extent within some communities. These have been updated twice. 5000 copies were distributed. COMET also helped produce the community policing wheel in 2009 that is seen today throughout the Force.

Third, it encouraged linked research, notably a major assessment of community policing in 2008 which provided a new sense of urgency and direction to the development of community policing. Other examples include: a benchmarking and performance indicators survey (2009), a benchmarking survey among the youth (2010) and 'an Analysis of the JCF Members' Perceptions of the Strategic Reform and Modernisation Process' (2012).

Fourth, COMET organized conferences. These included:

Guns, Gangs and Governance, and Stakeholders Conference, (2007);

a formal launch of the roll out of community policing, an anti gang symposium, and conferences dealing with parenting and gangs, (2008);

Regional workshop on gang reduction and Transnational security, (2009)

Community Policing Road map conference on building partnerships, (2010)

Fifth, COMET helped in building relationships between organisations such as the Social Development Commission, police and communities. This included developing a communication strategy.

Last two years – 2011 to 2012

During the past two years, the support provided by COMET shifted to other key issues linked to community policing at the request of USAID. IT was felt that Community policing had become established by the end of 2010 and was gaining momentum throughout the island. The new direction for COMET was led by a new COP, Doug McCaffery, who strengthened the links with the JCF.

Impact of the Caribbean Basin Security Initiative (CBSI)

COMET's approach was re structured under two components:

1. *Community Based Policing*: "Effectively implemented community based policing strategies which are informed by increased understanding of domestic gangs and their impact on communities."
2. Support for *Anti-Corruption endeavours*

COMET developed a stronger focus on increasing community engagement to assist them in resisting gang build up within their communities. They contributed to the development of a National Gang Reduction Strategy.

By 2012 the JCF had trained about 9,000 officers in varying aspects of CBP requirements. The courses include recruits, supervisors and senior Managers.

COMET continued to deliver support through strategic technical support, training and the management of important conferences. Among the contributions were:

Strategic

Ongoing strategy support through bi-weekly meetings with the executive of the CSSB

Short survey to be conducted about the SRIT review

COMET was asked to assist the SRIT team to assess the impact SRIT initiatives had had on the police.

Communications tool

COMET assisted the CSSB with the development of a 'Communications Tool' that would assist the appropriate linkages with key stakeholders in the Community.

Safety and security plans continue to be rolled out.

Safety and security plans continued to be rolled out under the Community Renewal Program (CRP) and are evidenced in the improved number of community groups such as Neighborhood Watch and the Police Youth Clubs being developed. The requirement for **safety and security plans** to be developed and delivered to 13 targeted communities was accomplished and exceeded.

Institutionalize the Assessment Development Center process into the JCF.

COMET introduced the 'Assessment Development Center' concept to the JCF. A program was developed; 'train the trainers' programs were conducted for assessors and the program was successfully piloted with the New Accelerated Promotion Program (NAPP) participants.

National Crime Prevention and Community Safety Strategy (NCPCSS)

This Activity continued to experience delays. Several attempts by the Ministry to conduct an inter-ministerial meeting on community safety have not evolved. The MNS indicated that they would be pursuing the inter-ministerial meeting that will assist them to set the direction for whole of government safety and security strategies.

Starting to Develop the JCF Partnership Strategy

Following the 'Showcase Conference' [see below] the Commissioner embarked on a process of developing a JCF Partnership Strategy. Twelve key areas were selected. The aim was to enhance police/community/government cooperation to achieve community safety. COMET's role was to work with the [CSSB] and ensure the practices were inculcated into mainstream community policing and training. (The JCF Partnership Strategy was finalized after the Bahamas Community Policing Conference.

A single police College

Comet provided technical support to help the JCF develop a strategy and project plan to merge the current five training areas into a single Jamaica Police College. This followed the recommendation of the Strategic Review [Rec 65]

Research

There was a more defined focus now on achievements and the impact generally on the Jamaican communities. This was starting to be achieved through targeted professional inputs from researchers.

Examples of this were:

- The Anti-Corruption Conference regional situational analysis
- A survey to establish the impact of SRIT initiatives
- Baseline survey for Community Policing

CBP activities in relation to the JCF and community engagement were now being monitored through a monthly assessment tool. This continues to be used.

Training

Number of persons trained in community based policing best practice

An internal course was run by the JCF and the training cadre was increased considerably by a further 24 trainers.

Integrate Community Policing training into the Police College Curriculum.

All CBP training was now being conducted by the CSSB. The training packages are expertly prepared and delivered. It is intended that once the training environments are established under one management all such training will be inculcated into the police training curriculums.

Conferences

First Regional Community Based Policing Conference

The First Community Based Policing Conference The objectives were to:

- Establish a regionally consistent approach to CBP practices;
- Enable the capacity of nation states to operationalize CBP;
- Share information on CBP practices across the region; and
- Identify country commitments for improving their CBP practices. With 21 Caribbean countries in attendance, all objectives were achieved.

COMET played a central part in planning, organizing, supporting and writing up the Conference. This was an important contribution to regional policing.

Jamaica Government Showcase

COMET hosted a Jamaica Government Showcase to assist the MNS development of its Community safety and security strategy. The Showcase was designed to ascertain the status of each government agency in security and safety initiatives. All government Ministries were invited to present. The only Ministry not represented was the Ministry of Finance. The JCF and the Child Development Agency were asked to do presentations. Along with the Ministries, all the key donors represented in Jamaica were invited as observers: all except the World Bank attended.

MNS has now asked for assistance to complete a strategic plan that compliments the National Safety and Security Strategy and will guide all agencies on required activities to meet the intended outcomes.

The Chief of Party attended the Association of Caribbean Commissioners of Police (ACCP) Conferences in 2011 and 2012. In 2011 He addressed the audience on Regionalization of CBP Practices: in 2012 he spoke about ‘Transforming National Success into Regional Action: Successful Partnerships for Effective Policing.’

COMET Civil Society

COMET builds on the successes of USAID’s civil society strengthening program CIVJAM, and two previous inner-city development programs, the Peace and Prosperity Project and Community Policing program that were based in the once violence torn Kingston community of Grants Pen. COMET focuses on further strengthening the relationship between the police and the community with the ultimate goal of reducing crime and improving the quality of life for citizens. COMET is also helping to facilitate economic opportunities for residents (especially youth) by building the capacity of community organizations to better carry out their functions of enhancing the lives of residents; forging partnerships to increase and enhance existing resources, and helping citizens to be leaders and active participants in activities that transform their communities.

BACKGROUND

After an initial baseline assessment at the inception of the Project in March-April 2006, COMET operated under its first work plan (April 06-March 07), which was based on its original mandate to address the sustainability of the Grants Pen model and then to replicate it in up to five other communities where the World Bank’s Inner Cities Basic Services for the Poor Project is being implemented by the Jamaica Social Investment Fund (JSIF). Pending selection of those communities COMET sought to address the issue of CP sustainability while also building the capacity of Grants Pen’s local stakeholder organizations.

The periods covered by the two first work plans were marked by serious and debilitating disagreements between COMET and a key stakeholder, the American Chamber of Commerce (AMCHAM), over every aspect of COMET’s approach to community policing. As articulated by COMET, the disagreements centered around COMET’s insistence on 1) recognizing the leadership of the Jamaica Constabulary Force (JCF) for implementation of community policing policy; 2) the need to address specific institutional problems within the JCF to foster the sustainability of Community-based Policing (CBP); and 3) COMET’s view that CBP needs to be implemented Force-wide rather than through individual police stations replicating donor driven models requiring high resource levels and privileged administrative policies. COMET’s preference was to identify and mainstream best practices in CBP on a national basis rather than to replicate, in a few stations, a “Grants Pen Model” that COMET had found to be unsustainable.

A later assessment provided approval for USAID COMET’s approach for supporting community policing as policy and practice of the entire Jamaica Constabulary Force, rather than of the individual police stations in a pilot project area or in specific target communities; and the strengthening of community based organizations to deliver key social services currently inaccessible by some inner-city communities.

The strategic objective of COMET as it related to civil society was to “Improved governance through citizen security and participation”. It was designed with two interim results:

1. Civil society advocacy of public interests increased, and
2. Public safety in targeted communities improved.

LITERATURE REVIEW OF COMET’S CIVIL SOCIETY COMPONENT: 2006 – 2012

2006

Start-up Activities

The transition between the Community Policing activity in Grants Pen and the Grants Pen component of MSI's new Improved Governance project is a primary focus for MSI, because of the need to avoid a hiatus between the two projects. The MSI team therefore met with representatives from AMCHAM and PERF to discuss the status of current activities and to identify immediate next steps

The MSI/COMET Team also held meetings with a number of Civil Society Stakeholder. The MSI/COMET Team was met with enthusiastic reception, but was however made aware of AMCHAM's strong reluctance to participate in activities that did not involve PERF. The Team also met with the Jamaica Social Investment Fund (JSIF), to discuss the criteria and selection process for choosing the additional 3-5 communities in which the new project will intervene. The Team continued with project start-up activities, participating in the Grants Pen Stakeholders Meetings to discuss the Sustainability Plan for Grants Pen. The purpose of these meetings was to solicit feedback and discussion on the draft Sustainability Plan for Grants Pen.

PERF's departure led COMET to consider the following:

1. To avoid a project hiatus on the ground in the community without having any background project information made it necessary for IGCSP to establish an immediate physical presence in the community to facilitate close contact with key local CBOs and to be visible to the residents. A field office was therefore opened on Shortwood Road in the premises previously occupied by PERF.
2. Without records to capture the institutional memory, previous PERF employees Rudolph Henry (Accountant) and Alicia White (Administrative Assistant) were retained on a temporary basis, pending an open recruitment process for long term staff.
3. A lack of information about problem issues necessitated a more meticulous and longer community assessment effort than would normally have been required.

Community Activities

Following the decision to be highly visible in Grants Pen, a Community Cricket Match was staged by the Social Development Commission and the Triumph Unity Sports Club Benevolent Society of Grants Pen in early April, 2006. By mid April a draft work plan was prepared and submitted to USAID for feedback.

Assessment of Grants Pen CBOs

An OCAT/IDF (Institutional Development Framework) for the CPMC and the Youth Council Development Committee (YCDC) was undertaken in order to establish baseline data on organizational capacity on the two key Grants Pen organizations for which IDF scores were not yet available.

Skills Training and Economic Opportunity

The small business sector, which employs most of Grants Pen's wage earners, was seen as a vital contributor to economic and social growth. However, the businesses reflected the realities of Grants Pen's daily economic, political and social life. Many entrepreneurs were, in effect, employees who rely on the consistent benevolence of a "client". Patronage played an overwhelming role in people's social and economic transactions. Patronage had eroded residents' understanding of the principles of credit and marketplace competition.

In an effort to make the Stella Maris Skills Training program sustainable and more relevant to the community's sustainable transformation process, USAID/COMET went about strengthening its capacity.

Civic Committee

The establishment of a Grants Pen Civic Committee saw the coming together of the key business interests in Grants Pen and the founding members of the Police Area 4 Civic Committee and prompted the Constant Spring Divisional Headquarters to seek to have the interim committee expanded to encompass the wider Division.

Safe School Program

The Ministry of National Security requested in-service training support for Resource Officers (SRO's) in the Safe Schools Program. Given the importance of schools in the Community Policing Model being developed, the Project saw this as an important opportunity and met with JCF Superintendent Heywood to apprise him of the request and to get a greater understanding of the SROs' specific in-service training needs.

Preparations for Baseline Data Collection for Central Village and Flanker

Two additional intervention communities (Central Village and Flanker) were made and baseline data was collected along with plans for coordination with CBOs in both communities through JSIF and the SDC.

Program Linkages for Grants Pen CBOs and other organizations

Peoples Action for Community Transformation (PACT) Team met with the IGCSP and informed them of a complementary USAID project in Grants Pen that targets unattached youth. Both teams explored the areas of convergence and agreed to collaborate in the implementation of the activities. The PACT program attracted 33 young men for training in life-skills, Life Guard training, and music. The Organization of American States (OAS) had also embarked on a project that seeks to provide counseling and build self esteem among inner-city youths through a CAPOEIRA training program.

Other organizations from outside Grants Pen also increased their involvement and partnership. The Dispute Resolution Foundation worked to create a sustainable mediators association in Grants Pen. PALS provided training for Grants Pen School Resource Officers, and the PSOJ's Area 4 Civic Committee provided extremely valuable TA to Grants Pen's business community and police to create the Grants Pen Civic Committee. JA-Styles was seen as a key stakeholder in the communities of Grants Pen and Flanker that provided services in the areas of youth development.

Peace Building

The Grants Pen Ministers Fraternal met regularly with the local police and the political representatives to mitigate any upsurge of political violence in the area. A community march was conducted by the parties mentioned into the various sections of the community to demonstrate unity and a willingness to adhere to the political code of conduct.

In October, 2006 COMET collaborated with AMCHAM to sponsor and stage a concert to launch the “Heal Jamaica” video produced by AMCHAM. Billed as a peace concert, the event attracted artists from the community as well as renowned Jamaican artistes. The objective of the event was to promote peace in the community and to increase the visibility of the Peace Park for fundraising purposes.

COMET also gave support to a cultural/sport event organized by a group of unattached youths to promote peace in the community. The event, held in Lady Huggin’s Field on a Saturday afternoon and evening, was attended by police officers as well as youths from several sections of the community that rarely mix socially.

Service Directory

The residents and Police in Grants Pen were unaware of the social services that are available to the community. A USAID/COMET Service Directory was prepared and disseminated to key stakeholder organizations in the community.

Training

Important training actions were undertaken during the year that included:

1. A curriculum revision and Training of Trainers (TOT) on Domestic Violence Intervention for JCF Trainers and Social Workers;
2. An in-service training for School Resource Officers;
3. Mediation Workshops for Grants Pen/Constant Spring officers and residents; and
4. A small business workshop was held for Grants Pen entrepreneurs.

Communication

A special edition of ROOTS FM’s popular call-in radio discussion program, **Mek We Talk**, brought together a panel comprising Jamaicans for Justice, University of the West Indies, a private sector leader in Community Transformation, and a studio audience from Grants Pen and Central Village.

Impact

COMET’s involvement saw an increase in the number of CBOs and major sports clubs in Grants Pen as well as an increase in the number of people attending these meetings. Equally important were the types of organizations being developed that included a police youth club, a police sports club, and a Civic Committee.

Issues

COMET was informed that funding for FY '07 will be reduced by approximately 30%. The implications were considered severe by COMET both for the resulting program cuts as well as dealing with the expectations that have been built within the community

Replication

USAID's directives for COMET (i.e. that a community transformation model, with community policing at its core, would be replicated in other communities once developed and tested in Grants Pen) have been clear. COMET recommended that the strategy by which this directive can be successfully implemented involved:

1. Determining the key stakeholders and critical elements of sustainable community transformation in Grants Pen;
2. Facilitating the articulation of a widely held vision of community transformation in Grants Pen;
3. Facilitating the combination, through technical assistance, of key stakeholders and key elements necessary to ensure that a sustainable process of community transformation –as per the vision- is under way in Grants Pen;
4. Building a community policing framework that is acceptable to -and formally adopted and implemented by- the JCF

COMET felt that replication in target communities must avoid using the Grants Pen experience as an overriding template to smother successful local initiatives in which residents and other key stakeholders feel pride and ownership. An effective replication strategy would build on successful local initiatives and will introduce proven elements from Grants Pen in ways that resonate with the stakeholders.

Sustainability

From inception, COMET has been guided by USAID's Grants Pen Sustainability Plan, which lists four Goals; namely:

1. **Sustainability Goal # 1:** Community residents in Grants Pen are actively contributing to and helping sustain community transformation;
2. **Sustainability Goal #2:** Selected CSOs are actively engaged in continuing the community's transformation by delivering vital services sustainably. Grants Pen's largest skills training program, the Stella Maris Foundation's training program, received technical assistance to become financially sustainable. A directory of information on resources and services, and how to access them was being prepared for Grants Pen police and CBOs.
3. **Sustainability Goal #3:** GOJ agencies contribute their resources and assist in creating an enabling environment.
4. **Sustainability Goal #4:** Private-sector organizations actively contribute their resources to the community's sustainable transformation. COMET brought together Grants Pen's leading businesses and introduced them to the police station. They created a Civic Committee with the Police to actively participate in Grants Pen's sustainable transformation.

Flooding Approach

The “Flooding approach” used for selecting COMET’s communities provided residents with exposure to several interventions simultaneously. However, COMET recognized that this approach required effective coordination; and spearheaded field level coordination of activities to minimize the risk of duplication and enhance impact. To this end, meetings were held regularly with the Ministry of National Security, JSIF, JASPEV, SDC, JCF, CIDA, JA-Style and other State and non-State actors in the communities.

2007

COMET’s second work plan (March 2007-March 2008) covered incorporation of two new communities, identified in July 2007. These were Flanker, located in the Parish of St. James, and Central Village, located in St. Catherine South.

Leadership Development

Leadership is extremely important for Community Transformation. Besides mobilizing the community to adopt changes or undertake actions, leaders facilitate changes in attitudes, values and belief systems, and serve as role models for youth. While working through local CBOs to build their leadership role, COMET also helped the community redefine its concept of leadership and introduced leadership models that empowered residents.

Coordination and Program Linkages

COMET continued to participate in weekly coordination meetings with USAID’s Democracy and Governance Team and with the JCF. This committee was comprised of various government and non-government service providers that are active in the targeted communities. It provided opportunities to interface with key partners in Central Village and Flanker. The construction of a multi-purpose facility in the Big Lane area was perceived as a bridge between Central Village and the soon to be established Twickenham Park Housing Scheme.

The “Flooding approach” used for selecting COMET’s target communities was based on exposing them to several interventions simultaneously for maximum impact. COMET participated in the World Bank/JSIF Inner-city Basic Service Project Implementation Committee.

COMET was also represented at the National Social Intervention Coordinating Committee meetings, which was chaired by the Cabinet Office and brought together the entire social intervention agencies working in socially excluded urban communities to discuss their respective activities. It was expected to minimize duplication of efforts and to facilitate the sharing of experiences.

The Social Development Commission developed a Community Assessment Instrument to collect standardized demographic data on the communities. The instrument was used by COMET to update its profiles on the target communities.

The National Social Intervention Committee (NSIC) continued to work toward coordinating social services to mitigate waste and improve interagency collaboration. It is also a forum in which lessons learned and project documents are shared. The Ministry of National Security

(MNS) maintained dialogue with the COMET team and made request for further support to the training of School Resource Officers (SRO). With COMET support, a training package for new SROs was designed and implemented by the Peace and Love in Society (PALS), MNS and the Jamaica Constabulary Force (JCF). Officers have been trained in Conflict Resolution and School Safety; Domestic Violence Intervention; and Community Policing Framework.

JASPEV –Participatory Ethnographic Evaluation and Research

The issue of youth identity and their relationship with authority systems (and in particular, the police) continued to attract national attention, due in part to youth participation in crime and violence. With support from the UK Department for International Development (DFID) the World Bank and Jamaica Social Evaluation Project (JASPEV) commissioned a Participatory Ethnographic Evaluation and Research (PEER) to assess how youth from three selected working class communities. The Researchers, Herbert Gayle and Horace Levy, concluded that youth are “forced ripe” as the various forms of abuses that they endure force them to become adults prematurely. The research also suggested that much more nurturing and protection were needed from the social institutions on which working class youth depended if they were to make a positive contribution to themselves, families, communities and Jamaican society.

The Researchers’ observations resonated with COMET’s approach to youth development in the target communities, which was critical in addressing the issues of crime and violence. The need for mentoring and targeted interventions was considered necessary in the effort to facilitate behavior modification and community integration.

Capacity Building

Administration of the Organizational Capacity Assessment Tool confirmed a number of technical needs. Due to reduced resources, COMET’s strategy has had to focus first on the capacity building needs of the CPMC to fulfill its mandate around the community policing elements of community transformation.

The challenges faced by the CPMC and COMET were based on the expectations were most of the CPMC’s members joined the association because they thought that certain benefits would accrue to their individual organizations, and they had little understanding of Community Policing or their role in it. In addition, the CPMC’s bylaws and constitution contained fundamental contradictions, and its role was broad and unclear. Finally, the member organizations did not value the other members as team mates and coalition partners. Compounding this has been the organization’s low capacity, lack of coherent vision, and weak leadership. In some cases as previously reported, individual CPMC leaders’ relationship with the police and the roles they model in the community have been problematic.

This led to the need for a re-engineering process for the CPMC (please see report of CPMC Re-engineering/Capacity Building).

Community Peace Building

The wave of crime and violence in the Grants Pen community was inimical to sustainable community transformation. In order to promote peace and stability in the community USAID/COMET launched a series of peace-building meetings. The participants highlighted

some of the challenges relating to peace building in the community and concluded that a collaborative problem-solving approach was necessary to implement the various interventions.

The Grants Pen Ministers Fraternal and the local police met with the political representatives to mitigate upsurges of political violence in the area. A community march was conducted by the parties mentioned into the various sections of the community to demonstrate unity and a willingness to adhere to the Political Code of Conduct.

COMET worked with the National Debates Commission to establish Debate Watch in the target communities, which seeks to provide a forum for moderated discussion on campaign issues and a tolerant environment for opposing expression.

Guns Gangs and Governance “G3” Roundtable

COMET hosted a roundtable conference entitled “Guns, Gangs and Governance” in Kingston on June 12 and 13, 2007. The roundtable brought civil society leaders from the media, academia, Entertainment & Culture, youth and the private sector together with Law Enforcement to articulate sector perspectives for a highly informed discussion about gangs and their impact on local governance, and to begin the process of creating a forum in which policy makers and civil society can develop joint strategies to address this problem.

UF/UWI Internship Program

COMET forged a strategic partnership with the Universities of Florida as a result of which the University offers a yearly graduate-level multidisciplinary course through the Political Science Department on crime and governance¹, and every year sends its four highest achievers to COMET as interns. COMET teams these interns with four students nominated by UWI’s Department of Government and the Sir Arthur Lewis Institute for Social and Economic Studies (SALISES) to conduct field investigations of importance to COMET.

With the increase in violence in several inner-city communities, COMET also sought to understand the history and structure of crime and violence in the USAID target communities (Flanker, Grants Pen, and Central Village). The interns were therefore also asked to analyze the historical relationships between crime statistics, major political events, economic activities, ex-offender prison releases, and gang organizations in the targeted communities.

Flanker

In 2007, the Civil Society specialist visited the Flanker Peace and Justice Centre where she met with 20 representatives from key area CBOs and the SDC to share baseline findings collected by COMET in 2006 and to discuss USAID/COMET activities. The stakeholders agreed that the findings accurately reflected the situation at the time.

The community welcomed USAID/COMET's approach, which seeks to strengthen the existing organizations so that they are better able to provide quality service. The representatives expressed a desire to be trained in the areas of leadership, proposal writing and financial sustainability. They asked MSI to assist the Flanker Peace and Justice Centre to be legally incorporated in Jamaica and the US so that it could raise funds to support its activities.

The participants welcomed the idea of introducing Community Policing into the Flanker community but said that the community's experience with the police posed a serious challenge. The residents cited several stories of police excess and noted that the relationship with the Coral Gardens Police was not healthy.

Impact

Citizens' security reflects significantly on the practice of community policing, which entailed the active participation of citizens and police in problem solving approaches that would help improve the quality of life in the community, including increasing citizens' sense of safety and security. Community transformation required that police and residents achieved a good working relationship. Collecting this data helped to track the level and types of community-police collaboration.

Partnership between community and the police in COMET's target communities grew. In Grants Pen and Central Village there had been significant collaboration. In Flanker, previous negative incidences involving the police had strained the relationship, and collaboration was still nascent, though the willingness to work with the police was increasing.

Increased membership and emergence of new CBOs, including sports clubs, was a good proxy for monitoring residents' active contribution to- and participation in- efforts and activities that help sustain community transformation. During the period under review new organizations emerged and others became defunct. The Flanker Peace and Justice Centre received funding after hurricane Dean from its major benefactor, Sandals Hotel, to refurbish the Flanker Basic School and Health centre that were damaged during the storm.

A number of other leveraging efforts also took place. These included FIST, the creation of Hometown Associations, and the creation of a Jamaica chapter of the Police Activities and Athletic League (PAAL). It was noted that funders were avoiding Grants Pen due to strong media coverage about the major investments already made in the community.

Financial Sustainability Grants

The CPCC was provided with technical assistance in the preparation of Financial Sustainability and Strategic Plans.

2008

Project Adjustment Considerations

A critical juncture took place when USAID sponsored an assessment of Community Based Policing in January and February 2008 (during COMET's eleventh quarter). Led by the JCF and involving leading participants from the University of the West Indies and USAID's Police Advisor from Washington DC, the CBP Assessment and its recommendations were endorsed in March 2008 by the Commissioner of Police.

COMET's Work Plan for April 2008-September 2009 was then prepared collaboratively by the COMET staff, the JCF's Safety and Security Branch and USAID's Democracy and Governance Specialist and was based on the CBP Assessment recommendations. The 2008-2009 Work Plan calls for supporting the JCF roll-out of community policing through technical assistance and

training support. It also calls for strengthening Parish Safety and Parish Development Committees, Community-based organizations (CBOs) and citizens' participation in safety and security.

The COMET project began with a focus on three communities – Central Village, Flanker and Grant's Pen. However, after a review in 2008 it moved away from a focus on pilot communities to concentrate on providing institutional support to the JCF to support the nationwide roll-out of community policing and the implementation of the recommendations of the JCF Strategic Review. The assessment undertaken of COMET therefore examined the programme more in terms of its focus at the institutional level, rather than at the community level. However, Flanker was among the sample communities selected for the assessment and so it was possible to also get insights into COMET's previous community-level engagement.

This change in approach enhanced the prospects for sustainability and greater development impact, and also facilitated responsiveness to the needs of the JCF and the communities. Component number 2 seeks to support the development of Community governance and citizens' participation in community policing.

COMET's Citizens' Participation component, on the other hand was seen to lack a strategic partner through which its limited human resources could maximize its leverage and through which its initiatives could be assured of having an impact. The need for a primary strategic partner was particularly important because of the diffuse and multi-layered nature of citizens' participation and local governance building. Given its newly assigned role in the Parish-level development committees and in the target communities, and given its transformational mandate, such a strategic partner would be the Social Development Commission (SDC). COMET therefore developed a MOU with the SDC to closely integrate the Civil Society Specialist's activities.

Capacity Development - GoGSAT

USAID COMET launched the second phase of the GoGSAT Pilot Activity in January 08, in which Central Village White Marl Community Business Watch Committee, Flanker Peace and Justice Centre continued a program that sought to improve the educational opportunities of primary school graduates by providing on-line coaching for the Grade Six Achievement Test (GSAT). The objective of the initiative was to improve the prospect of 270 children in the target communities to attend the traditional grammar schools which to date have been successful in nurturing students to the tertiary level.

Social Development Commission/Capacity-Building: COMET developed a Community Based Organization capacity building menu which was designed to strengthen the institutional capacity of local organizations involved in community transformation activities. The menu had been shared with several CBOs, JCF and the SDC and was endorsed by these key stakeholders.

Additionally, the SDC has responded positively to COMET's request to collaborate in refining the materials. The SDC took responsible for the mobilization of participants and the sourcing of facilitators with support from COMET.

Social Services Forum / Directory Launch

On November 21, USAID-COMET held a Social Service Forum in Kingston. The objectives of the Seminar were to expose residents to the variety of social services available, and to facilitate networking between CBOs and the social services agencies in an effort to forge collaborative problem solving partnerships.

During the seminar, COMET launched a Social Services Directory that would be a useful guide to CBOs and Community Police Officers. The event attracted approximately sixty (60) participants from all three of COMET's target communities, including residents and representatives from public service agencies.

Community Activities

The key CBOs also continued to collaborate with other organizations in the communities to implement community programs. During the Strategic Planning process, key stakeholders in the respective communities came together to develop strategic plans. Of note, the stakeholders in Central Village collaborated to host a summer camp and Christmas treat.

The Flanker Peace and Justice Centre collaborated with Sandals Hotel to host strategic planning workshops and Christmas treats. The Flanker Peace and Justice Centre lobbied the JSIF to improve roads in the community, eradicate the zinc fences and formalize the pathways to provide greater access to the police and make areas safer. The FPJC also collaborates with JCF, Ja-styles, SDC, DRF, CSJP, PMI, Ministry of Health, Flanker Primary and Junior High, Ministers Fraternal and Cornwall Automotive HEART Trust.

Youth at Risk/Educational Support: USAID-COMET received requests from two (2) youths (Kemar Newsome, Ramone Hylton) from the Grants Pen community for assistance with school fees. The young men were residents of the Top Gully section of the community and expressed a desire to further their education for matriculation into College. COMET provided them with financial support and arranged for them to obtain mentorship through the JCF.

The Flanker Peace and Justice Centre maintained its partnership with Sandals, which provided support to valuable social services in the community for the past ten years. The Centre has asked for COMET's assistance to create a Home Town Association in the US through which the community's former residents in the Diaspora could provide economic and training opportunities.

Central Village/White Marl Community Business Watch Committee obtained support from the major businesses in and around White Marl and its secretariat is housed at LASCO.

These partnerships have contributed to the transformational activities in these communities.

Program Linkages

PALS Jamaica was contracted by USAID COMET to carry out six (6) days of training for thirty-five (35) Jamaica Constabulary Force (JCF) School Resource Officers (SRO). The training took place from May 5-9 and May 12, 2008. The Officers worked in schools in the parishes of Kingston, St. Andrew, St. Elizabeth, St. Mary, Hanover, St. Catherine and St. James and were

exposed to a curriculum designed around the concepts of the “Role of the SRO as Conflict Manager”.

CARA is helping the Community Safety and Security Branch to develop a Communications Strategy and is being regularly featured in broadcasted discussion programs.

Crime Observatory

USAID-COMET continued to participate in the Crime Observatory meetings held at the University of the West Indies Mona. The Crime Observatory is an ongoing forum hosted by the Violence Prevention Alliance (VPA), a network of over 30 government, non-government, private and community based organizations that serve as the main outreach arm of UWI’s Institute for Criminal Justice and Security (ICJS).

The objective of these discussions was/is to share lessons learned in the area of *Crime Prevention and Community Safety* among key stakeholders in safety and security, and to document the experiences. The Observatory discussions also informed the *Gang Prevention Strategy* being developed by USAID-COMET in collaboration with the Ministry of National Security and the JCF.

Of particular note in this area was the meeting held August 20, which included Dr. Hubert Gayle, Lecturer, Damion Hutchinson from Peace Management Initiative (PMI) and representatives from the Fire Brigade, Media and an inner-city organization. The discussion addressed the *Role of the Dons in Community Governance*.

Study Tour & Conference Gang Violence Prevention Strategy

On August 6 and 7, 2008 COMET sponsored a visit to Miami arranged by the Florida Association for Volunteer Action in the Caribbean and the Americas (FAVACA) for a five member delegation comprising four Jamaican constabulary force members and the Coordinator of Youth Crime Watch/Jamaica, all of whom have participated in COMET’s gang violence prevention strategy discussion in Jamaica. The tour exposed the travel group to state institutions, law enforcement agencies and NGO programs implementing successful gang violence prevention programs in the Miami area. USAID-COMET’s Director and Civil Society Specialist and USAID’s Governance Specialist accompanied the group on the tour, which was considered to be well designed and highly informative, and greatly appreciated by the travel group.

After the study tour, on August 8 USAID-COMET sponsored a conference in Miami on successful gang violence prevention strategies and which also facilitated reflection on how the Jamaica Diaspora in the United States can contribute to reducing gang violence in Jamaica.

Police Citizens Charter

The 2nd edition of the Jamaica Constabulary Force Citizens Charter was launched August 19 at the Police Officers Club. The Commissioner of Police Rear Admiral Hardley Lewin and Assistant Commissioner of Police Novelette Grant, i/c of the Strategic Planning and Research Department were the panelists at the Press Conference launch. The Commissioners reiterated that the JCF had embarked on implementing a citizen-focused police service and that the title of

the Charter, Police and Citizens in Partnership for a Safer Community, was consistent with JCF's Community Policing philosophy.

The Charter reaffirms the JCF's Mission to "Serve, Protect and Reassure" and included the Statement of Ethics, Information on the Divisional Headquarters, JCF's Strategic Vision, and the Charter's Strategic Aim which seeks to position the JCF as an organization of pride, trust and integrity respected by all citizens in Jamaica. It also included the core values and the standards by which the police should be evaluated. In many ways, the Citizens Charter was/is a step toward mainstreaming the Community Based Policing philosophy and underlined that support to the JCF must apply across Branches and be strategic and comprehensive.

Modules from the Charter were incorporated into the on-line Safety and Security Curriculum developed for the Expanded GoGSAT.

JSIF/World Bank Seminar

On September 18, the JSIF in collaboration with the World Bank invited more than fifty (50) practitioners in the area of violence prevention to participate in a seminar entitled Creating Effective Monitoring and Evaluation Systems for Public Safety programs. The session was facilitated by Dr. Joan Serra Hoffman, Co-Director of the Inter American Coalition for the Prevention of Violence and Dr. Elizabeth Ward, Fellow Institute of Public Safety and Justice, University of the West Indies and Chair of the Board of Directors, Violence Prevention Alliance.

The presentations offered data on successful interventions in Latin America and the Caribbean and pointed out the importance of youth interventions, reaffirming COMET's approach to violence prevention. USAID-COMET Civil Society Specialist and Grants Manager participated in the session that also included representatives from the JCF and the SDC.

Public Education

USAID-COMET contracted Pro-Communications and CARA to implement its Communication Plan and to provide Public Education support for the JCF in its rollout of CBP.

Conference: Disrupting Gangs in Schools

In response to a request made by the Ministry of National Security, COMET partnered with the Ministry of National Security, the Jamaica Constabulary Force, Ministry of Education and the Social Development Commission to stage a conference on Disrupting Gangs in Schools on Tuesday 22nd July 2008 at the Terra Nova Hotel in New Kingston.

The purpose of the conference was to formulate a comprehensive set of advisories on gang behavior detection, prevention and disruption for educators, school administrators and SROs and to agree on a single reporting format to be used across-the-board by stakeholders for documenting gang events and interventions to facilitate interagency cooperation.

Seminar: Parenting as a Safety & Security Issue

On 24th July 2008, USAID-COMET, the Jamaica Constabulary Force (JCF) and the Social Development Commission (SDC) hosted a conference entitled Parenting as a Safety and Security Issue as part of the larger project of developing a comprehensive gang prevention strategy for Jamaica.

The objectives of the seminar were to sensitize stakeholder organizations to the importance of parenting education for reducing crime and disorder; to establish criteria for evaluating the effectiveness of parenting education programs and to examine how parenting education programs have addressed the issue of safety and security.

Parish Safety Committee

The JCF and the SDC have been facilitating the emergence of Parish Safety Committees in each of the 13 parishes. Some of the Committees were established as Development Committees a feature of the SDC's community governance structure but due to the SDC/JCF working relationship several of these committees have merged into Safety Committees or have established Safety sub-committees. This merger increases the number of collaborative mechanisms and the objective was to have fully functional Safety & Security Committees in all the community and Parish governance structures.

USAID-COMET engaged the services of Trainer Gill Chambers and Attorney Tania Chambers to facilitate eight (8) workshops involving thirty-eight (38) communities, located in nineteen (19) Police Divisions, five (5) Police Areas and five (5) SDC Regions. These Safety Planning Sessions were a follow-up to the joint planning session involving UNDP, SDC, JCF and COMET.

The objective of these sessions was to strengthen the community governance structures and to forge problem-solving partnerships. A key output from these sessions was the establishment of Community Safety and Security Plans

2009

Project Adjustments

As the programme evolved, the focus of its annual work plans has changed but remains focused within these two broad areas. COMET's 2009 work plan has four goals:

1. More effective policing.
2. Supporting GoJ anti-corruption efforts.
3. Building capacity for sustainable community transformation.
4. Strengthen micro enterprise productivity.

Key structural changes to COMET's 2009 work plan were the addition of a second Good Governance component that focuses on anti-corruption reforms and youth advocacy (the previous work plan having had a single Good Governance component focusing on increasing citizens' participation), and the addition of an Economic Growth component that focuses on increasing access to training and credit for micro enterprises.

The purpose of COMET's investment in Strengthening Democratic Civic Participation was to build capacity for sustainable community transformation. This was based on the assumption that improvement in the capacity of individuals will redound to greater civic participation. To this end, USAID-COMET facilitated problem solving partnerships with key State and non-State actors with safety and security mandates.

However, at a more strategic level, USAID-COMET provided technical assistance to improve the institutional capacity of the SDC and by extension the local governance structures, namely; the Community Development Committees (CDC) District Area Committees (DAC) and Parish Development Committees (PDCs).

Building capacity for sustainable community transformation

COMET is providing training and resources to JCF and SDC officers to enable them to support the development of Community Safety and Security Plans. This is an important step that has the potential to help increase the harmonization of different interventions at the local level. COMET also sponsored remedial education and skills training programmes for at-risk youth, focusing on the CBP roll out communities.

SET Behavior Modification Program

COMET approved a small grant to Students Expressing Truth (SET) for an innovative gang reduction program focusing on at-risk children attending Ascot High School, a school particularly known for high incidence of student violence. On February 13, USAID-COMET participated in SET's Press Launch at Ascot. The SET/ASCOT program demonstrated that with appropriate intervention, children who were previously labeled as "beasts" by their Guidance Counselor had the capacity to reform.

In its bid to identify causalities of the students' behavior the SET Team worked extensively with teachers, communities and parents. This approach, while commendable, detracted from the core activity and demands additional resources some of which are beyond the Project's scope. To improve the prospect of sustainability for this initiative, the school community needs to develop a plan to support the activity.

Parish Safety Committee Review Meeting

COMET conducted Safety & Security workshops in the JCF's 19 police Divisions, which brought together, for the first time, the agencies with safety and security mandates and residents in planning sessions. The workshops resulted in Community Safety and Security Plans, which are in varying degrees of readiness. In order to design the next steps several meetings were held with the Facilitators to review the process. A review of the plans indicates that residents will need further support to finalize and action them.

Partners Retreat

The SDC held a Stakeholders Meeting on March 16 at the UNDP. The meeting involved representatives from the Ministry of National Security (MNS), Violence Prevention Alliance (VPA), JCF, UNDP and COMET. At the meeting it was agreed that the SDC's Community Assessment Tool needs to be revised to satisfy the data requirements of the other partners and

that there was a need for the other stakeholders to be apprised of their respective roles and responsibilities within JCF's new CBP paradigm.

Domestic Violence Intervention Retreat

On March 20-22 the Jamaica Constabulary Force (JCF) held a Retreat at Runaway Bay for twelve Trainers to review and revise the Domestic Violence Intervention (DVI) Manual.

SDC Training

USAID-COMET also provided support to the SDC in the training of thirty-five (35) Community Development Committee (CDC) Members in facilitation and proposal writing. These workshops were led by the SDC and involved officers from the JCF. The SDC will also provide training to JCF Officers in Participatory Learning Action (PLA), a Community Development planning tool that has great relevance to CBP Officers.

Civic Education and Youth Advocacy

USAID-COMET published an advertisement soliciting concept papers from youth oriented civil society organizations interested in implementing a public education campaign to promote good governance. COMET's grants review panel selected eight (8) organizations whose concepts could possibly be implemented as a coalition activity. A planning and coordination meeting was held July 9, 2009 to discuss the possibility of establishing the coalition, determine its structure and coordinate activities.

As part of its mandate to promote youth participation in governance, USAID-COMET worked with selected Civil Society organization to design and implement a civic education campaign. The aim of the campaign was to inform youths about their rights and responsibilities as citizens of Jamaica and to encourage their participation in the governance process.

The COMET team worked with ASHE, (Citizens Action For Free and Fair Elections) CAFFE and the Dispute Resolution Foundation (DRF) to implement the first phase of the campaign.

SDC National Debate Competition

The promotion of safety and security, especially among the youth population, has taken several forms. On December 3, 2009 the Social Development Commission hosted the 1st National Community Debate Competition on Safety & Security, with support from USAID-COMET and its other partners. The competition was staged in Mandeville and brought together a total of 12 teams from thirteen parishes including a combined uniformed group comprising police officers and fire fighters.

Youth Crime Watch Jamaica (YCWJ)

In an effort to support the Jamaica Constabulary Force (JCF) to strengthen community policing and police service delivery in Jamaica, USAID-COMET procured the services of Market Research Services Limited (MRS�) to conduct a Baseline Survey to collect information on community members' knowledge, attitude and experience with crime, local policing efforts, and the JCF's general operations. The survey was conducted at the national and parish levels, targeting a sample from the population over the age of 18. MRS� completed the data collection, entry and cleaning processes. However an analysis of the data including public perception of the

JCF's policing approach and a comprehensive report providing proposed benchmarks and indicators is not yet done.

Good Governance Public Education Campaign

As part of its mandate to strengthen democratic civic participation and promote youth participation in governance, the COMET worked with selected Civil Society Organizations (CSOs) to design and implement a civic education campaign.

2009

YUTE-X Conference

The Jamaica Youth Advocacy Network (JYAN), partnering with the National Centre for Youth Development (NCYD) and the ASHE Performing Arts Ensemble, established the Jamaica Youth Advocacy and Participation Initiative (JYAPI) in 2008. JYAPI was designed to equip a cadre of youth with advocacy skills that place them on par with other stakeholders in the development field.

The USAID-COMET Project partnered with UNICEF and JYAPI in staging Yute-X 2010, a three-day event designed to raise awareness on issues affecting youth, inspire and provide opportunities for youth to take action, and engage policymakers in an agenda for change. Yute X-2010 was held during the United Nations-designated International Year of the Youth (August 2010-August 2011) with in excess of 300 youths in attendance at each session. It was endorsed by the Ministry of Youth, Sports & Culture and headlined the calendar of activities in Youth Month which is observed in November.

The program featured an opening ceremony, plenary sessions, workshops and skills-building sessions, lunch hour concerts, creative youth presentations, media interviews and coverage, abstract-driven sessions and an exhibition village. The final activity was a fun-filled youth concert.

The aim of the campaign was to inform youths about their rights and responsibilities as citizens of Jamaica; encourage their participation in the governance process and to highlight their civic responsibilities in the fight against corruption, crime, and violence. USAID-COMET officially launched the Good Governance Public Education Campaign in February 2010. Of the eight (8) organizations that were originally selected to participate in the campaign only three (3) have so far submitted revised proposals that (a) COMET deemed feasible and, (b) that reflect a commitment to approach the public education campaign as a coalition. These three organizations will implement Phase 1 of the Good Governance Public Education Campaign.

Rights & Responsibilities Campaign

The Strategic Review Implementation Team in a proactive stance conducted a situational assessment to ascertain the effects of the West Kingston Incursion to apprehend Dudus Coke. The team interviewed approximately 100 persons many of whom had lost relatives in the operation. The analysis provided information on the residents' immediate concerns which

included the need for job opportunities, reduction in area stigma and information on Rights and Responsibilities.

The SRIT has sought to address the information gap by producing a calendar and flier which highlights the citizens' and the police roles and responsibilities. It also provided contact numbers that the residents can call to get further information. USAID-COMET provided technical assistance to this effort in the design of the messages and production of the materials.

Youths' Participation in Good Governance (YPG) Campaign

As part of its mandate to strengthen democratic civic participation and promote youth participation in governance, the COMET Project worked with select Civil Society Organizations (CSOs) to design and implement a civic education campaign.

The aim of the campaign was to inform youths about their rights and responsibilities as citizens of Jamaica, encourage their participation in the governance process and to highlight their civic responsibilities in the fight against corruption, crime, and violence. Included in this campaign were:

- ASHE Ensemble – The Good Governance Public Education Campaign Song & Video
- Citizen' Coloring Book;
- 'A Right & Responsible Campaign' Storybook (about voting and campaigning);
- Two Pamphlets entitled 'My Vote, Our Government' and 'A Citizen's Right to Vote'; and
- A short video dubbed 'Get Up, Stand Up' on democracy and the electoral process.
- Dispute Resolution Foundation (DRF) – 14 Parish level Rap Sessions and related reports including feedback on the deliverables produced by ASHE and CAFFE
- A soft launch of the ASHE campaign song and video occurred at the YUTE-X Conference (described below) on November 26, 2010. The response from the audience was very positive and energetic, and in excess of 100 DVDs were distributed to the youths in attendance.

Results and Impact

On December 13, a post-conference meeting was arranged for JYAPI, UNICEF, USAID-COMET and the conference organizers to revisit the execution of the event and review the preliminary results and documented feedback. Coming out of that discussion, a comprehensive report complete with recommendations,

This year, under the theme s "Build Your Community: Mek it Safe", a total of 12 parishes participated which was a more than a 50% increase from the number of parishes that participated in the competition in the first year. In preparation for the finals a number of Community Development Committees (CDCs) The finals was held in Mandeville on November 24, 2010, the team from Manchester was awarded 1st place and a prize of \$50,000.00 after successfully opposing the moot "Be it resolved that environmental protection is an obstruction to development". The teams from St Ann and St Mary were placed second and third respectively

and received purses of \$25,000.00 and \$15,000.00. The champion debater, Jodian Wilson, was from Manchester.

The formation of debate clubs within the CDCs is an effective mechanism to engage the participation of residents in issues of governance and will be strengthened by USAID-COMET through the capacity building activities during the next quarter.

2011

COMET was structured under two components:

1. **Component One:** Community Based Policing (aligned to CBSI indicators one and two) - **Outcome:** Effectively implemented community based policing strategies which are informed by increased understanding of domestic gangs and their impact on communities.
2. **Component Two:** Anti-Corruption (aligned to CBSI indicators three and four) **Outcome:** Institutionalization of anti-corruption standards, processes and mechanisms to address corruption and the establishment of a regional platform to share best practice and facilitate collaboration

Educational Support at Primary and Secondary Levels

GoGSAT Limited was re-engaged to provide 500 premium one year GOGSAT licenses for students in Grades 4-6 to enable access to unlimited pop quizzes; study guides in mathematics, English, social studies and science; and a number of tutorials and other educational material.

Selected Materials Including DVD's and Booklets for School Children, Reproduced and Distributed: The DVD entitled "Get Up, Stand Up" was produced and distributed by the Citizen's Action for Free and Fair Elections (CAFFE). The DVD is aimed at youth and is clearly focused on encouraging them to become more involved as individuals in the Jamaican election processes. It is an 18 minute documentary and based on feedback received, it is having an impact.

Technical Assistance Delivered - Safety and Security Plans Developed and Actively Implemented in 13 Targeted Communities

Other output from COMET included:

1. Sustainable Cadre of Qualified Trainers in place;
2. A Supply of Public Education Materials to Support the Efforts of the JCF and its CBP Partners - Consistent Public Education Materials Produced and Disseminated;
3. Programs Developed and Actively Implemented for 2,000 Students Accessing Web-Based Educational Support at Primary and Secondary Levels.
4. The whole 1 800 CORRUPT strategies have been declared a success by the JCF.
5. Regional Conference Held – Regional Anti-Corruption Platform Launched

6. Selected Materials Including DVDs and Booklets for School Children, Reproduced and Distributed

Assist the JCF to enhance their engagement with at risk youth. Work will commence on this Activity once the appropriate policy is developed. It has been agreed that the CSSB will assist as the JCF lead mechanism and that they will coordinate the training requirements in conjunction with the Police College.

Finalize civil society's abilities to assist interventions with at risk youth (JASW)

Work is continued until the project finished with JASW to enhance their capability as an organization to support the JCF in engaging with at risk youth. The JCF through the CSSB will formalize a relationship with JASW through a Memorandum of Understanding (MoU) where police will be able to access expert social welfare services when they engage with at risk youth. The first meeting has been held with the two agencies and once policy is formalized, the MoU will be drawn up.

Small Grants Program

The small grants program was completed (a part of the 2010/2011 plan). 13 in-kind grants in total were given, each up to a value of US\$5,000.

2012

Assist the JCF to enhance their engagement with at-risk youth

The CSSB is developing a full program of early intervention with at-risk youth and youth who demonstrate a high level of dissatisfaction with police at one level or another. The program is being built and trailed in conjunction with the New Horizon Ministry. New Horizon takes boys approaching 18 years from Boys Homes and engages them in activities including learning welding and electrical skills. All these boys had been evicted from the homes at 18 years of age and wound up on the streets as they have no families or community support mechanism and they are targets for gang membership. All 40 of the boys at New Horizon demonstrated a lot of dissatisfaction with the police. The CSSB has engaged with them and will continue to do so through regular structured visits where they engage with the boys as a group, in breakaway sessions, and where required, conduct one on one interviews. The whole idea is to sensitize the boys to what members of the Police do and face on a day to day basis and at the same time emphasize the rights of individuals when confronted by the police. The intention from 2013 onwards is for this program to be extended into actual girls and boys homes across the Island. The JCF intends to use the current Boys Brigade formed as a part of community safety and security strategies as a base for the program and for youth in that Brigade to act as 'mentors' to at-risk youth.

OBSERVATIONS

Community safety and security strategy

The lack of a community safety and security strategy has had a detrimental effect on the effectiveness and coherence of programmes. They have grown organically and opportunistically, in response to the availability of resources and the immediate needs faced in communities, rather

than in line with a clear over-arching vision. There is no clear division of roles and responsibilities between programmes, and there is a lack of a common methodology to standardize their approaches.

Violence prevention and male youth

There is an insufficient focus of programmes on violence prevention; particularly on targeting social interventions to address young men aged 14-24 who are both the main victims and perpetrators of crime and violence.

The GoJ should consider developing a single integrated programme to act as the engine for 'building the peace' in volatile and vulnerable communities. A number of different programmes operate in this phase of the above framework at present, resulting in some overlap and duplication. It is suggested that a new, integrated programme be developed that takes the strongest aspects of the CSI, CSJP and ICBSP (public safety) methodologies. This programme would act as a bridge to reintroduce the state in volatile and vulnerable communities, strengthen local governance structures, develop community policing and then engage other MDAs to ensure it can exit. IDPs could be asked to jointly provide funding for it.

The MNS should lead the development of an inter-departmental Community Safety and Security Strategy that sets out how GoJ MDAs will work together to increase community security

COMET Anti-Corruption 2009

In 2009, COMET expanded its focus and work plan to include a Good Governance component that focused on anti-corruption reforms. This expansion raised COMET's coordination needs, which resulted in the addition of new administrative staff.

The COMET work plan for 2009 identified the following as the main program elements of its anti-corruption thrust:

- Providing support for public discourse, education and action on anti-corruption and governance issues;
- Supporting the creation and operation of a National Integrity Action Forum, including support for a secretariat and;
- Engaging youth for anti-corruption action.

The overarching goal of COMET's anti-corruption component was "*To Support National Anti Corruption Efforts*". The focus included:

- Increasing public education on the subject matter of anti-corruption;
- Increasing the national integrity system, through the establishment of an Action Forum and protocols to handle matters of anti-corruption. The Action Forum provides a platform for information exchange and acts as a space to foster closer collaboration among national integrity stakeholders in combating corruption and;
- Increasing youth's participation in civic engagements as a way of developing good citizenship.

To achieve these objectives, collaboration and partnerships were established between the Jamaica Constabulary Force (JCF), the media, Social Development Commission (SDC), non-governmental organizations (NGOs), the Centre for Leadership and Governance at the University of the West Indies (UWI), the Ministry of Education (MOE) and Youth advocacy groups.

The assumption behind the new focus on anti-corruption was that citizen's participation in security, at both the national and local levels, was being hampered by the high levels of corruption and lawlessness that existed in Jamaica. The focus on youth was premise in the fact that youth were the main perpetrators and victims of violence and that the best approach to reduce lawlessness in the society was to build awareness and promote youth participation in civic engagement. In general, the approach was to bring the issue of corruption and lawlessness in the public domain through the provision of a civic space for discussions and actions on the matter.

The National Integrity Action Forum (NIAF)

After substantial preparatory work in 2009 and 2010, the NIAF was established by 2011. The need to act against corruption was galvanized by the findings of the 2008 Don Anderson Poll, which ranked corruption as the nation's second most pressing problem; the 2008 Transparency International's Corruption Prevention Index (CPI), which gave Jamaica a failing score of 4 out of 10 and; the results of the Corruption Assessment conducted by USAI/Jamaica for the Government of Jamaica (GOJ).

The NIAF brings together on a quarterly basis, key stakeholders from Government, the media, human rights and advocacy groups, representatives from the diplomatic community, the private sector, the Criminal Justice System, the Police High Command, international development partners (IDPs) and academia.

In March 2009 an “Opinion-Shapers” outreach meeting was held targeting key stakeholders of the NIAF but with more focus on advocacy and increasing public awareness of the National Anti-Corruption Plan. The issues of concern included: funding and sustainability of anti-corruption activities and agencies; the speedy passage of the ‘Whistleblower Protection’ legislation; criminalization of unethical awards of government contracts and the use of plea-bargaining for ‘big fish’.

In April of 2009 at the NIAF’s second Outreach Meeting, a decision was taken to also include religious leaders as part of the driving force of the anti-corruption drive. The decision to include faith-based leaders was premised on the high trust and confidence that Jamaicans place in the church and the internationally recognized role of the religious community in the fight against anti-corruption.

At the second quarterly meeting of the NIAF, Professor Munroe reported that the prosecution of “high level officials in the political arena” was taking place and indicated that these were encouraging signs of “equality before the law” in Jamaica. He also noted in his report that there were more sustained media attention around the issue of corruption and that the 1-800-CORRUPT line was launched.

During the third quarter of 2009, USAID/COMET continued to sponsor the NIAF. By this time NIAF was widely recognized by Government and Opposition alike, as a critical and credible mechanism to provide support to Jamaica’s anti-corruption efforts.

Civic Education and Youth Advocacy

In 2009 USAID/COMET sponsored the launch of the 1-800-CORRUPT phone line for the Anti-Corruption Branch of the JCF and funded the accompanying public education campaign. This involved intensive radio and newspaper messages for 1-800-CORRUPT aimed at building a sense of public responsibility for reporting on and eliminating corruption.

To implement the 1-800-CORRUPT Public Education campaign, COMET pulled together an Action Group, to include Professor Trevor Monroe (head of the NIAF), Ruth Chisholm (Communication and Media Specialist), ACP Justine Felice and Supt. Willoughby (Anti Corruption Branch of the JCF), Jamaica Youth Advocacy Network and USAID CTO Sasha Parks.

Between January and March 2009, USAID/COMET solicited through advertisement, concept papers from organizations with experience in Youth Advocacy to assist with the Good Governance component of its work. The review panel selected eight (8) organizations that collaboratively could execute the components of the Civic Education and Youth Advocacy program.

By the third quarter in 2009 also, the 1-800-CORRUPT Public Education Campaign expanded to include Community Policing messages to increase its impact and to foster cognitive associations between community base policing and anti-corruption. During this period USAID/COMET engaged the serviced of an advertisement agency, assisted and guided the development of a number of outdoor advertisements for 1-800-CORRUPT. These included the use of JUTC buses and billboards. Based on JCF reports, calls to the 1-800-CORRUPT number increased during the period the advertisements were being aired.

During the last quarter of 2009, USAID/COMET focused its attention on collaborating with selected Civil Society Organizations (CSO) such as ASHE, CAFFE (Citizen’s Action for Free and Fair Elections) and the Dispute Resolution Foundation (DRF) to engage the participation of the youth in governance.

Jamaica Customs Integrity Training

During the third quarter of 2009, USAID/COMET sponsored an examination of the effects of corruption on good governance. The findings, which were published in the LAPOP Study, highlighted the Customs Department as an agency requiring immediate attention. USAID/COMET asked the Jamaica Customs to conduct a diagnostic assessment/internal audit to inform its own reform process, and hired a Customs Expert to guide the conduct of that exercise. The result of the audit indicated the need for integrity workshops, which were held; and the identification of corrupt practices, and methods/strategies to remedy these. During the last quarter of 2009, USAID/COMET commissioned the services of two Customs Experts to assist with the reform of the Jamaica Customs. Out of that initiative was a new Code of Conduct for the Jamaica Customs. The Jamaica Customs now operates under the rules of conduct published by the Tax Administration and is binding on all categories of workers.

2010

Civic Education and Youth Advocacy

By the end of March 2010, the USAID/COMET 1-800-CORRUPT Public Education campaign was expanded to include other partners such as the Ministry of National Security's (MNS) Anti Corruption Unit, the JCF's Community Safety Branch and the NIAF in order to ensure sustainability of efforts. By this time, Billboards were strategically placed in Kingston, Montego Bay, Spanish Town and May Pen in an effort to increase visibility of the JCF's anti-corruption messages. For sustainability and reach, focus was placed on the newer JUTC buses that ply high density communities. Bumper stickers were also designed as part of the expansion of the 1-800-CORRUPT/Community Policing Public Education Campaign. These were placed on police service vehicles. In addition, twenty thousand school notebooks were branded with anti-corruption messages, highlighting the JCF's statement of ethics, respect and citizen's rights. By the end of the second quarter of 2010, COMET established collaboration with selected SCOs in order to encourage youth to participate in efforts to ensure good governance, as part of their civic responsibility. These efforts were encouraged through the media, community meetings and edutainment. USAID/COMET provided significant technical assistance in ensuring that the messages were effective and age appropriate.

Post West Kingston Incursion Support

In response to the request of the Office of the Public Defender, USAID/COMET assisted with the identification of a Ballistic Expert. In addition, provided two (2) specially trained sniffer dogs and their Handlers to assist the local police in identified bodied that were said to be buried in shallow graves in sections of the community. During the third quarter, USAID/COMET provided technical assistance to the Strategic Review Implementation Team (SRIT) in the design, content of the messages and production of the material used in its Rights and Responsibility Campaign after the West Kingston incursion.

The National Integrity Action Forum (NIAF)

During the second quarter of 2009, USAID/COMET provided technical assistance in the revision of the Multi-Agency Task Force (MATF) Communication Guidelines in order to ensure that the handbook could be used to provide training and that the NIAF is positioned to serve as a repository of knowledge on issues relating to anti-corruption.

Legislative Drafter

In quarter two (2), following a request from the Ministry of Justice (MOJ) to USAID Mission Director for assistance with Legislative drafting, USAID/COMET retained the services of a Legislative Drafter. Her responsibility included preparing:

- The anti-gang legislation (COMET Component # 1 – Objective: Peace and Security);
- Criminal sanctions for Breaches of the Awards of Contracts (COMET Component # 2- Objective: Governing Justly and Democratically – Anti-corruption reforms);
- Political Financing Legislation (COMET Component #1 – Objective: Governing Justly and Democratically).

Forensic Investigation

In the ensuing quarter also, USAID/COMET deployed to the Office of the Public Offender, a highly experienced Forensic Investigator. Her terms of Reference (TOR) included inter alia, reviewing and reporting on existing forensic pathology investigation facilities; preparing a brief historical review of forensic investigations in Jamaica; preparing a technical and management assessment of the steps to be taken in correcting the challenges in current forensic activities; preparing a needs assessment of the Legal Medicine Unit and proposing capacity building opportunities and steps.

2011

Report on Social Outcomes

By the first quarter in 2011, there was a shift in the reporting style of the quarterly reports to reflect the dual reporting requirements of USAID and the Caribbean Basin Security Initiative (CBSI). The CBSI is a commitment made by President Barack Obama at the Fifth Summit of the Americas held in Port of Spain, Trinidad, in April 2009 for the United States Government (USG) to collaborate with Caribbean countries to combat the drug trade and other transnational crimes that continue to threaten the safety of the region.

The Anti-corruption component of the COMET project was aligned to CBSI indicators three and four which speaks to the “institutionalization of anti-corruption standards, processes and mechanisms to address corruption and the establishment of a regional platform to share experiences and facilitate collaboration”.

Generally, the new reporting requirement focused on achievements and the impact of the work on the Jamaican communities. COMET also assisted the CSSB to develop a communication tool to assist in linking key stakeholders in the communities.

National Gang Reduction Strategy

During the first quarter of 2011, COMET developed a stronger focus on increasing community efforts to remove the gangs from within communities. During the first quarter of 2011, COMET collaborated with the MNS to implement the Ministry’s National Crime Prevention and Community Safety Strategy (NCPCSS). During this period also, COMET assisted the JCF to assess the impact of the SRIT team and in the provisioning of promotional materials.

COMET also provided technical assistance under the Community Renewal Program (CRP) to roll out pre-determined numbers of community groups such as Police Youth Clubs and Neighborhood Watch. The groups were further assisted by USAID/COMET Grant Program to

establish structured strategies and activities that would deter them from potential involvement in gang activities. By the end of the second quarter, eight (8) such grants were approved. During the first quarter also, a DVD was reproduced and distributed in communities, as a way of encouraging youth participation in governance and election processes. The aim was to promote respect for the democratic process and more broadly to reduce the influence of gang activities on elections and political campaigns.

Anti-Corruption Platform Launched

In March 2011, USAID/COMET sponsored the first Regional Anti-corruption Conference, held in Kingston Jamaica. A total of 185 persons from around the Caribbean attended, and was reported as having achieved all of its stated objectives.

During the second quarter of 2011, COMET continued to assist with the development of legislation, much of which was focused on anti-corruption.

Sustainability of the National Integrity Action Limited

During the first quarter of 2011, COMET began working with USAID and DIFID to set up the National Integrity Action Ltd (NIAL) – an NGO which would eventually set up a local chapter of Transparency International (TI); charged with the responsibility of ensuring that governance in Jamaica is not tainted by corruption. COMET’s role was to development of position descriptions, procedure manuals and policies.

The Independent Commission of Investigation (INDECOM)

During the first quarter of 2011, COMET assisted in the development of job descriptions for all positions, a corporate structure and all required policies and guidelines for INDECOM.

During the second quarter, COMET commenced the provision of a Case Management Course aimed at improving INDECOM’s investigating officers’ ability to better manage serious investigative cases.

In the third quarter of 2011 the COMET report indicated the engagement of an Anti-corruption Specialist and a Policy/HR Specialist to assist INDECOM with establishing best practices in these areas.

GoGSAT

During the second quarter of 2011, COMET supported the provision of 500 premium GoGSAT licenses for students in Grades 4-6 to access the necessary learning materials for the GSAT examination. Another 500 premium one year licenses were also purchased for Grades 7-11 to assist in resource materials, past papers and strategies for test taking.

2012

COMET in the first quarter of 2012, assisted with the development of the Anti-Corruption Strategic Plan. Also in this quarter, COMET provided technical assistance in the review of the Ethics Policy and TOR and refined the policy and procedure documents; and two process maps (Hearing and Polygraph processes), further aligning and sensitizing the notion of Ethics and Integrity within the Force. COMET also continued to support the National Integrity Action Limited (NIAL – formally National Integrity Action Forum).

During the first quarter of 2012 also, on the request of the former Chief Technical Director of the Financial Investigations Division (FID), developed and submitted a review with recommendations to the FID.

COMET Economic Opportunity

Q1 2006

The first quarterly report of the project notes that the contract is “designed to support the Mission’s strategy to address good governance issues that will support efforts to reduce crime and violence and strengthen economic competitiveness in Jamaica’s inner cities.”

Q4 2006

The first COMET activities that specifically focus on increasing economic opportunities are two workshops in Q4 2006 at UTECH that training 13 and 21 participants in small business management. Following the workshops, COMET provided follow-up technical assistance to four participants.

COMET’s economic analysis of Grant’s Pen is that:

Patronage has eroded residents’ understanding of the principles of credit and marketplace competition. Market share (clientele) is won through patronage, and credit is habitually written off in exchange for loyalty. In addition, the divisions that separate Grants Pen into distinct enclaves thwart economic growth in that goods and services are not allowed to flow across community lines to satisfy consumer demand. As a result, dollars hardly change hands within Grants Pen before they flow out of the community. Due to the importance of small business development to sustainable community transformation, a comprehensive economic growth program comprising mentorship, credit at reasonable rates, training and technical assistance is seriously needed

COMET does help to facilitate economic opportunities for residents (especially youth) by building the capacity of community organizations to better carry out their functions of enhancing the lives of residents; forging partnerships to increase and enhance existing resources, and helping citizens to be leaders and active participants in activities that transform their communities.

COMET seeks to use Fund for Inner-city Sustainable Transformation (FIST), with the severely reduced budget, to build relationships between the Jamaican Diaspora organizations and inner city community transformation. Original plans called for facilitating Hometown Associations in the Diaspora for each of COMET’s target communities, through which social investments, exchange programs, internships and CBO collaboration could be facilitated.

Though this remains part of the COMET vision, the new initiative **provides a small grant (US\$20,000) to FAVACA**. FAVACA was chosen to play the role of the Fund’s grant management partner because it is a US PVO (thus eligible for future USG support) that already makes grants with reasonable overhead costs; provides volunteer TA to Jamaican CBOs; has strong links to the Jamaican Diaspora community in the US; and receives funding from the State of Florida for capacity building programs in Jamaica, a resource that can be leveraged by the Diaspora Fund. The Diaspora Organizations estimate that they can raise US\$150,000 for an October 07 – October 08 lending calendar. By making a US\$20,000 grant to FAVACA to

leverage a \$150,000 Diaspora grant fund, COMET's leverage ratio is better than 1:7, and the Fund's grants management costs are capped at under 15% of lending capital. After its first year, the Fund will assume the grant management costs, making the program 100% independent and sustainable.

Support to Economic Opportunity

UTECH is still included, to provide Business Planning technical assistance to qualifying participants, but appears not to have active TA.

Q2 2007

In light of the delay by the Jamaican Diaspora US-based leaders to formally establish a corporate entity capable of raising funds for small business loans, COMET has been exploring alternative structures with CTO Ms. S. Parke and EG Specialist Mr. Jim Burrowes. An existing program within Jamaica National for small and micro business lending may be an appropriate vehicle whose lending activities in the target communities could be leveraged by COMET and EG seed funds

In Grants Pen, COMET notes that after "reaching" two individuals –one migrates. The youth push for a car wash business despite the fact that its not viable; the operations of the block factory do not improve to run in a business-like fashion rather than community project dependent on external funding.

In Q4 2007, COMET moves to work with GoGSAT

As a central part of its capacity building efforts, USAID-COMET Project has embarked on a program, which seeks to improve the educational opportunities of primary school graduates by providing on-line coaching for the Grade Six Achievement Test (GSAT). The objective of the initiative is to improve the prospect of 270 children in the target communities to attend the traditional grammar schools which to date have been successful in nurturing students to the tertiary level. The students selected for this assistance are those who can be successful at the GSAT with some help, but who would not have had the opportunity without external intervention.

WEALTH CREATION FORUM

On November 15, under the auspices of USAID Mission Director, USAID-COMET staged the Wealth Creation Forum in Kingston. The objective of the forum was to expose residents to the key skills training and micro-credit agencies.

USAID-COMET and its contractor FAVACA are also exploring the prospect of Diaspora Capital market instruments such as a Diaspora Bond, which is a debt instrument issued by a country or private sector entity to its Diaspora to raise capital for economic development in the home country. This concept was introduced by USAID's Office of Development Credit Washington.

Plan for Global Development Alliance initiatives to be pursued. These include low interest microfinance credit for employment creation in the inner city; mechanisms to leverage Diaspora funding; and a feasibility study on the concept of a debt swap for crime and violence prevention.

On FIST, Jamaica National Small Business Loans Limited is prepared to host and manage the FIST for a fee

Q1 2008

Jamaica's Consul General in Miami recommended a Miami-based Jamaican Diaspora researcher to pull together key local Diaspora organizations' ideas on the subject. COMET provided limited support (travel, administration) through FAVACA to explore.

The research activity did not produce a pithy report or a Scope of Work that COMET could use to create a micro enterprise support fund and that could be used (in an RFA) to identify an organization for such a grant. However through this activity COMET established a relationship with the Diaspora's main private sector group, the Jamaica-US Chamber of Commerce (JUSCC), and learned that JUSCC has created a fund for small and micro enterprise development with job creation objectives similar to those of COMET. COMET is therefore developing a partnership with the Jamaica US Chamber of Commerce that would leverage US-based Jamaican Diaspora business contributions for micro enterprise development in Jamaica. As part of the same initiative, COMET is exploring a partnership with the Jamaica Business Development Center (JBDC) to provide technical support to the micro businesses that will receive low interest loans from the Jamaica-US Chamber of Commerce.

COMET is discussing a possible partnership with Grameen Bank to support a Grameen model micro enterprise lending program in Jamaica. Given the central importance of solidarity groups to collateral-free micro enterprise lending, however, some research into Jamaica's experience with solidarity group mechanisms will be necessary. Preliminary research suggests that the Partner, a traditional Jamaican ROSCA (rotating savings and credit association) serves as Jamaica's basic solidarity group model. Its use in formal lending was tested in a USAID funded micro enterprise loan program at the Workers Bank in 1996 Plan to pursue a Global Development Alliance with Jamaica-USA Chamber of Commerce and Jamaica Business Development Center for micro enterprise support.

Q2 2008

GoGSAT results reported were astounding, with a 75% pass rate, -a vast improvement over previous years, with several students scoring in the 90's. For the first time in the last decade the communities received several places in traditional High Schools. We now plan to expand the program into the 38 areas into which the JCF is rolling out

Q3 2008

GOGSAT Launch in Central Village

After the first term with USAID-COMET's local sponsorship of GoGSAT, the e-learning preparation platform for the National Grade Six Achievement Test, the Central Village/White Marl Community held a formal launch of its GOGSAT Project on July 14 with a press conference attended by USAID-COMET, the GoGSAT Company, the Social Development Commission, the Ministry of Education and other stakeholders. The event, held at the local school, received wide media attention and highlighted the benefits of the GoGSAT programme. The principal, teachers and the 45 students who participated in the program told of their difficulties implementing the activity due mainly to lack of computers and poor quality Internet

access. The challenges experienced by White Marl Primary are not unique and have prompted COMET to ensure that in future an audit of the facilities is conducted prior to the introduction of the GoGSAT program to ensure that the requisite infrastructure is in place.

GoGSAT Awards Ceremony in Grants Pen

The astounding GSAT results propelled the Grants Pen Community Police Consultative Committee to celebrate the achievements of the community's participating students. Forty-five (45) students, of which eighty (80%) percent gained commendable grades participated. Mayor of Kingston presides with USAID's Osner

Sub-Contract: GoGSAT - J\$35,267,138

Due to the success of the GoGSAT project in Grants Pen, Central Village and Flanker, COMET is moving to expand its support to the GoGSAT program to 3900 students in the 38 communities

Q4 2008

GoGSAT Expansion

Background: Last year, in seeking ways to intervene strategically to reduce youth involvement in gangs, COMET determined that poor performance on the national Grade Six Achievement Test is an indicator of the likelihood of dropping out in middle school, which is the age group for the highest incidence of gang enrollment. COMET therefore supported enrollment in the GoGSAT course for 135 students from Grants Pen, Central Village and Flanker

Micro Finance Development

USAID-COMET was asked by the National Development Bank of Jamaica (NDBJ) to provide technical assistance to develop a micro-enterprise lending policy and window. COMET hires a consultant to provide.

Q1 2009

The CY 2009 WORKPLAN focuses on researching and mainstreaming lessons learned and best practices in Jamaica's experiences in CBP to date; technical and administrative support to the implementation of STRIP; further institutional strengthening and organizational development of the JCF and its partners; and continued partnership-building with existing structures and institutions such as the SDC, PDCs and agencies focused on social and economic development

Key structural changes to COMET's 2009 work plan are the addition of a second Good Governance component that focuses on anti-corruption reforms and youth advocacy (the previous work plan having had a single Good Governance component focusing on increasing citizens' participation), and the **addition of an Economic Growth component that focuses on increasing access to training and credit for micro enterprises.**

Q2 2009

A COMET workshop reportedly leads to a partnership with the Development Bank of Jamaica, the State agency with responsibility for microenterprise development;

Q3 2009

COMET holds a meeting with the Executive Director of the Jamaica Business Development Centre (JBDC) to identify the technical assistance gaps and opportunities remaining following the technical assistance provided by USAID-COMET in the previous period

The Development Bank of Jamaica (DBJ) initiated the process of maximizing the growth of the microfinance industry resulting from its increased access to capital by also supporting the professionalization of operations. The majority of the Micro-Finance Institutions (MFIs) operating in Jamaica lack the internal reporting and monitoring capacity to adequately manage rapid growth. The industry remains unregulated and there are no standardized reporting requirements which enable lenders, the Government and other interested parties to understand and monitor the industry. This also challenges the inherent transparency of lending operations, charges to clients and the underlying quality and health of loan portfolios

In response to a formal request from the DBJ for support (technical assistance) to achieve the abovementioned mandate, a request for proposals was advertised on August 16, 2009 to solicit submissions from entities qualified to provide the requisite short-term consultant services. USAID-COMET conducted an internal review of twenty one (21) submissions on August 24, 2009 which resulted in negotiations with Development Options Limited (DO), the candidate most suited to deliver the services the DBJ required. It is anticipated that DO will commence work during the latter half of September 2009, with the project ending during the first quarter of 2010. **Total cost of technical assistance: U\$43,735.00**

Q4 2009

Annex 1 – DBJ Micro Finance Project	51
Annex 2 – DBJ Details of Approvals and Disbursement by Sector	55

In August 2008, the DBJ requested a Microfinance Specialist/Consultant to establish its Micro Finance Lending Window. The Consultant, Mr. Luca Tortorelli, began work on October 29, 2008 and completed Phases 1 to 3 of the project by April 2009. This involved background research, market analysis, the definition of lending modalities, minimum qualifying criteria, lending terms and monitoring protocol, the preliminary assessment and identification of lending partners, and the preparation of preliminary lending forms. This assisted the DBJ in obtaining the Government’s approval of the MFI lending window.

Since September 2009, USAID/COMET engaged the services of Development Options Limited, to assist the DBJ by providing technical assistance for the implementation and completion of the Micro Finance window.

Q2 2010

Since September 2009, USAID/COMET has engaged the services of Development Options Limited, to assist the DBJ by providing technical assistance for the implementation and completion of the Micro Finance Window USAID/Jamaica arranged a meeting with the DBJ for February 22, 2010 to discuss the request for an increase in level-of-effort and to determine how best to complete the remaining deliverables. First, the DBJ was advised that the COMET project would not be able to provide additional funding for this venture.

COMET now reports on

COMPONENT # 4 OBJECTIVE: ECONOMIC GROWTH

Program Area – Economic Opportunity

Program Element: Strengthen Micro enterprise productivity

COMET Goal for this Program Element: Increase access to training and credit for microenterprises

OP INDICATORS

7.2: Laws and regulations affecting the operations of micro enterprises enacted with USG assistance:

Report 0 for the reporting period.

7.3: Number of micro enterprises receiving business development services from USG assisted sources:

Reporting 0 for the reporting period.

7.1: Number of micro finance institutions (MFI) supported by USG financial or technical assistance:

Report 0 for the reporting period.

To ensure that the project remains within budget, they were asked to review the remaining deliverables and identify the tasks that were most important.

Development Options Limited - Revised Summary Level of Effort (April 2010)

Phase 4/1 MFI Manual 3 2

Wholesaler Manual 4 0

Phase 4/4 Reporting Forms 1 1

Phase 5/4 Develop Score Card – Software 13 5

TOTAL 21 8

USAID/Jamaica committed to funding the remaining tasks that will not be completed under the task order. MSI Headquarters is currently working on the contract amendment.

Total cost of technical assistance: U\$43,735.00

With the prospect of an extension to the USAID-COMET Project to March 2011, the Project Management team prepared an Implementation Plan and budget delineating the activities to be completed from March 2010 - March 2011 and the associated costs.

3Q 2010

Reported on as Component 4/Economic Growth

Development Bank of Jamaica (DBJ)/Development Options Limited (DO)

On September 8, 2010, Development Options convened a meeting at the DBJ to provide a debriefing on the project and confirm its completion. In attendance were representatives from COMET, USAID, the DBJ and Development Options Limited. Their last set of deliverables was forwarded to COMET subsequently, accompanied by a cover letter from the DBJ expressing their gratitude to USAID and the COMET project for the invaluable assistance provided to their Microfinance Project.

Q4 2010

In partnership with the JCF and the SDC, GoGSAT Limited was contracted to provide online mentoring for the Grade Six Achievement Test (GSAT) for the 2008-2009 school year, in 39 Community Based Policing roll-out communities

2011

2011 quarterly reports note little to nothing about economic development.

Q1 2012

Note COMET to implement USAID/Jamaica's strategy to address good governance issues in support of efforts to reduce crime and violence and strengthen economic competitiveness in Jamaica's inner cities.

Q2 2012

COMET outcomes are under six components, with activities under them; none are economic in nature.

COMET Management

The project begins under the name of Improved Governance through Citizen Security and Participation (IGCSP) as a 3.5 year contract designed to support the Mission's strategy to address good governance issues that will support efforts to reduce crime and violence and strengthen economic competitiveness in Jamaica's inner cities.

COMET uses a calendar year (CY) and quarterly reports; no annual report is ever developed.

1 Q1 2006

The first **Quarterly report**, January 1, 2006 – March 31, 2006, covers meetings held since the contract start (March 13, 2006). The MSI Chief of Part is Bert Laurent with team Sharene Mckenzie, Civil Society Specialist and Lindberg Simpson, Community Policing Specialist, with USAID Mission Director Karen Tuner and Dennis Darby, Democracy and Governance Team Leader, the Project CTO. MSI reports transitional issues between the Grants Pen Community Policing activity, implemented by PERF, that make the “hand over” difficult.

2 Q2 2006

The second quarterly report has an initial organization scheme:

INTRODUCTION

PROJECT MANAGEMENT

FIELD OFFICE

GRANTS PEN RELATIONS

JCF SAFE SCHOOLS PROGRAM

COMMUNITY POLICING IN GRANTS PEN

MONITORING AND EVALUATION

OVERVIEW OF CPMC INTERVIEWS

WEAKNESSES IN COMMUNITY POLICING

PRELIMINARY FINDINGS AND OBSERVATIONS

RECOMMENDATIONS

USAID requires the ex-JCF CP specialist to be replaced, as he is re-commissioned by JCF. MSI's Partner, the Police Foundation, recruits a new CPA, Chief LeRoy O'Shield.

The project assesses JCF personnel in GP on CBP, finding both them and CBOs wanting. Tentative selection is reported of two intervention communities (Central Village and Flanker) with preparations “under way” for collection of baseline data and initial contact with key CBOs.

REGARDING COMMUNITY POLICING WEAKNESSES INHERENT WITHIN JCF MSI notes that “there is a lack of a comprehensive Community Policing Model that has been formally adopted by the JCF” and that “the Police Commissioner has not yet articulated a clear and comprehensive policy statement on Community Policing”. Plus:
“The high cost of building and maintaining the Grants Pen police station, which is often confused with the concept of Community Policing, discourages the notion that Community Policing could be replicated into other communities.”

3Q 2006

The new name is developed and changed for the project. The organization of the report is now:

INTRODUCTION

PROJECT MANAGEMENT

FUNDING REDUCTION

GRANTS PEN RELATIONS

REPLICATION

COMMUNITY POLICING

CITIZENS PARTICIPATION

JCF APPROVAL OF COMET'S DRAFT COMMUNITY POLICING PROTOTYPE

The report looks back to note “During its first full quarter COMET focused on the collection of baseline information and familiarization with key institutional stakeholders, both private and public. In addition, great care was taken to explain COMET’s mandate regarding sustainable community transformation and the centrality of Community Policing. COMET also interviewed Grants Pen community leaders, facilitated visioning exercises, and solicited collaboration and input from key players and community members. Numerous coordination meetings were held with USAID and other key stakeholders such as Grants Pen CBOs, JSIF, CSJP, the JCF, UNDP, and AMCHAM.”

A draft work plan was prepared and a substantial momentum in project implementation was achieved. The importance of establishing a close working relationship with the JCF took center stage because of the centrality of Community Policing to COMET’s mandate. At the same time, it was equally important to begin reversing the dependency on outside donor support that had been built among Grants Pen’s CBOs by our predecessor project.

The project reports adjusting based on expectations of a 30% FY 2007 cut, which leads COMET to look alternative sources of funding, lower costs, and reduce spending.

Some “instigate an ‘MSI versus PERF’ atmosphere.”

USAID’s directives for COMET (i.e. that a community transformation model, with community policing at its core, would be replicated in other communities once developed and tested in Grants Pen) have been clear. The strategy by which this directive can be successfully implemented involves:

1. Determining the key stakeholders and critical elements of sustainable community transformation in Grants Pen;
2. Facilitating the articulation of a widely held vision of community transformation in Grants Pen;
3. Facilitating the combination, through technical assistance, of key stakeholders and key elements necessary to ensure that a sustainable process of community transformation –as per the vision- is under way in Grants Pen;
4. Building a community policing framework that is acceptable to -and formally adopted and implemented by- the JCF

Replication in target communities must avoid using the Grants Pen experience as an overriding template. USAID's Grants Pen Sustainability Plan, lists four Sustainability Goals: COMET reports making substantial progress toward each:

1. Community residents in Grants Pen are actively contributing to and helping sustain community transformation
2. Selected CSOs are actively engaged in continuing the community's transformation by delivering vital services sustainably;
3. GOJ agencies contribute their resources and assist in creating an enabling environment community transformation
4. Private-sector organizations actively contribute their resources to the community's sustainable transformation.

COMET reports conducting OCAT CBOs in these other two communities and using a "flooding" methodology of multiple interventions and multiple projects.

Q4 2006

A new format for reports is developed and used going forward with two components

I. INTRODUCTION

II. PROJECT MANAGEMENT

III. COMMUNITY POLICING COMPONENT

IV. CITIZENS PARTICIPATION COMPONENT

In light of the budget reductions, MSI has worked with the SO Team to revise COMET's budget. This involved removing or deferring a number of initiatives that are key to the transformation process such as all grant funds and most short term technical assistance

In work, "we encounter misperceptions about the nature of Community Policing and attributed to irresponsible associations made between Community Policing and the construction of the Grants Pen "multi purpose community policing facility".

COMET's establishment of a Field Office in Grants Pen was intended to be short term in nature so as to avoid perpetuation of dependency, as the physical presence of a donor program in the community tends to displace key local CBOs and impede the of local leadership. COMET's plan to reduce its physical presence, which is the first part of its Exit Plan, was repeatedly discussed with the CPMC in the context of sustainability, and was effected at the end of the year

October 6-8 COMET hosted a retreat with the JCF's senior officers in charge of Community Safety, Professional Standards, Research & Development; Training Academy and Media Relations

COMET REPORTS a joint strategy for:

- combining documents prepared by the JCF and COMET to complete an Operational Framework that would be the basis of JCF's comprehensive policy on Community Policing;
- creating an Interagency Working Group on Community Policing to ensure buy-in and support of relevant stakeholder policy makers and
- collaborative planning to roll out the Operational Framework

In December the JCF developed a roll-out plan for the Community Policing Operational Framework. The first phase of the roll-out process will involve two police stations in all 19 JCF Divisions simultaneously. Each Divisional Commander will be allowed to select the two stations individually, using their own sense of their Divisions' needs, appropriateness, and readiness.

To support of the roll-out, COMET will review and modify the training materials that we have given to the JCF to make them consistent with the finalized Community Policing Operational Framework, and the JCF's Constabulary Communications Network will embark on an internal and external Community Policing marketing strategy. As part of the roll out, JCF plans to hold a series of in-service training sessions.

Q1 2007

COMET develops boilerplate language

COMET builds on the successes of USAID's civil society strengthening program CIV-JAM, and two previous inner-city development programs, the Peace and Prosperity Project and Community Policing program that were based in the once violence torn Kingston community of Grants Pen. COMET focuses on further strengthening the relationship between the police and the community with the ultimate goal of reducing crime and improving the quality of life for citizens. COMET is also helping to facilitate economic opportunities for residents (especially youth) by building the capacity of community organizations to better carry out their functions of enhancing the lives of residents; forging partnerships to increase and enhance existing resources, and helping citizens to be leaders and active participants in activities that transform their communities.

Preparation of Year 2 Work Plan

The Work Plan for March 13 2007 - March 13 2008 was drafted during this quarter. In light of the budget reductions and revised Foreign Assistance Framework and Indicators, MSI is working with the SO Team to finalize the Work Plan. Last year's budget reduction, are likely to carry through for COMET's second year.

COMET updates the Performance Indicators and finalizes the communications plan through invaluable assistance from USAID/Jamaica's Development Outreach and Communications Specialist to upgrade its Communications Plan and revise it to address public misperceptions about Community Policing.

COMET provides a CONFIDENTIAL SECTION p. 14-19, on GP – an Interim Report on the Re-engineering Process dated March 2007

It notes "The CPMC continues to evolve and is maturing in its outlook of what community policing is and the organization's role within it. Their relationships have improved and teamwork is enhanced which is producing a richer, better understanding of how important community policing is to Grants Pen. Although the relationships between individual members have improved slightly, this cannot be said of the relationship between the police and other CPMC members. To date, they are functioning as a community group without the aspect of policing."

In order for the CPMC to continue its growth after the re-engineering process has ended, the following factors have to be addressed:

The role of the police has to be clarified and brought in line with the standards recommended. This will require the police to take ownership of the CPMC as an advisory body, and the appropriate boundaries for police-CPMC interface to be constantly reinforced. The role of the Social Development Commission, which is the government agency mandated to provide support for community development, must be fully understood and utilised by the CPMC. This can facilitate the group's transition from re-engineering mode, as some of the basic support provided for meetings and community discussions can be assumed by the SDC.

The Constant Springs Divisional Commander decides that any Civic Committee should be at the Divisional Level, rather than at the Station Level, and to reconstitute the Civic Committee and to create chapters at the Station levels which would report to the Divisional Commander and Committee

Q2 2007

CTO Sasha Parke

INTRODUCTION .

II. PROJECT MANAGEMENT AND COORDINATION

Coordination

Peace Building

Guns Gangs and Governance "G3" Roundtable

UF/UWI Internship Program

III. COMMUNITY POLICING COMPONENT

Overview of Relations with JCF

Community Policing Developments in Grants Pen

Mental Health

Community Policing Roll Out

Community Policing Training

Community Policing Index

Public Education and Coordination

IV. CITIZENS PARTICIPATION COMPONENT

Jamaica's Promise

Fund For Inner-city Sustainable Transformation (FIST)

Meeting with JA-Styles

PACT Workshop

Grants Pen

Project Roll Out: Flanker & Central Village

REACT

National Debates Commission

Launch of Restorative Justice Conference

ANNEX 1 COMMUNITY POLICING INDEX

ANNEX 2 COMMUNITY POLICING FIELD TRAINING EXERCISE

ANNEX 3 POS6933: "GOVERNANCE, WITH A PARTICULAR FOCUS ON CRIME IN JAMAICA" / INTERDISCIPLINARY COURSE

COMET employs UF and UWI interns to document the predominant patterns of home tenure and occupation in Grants Pen, Flanker, Central Village

COMET challenge with GP Station Commander, who needed to understand that his pilot status had ended and that his Community Policing work was to be viewed in a wider context of sustainability and roll-out. Many CPMC meetings are held

The JCF has ordered all 18 Divisional Commanders to select two Police Stations for assignment to Community Policing; choices include Flanker and Central Village.

While some of the stations will have a few officers assigned to Community Policing, others will be totally dedicated to the methodology. For instance, it was determined that there will be a need to train at 90 police officers in Coral Gardens and Freeport (Montego Bay/Flanker) due to the fact that Supt. Macgregor is committing all of his resources to Community Policing.

The Community Policing Index (CPI) has been developed and is being shared with the Jamaica Constabulary Force High Command for their further input. The final draft will be submitted to the Community Policing Oversight Committee (CPOC) for feedback and approval

To develop a Strategic Plan for the Grants Pen community, COMET facilitates a series of visioning exercises; In GP, they rename the organization the Community Policing *Consultative* Committee (CPCC) and the station commander now attends

The findings of COMET's baseline assessments were reported to Flanker's and Central Village's key stakeholders, who gave their endorsement and approved the proposed activities. Both communities have sought COMET's assistance in getting their umbrella organizations formally incorporated. COMET engages an Attorney for this.

It appears that 1.25 years into the project, COMET is now "rolling out."

COMET reports a field training exercise in CP, using SARA – Scan, analyze, response, assess (means evaluate).

7 Q3 2007

Changes report organization

INTRODUCTION

2. PERFORMANCE REVIEW AND ANALYSIS

2.1. Coordination with State Agencies and Other Projects

2.2. COMET's Cross Cutting Activities

2.3. Performance

3. CHALLENGES ENCOUNTERED AND PROPOSED SOLUTIONS

4. PROJECT ADMINISTRATION

5. UPCOMING ACTIVITIES

ANNEX: OCAT SCORES

COMET works with the Dispute Resolution Foundation to develop sustainable Mediation services in Grants Pen and Central Village. We envisage providing a grant to each community to launch their mediation services and one year of funding support to bring them to sustainability.

COMET has NEW INDICATORS and appears early in the rollout, with only 1 Flanker meeting: “COMET facilitated a meeting with the leadership of Flanker and the police to inform them of the Community Policing roll-out and to initiate working relationship.

August is pre-General election period plus disrupted by Hurricane Dean

COMET works with the GP CPCC to prepare Financial Sustainability and Strategic Plans, revised by-laws, and a constitution, finalizing its bank account and records, and is expected to submit a formal grant application in November 2007

A workshops are planned for three target communities on Facilitation, Leadership. Minute keeping, Book keeping, Asset Mapping and 5 other areas. OCATs are done by the Flanker Peace and Justice Centre, the Central Village Action Committee and the Grants Pen Community Policing Consultative Committee

For IR2 INDICATOR NO. 1: Score on Community Policing Index, COMET reports that JCF reviewed the CPI, and approved it as an assessment tool.

IR 2 INDICATOR #2: change in percentage of major crimes resolved in target communities
As the JCF does not have an Information Management System, there is no standardized methodology to capture this data. GP stands out in high crime levels per 1000, has 7000 people

Assert that “COMET’s small, bare-bones staff size relative to its work load. As COMET’s reduced budget no longer supports the engagement of STTA at required levels, COMET staff are heavily involved not only with every aspect of implementation but also with coordination, monitoring, and other activities. This compromises effectiveness, and limits the ability to take new initiatives and advantage of opportunities as they arise. The challenge of coordination with other agencies is particularly significant.”

Assert CP is “considered to be all but embedded in the JCF’s Community Safety and Security Bureau, which is in charge of the JCF’s Community Policing initiative. Thus COMET’s contribution to Community Policing is being institutionalized and sustained in spite of our limited resources.”

Citizens’ Participation component, on the other hand, lacks a strategic partner through which its limited human resources can maximize its leverage and through which its initiatives can be assured of having an impact beyond EOP

Given its newly assigned role in the Parish-level development committees and in the target communities, and given its transformational mandate, such a strategic partner would be the Social Development Commission (SDC). COMET will therefore develop a MOU with the SDC to closely integrate the Civil Society Specialist’s activities

COMET is seeking to contract a Communications Specialist to design strategies to implement its Communication, Branding and Marking Plan, USAID/COMET invited three bids; two bid with different areas of strength, and split the task between them (PROComm and CARA)

During the upcoming quarter COMET will revise its work plan to EOP.

In the Citizens' Security component we will assist the JCF in the launch of the Community Policing Manual and intensify training for officers and residents in all three target communities in the methods and principles of Community Policing. Three special training sessions for Police Station supervisory officers is planned for the upcoming quarter. The training materials developed for CP training will be compiled and edited into a comprehensive CP Training Manual, and an assessment of Community Policing will be conducted in the three target communities. A Community Policing Study Tour for Grants Pen JCF, Constant Spring Divisional Commander, a member of the High Command, and community leadership has been scheduled for the upcoming quarter. The Study Tour is conceived as a training opportunity that will afford police and community leaders exposure to the same set of examples so that they will have a common frame of reference on community policing issues. Upon their return from the Study Tour the participants will prepare a Community Policing Plan for Grants Pen. The experience will be evaluated by the Community Policing Advisor for replication for COMET's other target communities.

The Citizens' Participation component will hold forums on economic development and social services for CBOs, launching a Directory of Social Services. The component will also finalize the design of a micro credit fund that will be capitalized by the Jamaican Diaspora and the Jamaica-US Chamber of Commerce.

8 Q4 2007

GP JCF shooting leads to problems, replacement of Commander of St. Andrew North Division, who in turn replaces GP Commander for "management shortcomings and his lack of authority, as well as a widespread lack of commitment to community policing in the Grants Pen station." Superintendent does not adhere to the idea of replicating the Grants Pen model of community policing, but rather that the lessons learned from the pilot project at the Grants Pen station must now be mainstreamed. Given the primacy of the JCF's Divisional level in implementing the roll-out of community policing, he is exercising this prerogative. He feels that the mainstreaming process is urgently needed because Grants Pen was excessively resourced in comparison to the rest of the Division and had become too much of an exclusive enclave, which created management problems within the Division and compromised the prospect for sustainability.

COMET's resident Community Police Advisor position was terminated in favor of a restructured method of TA delivery in which COMET will deploy a much wider range of short and medium term technical assistance

COMET hosts a Stakeholders Conference on Community Policing to show that leadership of the process resides in the JCF, and develop a consensus to mainstream the Grants Pen experience. Stakeholders agree to participate in a Community Policing assessment in January 2008

SO PERFORMANCE INDICATOR NO. 1: Ratio of major crimes per thousand in targeted communities to national crime rates

COMET has difficulties in obtaining official JCF data to track this indicator. JCF data are

generally known to be unreliable, and are not readily available from the agency

CPI scores for the police stations in the three target communities will be collected during a Community Policing assessment being planned for the upcoming reporting period with the JCF, USAID/Jamaica, and DFID

SAME SECTION ON CHALLENGES AS PRIOR REPORT

Appear to have made no progress on addressing them in 3 months

Q1 2008

After an initial baseline assessment at the inception of the Project in March-April 2006, COMET operated under its first work plan (April 06-March 07), which was based on its original mandate to **address the sustainability of the Grants Pen model and then to replicate it in up to five other communities. COMET'S SECOND WORK PLAN** (March 2007-March 2008) covered incorporation of two new communities, identified in July 2007. These were Flanker, located in the Parish of St. James, and Central Village, located in St. Catherine South.

A number of important and far reaching changes then took place within the JCF that significantly increased the likelihood of COMET's success. These were:

A new Police Commissioner was installed and immediately began to restructure the JCF to increase efficiency and effectiveness.

JCF's Divisional Levels were given greater management autonomy in the implementation of community policing.

New dynamic leadership was established at JCF's Divisional Levels.

The Grants Pen Station Commander was replaced, which improved staff morale and performance at the station

The Commissioner adopted Community Policing as one of his four Strategic Priorities.

The JCF empowered the Community Safety and Security Branch to manage the countrywide roll-out of Community Policing.

Community policing manual developed by USAID-COMET was adopted by the JCF as the standard for community policing.

COMET will base its next work plan, which will cover April 2008 – April 2009, on the recommendations and findings emanating from the Assessment.

SDC signs MOU with JCF

COMET moves to hire a Project Manager, who should be on board early in the upcoming quarter.

During the reporting period COMET's most important activity was its participation in a JCF/USAID assessment of community policing in Jamaica

The CBP Assessment pointed out that the JCF has adopted a "divisional primacy" approach. As a result of this approach the execution of community policing is being driven at the Division

level. Consequently, the Assessment Team recommended that COMET shift the focus of its technical assistance to the Division level while supporting a number of institutional capacity-building changes within the JCF as an institution. The Assessment Report will be presented to the Commissioner of JCF and subsequently to stakeholders early in the upcoming quarter

Equipment and publications are provided as part of COMMUNITY POLICING TECHNICAL ASSISTANCE

The Central Village White Marl Community Business Watch Committee and the Flanker Peace and Justice Centre (soon to be renamed the Flanker Community Development Committee) participated in strategic planning workshops facilitated by USAID-COMET. Both organizations have completed 5-year plans and now join the Grants Pen CPCC as inner-city Community Policing CBO associations that have strategic plans.
NOW MORE THAN 2 YEARS INTO COMET

INDICATORS REMAIN PROBLEMS

Still no JCF data for 1

CPI baseline scores for the police stations in the three target communities were not collected during the Community Policing Assessment due to time constraints. However, the scores will be collected during the needs/gap analysis that COMET will be conducting during the upcoming quarter.

IR 2 INDICATOR #2:

CHANGE IN PERCENTAGE OF MAJOR CRIMES RESOLVED IN TARGET COMMUNITIES

As the JCF does not have an Information Management System, there is no standardized methodology used by individual police substations (eg Grants Pen, Coral Gardens, Central Village) to capture this data, which at this point is compiled only by the Divisional Intelligence Units (DIU) at the Divisional Headquarters (i.e. Constant Spring, Freeport Port Police Station at Montego Bay, and the Hundred Man Police Station).

10 Q2 2008

Annex includes COMET third work plan, which covers April 2008 – April 2009 - the remainder of the COMET lifespan. COMET hosts two day working session with the SDC Regional Directors and the JCF Area Commanders to prepare joint implementation plans in order to operationalize the MOU and to confirm the relevance of COMET's work plan.

These Region/Area implementation plans of SDC/JCF partnership will be reviewed and discussed in the Regions/Areas during the coming Quarter, after which another working session will bring the implementation planning process to the operational (Divisional) level.

Community Based Policing Implementation Committee to oversee the roll-out activity. **USAID COMET provided support to the launch of the CBPIC on May 21, which comprises representatives from Private Sector, Academia, JCF Branches and auxiliaries, UNDP, Ministry of National Security and DFID. At the launch meeting the Commissioner of Police Rear Admiral Hardley Lewin reiterated his commitment to the implementation of CBP island-wide and thanked USAID**

In an effort to identify the training and technical assistance needs of the Jamaica Constabulary Force and its partner the Social Development Commission to effectively roll-out community policing island-wide, USAID-COMET has **commissioned a Gap Analysis**. A Consultant was hired, field instrument developed, sample size established and the assessment is now ongoing. The activity is slated to end in August

Grants Manual

COMET's Grants Manual was completed and submitted to the CTO for review and approval.

Formal Launch of Community Policing Roll Out

The JCF commemorated a formal launch of Community Policing as an island-wide operational strategy and announced the roll out of the initiative at Newland, St. Catherine, on June 20. Over two hundred guests, including the Member of Parliament and the Governor General participated in the event, which was well covered by the press and drew a sizeable local crowd.

The Indicators being tracked by COMET require information that is currently not available
CONTINUE TO DISCUSS PROBLEMS, NOT DISCUSS WHY NOT CHANGE
INDICATORS
FINALLY SUGGEST ARE ADDRESSING DATA COLLECTION THEMSELVES
THROUGH COMET

Many of COMET's most difficult challenges of the last twelve months have been overcome.

The CBP Assessment has exposed the project's most debilitating impediments and the Mission Director has provided invaluable support to address them;

We now have a Grant Manager/Program Manager who is focusing on M&E, procurement of STTA, and grants management issues;

The long-desired relationship with the SDC has been initiated;

Blanket Purchase Agreements with service providers have been established, permitting more efficient response to JCF's capacity building needs.

The importance of capacity-building to COMET's mandate requires that COMET pay particular attention to ensuring that 1) the JCF has the administrative policies necessary to support community policing and 2) the JCF has the training manuals and training policies in place (i.e. adopted and being used by the Academy) that are necessary to maintain technical proficiency.

Besides the above, it is becoming increasingly apparent that within the JCF three of the problems that threaten the success of the Community Policing initiative are: 1) senior officers who do not buy in to the philosophy of community policing; 2) senior officers who are proponents of CBP philosophy, but who are strongly opposed to the way the community policing initiative is being executed, and 3) practices that perpetuate the Force's dysfunction.

We are hopeful that we will be able to make a meaningful contribution to addressing these priorities

Work plan supports the JCF’s roll out of Community Based Policing (CBP) island-wide and embraces the following changes in approach:

The support for CBP is JCF led with a more deliberate effort to coordinate multiple stakeholder efforts.

There is greater focus on institutional strengthening and organizational development of the JCF and its civil society partners.

It recognizes and is guided by the JCF’s policy of Divisional Primacy in the implementation of community policing (moving away from community-specific interventions).

It seeks to mainstream the lessons learned and best practices in community based policing instead of replicating one particular “model”.

It supports national community safety efforts and promotes partnership with existing structures and institutions such as the SDC and Parish Safety Committees.

It is informed by recommendations from a recent JCF-led CBP assessment.

It capitalizes on positive developments, current reform efforts and other conditions for change within the JCF.

The work plan is structured around two key components–

1. Direct Support to JCF for implementation of the CBP roll-out plan and broader initiatives that strengthen the JCF’s capacity to effectively deliver Community Safety and Security services.
2. Strengthening of community governance and citizens’ participation in community policing, facilitating effective problem solving partnerships and sustainable community transformation.

11 Q3 2008

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Community Based Policing Implementation Committee (CBP-IC)

The (CBP-IC) is a group of key Community Safety and Security stakeholders invited by the JCF’s Community Safety and Security Branch to oversee the implementation of the Community Policing roll-out plan. Only one meeting, on July 9, since inauguration June 30. Subsequent meetings planned have been canceled. Three urgent areas where coordination is urgently needed are the development and installation of an information management system, the development of an M&E system and the establishment of indicators, benchmarks and baseline data. USAID-COMET will seek regularization of the Implementation Committee meetings during the upcoming quarter.

COMET convenes the first of a series of planning sessions to synchronize the SDC, JCF and UNDP Work Plans and provide the framework for the agencies’ working relationship. Memoranda of Understandings (MOUs) were subsequently developed between these three agencies to support National Safety and Security initiatives and were signed at a Press Conference held September 30, 2008.

Our attempts to coordinate with the MNS are not effective.

JCF Survey Benchmarking & Indicators

In response to the JCF's request for assistance in establishing benchmarks and indicators to evaluate Community Based Policing, USAID-COMET has been working with Professor Anthony Harriott of the Institute of Public Safety and Justice, University of the West Indies to develop a Scope of Work and to efficiently navigate the administrative requirements. MSI Evaluation Expert, Richard Columbine traveled to Jamaica September 9 to work with Professor Harriott and his team.

USAID-COMET has commissioned a Gap Analysis. A Consultant was hired, field instrument developed, sample size established and the assessment was conducted. The draft report was submitted and was reviewed by the SDC and JCF for feedback. As of this writing, the Consultant is completing the Community Policing Index (CPI) in nine (9) divisions, which will form the baseline for the continuous assessment of CP in the divisions.

As the JCF will not be able to afford the high cost of PALS training for SROs beyond the COMET project, JCF's Community Safety and Security Branch (which is the Force's lead on the Safe Schools Program) has asked USAID-COMET for assistance in improving its training capabilities so that JCF Trainers can provide future SRO training. COMET will explore this issue together with both the Training Academy and the Community Safety and Security Branch to design a sustainable solution within the context of the JCF reform process.

Training: Community Base[sic] Policing Officers

USAID-COMET continues to provide support to the training of JCF's Community Based Policing Officers. During August 11-22 thirty-two (32) Officers from Area 3 were trained. To date, the Community Safety and Security Branch reports that one hundred and ninety-one (191) officers have been trained in CBP, testing the CBP Training Manual as it is being developed.

COMET and the USAID-CTO found the final draft of the CBP Manual to be seriously lacking in content and structure. COMET asked Supt Norman Heywood, JCF's Planning and Research Department, to convene a retreat.

COMET has researched, compiled, edited and printed 1,000 copies of a Social Service Directory, which is currently being distributed through the Social Development Commission and the JCF.

Plan for the JCF and the SDC have been facilitating the emergence of Parish Safety Committees in each of the 13 parishes. COMET facilitate eight (8) workshops involving thirty-eight (38) communities, located in nineteen (19) Police Divisions, five (5) Police Areas and five (5) SDC Regions. These Safety Planning Sessions are a follow-up to the joint planning session involving UNDP, SDC, JCF and COMET held in the last quarter, approximately two hundred and forty (240) persons representing various organizations will participate in the sessions.

A draft grants manual was prepared to streamline and standardize COMET's grants management processes, and submitted to USAID for feedback. Pending the feedback, unsolicited grant applications are being received and reviewed. Our proposed approach to grants making is to support initiatives that further the community safety and security work of our partners, the JCF

and SDC. However, in order for this approach to be effective, COMET will have to build the JCF and SDC's capacity in project assessment, coordination, management and monitoring.

Discussion grant applications to COMET, not funded at this point
Assert potential grantees need strengthening

The St. Thomas Roving Caregivers Programme (RCP) - J\$6,348,158
St. Thomas Parish Safety Committee - J\$60,000 (TINY)
SET J\$4,238,257
ROOTS FM – J\$912,000

COMET INCLUDES A TABLE WHICH LISTS THE 38 CBP Roll-out Areas, by SDC and JCF region, division, area and population, including lots of information on crime. The estimate is a population of 205k in the 38

New indicators are:

Indicator #1 - Score on the Organizational Capacity Assessment Tool (OCAT)

Indicator #2 – Number of active collaborations among CBOs and with other organizations

Indicator #3 – Percentage of citizens who regard CBOs as effective in service delivery
Once the MOU is signed (scheduled for October 1), COMET and the SDC will hold a retreat October (scheduled for October 15 and 16) to review all issues regarding Monitoring and Evaluation, in particular to agree on the indicators to be tracked by SDC and the TA and support required from COMET to do so.

Intermediate Result 2 is Public Safety in Target Communities Increased.

This IR has two Indicators. The first of these Indicators is “*CPI scores of the JCF Divisions*”, while the second Indicator for IR 2 is “*The percentage of major crimes resolved in target communities*”. While the CPI scores for the Divisions is being collected by the Gap Analysis, and are presented in the Gap Analysis report, the *percentage of major crimes resolved in target communities* is not a valid indicator because perpetrators of crime are often apprehended outside the communities where the crimes were committed.
recommend that IR2 be dropped.

USAID-COMET SPECIAL REPORT: JAMAICA CONSTABULARY FORCE VISIT TO HAITI, JULY 28-30, 2008

First regional work July 2008 COP facilitated the visit of a delegation of senior JCF officers to Haiti to meet with National Police to discuss ways to eliminate the smuggling of guns into Jamaica. Commissioner Lewin states the trip a “tremendous step forward”

12 Q4 2008

Annex 2 - Report from Community-Based Policing (CBP) Work-Planning Sessions

nine 2-day workshops were held across the island to begin the planning process for the roll-out of community-based policing Thirty-four (34) communities across seventeen (17) police divisions. The report notes **LOTS OF CHALLENGES and the need more realism and ownership.**

17 individual Project Activities listed

The value of the Baseline survey (MRSL, Harriott) is US\$68,000.

St. Thomas Roving Caregivers Program support from USAID/COMET for 16 caregivers (Year one) is US\$19,400

The value of the contract with Caribbean Examinations Ltd for the GoGSAT Expansion program is US\$470,228.50

Grants to some organizations

St. Elizabeth Homecoming Foundation Crime Forum (by St. Elizabeth Homecoming Association); The total grant amount for SEHA was US\$2,625.

The total grant amount for the SET/ASCOT Project is US\$56,250

Start with Professor Munroe, Director, Centre for Leadership and Governance UWI, Mona to establish a **National Integrity Action Forum**.

Parish Safety and Security Workshops

Though the PDCs had prepared Parish Development Plans, these did not address safety and security issues. Therefore USAID-COMET assigned consultants Gill Chambers and Tania Chambers to facilitate a workshop to help the PDCs prepare safety and security plans that could be inserted into their Parish Development Plans. To date, 6 workshops covering 11 parishes and involving over 100 JCF and SDC Officers and PDC members were held. The safety and security plans are in varying stages of readiness, as their quality was limited both by the competence of the participants and by **the relatively limited community participation that the PDCs had arranged.**

JCF Curriculum Review

The draft curriculum being developed by the JCF's Community Safety and Security Branch (CSSB), with technical **support from Professor Headley**, was submitted to USAID-COMET for feedback. "[T]he quality left much to be desired."

COMET held a Governance Retreat on October 14-16 involving 14 participants, of which 11 were SDC Regional Managers. **SDC Officers expressed the view that they were not amenable to adopting some of the COMET indicators as these were irrelevant to their mandate and required a lot of resources for tracking and reporting.** However, they assured the COMET team that they were prepared to administer the police/citizens assessment survey and that they would be able to track the number of Community Based Organizations benefiting from USG support

The final version of the grants manual was completed on December 17, 2008 after extensive research and revisions, and collaboration between USAID, COMET & MSI headquarters

quite challenging to track & report on our current indicators. The USAID/COMET indicators were not selected in collaboration with our partners

A key concern of many communities, even where the experience of CBP has been positive, is that lack of change in other branches of the JCF may erode early gains. Some plans include initiatives to monitor the delivery of all police services, and promote wider public education on the recently re-published JCF Citizen’s Charter. Participants have also called for expanding and accelerating the JCF’s plans to train as many police personnel as possible on the philosophies and principles of community policing. Whilst community policing has been made mandatory by the Commissioner of Police, this does not seem to have filtered down to the lower ranks with some members of the JCF alluding to the fact that they are aware of some colleagues that have not bought in to its philosophies or approaches. This of course leads to dilution of the process and ultimately confuses the experience of citizens.

The issue of expectations must also be addressed. Some of the infrastructural issues within some communities that make them extremely difficult to police, are not understood by citizens, leading to unmet expectations and strained relationships with the police. A clear definition of exactly what a community is in terms of criteria to meet, planning requirements etc. and the factors that enhance or detract from effective policing, would boost relationships among these two stakeholders and eradicate any ambiguity

Note physical barriers to CBP, and that some communities seek formalize their settlements.

Blanket RFA

A blanket RFA was advertised in the Gleaner and the Observer, the two major newspapers to solicit grant applications. The call for proposals will span the period October 19, 2008 to March 1, 2009. To date, a total of thirteen (13) pre-proposals have been submitted.

13 Q1 2009

NEW STYLE REPORTS, 4 COMPONENTS

I. Introduction 1

2. Performance Review and Analysis 2

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Sasha Parke, USAID/CTO

COMET’S CY 2009 WORKPLAN

Force-wide adoption of the CBP philosophy and the island-wide implementation of CBP methods is central to the culture change and other key reforms stipulated in the Strategic Review Implementation Plan (STRIP), validating COMET’s approach to CBP as a touchstone for culture change within the JCF and a fulcrum for institutional reform. For 2009 this area of COMET’s work includes researching and mainstreaming lessons learned and best practices in Jamaica’s experiences in CBP to date; technical and administrative support to the implementation of

STRIP; further institutional strengthening and organizational development of the JCF and its partners; and continued partnership-building with existing structures and institutions such as the SDC, PDCs and agencies focused on social and economic development

Key structural changes to COMET's 2009 work plan are the addition of a second Good Governance component that focuses on anti-corruption reforms and youth advocacy (the previous work plan having had a single Good Governance component focusing on increasing citizens' participation), and the **addition of an Economic Growth component that focuses on increasing access to training and credit for micro enterprises**. Last year's CBP component has been renamed to reflect its reform and technical support agenda. Besides increased technical activities, the increase to four components raises COMET's coordination needs, which have resulted in the addition of two new administrative staff.

COMPONENT 1/PEACE AND SECURITY

COMPONENT #1 OBJECTIVE: PEACE AND SECURITY

Program Area – Stabilization Operations and Security Sector Reform

Program Element (3.7): Law Enforcement Reform, Restructuring, and Operations

COMET Goal for this Program Element: More effective policing

OP INDICATORS

Peace & Security Indicator 3.7 Number of communities in USG assisted areas using Community Policing methods

Peace & Security Indicator 3.7 Number of law enforcement officers trained with USG assistance

NB: We propose to add: "Number of programs conducted to enhance police management with USG assistance".

The mainstreaming of CBP and the strengthening of our key partners involve several strategies, which include technical assistance, commodity support and training. During the reporting period COMET convened five (5) workshops involving JCF Senior Managers, two (2) Lessons Learnt seminars on CBP, a Domestic Violence Intervention Retreat and one (1) Partners Retreat

14 Q2 2009

COMET convened several workshops and meetings including:

Two (2) working sessions involving JCF's Senior Managers to review the recently concluded 'Senior Managers and Lessons Learnt' workshops and plan the appropriate follow-up actions.

Four (4) working sessions with the Assistant Commissioner of Police (ACP) in charge of Community Safety and Security Branch (CSSB) to complete the CBP Training Manual.

Two (2) meetings with the Jamaica Business Development Centre (JBDC) to explore micro-enterprise services available to the most vulnerable in the society.

One (1) meeting with the SDC's Senior Managers to ascertain the organization's current status and mandate.

Two (2) Partners' Retreats with representatives from the Violence Prevention Alliance (VPA), Ministry of National Security (MNS), the SDC and the JCF to enhance the Community Assessment Tool.

One (1) Regional Workshop on Gang Reduction and Transnational Security to establish a platform for sub-regional cooperation and commence the development of gang reduction strategies.

The outcomes from these workshops include the following:

A better understanding of the SDC's new structure and mandate;

The establishment of a sub-regional platform to address transnational gangs and the forging of closer cooperation between Jamaica, Haiti, the Dominican Republic and the Bahamas on gang reduction strategies;

A partnership with the Development Bank of Jamaica, the State agency with responsibility for microenterprise development;

Identification and agreement on the areas to be included in the revised Community Assessment Tool (CAT), and the emergence of a working group on community transformation;

A CBP training schedule for all JCF Officers; and

The completion of the first draft of the JCF's CBP Training manual

SDC was in transition, reverting to the Parish structure and dismantling its Regional approach. The change in structure resulted in the redundancy of the Regional Directors that had benefited from USAID-COMET's training and technical assistance. This loss of institutional memory and expertise has the potential to thwart the capacity-building efforts and the nascent partnership with the JCF that is being facilitated with USAID-COMET's support.

JCF Benchmarking & Indicators Survey

COMET invested in the establishment of benchmarks and indicators for the Jamaica Constabulary Force (JCF). Professor Anthony Harriott and a team from the Department of Government, University of the West Indies and Market Research Limited were contracted to design and conduct a survey. These benchmarks and indicators are necessary for monitoring and evaluating CBP; Market Research problems breakdown in communication between the Market Research Team and Dr. Harriott's team

Civic Education and Youth Advocacy

During the previous quarter, COMET published an advertisement soliciting concept papers from interested organizations with experience in the field of Youth Advocacy to assist with the Good Governance component of our work plan. The review panel selected eight (8) organizations whose concepts could possibly be merged and implemented in a coalition setting. A planning and coordination meeting has been arranged for July 9, 2009 to discuss the possibility of establishing the coalition, determining its structure and the activities needed to fulfill the four (4) components of the program

COMET provided technical assistance to the SDC in the design of the Terms of Reference for their Community Animators. The Animators are volunteers that have been active in the governance of their respective communities. The 45 Animators were trained in safety and security planning and will be deployed to mobilize community participation in the planning process

Partners Retreat

As a follow-up to two (2) previous meetings convened to discuss information gaps in the Social Development Commission's Community Profiles, the Ministry of National Security, the Jamaica Constabulary Force (JCF), Social Development Commission, Violence Prevention Alliance and

USAID-COMET met again on June 29, 2009. The objective of the meeting was to agree on the level of technical assistance needed to design and maintain database. The meeting was informed of the following: The SDC prepared Community Profiles for approximately 600 of 785 communities

15 Q3 2009

JCF Workshops

Training for the twenty-five (25) DSPs was held July 14-16 and was facilitated by the JCF. The training highlighted their new tasks as the Community Based Policing Coordinators in the various divisions and facilitated the preparation of Divisional CBP Action Plans. Training for 97 non-geographic managers drawn from the 24 units/departments of the JCF was held September 14-18

August 14-16, COMET provided training in Gang Investigative Methods for twenty-five (25) Policy Makers representing the Ministries of Education and National Security; the Social Development Commission and the Jamaica Constabulary Force by the Florida Gang Investigators Association (FGIA), with September 29-30, COMET hosted a follow-up training that targeted the special needs of School Resource Officers and School Guidance Counselors. 35 participate, given digital cameras to record, gain info on gangs

JCF Benchmarking & Indicators

Exercise breaks down over MRS/L/UWI differences “over data that suggests that there are missing variables that are critical to the analysis” and “triangulation issues that reduce the confidence in the survey exercise.” COMET is exploring the possibility of amending and using the Community Policing Index as the JCF’s M&E tool and to collect baseline data.

COMET was asked by Jamaica Customs to conduct a diagnostic assessment to inform its reform process. COMET contracted expert, conduct the assessment, and submitted findings to the Commissioner of Customs - then facilitate Integrity workshops with the management team for thirty-five (35) Jamaica Customs Directors.

1-800-CORRUPT Public Education Campaign

The 1-800-CORRUPT Public Education Campaign expanded by COMET through the National Outdoor Advertising Agency, replacing initial advertisements that used radio. Though the JCF reports that calls to the 1- 800 line increased during the period that the ads were being aired, COMET is of the opinion that billboards and bus advertising would reach a larger public at less cost.

COMPONENT # 3 OBJECTIVE: GOVERNING JUSTLY AND DEMOCRATICALLY

Program Area – Civil Society

Program Element: Strengthen Democratic civic participation (Civil Society)

COMET Goal for this Program Element: Build capacity for sustainable community transformation

OP INDICATOR

Governing Justly and Democratically Indicator 4.1: Number of CSOs using USG assistance to improve internal organizational capacity: **10 for reporting period. (Governance Coalition)**

USAID-COMET continues to invest in the institutional strengthening of the Social Development Commission (SDC) through training, technical assistance and commodity support and continues to support the SDC's nascent partnership with the JCF. This support included the training of forty-five (45) Community Animators,

The Animators were selected from a group of participants who were trained in the development of Safety and Security Plans and who are the core members of the various Community Development Committees (CDC) and Parish Development Committees (PDC). The Animators will also participate in the Widely Publicized Meetings, which is one of the mechanisms used by the SDC/JCF partnership to engage communities. USAID-COMET has provided commodity support (5 laptops, 3 cameras, 2 projectors, and 3 printers) to the SDC to improve the quality of the information offerings at these meetings. *SDC Training* USAID-COMET also provided support to the SDC in the training of thirty-five (35) Community Development Committee (CDC) members in facilitation skills and proposal writing. These workshops were led by the SDC and involved officers from the JCF

SET Behavior Modification Program

Test its approach in a school setting. The nine (9) month Behavior Modification program, which was piloted by SET Foundation in Ascot High School, trained 25 students.

COMET clear that results are not clear, based in part on intake; the 25 students who were considered to be 'the worst' in the school were selected, COMET finds are not so bad.

previous quarter, USAID-COMET published an advertisement soliciting concept papers from youth oriented civil society organizations interested in implementing a public education campaign to promote good governance. COMET's grants review panel selected eight (8) organizations whose concepts could possibly be implemented as a coalition activity. A planning and coordination meeting was held July 9, 2009 to discuss the possibility of establishing the coalition

16 Q4 2009

Christina Davis, USAID/CTO

Change - Dropped Component 4/Economic Growth

Annex 1 – DBJ Micro Finance Project

Annex 2 – DBJ Details of Approvals and Disbursement by Sector

COMET helped to facilitate a series of five workshops during September and October, 2009, aimed at sensitizing the Non-Geographic JCF management as to their role in the process of culture change; all senior officers throughout the JCF will have been exposed to the new philosophy

Previous iterations of CBP within the JCF (in 1993 and 1998), many of the officers saw it as a project as opposed to a practice. This time the sustainability of CBP is paramount; presence of the two ACPs and the Commissioner at these workshops, buy-in is more obvious from the leadership of the JCF and this in turn leads to things being taken more seriously from the perspective of the officers.

MOU with the SDC in 2008 in order to forge a better partnership with the state agency with the responsibility for community development. Officers were hearing about the MOU at the workshops for the first time. This speaks to poor communication in the JCF four follow-up workshops were held during November and December, 2009 with a total of sixty-four (64) persons in attendance. In planning these workshops, the concept was that the officers who attended Day One would also attend Day Two as a follow-up and as the management teams of the Geographic Areas and Divisions, they would provide an overall perspective. However at all workshops this was not the case

Employment of CBP By Deputy Superintendents (DSPs)

A significant occurrence between Day One of the workshops and Day Two was the employment of DSPs specifically for CBP. The JCF has nineteen Divisions and each one was assigned a DSP for this purpose. At this stage of the workshop, the participants shared that in many Divisions, due to pressures of work and other priorities, many of the DSPs had been reassigned or used in other areas

ToT

The JCF has approximately 8000 members in total and the senior officers who have already been trained in CBP number approximately two hundred and fifty-six (256). The Trainers therefore have the responsibility for training more than seven thousand five hundred (7500) members. Once the Trainers have been equipped with the necessary tools and resources, the training of the rest of the JCF is expected to take place during 2010, with an exact timeframe to be confirmed although it is expected to commence in January or February.

These specially selected Trainers participated in a two-day training activity and were exposed to all aspects of CBP. This followed a three-week training course for 51 trainers, using a CBP Manual and a CBP Training Manual. COMET wants 60 trainers; Most of the Trainers identified to conduct this training are low-ranking officers from Sergeants to Constables. Due to the hierarchical nature of the JCF, many of the Trainers are concerned in regard to training senior officers and not being able to command the necessary respect

Safe School Stakeholders Workshop

In December, 2009, a workshop was held with seventeen participants; one from the MNS, fourteen from the MOE, two from the JCF. One of the participants from the MOE was a Dean of Discipline that is already in post. Observers from USAID also took part in the workshop. This group of persons is known as the Safety and Security Action Group.

COMET consultants hold a Jamaica Customs Integrity Seminar and produce a new Code of Conduct

Civic Education Campaign

As part of its mandate to promote youth participation in governance, USAID-COMET working with selected CSOs to campaign to inform youths about their rights and responsibilities. See CSOs had considered the idea of a "coalition" for funding purposes only and that the real thrust was to get funding for each of agencies' activities. After much deliberations and JFJ's announcement that they had received significant funding to carry out their activities and were no longer interested in hosting since been working with ASHE, (Citizens Action For Free and Fair

Elections) CAFFE and the Dispute Resolution Foundation (DRF) to implement the first phase of the campaign.

17 Q1 2010

Annex 1 – Report on Communication Activities for Coordinating CBP Roadmap Symposium

Annex 2 – Media Visibility Report – Coordinating CBP Symposium (April 1, 2010)

Annex 3 – JCF Anti-Corruption Branch Performance Report

Peace & Security Indicator 3.7 Number of communities in USG assisted areas using Community Policing methods: Report **49** as of March 2010.

JCF CBP Roadmap Symposium, with acting Com. of Police; otherwise does not report change of Commissioners

JCF Workshops on Operationalizing CBP

The ACP in charge of Strategy, Policy and Plans made a presentation outlining how CBP should work at an operational level and how the officers should collaborate

JCF's Benchmarking & Indicators Survey

On March 23, 2010 USAID-COMET convened a meeting to review and validate the Market Research Services Ltd Report on CBP Benchmarking and Indicators. Claim “participants said the findings were consistent with other recent studies of a similar nature including the Ministry of National Security National Victimization Survey”

Child Development Agency (CDA) needs to have an effective Case Management System; COMET sought to engage the services of a qualified Case Management specialist. With the prospect of an extension of the USAID-COMET Project to March 2011 at the current level of funding, a coordination meeting deemed a supporting activity, not a core one. Also resignation of the CDA's Chief Executive Officer (CEO), Mrs. Allison McLean. Against this background, it was removed from the COMET activity plan and budget. In the interim, USAID/COMET is in discussions with UNICEF to explore the possibility of leveraging funding needed to conduct the activity (\$100k), but USAID rejected this funding.

Governing justly and democratically Indicators (2.4): Number of government officials receiving USG support & anticorruption training: Report 47

Legislative Drafting

The Ministry of Justice met with USAID-Mission Director and requested assistance to draft legislation that would assist in the fight against crime. Anti-gang, whistle blowers and plea bargaining.

Ministry of Justice informed the meeting that they would draft the scope of work for the Consultants and submit to the USAID-COMET by the end of January 2010. Unfortunately, as of this writing the scope is still outstanding and COMET has made requests to the Ministry impressing on them the need to submit the scope very soon if they wish to have the activity completed during the COMET Project's tenure.

1-800-CORRUPT Public Education Campaign funded by the US-Narcotics Affairs Section (NAS) and USAID-COMET, has been sensitizing the public to the deleterious effect of corruption on governance. JCF Community Safety Branch committed additional funding: Billboards, JUTC busses rear, Bumperstickers, Notebooks

18 Q2 2010

James Burrowes, USAID/COTR
Last one Submitted by:
Bertrand Laurent, Chief of Party

ANNEX 1 – Items Produced for the JCF for the Period April 1 – June 30, 2010
ANNEX 2 – Cadaver Sniffing Dogs Newspaper Articles
ANNEX 3 – JCF Benchmarking & Performance Indicators Youth Survey
ANNEX 4 – Letter from NOA

Post Incursion Response - COMET provided support to the Ministry of National Security, JCF and the Ministry of Justice in response to urgent requests for assistance in a number of areas including the provision cadaver dogs, legislative drafters, a ballistics expert and a forensic pathologist

worked with the JCF and its partners to revise the JCF Community Policing Manual and design and execute Training Program for Inspectors and Trainers

“CBP Wheel” which has been widely circulated and endorsed by citizens’ groups and police. With this new approach the Community Policing Manual, being a generic coverage of CBP methods and practices, became outdated and it became necessary to produce a second edition. Revising the CBP Manual involved a thorough review of the current realities and an evaluation of the institutional changes since its publication. A working group

Has revised Community Policing Index (CPI), an evaluation matrix that assesses the level of CBP

follow on to the training of the more than 200 JCF Managers in the principles and practices of CBP (Superintendents and Assistant Commissioners in charge of the 19 Divisions and the 5 Areas

Approximately one hundred and thirty (137) members of the JCF ranging in ranks from Deputy Superintendent to Constable were identified as Trainers. COMET then funded Training of Trainers workshops

JCF Benchmark and Indicators – Youth Survey

Advocacy Plan Outcomes

1. Public commitment by PM Golding (May 17th National Broadcast) to prioritize NIAF-advocated legislation: (i) **Whistleblower Protection**, (ii) **Reform of Libel Laws**, (iii)

Constitutional entrenchment of the Office of the Contractor General, (iv) Party Registration and Financing.

Get back **COMPONENT # 4 OBJECTIVE: ECONOMIC GROWTH**

Program Area – Economic Opportunity

Program Element: Strengthen Micro enterprise productivity

COMET Goal for this Program Element: Increase access to training and credit for micro enterprises

OP INDICATORS

7.2: Laws and regulations affecting the operations of micro enterprises enacted with USG assistance: **Report 0 for the reporting period.**

7.3: Number of micro enterprises receiving business development services from USG assisted sources: **Reporting 0 for the reporting period.**

7.1: Number of micro finance institutions (MFI) supported by USG financial or technical assistance: **Report 0 for the reporting period.**

USAID/Jamaica committed to funding the remaining tasks that will not be completed under the task order. MSI Headquarters is currently working on the contract amendment.

Total cost of technical assistance: U\$43,735.00

prospect of an extension to the USAID-COMET Project to March 2011, the Project Management team prepared an Implementation Plan and budget delineating the activities to be completed from March

2010 - March 2011 and the associated costs.

19 3Q 2010

James Burrowes, USAID/CTO

Kingston, Jamaica

Submitted by:

Sharene McKenzie, Acting Chief of Party

Annex 1 – Draft Report on Community Based Policing (CBP) Jamaica Constabulary Force (JCF) Inspectors' Workshop

Annex 4 – Report on the Safe Schools Programme

Annex 3 – National Integrity Action Forum (NIAF) – Update Activities: July – Sept 2010

Annex 4 – Recommendations to COMET Project for Support of the NIAF

JCF's Communication Strategy Developed and Implemented

With the roll out of most of the 124 recommendations from the Strategic Review Implementation (SRIT) program, the requirement for technical support at the SRIT office was concluded at the end of this reporting period on June 30, 2011. Further short-term technical assistance is now being directed to a short, sharp review which will assess the impact the recommendations have had on the delivery of police services. The results of this survey are expected in the next Quarterly Report.

1.7 Technical Assistance Delivered - Safety and Security Plans Developed and Actively Implemented in 13 Targeted Communities

As outlined in the previous Quarterly Report, the requirement for safety and security plans to be developed and delivered to 13 targeted communities has been accomplished and exceeded. These plans continue to be rolled out under the Community Renewal Program (CRP) and are evidenced in the improved number of community groups such as Neighborhood Watch and the Police Youth Clubs

It is difficult to assess exactly how many communities have implemented the plans. The JCF claims that 53 communities have done so, however the SDC and the CSJP are rolling out plans in their own right in other communities. There does not appear to be a mechanism that allows interaction between these parties and therefore the rigor of delivery and implementation is not known.

Development of a common justice sector strategy (see 1.4 above) will significantly enhance collaboration and reduce the potential for duplication such as this.

1.9 Completed Report on the Social Outcomes of the COMET Project

Grants Provided in Selected Communities with Measurable Outcomes with their Relationship with the JCF for CBP Purposes

The COMET Grants Program that was launched in early March is progressing slowly with 8 Grants approved as at the end of this reporting period.

revised CBP manual for the JCF has been printed and distributed to all police stations.

NIAF is well advanced and the Sustainability Plan has been completed. COMET is now providing further assistance with the development of a three year work plan, as well as assisting to establish an effective secretariat to enable NIAF to take the next step to becoming a formalized NGO

Development Bank of Jamaica (DBJ)/Development Options Limited (DO) a debriefing on the project and confirm its completion.

With the prospect of an extension to the USAID-COMET Project to September 2011, the Project Management team will be preparing an Implementation Plan and budget delineating the activities to be completed from October 1- August 2011. The revised Implementation Plan will be submitted to USAID COTR for concurrence.

Chief of Party since its inception in 2006 has taken up new responsibilities as Miami-based Senior Regional Specialist and will now provide short term technical assistance to the Project, in particular on CBSI and regional strategies. In the interim the Civil Society Specialist acted as Chief of Party. MSI has recruited a new Chief of Party who is expected to assume duty October 1.

COMET lists 63 grant applications.

20

Q4 2010

Submitted by:

USAID/COMET Team

In turnover period, new COP came and gone, new CPA Doug McCaffery Commissioner will also ensure appropriate introductions to other senior officers once they have settled into their new roles in order that they may also have access to the adviser's skills. The Commissioner advised that the Police Adviser will provide oversight to the ballistic investigation resulting from the Tivoli incursion in May 2009

Review of the Tivoli Gardens Incursion – Ballistics Evidence

The Police Adviser conducted a review of the recommended approaches pertaining to the management of the Tivoli Gardens evidence

Lost component 4, only 3

COMET hired a Communications Specialist, Ms. Rosamond Brown, to boost the JCF's ability to communicate effectively with the public and its various units and departments. This includes promoting the force-wide adoption and island-wide implementation of CBP

With the USAID-COMET Project extended to September 2011, the Project Management team prepared an Implementation Plan and budget delineating the activities to be completed from October 1- August 2011. The revised Implementation Plan was submitted to USAID COTR for concurrence.

In collaboration with the Ministry of Justice (MOJ), USAID-COMET convened four interviews during the last two quarters to hire Legislative Drafters to focus on preparing legislations related to the following priority areas outlined by the Prime Minister in his speech to the nation on May 17, 2010

Youths' Participation in Good Governance (YPG) Campaign 3 grants, to 3 organizations

ASHE Ensemble - (J\$1,688,417.00/U\$18,865.00. Balance U\$1,886.50)

Citizens' Action for Free and Fair Elections (CAFFE) - (J\$2,521,398.00/U\$28,401.57. Balance U\$9,940.56)

Dispute Resolution Foundation (DRF) – (J\$1,742,565.00/U\$19,456.80. Balance U\$0.00)

YUTE-X Conference

The Jamaica Youth Advocacy Network (JYAN), partnering with the National Centre for Youth Development (NCYD) and the ASHE Performing Arts Ensemble, established the Jamaica Youth Advocacy and Participation Initiative (JYAPI) in 2008

In partnership with the JCF and the SDC, GoGSAT Limited was contracted to provide online mentoring for the Grade Six Achievement Test (GSAT) for the 2008-2009 school year, in 39 Community Based Policing roll-out communities

21 Q1 2011

1. Introduction

Performance Measures

2. Performance Review and Analysis

INDICATOR 1: Percent Change in Police Interventions/Meetings at the Community/Station Level.

INDICATOR 2: Number of Persons Trained in CBP Best Practice

INDICATOR 3: Number of Government Officials Dismissed or Disciplined for Corruption-Related Matters or “in the Interests of the Public”

INDICATOR 4: Number of Government Officials Receiving USG Supported Anti-Corruption Training

First with Doug McCaffrey COP

COMET is structured under two components: Component One: Community Based Policing (aligned to CBSI indicators one and two) - Outcome: Effectively implemented community based policing strategies which are informed by increased understanding of domestic gangs and their impact on communities. Component Two: Anti-Corruption (aligned to CBSI indicators three and four) - Outcome: Institutionalization of anti-corruption standards, processes and mechanisms to address corruption and the establishment of a regional platform to share best practice and facilitate collaboration.

For the purpose of this report and to coincide with CBSI reporting requirements, the format of this report differs to those in the past. This change is explained as a result of the Dual reporting requirements of USAID and CBSI.

SRIT has also had the advantage of a resource supplied by COMET to assist the development of promotional material for community consumption. As SRIT moves the initiatives to mainstream policing within the JCF and the Commissioners desire to have the focus on SRIT shifted to the JCF generally, this resource will end June 30, 2011.

1.10 Assist the CSSB with the Development of a Communications Tool that will Assist the Appropriate Linkages with Key Stakeholders in the Community

A further measurement of CBP activities in relation to the JCF and community engagement is now being monitored through an assessment tool that allows the JCF to properly measure monthly the number of times each police district engages with the community on a formal and informal basis. As this tool has recently been introduced it is difficult to report on the indicator other than in general terms at this stage, however by the end of March there were:

The report notes that there are now 179 active Police Youth Clubs across Jamaica. Of these, 107 (60%) are in the 13 targeted communities;

The report notes that there are now 371 active Neighborhood Watch groups operating across Jamaica. Of these 213 (57%) are in the 13 targeted communities.

1.9 Completed Report on the Social Outcomes of the COMET Project

At the request of USAID, this activity has changed focus slightly and is now required to do short term inputs aimed at assisting reporting requirements across COMET and the JCF.

With the expectation of COMET concluding in mid-September 2011, focus now on achievements, targeted professional inputs from researchers. Examples of this are:

The Anti-Corruption Conference regional situational analysis (due for finalization April 2011)

The intended survey to establish the impact of SRIT initiatives (due for finalization May 2011)

Show donors where to invest or reinvest in CBP and anti-corruption activities.

1.11 Grants Provided in Selected Communities with Measurable Outcomes with their Relationship with the JCF for CBP Purposes

The USAID-COMET Grants Program was launched in early March with the intention of extending assistance to small community groups that were intent on extending their association with the police to ensure their communities contributed to the creation of a safer and more secure environment. Some difficulties were experienced at the community level in abiding by the guidelines and filling out required paperwork

Between January and March 2011, CBP training has been delivered to 150 Station Commanders and other station officers, primarily in Area 4 which is a key focus area of the 13 communities targeted by COMET. Additionally, a total of 226 officers (168 male and 58 female) underwent a four day course run by the CSSB. This program is now completely sustainable and run solely by the CSSB. While it is easy to ascertain the number of people formally trained in CBP best practice, determining the informal number is more difficult. For every 'formal group' that is set up within communities - such as Neighborhood Watch and Police Youth Clubs - all people involved receive a certain amount of training that assists them to adopt and practice CBP methods and requirements. Taking into account that there are 179 Youth Clubs and 371 Neighborhood Watch Groups across Jamaica it can be assumed that all involved in these programs are receiving 'informal' CBP training

COMET facilitated the revision of the CBP Training Manual. Input from all stakeholders was completed on March 28, 2011. The revised manual is currently being printed and will be directly distributed to the JCF for its use

Ethics and Integrity Policy accepted in total by the JCF Executive Group and signed off by the Commissioner on March 30, 2011 as the accepted Ethics and Integrity Policy for the JCF.

The report has nothing in economics or finance.

22 Q2 2011

The quarterly report includes ANNEX A: GRANT APPLICATIONS RECEIVED & PROCESSED, with lots of detail on the small grants process.

Comprehensive National Gang Reduction Strategy Completed and Endorsed

COMET has developed a stronger focus on increasing community engagement to assist them in resisting gang build up within their communities. The Ministry of National Security (MNS) has completed a National Crime Prevention and Community Safety Strategy (NCPCSS) which incorporates gang reduction – out for comment

With the roll out of most of the 124 recommendations from the Strategic Review Implementation (SRIT) program, the requirement for technical support at the SRIT office was concluded at the end of this reporting period on June 30, 2011. Further short-term technical assistance is now being directed to a short, sharp review which will assess the impact the recommendations have had on the delivery of police services. The results of this survey are expected in the next Quarterly Report

Technical Assistance Delivered - Safety and Security Plans Developed and Actively Implemented in 13 Targeted Communities

As in the previous Quarterly Report, this COMET quarterly repetitively notes that the requirement for safety and security plans to be developed and delivered to 13 targeted communities has been accomplished and These plans continue to be rolled out under the Community Renewal Program, which is further supported by the COMET Grants Program which was launched in March 2011

The JCF claims that 53 communities have done so, however the SDC and the CSJP are rolling out plans in their own right in other communities. There does not appear to be a mechanism that allows interaction

Completed Report on the Social Outcomes of the COMET Project heading notes that activities under this area have been changed and are “now required to deliver short term inputs aimed at supporting reporting requirements across COMET and the JCF.”

Assist the CSSB with the Development of a Communications Tool that will assist the Appropriate Linkages with Key Stakeholders in the Community

A further measure of CBP activities in relation to the JCF and community engagement is now being monitored by means of an assessment tool that allows the JCF to properly measure the number of times each police district engages with the community on a formal and informal basis each month

8 Grants approved as at the end of this reporting period. This portion of work is proving labor intensive with extra effort going into assisting small communities in ensuring their applications meet the stringent guidelines required to secure a Grant. It is intended to close this portion of work off at the end of July 2011 to allow time for embedding of the programs prior to September 2011

Marked increase in the request for the publication of material focusing on CBP activities and anti-corruption activities

March 22 and 23, 2011 the first Regional Anti-Corruption Conference held in Kingston. 185 people from around the Caribbean participate

Needs Analysis (INDECOM) Conducted and Priorities Identified

A comprehensive needs analysis has been completed. Further assistance is being provided to INDECOM in the form of an STTA specialist Anti Corruption Adviser and a specialist Human Resources Adviser working to set up INDECOM’s office framework to support its activities. COMET is also providing a Case Management Course

23 Q3 2011 report, Table of Contents is organized as follows:

INTRODUCTION..... 3
Performance Measures..... 3
Planned Activities 3
PERFORMANCE REVIEW AND ANALYSIS..... 4
INDICATOR 1: Percent change in police interventions/meetings at the community/station level..... 4
COMET Activity outcomes 4
INDICATOR 2: Number of persons trained in community based policing best practice..... 7
COMET Activity outcomes 7
INDICATOR 3: Number of government officials dismissed or disciplined for corruption-related matters or “in the Interests of the Public” 8
COMET Activity outcomes 8
INDICATOR 4: Number of government officials receiving USG supported anti-corruption training 9
ANNEX 1: NEW CBP COMMUNITIES IN AREAS 1-5

COMET is structured under two components:

Component One: Community Based Policing (aligned to CBSI indicators one and two)

• **Outcome:** Effectively implemented community based policing strategies which are informed by increased understanding of domestic gangs and their impact on communities.

Component Two: Anti-Corruption (aligned to CBSI indicators three and four)

• **Outcome:** Institutionalization of anti-corruption standards, processes and mechanisms to address corruption and the establishment of a regional platform to share best practice and facilitate collaboration.

This reporting period marks the effective conclusion of the FY 2010/11 annual plan and the commencement of activities under the FY 2012 annual plan. The FY 2012 annual plan focuses on the consolidation of past COMET initiatives and the institutionalization and sustainability of Community Based Policing and related practices in Jamaica

COMET ACTIVITY OUTCOMES under the 4 Development Objectives

1.4 Comprehensive National Gang Reduction Strategy Completed and Endorsed

momentum for a planning meeting of sufficiently high-level and empowered stakeholders to support this process is stalling and this is outside the COMET sphere of control. Some work (October 2010 – March 2011) has been done on the introduction of the NCPCSS, but the first objective has only been achieved in part

1.6 The Jamaica Constabulary Force (JCF) Communication Strategy Developed and Implemented

With the roll out of most of the 124 recommendations from the Strategic Review Implementation Team (SRIT) program, the requirement for technical support at the SRIT office was concluded at the end of this reporting period. Further short-term technical assistance is now being directed to specific SRIT recommendations. The Police Adviser is assisting the JCF with efforts designed to

combine and integrate the three training institutions of the JCF into one Jamaica Police College. The Police Adviser is also assisting with the establishment of the JCF Central Vetting Unit which has responsibility for safeguarding JCF information and assets. The program will robustly screen:

- Potential police recruits;
- Members being appointed to sensitive posts; and
- Members being considered for selection to management positions

1.7 Technical Assistance Delivered - Safety and Security Plans Developed and Actively Implemented in 13 Targeted Communities

As outlined in the previous Quarterly Report, the requirement for safety and security plans to be developed and delivered to 13 targeted communities has been accomplished and exceeded. These plans continue to be rolled out under the Community Renewal Program (CRP) and are evidenced in the improved number of community groups such as Neighborhood Watch and the Police Youth Clubs being developed.

These groups are being further supported by the USAID-COMET Grants Program which was launched in March 2011.

Exactly how many communities have the plans implemented is difficult to assess. The JCF claims 53 communities, however, the Social Development Commission (SDC) and the Citizen Security and Justice Programme (CSJP) are rolling out plans of their own in other communities. There does not appear to be a mechanism that allows interaction between these parties and therefore the rigor of delivery and implementation is not known. Development of a common justice sector strategy (see 1.4 above) will significantly enhance collaboration

1.9 Reviews and Surveys on the Social Outcomes of the COMET Project

ANNEX – has new CBP Communities, number of police deployed to them, by area

Numbers small, must be CBP Officers

Plus list station managers number – separately as trained

360 communities

24 Q4 2011

COMET uses Same 4 indicators as the prior quarter, but reports no data on Indicators 1 and 2.

Overall, this quarterly is a brief report.

2.1 Align the Ethics & Integrity (E&I) policy framework to the 2012/2015 Anti-Corruption Strategic Plan.

The E&I policy framework has been incorporated into the 2012/2015 JCF Anti-Corruption Strategic Plan. COMET assisted the development of the Plan and it was launched December 9, 2011 to coincide with the Jamaica Anti-Corruption day.

5.1 Oversee completion of the required drafting of legislation.

In 2010/2011 assistance was provided through COMET for the drafting of 6 pieces of legislation seen as critical to assist modernization of JCF law and help combat crime and corruption. Within the bounds of the 2011/2012 COMET plan there were perceived to be three further pieces of legislation required. With the change of government we are now awaiting direction on these pieces of legislation.

25 Q1 2012

Allan Bernard COR

small grants program was completed (a part of the 2010/2011 plan). 12 grants in total were approved with sums of money up to US\$5,000 granted. 11 of these have been completed with the 12th expected to be completed by the end of February, 2012.

- Torrington Park Neighborhood Watch \$JMD420,000.00
- Rosetown Foundation (Community Centre) \$JMD420,000.00
- Lyndhurst Methodist Church \$JMD416,587.75
- Youth on the Go \$JMD198,148.61
- Torrington Park District Development Centre \$JMD418,713.00
- Rosetown Community Library \$JMD419,167.00
- Rosetown Benevolent Society
- Craig & Jones Town Bee Farmers \$JMD419,938.74
- New Horizon Ministry \$JMD419,913.25
- Delvaga City Citizens \$JMD162,793.10
- Torrington District Development Council \$JMD216,212.86
- 12th is Rosetown Parents for Change toilet upgrade project that was finalized in March,

26 Q2 2012 - April 1 – June 30, 2012

Annex 1: Transforming National Success into Regional Action: Successful Partnerships for Effective Policing 18

Annex 2: Caribbean Regional Security Initiative – Next Steps 26

Annex 3: Letter of Consideration for CBSI 31

Annex 4: Letter of Consideration for INL

C) now required to deliver short term inputs aimed at supporting reporting requirements across COMET and the JCF

Still has the four indicators to be addressed under Development Objective 3 are:

1. Percentage change in police interventions/meetings at the community/station level;
2. Number of persons trained in community based policing best practice;
3. Number of government officials dismissed or disciplined for corruption related matters or “in the interests of the public;” and
4. Number of government officials receiving USG supported anti-corruption training.

COMET Outcomes are under six components:

Component One: Juvenile Justice

Outcome: Enhanced capacity of the JCF to manage at-risk youth.

1.1 Assess Ministry of Justice (MoJ) and Corrections interventions currently in place.

1.2 Assist the JCF to enhance their engagement with at-risk youth

1.3 Finalize civil societies abilities to assist interventions with at-risk youth

Component Two: Anti-Corruption

Outcome: Enhanced capacity of anti-corruption agencies to properly deal with corrupt activities.

2.1 Align the Ethics & Integrity (E&I) policy framework to the 2012-2015 Anti-Corruption Strategic Plan – COMPLETED

2.2 Assist the JCF to establish a Central Vetting Unit (CVU)

2.3 Continue to support Independent Commission of Investigations to finalize internal processes – COMPLETED last Q

2.4 Continue to support National Integrity Action Limited (NIAL – Formerly National Integrity Action Forum - NIAF) to finalize internal processes – COMPLETED last Q

Component Three: Community Based Policing (CBP)

Outcome: Assist to consolidate CBP practices within the JCF and Ministry of National Security (MNS).

3.1 Assist the MNS to develop a whole of government community safety strategy
PROBLEMS

3.2 Continue to assist to consolidate CBP practices within the JCF.

This activity has now merged with Activity 1.2 as work progresses

3.3 Integrate CBP training into the Police College Curriculum.

This Activity has now been formally introduced to Activity 4.1 to ensure continuity and sustainability beyond September 2012 when COMET closes.

3.4 Consolidate regional baseline data.

The finalization of the baseline data on community policing should have been completed for Jamaica by March, 2012. However some unforeseen complexities and agreed upon extra indicators will see it completed early July 2012

Component Four: Law Enforcement

Outcome: Enhance the capacity of the JCF to manage training.

4.1 Assist the JCF to merge three training environments into one police college (SRIT Recommendation

4.2 Institutionalize the Assessment Development Center process into the JCF - COMPLETED

Component Five: Legislative Drafting

Outcome: Finalize Legislative Drafting assistance to the Jamaica government.

5.1 Oversee completion of the required drafting of legislation - COMPLETED

Component Six: Program Management

Outcome: To effectively manage and account for program resources, promote collaborative work practices and enhance prospects for sustainability of program outcomes.

6.1 An appropriate team of project staff is deployed and allocated resources are effectively managed.

The two technical advisers attached to COMET have shared responsibility for all the Activities. All Activities are on track for completion by late August, 2012 in preparation for project closure.

6.2 Ongoing monitoring and evaluation of COMET performance is undertaken.

The project is monitored and reported on a quarterly basis.

ANCILLARY ACTIVITIES

- 1. Financial Investigations Division**
- 2. JCF Partnership Strategy - Completed**
- 3. Regional Dissemination of Best Practice Strategies**
- 4. Anti-Gang Strategy**
- 5. Small Grants Program – Completed**

Appendix 3: Schedule of Evaluation Activities

Tuesday, August 28, 2012	Team Meeting Doug McCaffery, COP COMET, MSI Allan Bernard, COR COMET, USAID
Wednesday, August 29, 2012	Team Meeting Deputy Superintendent Stephanie Lindsay, Community Safety and Security Branch (CSSB) Peter Boothe, USAID, former COR COMET
Thursday, August 30, 2012	Assistant Commissioner John McLean, UK Adviser to Head of Strategic Development Dr K'adamawe K'nife, COMET Consultant
Friday, August 31, 2012	In brief with USAID: Denise Herbol, Mission Director. USAID Jeannette Vail, Director, Office of Citizen Security and Environment Programs, USAID Allan Bernard, COR COMET, USAID Senior Superintendent Selvin Hay, Head of Anti-Corruption Unit Rowena Coe, Marketing Strategy Limited (MSL)
Saturday, September 1, 2012	Team Meeting
Monday, September 3, 2012	Commissioner of Police, Mr. Owen Ellington Justin Felice, Former Assistant Commissioner Police, Head of the Jamaica Financial Investigation Division
Tuesday, September 4, 2012	John Gillespie, former staff COMET (Conference call)
Wednesday, September 5, 2012	Jill Chambers, former consultant COMET Jonathan Burke, former consultant COMET Deputy Superintendent Stephanie Lindsay, CSSB Sanchia Golding-Hall; CSSB
Thursday, September 6, 2012	Bert Laurent, former COP COMET (Conference call) Shareen McKenzie, former staff COMET Tanya Chambers, former consultant COMET Gill Chambers, former consultant COMET Vivian Brown, Acting Chief Technical Director; Courtney Brown, Keisha Wright, Kerri Lee, Ministry of National Security & Justice

Friday, September 7, 2012 Senior Superintendent James Forbes
Assistant Commissioner Norman Heywood, Head of Force Planning
Deputy Superintendent Oral Pascoe, Force Planning
ACP Quallo, Area 4 Commander
Senior Superintendent Ronald Anderson, Operations
Inspector Sandy Stephenson; Area 4

Saturday, September 8, 2012 Team Meeting
Joel Judkowitz, Technical Director, MSI (Conference call)

Monday, September 10, 2012 Senior Superintendent Winchroy Budhoo, Mobile Reserve
Inspector Sandra Morgan, Island Special Constabulary Force
Senior Superintendent Derrick Knight, Divisional Commander, Half Way Tree
Deputy Superintendent, Community Policing Robblin Wedderburn
Constable _____ Island Special Constabulary Force
Constable _____ Island Special Constabulary Force
Elizabeth Freudenberger, Senior Project Manager, MSI (Conference call)

Tuesday, September 11, 2012 Assistant Commissioner John McLean, UK Adviser to Head of Strategic Development
Corporal Marvin Franklin, CSSB Performance Monitoring
Deputy Commissioner Glenmore Hinds, Operations
Senior Superintendent Delroy Hewitt; St Andrew South at Hunts Bay Police Station
Deputy Superintendent Neville Knight

Wednesday, September 12th Assistant Commissioner Dormah Harrison, Head of the Strategic Review Implementation Team

Thursday, September 13, 2012 Central Kingston Police Station
Inspector Paul Belvett, Assistant Station Officer, Operations
Corporal Karie Stewart, Community Safety Officer
Detective Inspector Wilson
Detective Sergeant Michael Blackwood
Sergeant Sophia Perry Community Safety Officers
Superintendent Steve McGregor, Commander, Central Kingston
Sergeant Wilson, Gold Street Police Station
Community Leaders Focus Group at Gold Street
Assistant Commissioner Novelette Grant, Commander Area 5

Friday, September 14, 2012 St Catherine North Division, Spanish Town

Senior Superintendent Anthony Castile, Commander
Deputy Superintendent Leroy Guy, Criminal Investigation
Detective Inspector Nigel Cunningham, Intelligence
Constable Kelisha Thomas
Community Safety Officers
Inspector Norton, Station Inspector
Visit to Tredegar Park
Karl Angel, Director of Communications, JCF
DSP Steve Brown, Constabulary Communication Network

Saturday, September 15, 2012

Senior Superintendent Anthony Castile, Catherine North
Division
Team Meeting
Elizabeth Ward, CEO Violence Prevention Alliance
Youth Focus Group (Males ages 19-24), Boys' Town
Youth Focus Group (Males ages 15-18), Boys' Town
Youth Focus Group (Females ages 19-24), Trenchtown
Youth Focus Group (Females ages 15-18), Trenchtown

Monday, September 17, 2012

St. James Division, Montego Bay
Corporal Joseph Forbes, Community Safety Office
Community Safety Office Detective Inspector Derek Thomson
Detective Sergeant Roderick Reed, Divisional Intelligence Unit
Corporal _____ Transport (Operational Support)
Commander Inspector Mercedes Currie, Coral Gardens Police
Station
Youth Focus Group (Female ages 19-24), Flanker
Youth Focus Group (Mixed ages 15-18), Flanker

Tuesday, September 18, 2012

Garfield McKie, Peace Management Institute, Flanker
Marilyn Nash, Manager, Flanker Peace and Justice Centre,
Flanker
Tova Trench Anderson, Field Manager, Area 3, SDC
Doreen Chambers, Project Manager, Area 3SDC

Wednesday, September 19, 2012

Morin Seymour, Executive Director, Kingston Restoration
Company
Carolyn Gomes, Executive Director, Jamaicans for Justice
Susan Goffe, Chairman, Jamaicans for Justice
Professor Anthony Harriott, University of the West Indies
Karen Hilliard, former Mission Director, USAID/Jamaica

Thursday, September 20, 2012

Sonia Gill, UNDP
Deputy Commissioner Delworth Heath, Inspector General
CSSB

Diane Bartley, Head of Publicity for CSSB
Donna Parchment-Brown, CEO, Dispute Resolution
Foundation
Assistant Commissioner (Bishop) Gary Welsh, JCF Chaplain
Sherine Walker–Francis, Director, Governance, ; Social
Development Commission (SDC)
Tisha Ewen-Smith, Strategic and Corporate Planning
Coordinator, SDC

Friday, September 21, 2012

Visit to Police Training School
Corporal Laurel Henry-Pryce, Library
Deputy Superintendent Jennifer McDonald
Deputy Superintendent Lori Bryan
Superintendent Egbert Parkinson, Commander, St. James
Superintendent Beau Rigaby, Command Course Director and
Deputy Head of Mobile Reserve
Superintendent Michael Morris, Staff and Detective
Superintendent Merrick Watson, Commandant
Informal meetings with members of the Command Course
Constable Norman Cox, Trainer in Community Policing

Saturday, September 22, 2012

Tour of Grants Pen
Structured CBP Interviews – Grants Pen
Deputy Superintendent Bobby MacFarland
Deputy Superintendent Williams
Police Focus Group - Area 4 – West Street
Police Focus Group – Area 5 – Gold Street

Monday, September 24, 2012

Deputy Superintendent Wedderburn and Sergeant Clarke,
Kingston Central
CSSO Officers
CSSB Corporal Davis and Corporal Franklin
Senior Superintendent Michael James, CSSB
Jimmy Burrowes, former COP COMET, USAID
Terrence Williams, INDICOM
Katrina _____, Chief of Forensics, INDICOM
_____ Farish-Banton, Senior Investigator, INDICOM
Camille _____, Public Relations, INDICOM
Floyd _____, Director of Complaints, INDICOM

Tuesday, September 25, 2012

DSP Oral Pascoe, Force Planning Unit
Community Survey, Franklyn Town
JCF Survey, Franklyn Town, Kingston Eastern
JCF Survey, Vineyard Town, Kingston Eastern
JCF Survey, Mountain View, Kingston Eastern

Wednesday, September 26, 2012 Sasha Parke, former COR COMET, USAID
JCF Survey, Stony Hill, St. Andrew North
Community Survey, Vineyard Town

Thursday, September 27, 2012 Antonette Grant, DFID
Commissioner of Police Owen Ellington
Eva Forde, President, Jamaica Association of Social Workers
JCF Survey, Duhaney Park, St. Andrew North
Community Survey, Mountain View

Friday, September 28, 2012 USAID Debrief:
Allan Bernard, COR COMET, USAID
Jeannette Vail, Director, Office of Citizen Security and
Environment Programs, USAID
Kimberly Weller, USAID
Peter Boothe, USAID
JCF Survey, Constant Spring, St. Andrew North

Friday, September 28, 2012 JCF Survey, Sav-La-Mar, Westmoreland
Community Survey, Russia

Tuesday, October 2, 2012 JCF Survey, Red Hills, St. Andrew North
Community Survey, Rock Hall
JCF Survey, Sligoville, St. Catherine North
JCF Survey, Constant Spring, St. Andrew North

Wednesday, October 3, 2012 JCF Survey, Tredegar Park, St Catherine North
Community Survey, Tredegar Park
JCF Survey, Gravel Heights, St Catherine North
JCF Survey, Spanish Town, St Catherine North

Thursday, October 4, 2012 JCF Survey, Free Port, St James, Montego Bay
JCF Survey, Coral Gardens, St James (Flanker)

Friday, October 5, 2012 Community Survey, Red Hills

Saturday, October 6, 2012 Community Survey, Flanker

Monday, October 8, 2012 Yvonne Lewars, Institutional Strengthening and Research
Department, Development Bank of Jamaica (DBJ)
Mignol Magnison-Jones, Institutional Strengthening and
Research Department, DBJ

Wednesday, October 10, 2012 JCF/Community Survey Verification

Monday, October 22, 2012 Technical Report on Survey Implementation

Thursday, November 8, 2012	Draft Submitted
Friday, December 7, 2012	IBTCI Videoconference with USAID/Jamaica
Monday, December 10, 2012	USAID/Jamaica Submits Written Comments on Draft Evaluation Report

Appendix 4: Methodologies and Tools Used

CBO Structured Questionnaire

Structured CBP Questions for Leaders of CBOs

Interviewer Name

Date

Time

Location

Name of Interviewee

Position of Interviewee

Read introduction:

“Thank you for talking with me today. I am part of a team doing an evaluation of programming for USAID, and greatly value the chance to talk with you about your work in the community and with the JCF. We will keep all of your remarks anonymous. In doing our work, the team will not use your name or any of your comments in such a way that it is clear that these views have come from you or your organization. In evaluation we find that this promotes the most open flow of information. We have a series of questions to ask to about your work in the community and with the JCF. ”

CBO/Group

1. What is the purpose of your group?
2. What is your position in this group?
3. How long have you been working with this group?

Partnership

4. What does your group do with the police?
5. Have you tackled any community problems with the police?
6. How have you tackled these problems with the police, or other organizations working with the police?
7. Do you attend public meetings with the police? If so, what kind of meetings?

Safety

8. Do you feel safer in your community than you did two years ago?
9. How do you explain this change in community safety?

Corruption

10. Do you think the police are more honest now? Why or why not?

11. Do you trust the police? Why or why not?

Group capacity

12. Does your group work with the Social Development Commission, SDC? If so, how?

13. Have you or your group been involved in any trainings? If so, what was the training about?

14. Does your group get grants or project funds? If so, from whom?

Corner Groups

15. How do the police at the station in your community relate to corner groups?

COMET

16. Have you heard of the USAID-COMET project? If Yes, Briefly what do you know about this project?

JCF Structured Questionnaire

**Structured CBP Questions for Inspectors,
Sergeants, CBPO, Detectives**

Interviewer Name

Date

Time

Location

Name of Interviewee

Position of Interviewee

Read introduction:

“Thank you for talking with me today. I am part of a team doing an evaluation of programming for USAID, and greatly value the chance to talk with you about your work with the JCF. We will keep all of your remarks anonymous. In doing our work, the team will not use your name or any of your comments in such a way that it is clear that these views have come from you or your _____ (Station or Division). In evaluation we find that this promotes the most open flow of information. We have a series of questions to ask to about your work with the JCF. ”

Vision

1. What do you think is the vision for community policing in your division/unit?
2. How enthusiastic is the support for CBP on your division?
3. How do your leaders motivate you to support CBP policing?
4. What do you know about the partnership approach to policing?
5. How are you working together with other partners?
6. Do you think you are becoming more effective at tackling problems?

Performance

7. How is your performance assessed?
8. How much focus is placed on performance by your team leaders?
9. How does community policing impact on the tasking of police?

Recognition

10. How much recognition do you get for your efforts in developing CBP?

Outside units

11. When other units, police or JDF, come into your division in support, is there good liaison with them and do you think they support your efforts to develop community policing?

Corruption

12. How big a problem is police corruption at your division/station?

13. How has the anti corruption strategy impacted on your station?

Specific policing strategies

14. Do you think you are becoming more effective in responding to incidents of domestic violence? How?

15. How good is the division becoming at tackling corner groups?

16. Do you think community policing is helping you to become more effective in tackling crime and making the communities feel safer?

Accountability

17. Do you think you are communicating enough with the community as a _____
(SAY THEIR POSITION)?

18. Do they understand what you are trying to do?

21. How safe do you feel on patrol?

22. Do you feel safer now as a result of the focus on community policing?

COMET

22. Have you heard of the USAID-COMET project? If Yes, briefly what do you know about this project?

Youth Focus Group Questions

Youth Focus Groups

Questions for Discussion

Introduction:

“Thank you for talking with me today. I am part of a team doing a study for the United States Agency for International Development, USAID. In doing our work, I will never use your name. Your views are very important to us. We want to make sure we get your words exactly right. Thus we are taping the discussion. We have a series of questions to use to talk together about your views and community.”

1. Are there a lot of activities for you in your community? What kinds of activities are there?
2. Do you feel you are part of the community or do you feel isolated? Why or why not?
3. How do you get along with the police in your community? Do they treat you with respect?
4. How has this treatment changed over the past two years?
5. Do you think young people’s attitudes towards the police change as a result of activities with the police? Why or why not?
6. How safe do you and your friends feel in your community? What are the issues that bother you?
7. What do you and your friends do if you are a victim of crime in your community? Why?
8. Are you a part of a little group? What do you do with your group?
9. What do the police youth club, and other youth clubs in your community, do? What do you and your friends think about these clubs?
10. Do you and your friends trust the police? Why or why not?

**JCF Focus Group Questions
Constables Focus Group
Questions for Discussion**

Introduction:

“Thank you for talking with me today. I am part of a team doing an evaluation of programming for USAID, and greatly value the chance to facilitate a discussion with you and your colleagues about your work with the JCF. We will keep all of your remarks anonymous. In doing our work, the team will not use your name or any of your comments in such a way that it is clear that these views have come from you or your Station and Division. In evaluation we find that this promotes the most open flow of information. We have a series of questions that we want to use to encourage discussion and debate. ”

1. How far has community policing been operationalized at your station?
2. What sort of impact has it had on your communities?
3. How has it helped you to improve your criminal investigations: has it helped change the code of silence?
4. Have you received any training in problem solving? How has this training helped in community policing?
5. Have you received any training in mediation or restorative justice, and has this helped in community policing?
6. To what extent would you say you have been able to build better relationships with the communities and young people? How?
7. Are you aware of the Force’s plan for dealing with gangs? What is your understanding and opinion of this initiative?
8. Have you been able to secure better criminal intelligence as a result of community policing? How?
9. Have you been able to build more trust in the communities? How?
10. When you had your last appraisal did you team leaders discuss your contribution to community policing?
11. What are your thoughts on the anti-corruption drive that the Force is currently on? How effective do you think it has been?
12. Do you think the anti-corruption drive has impacted how the community relates to you as an officer of the law? How?

Community Survey Questionnaire



COMMUNITY SURVEY QUESTIONNAIRE
JAMAICA – SEPTEMBER 2012

Interviewer:			Supervisor Name:					
Location:	1. Flankers	2. Russia	3. Tredager Park	4. Mountain View	5. Vineyard Town	6. Franklyn Town	7. Rock Hall	8. Red Hills

Good morning/afternoon/evening, My name is _____ from Marketing Strategy Limited and today we are conducting an important survey in households across Jamaica. May I have a few minutes of your time please? [IF DOOR IS ANSWERED BY A CHILD OR INCAPACITATED PERSON, ASK TO SPEAK TO ANOTHER HOUSEHOLD MEMBER] Could I speak to the person, over the age of 15 years, who has had a birthday most recently?

INTRO: Firstly I would like to thank you for your time and assure you that your individual answers will be completely confidential. Your responses will be grouped with others, so all I need from you is your honest responses and opinions today.

S1. Do you or anyone in your immediate family work in any of the following occupations?
[READ LIST]

- a. Advertising or Public Relations
- b. Marketing or Marketing Research
- c. Jamaica Constabulary Force

IF YES TO ANY, THANK & TERMINATE

S2. Could you tell me your AGE, please? _____ (SPECIFY AGE)

- 1. Less than 15 years **THANK & TERMINATE**
- 2. 15-17 years
- 3. 18-24 years
- 4. 25-34 years
- 5. 35-44 years
- 6. 45-54 years
- 7. 55-64 years
- 8. 65 years or older
- 9. Refused

D1. RECORD GENDER:
MALE 1 FEMALE 2

MAIN QUESTIONNAIRE

1. In terms of work, which of the following best described your present situation?
- 1. Employed (full-time)
 - 2. Employed (part-time)
 - 3. Seasonally employed
 - 4. Self-employed
 - 5. Unemployed (out of work)
 - 6. Retired
 - 7. Housewife
 - 8. Student
 - 9. Sick/Disabled
 - 10. Other (specify): _____

Police Survey Questionnaire



POLICING SURVEY QUESTIONNAIRE
JAMAICA – SEPTEMBER 2012

Interviewer:				Supervisor Name:				
Location:	1. Flankers	2. Russia	3. Tredager Park	4. Mountain View	5. Vineyard Town	6. Franklyn Town	7. Rock Hall	8. Other
Station:	1. Coral Gardens	2. Sav La Mar	3. Spanish Town	4. Mountain View	5. Vineyard Town	6. Franklyn Town	7. Red Hills	8. Other
Division:	1. St James	2. Westmoreland	3. St Catherine North	4. Kingston Eastern	5. Kingston Eastern	6. Kingston Eastern	7. St Andrew North	8. Other

Good morning/afternoon/evening, My name is _____ from Marketing Strategy Limited and today we are conducting an important survey with members of the Constabulary Force across Jamaica. May I have a few minutes of your time please to interview you? We are discussing policing with members of the police force all over the country.

Firstly we would like to thank you for speaking with us, and we want to assure you that there can be no right or wrong answers today...we simply want your HONEST opinions. All information collected will be COMPLETELY CONFIDENTIAL. This means that your responses will be reported to the client only in a group with other responses. Is this OK with you? Once assured of confidentiality, proceed.

S1. Could you tell me your AGE, please? _____ (specify)

1. Less than 18 years
2. 18-24 years
3. 25-34 years
4. 35-44 years
5. 45 years or older
6. Refused

D1. RECORD GENDER:

MALE 1 FEMALE 2

Appendix 5: List of Individuals and Organizations Contacted

Doug McCaffery, COP COMET, MSI
Allan Bernard, COR COMET, USAID
Stephanie Lindsay, Deputy Superintendent, Community Safety and Security Branch (CSSB),
Jamaican Constabulary Force (JCF)
Peter Boothe, USAID, former COR COMET
John McLean, Assistant Commissioner, UK Adviser to Head of Strategic Development, JCF
Selvin Hay, Senior Superintendent Head of Anti-Corruption Unit, JCF
K'adamawe K'nife, COMET Consultant
Denise Herbol, Mission Director. USAID
Jeannette Vail, Director, Office of Citizen Security and Environment Programs, USAID
Owen Ellington, Commissioner of Police, JCF
Justin Felice, Head of the Financial Investigation Division, Ministry of Finance
John Gillespie, former staff COMET
Jill Chambers, former consultant COMET
Jonathan Burke, former consultant COMET
Sanchia Golding-Hall; CSSB, JCF
Bert Laurent, former COP COMET
Shareen McKenzie, former staff COMET
Tanya Chambers, former consultant COMET
Gill Chambers, former consultant COMET
Vivian Brown, Acting Chief Technical Director, Ministry of National Security & Justice
Courtney Brown, Ministry of National Security & Justice
Keisha Wright, Ministry of National Security & Justice
Kerri Lee, Ministry of National Security & Justice
James Forbes, Senior Superintendent, JCF
Norman Heywood, Assistant Commissioner, Head of Force Planning, JCF
Oral Pascoe, Deputy Superintendent, Force Planning, JCF
_____ Quallo, Assistant Commissioner, Area 4 Commander, JCF
Ronald Anderson, Senior Superintendent, Operations, JCF
Sandy Stephenson, Inspector, Area 4, JCF
Joel Judkowitz, Technical Director, MSI
Winchroy Budhoo, Senior Superintendent, Mobile Reserve, JCF
Sandra Morgan, Inspector, Island Special Constabulary Force
Senior Superintendent Derrick Knight, Divisional Commander, Half Way Tree, JCF
Robblin Wedderburn, Deputy Superintendent, Community Policing, JCF
Elizabeth Freudenberger, Senior Project Manager, MSI
John McLean, Assistant Commissioner, UK Adviser to Head of Strategic Development, JCF
Marvin Franklin, CSSB Performance Monitoring, JCF
Glenmore Hinds, Deputy Commissioner, Operations, JCF
Delroy Hewitt; Senior Superintendent, St Andrew South, JCF
Neville Knight, Deputy Superintendent, JCF
Dormah Harrison, Assistant Commissioner, Head of the Strategic Review Implementation Team,
JCF

Paul Belvett, Inspector, Assistant Station Officer, Operations, Central Kingston Police Station, JCF

Karie Stewart, Community Safety Officer, Central Kingston Police Station, JCF

_____ Wilson, Detective Inspector, Central Kingston Police Station, JCF

Michael Blackwood, Detective Sergeant, Central Kingston Police Station, JCF

Sophia Perry, Community Safety Officer, Central Kingston Police Station, JCF

Steve McGregor, Superintendent, Commander, Central Kingston, JCF

_____ Wilson, Gold Street Police Station, JCF

Novelette Grant, Assistant Commissioner, Commander Area 5, JCF

Anthony Castile, Senior Superintendent, Commander, St. Catherine North Division, JCF

Leroy Guy, Deputy Superintendent, Criminal Investigation, St. Catherine North Division, JCF

Detective Inspector Nigel Cunningham, Intelligence, St. Catherine North Division, JCF

Kelisha Thomas, St. Catherine North Division, JCF

_____ Norton, Station Inspector, St. Catherine North Division, JCF

Karl Angel, Director of Communications, JCF

Steve Brown, Deputy Superintendent, Constabulary Communication Network, JCF

Elizabeth Ward, CEO Violence Prevention Alliance

Joseph Forbes, Community Safety Office, St. James, JCF

Derek Thomson, Detective Inspector, Community Safety Office, St. James, JCF

Roderick Reed, Divisional Intelligence Unit, St. James, JCF

_____ Transport, Operational Support, St. James, JCF

Mercedes Currie, Commander Inspector, Coral Gardens Police Station, JCF

Garfield McKie, Peace Management Institute, Flanker

Marilyn Nash, Manager, Flanker Peace and Justice Centre, Flanker

Tova Trench Anderson, Field Manager, Area 3, Social Development Commission (SDC)

Doreen Chambers, Project Manager, Area 3, SDC

Morin Seymour, Executive Director, Kingston Restoration Company

Carolyn Gomes, Executive Director, Jamaicans for Justice

Susan Goffe, Chairman, Jamaicans for Justice

Anthony Harriott, University of the West Indies

Karen Hilliard, former Mission Director, USAID/Jamaica

Sonia Gill, UNDP

Delworth Heath, Deputy Commissioner, Inspector General, JCF

Diane Bartley, Head of Publicity for CSSB, JCF

Donna Parchment-Brown, CEO, Dispute Resolution Foundation

Gary Welsh, Assistant Commissioner, Chaplain, JCF

Sherine Walker-Francis, Director, Governance, SDC

Tisha Ewen-Smith, Strategic and Corporate Planning Coordinator, SDC

Laurel Henry-Pryce, Library, Police Training School, JCF

Jennifer McDonald, Deputy Superintendent, Police Training School, JCF

Lori Bryan, Deputy Superintendent, Police Training School, JCF

Egbert Parkinson, Superintendent, Commander, St. James, JCF

Beau Rigaby, Superintendent, Command Course Director and Deputy Head of Mobile Reserve, Police Training School, JCF

Michael Morris, Superintendent, Staff and Detective Training Course Director, Police Training School JCF

Merrick Watson, Superintendent, Police Training School Commandant, JCF
Norman Cox, Trainer, Community Policing, Police Training School. JCF
Bobby MacFarland, Deputy Superintendent, Police Training School, JCF
_____ Williams, Deputy Superintendent, JCF
_____ Wedderburn, Deputy Superintendent, CSSB, JCF
_____ Clarke, CSSB, Kingston Central, JCF
_____ Davis, CSSB, JCF
_____ Franklin, CSSB, JCF
Michael James, Senior Superintendent, Head, CSSB, JCF
Jimmy Burrowes, former COP COMET, USAID
Terrence Williams, INDICOM
Katrina _____, Chief of Forensics, INDICOM
_____ Farish-Banton, Senior Investigator, INDICOM
Camille _____, Public Relations, INDICOM
Floyd _____, Director of Complaints, INDICOM
Oral Pascoe, Deputy Superintendent, Force Planning Unit, JCF
Sasha Parke, former COR COMET, USAID
Antonette Grant, DFID
Eva Forde, President, Jamaica Association of Social Workers
Kimberly Weller, USAID
Yvonne Lewars, Institutional Strengthening and Research Department, Development Bank of
Jamaica (DBJ)
Mignol Magnison-Jones, Institutional Strengthening and Research Department, DBJ

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Appendix 7: Presentations to USAID

Debrief and Preliminary Findings, September 28, 2012

Introduction

Methodology

Fieldwork

COMET Community-Based Policing

Brief on Community-Based Policing (CBP)

Community policing is a philosophy built upon four foundation stones:

5. Accountable.
6. Intelligence led.
7. Problem solving.
8. Partnership.

It is about the co-production of safety. It involves:

Patrolling differently.

- Proactive & listening.
- Building respect and trust.
- Peace making.
- Peace keeping.
- Peace restoring.

The common denominator is ‘taking the initiative’.

Developing Partnerships

- ‘Co production of safety’⁵⁹
- Tackling the causes as well as the symptoms of crime
- Reaching out, removing barriers, restoring brokenness, and reordering the distortions in society.
- Building capacity for dispute resolution and restorative justice.
- Mentoring.

Intelligence led

- Intelligence directs criminal investigations and deployments of all police units
- Information is converted to intelligence through the Divisional Intelligence Unit
- Divisional Tasking and Coordinating Groups use information to direct police effort.
- Using knowledge to inform victim support and witness protection.

Accountability

⁵⁹ With justice agencies (Office of the Director of Public Prosecutions, Prison Service, Probation, Courts) and civic groups, non-governmental organizations, the faith movement and government agencies (fire brigade, the SDC, Parish Councils, hospitals, and doctor surgeries)

- To the communities through formal and informal structures: Community Safety Groups, variety of Clubs and organizational meetings.
- To the Commissioner.
- Externally to the Police Commission and Police Civilian Oversight Authority.

The evaluation asked us to look at

Question 1 – Community Based Policing

- **How effectively has community based policing been operationalized by the JCF?**

Sub-Questions

- To what degree has the methodology permeated the police force in different areas of Jamaica, in terms of outlook and actions?
- Is CBP viewed as an effective crime reduction approach in high crime communities, by community members and police?
- Why or why not?

COMET Activities

COMET's initial purpose was to support the development of the community based policing model that was being applied in Grants Pen and to replicate the model in five other communities.

Phase 1: Developing the policing model at Grants Pen

USAID and COMET staff quickly took stock and understood the anxieties of the JCF. He determined that it was no longer appropriate to call for the replication of the Grants Pen model.

Phase 2 Helping to develop CBP across the force 2007-2010

During this period COMET assisted the JCF to develop community policing in a whole variety of ways.

First, COMET supported a broad range of workshops to build understanding about the principles of community policing.

The types of courses provided around community policing included:

- Problem solving, school safe, civil leadership, dispute resolution, mediation and domestic violence.
- They provided important training for the JCF trainers in community policing.

Second, COMET provided technical support in the preparation of key documents.

Community policing manual and a training manual for community policing which have built understanding of the principles of community policing within the police and to an extent within some communities. These have been updated twice. 5000 copies were distributed. COMET also helped produce the community policing wheel in 2009 that is seen today throughout the Force.

Third, COMET encouraged linked research

- Major assessment of community policing in 2008 which provided a new sense of urgency and direction to the development of community policing.

- Benchmarking and performance indicators survey (2009)
- Benchmarking survey among the youth (2010)

Fourth, COMET organized several important conferences. These included:

- Guns, Gangs and Governance, and Stakeholders Conference, (2007);
- a formal launch of the roll out of community policing, an anti gang symposium, and conferences dealing with parenting and gangs, (2008);
- Regional workshop on gang reduction and Transnational security, (2009)
- Community Policing Road map conference on building partnerships, (2010)

Fifth, COMET built relationships between organizations such as the Social Development Commission, police and communities. This included developing a communication strategy.

Last two years – 2011 to 2012

It was felt that Community policing had become established by the end of 2010 and was gaining momentum throughout the island.

During the past two years, the support provided by COMET shifted to other key issues linked to community policing.⁶⁰

Impact of the Caribbean Basin Security Initiative (CBSI)

1. *Community Based Policing*
2. *Support for Anti-Corruption*

COMET contributed to the development of a National Gang Reduction Strategy.

COMET continued to deliver support through strategic technical support.

COMET provided ongoing strategic support through bi-weekly meetings with the executive of the CSSB

Conducted a short survey about the SRIT review

Developed a communications tool

Institutionalized the Assessment Development Center process into the JCF.

‘Train the trainers’ programs were conducted for assessors and the program was successfully piloted with the New Accelerated Promotion Program (NAPP) participants.

National Crime Prevention and Community Safety Strategy (NCPCSS)

Provided assistance to complete a strategic plan that complimented the National Safety and Security Strategy.

⁶⁰ At the request of USAID.

JCF Partnership Strategy

Following the 'Showcase Conference' [see below] the Commissioner embarked on a process of developing a JCF Partnership Strategy. Twelve key areas were selected. The aim was to enhance police/community/government cooperation to achieve community safety. COMET's role was to work with the [CSSB] and ensure the practices were inculcated into mainstream community policing and training.

A single police College

Comet provided technical support to help the JCF develop a strategy and project plan to merge the current five training areas into a single Jamaica Police College. This followed the recommendation of the Strategic Review [Rec 65]

Continued to support research

Examples of this were:

- The Anti-Corruption Conference regional situational analysis
- A survey to establish the impact of SRIT initiatives
- Analysis of the JCF Members' Perceptions of the Strategic Reform and Modernization Process' (2012).

Training

Continued in a small way to train a number of persons in community based policing

An internal course was run by the JCF and the training cadre was increased considerably by a further 24 trainers.

Conferences

First Regional Community Based Policing Conference

The First Community Based Policing Conference The objectives were to:

- Establish a regionally consistent approach to CBP practices;
- Enable the capacity of nation states to operationalize CBP;
- Share information on CBP practices across the region; and
- Identify country commitments for improving their CBP practices. With 21 Caribbean countries in attendance, all objectives were achieved.

COMET played a central part in planning, organizing, supporting and writing up the Conference. This was an important contribution to regional policing.

Jamaica Government Showcase

COMET hosted a Jamaica Government Showcase to assist the MNS development of its Community safety and security strategy.

The Chief of Party attended the Association of Caribbean Commissioners of Police (ACCP) Conferences in 2011 and 2012. In 2011 He spoke about Regionalization of CBP Practices: and 'Transforming National Success into Regional Action: Successful Partnerships for Effective Policing.'

Findings

Operationalization & Methodology Permeated the JCF

1. The principles of Community policing are well understood across the JCF by officers of all ranks and have been broadly operationalized. The one exception is the issue of accountability. There is no one model and the arrangements for accountability are ill defined and different division to division. (The training of all officers in community policing was significantly influenced by COMET, even if individual officers cannot identify COMET as a brand.)
2. The importance of community policing is clearly spelt out in the Force Strategic Plan, Operational Plan, Divisional and Station Plans. Areas and Departments do yet have plans. They are on line next year. The senior officers we spoke to are fully behind it. The Commissioner sees the next step as embedding officers within tough communities.
3. Plans seen are too detailed. Far too many activities for a limited resourced police.
4. Community policing is discussed at every briefing and debriefing across the Force. (We examined the Station diaries at five different locations and found this to be taking place. We attended spontaneously two briefings and found this to be taking place.)

Impact of the community policing and training manuals

5. The Community Based Policing Manual and the accompanying Training Manual are comprehensive and well written. (Comet's role important.) As with manuals there is room for improvement and the section dealing with accountability needs to be clearer.

Impact of training

6. The different training courses and workshops on community policing have engaged officers of all ranks across the force and has had real impact on build the force's knowledge and commitment to community policing. COMET played a crucial part in this success.

Role of the Centre

7. The Community Safety and Security Branch and the 200 officers who are called community safety and security officers and based on divisions around the force provide the lead in terms of policy and developing major innovations.
8. (The change of the name from Community Relations reflects more accurately a change of direction in support of partnership working.)
9. The Branch has established a Monitoring and Evaluation Unit to monitor and evaluate the development of community policing across the Force. It is in the first year of development. (Developing its own approach. Comet index not used.) It is building upon the original returns which were focused on outputs, and is now trying to develop a focus on outcomes. These need to be developed.

10. The focus from the Centre is directed on developing programmes that will sustain police and citizens cooperation. They wish to increase the number of youth obtaining academic accreditation, develop the Inter school Brigade, continue outreach programmes to youth in state care, and establish a teen development centre. They have a plan to introduce a Volunteers Citizens Observer Programme.
11. The Community Safety and Security Branch has a good number of experienced officers. It does not suffer from inexperience or lack of knowledge about community policing.

Primacy of divisions

12. Divisional Commanders have much autonomy. This reflects the policy known as the primacy of divisions. Each Division is supposed to have a Deputy Superintendent responsible for community policing. At present 10 out of 19 positions are unoccupied. (Lack of a sufficient number of officers awaiting promotion)
13. The Divisional commanders we spoke to had generally been in post more than a year. A number were Divisional commanders for a second time. All bar one felt that they should hold their command for at least four years. One felt a year at St James was enough.
14. There remain clear signs from our interviews that the churning of these command positions remains too frequent. They are not staying in post long enough to bring about the changes desired and to be held properly to account. One of the individuals we saw, who has command of one of the most demanding divisions, was sent on the current command course after only five months at a crucial moment. This is not good practice.
15. The public express concern at the constant churning of officers on patrol. The complaint is that as soon as they get to be familiar with an officer and trust them he [she] is replaced by someone else.
16. The Station Managers (invariably inspectors) we spoke to are fully conversant and supportive of the vision for community policing. The Station Commander at a station we visited was highlighted in a focus group as being one of two officers the group respected. (The station managers ensure the briefings and debriefings are fresh and that the importance of community policing is delivered in a different style on each occasion.)

Community Safety offices and officers

17. The Community Safety and Security offices we visited vary in size. Some are larger than others. Sometimes this is because the regular officers are supported by the Island Special Constabulary Force.
18. The Community Safety and Security offices we visited are enthusiastic supporters of community policing. The offices include schools liaison officers. These officers are responsible for the schools safety programme. This forms an important part in the Force community safety strategy. Several said that the workload is too great for the current allocation of resources. They submit weekly returns of their activities to HQ.

19. There is a lot of activity taking place around schools, neighborhood watches, and police youth clubs. These are invariably served by the community safety and security officers. The outcomes are now slowly being reported to the Centre. The contributions being made by these officers are significant.
20. The evidence of problem solving principles being applied to the causes or symptoms of crime is minimal.
21. We saw evidence of officers being posted to divisional hot spots and policing posts (Gravel heights, Grants Pen and Tredegar Park) in an attempt to place officers at the same location for long periods to build community rapport.

Deployment of external units

22. The challenges posed by external policing units operating unannounced and unaccountable to divisional/ station commanders has been an issue for the JCF for a long time. We found that sound and reasonable arrangements currently exist.
23. The new commander of the Mobile Reserve and his deputy have an established record of being supportive of community policing.
24. The arrangements for their deployment on divisions have tightened and are reasonable. The Divisional commanders we spoke to are satisfied with the arrangements and are alert to the need to interact should an unexpected incident occur because of the need to operational secrecy. [For example, a unit from the mobile reserve coming in to a divisional area without the usual advance notice and briefing, because of the nature of the operation and something going wrong with it.]
25. We tested the commitment of officers of the mobile reserve to community policing and found them as well informed about the subject as their divisional colleagues.
26. The evidence from the focus groups at Flankers suggests that the issue is not always where the officers come from but the quality of the officers' approaches to encounters with the public.
27. We tested the knowledge of twenty five different members of the **Island Special Constabulary Force** at different locations and found both the probationers and more experienced officers knowledgeable about community policing. One inspector produced the community policing manual which she had marked heavily with her own thoughts. Others asserted can refer back to it as needed

Personnel policies

28. We found that the old police **appraisal form** is not particularly amenable to assessing police officers' contribution to community policing. The Force has embarked upon a new form, a form we were told is used by other Government departments. This form, too, is not apparently suitable for the assessment of community policing. We were told that this

is being reviewed by the Force's Planning Branch and that shortly behind the current new form will come an amended form as soon as possible.

29. We were told by a number of different officers of different ranks that knowledge of community policing is a **requisite for promotion**. Indeed several officers, who had recently appeared before promotion boards, were well able to recite, almost parrot fashion, the Force's nine P's of community policing.

Communication

30. There are posters dealing with the 9 principles of Community Policing, ethics and values in many of the public and private areas of stations.

Jamaica Police Academy [JPA]

31. We visited the JPA and spoke to nine officers of different ranks. We were assured at each level that the principles, except the important one of accountability [taught in a different way], were interwoven into all the courses delivered at the School. Problem solving, partnership, and 'intelligence led policing are core parts of each module whether the course is a sergeants course, a command course or one of the specialist courses delivered to specialist officers.
32. The resources at the Academy are poor. The recruits only receive their uniforms at the last moment because of disputes over payment. The library at the JPA is in need of major reinvestment. Too many of the books are old and the sections on community policing, leadership, culture change and the management of change are poor. The library should be the intellectual soul of the Academy.
33. The work done by COMET in helping develop the concept of a Single Police College was valued by the senior trainers at the School who have been involved in the discussions and preparation of the project plan.
34. **The work done by COMET in respect of community policing – whether the training of trainers, the delivery of course or the holding of conferences – was highly praised.** One commander who had been involved with the delivery of community policing training, said: "Without the input of COMET nothing would have happened with community policing. Without their financial support and 'can do' approach we would have failed to get to where we are now." This confirmed similar comments made to us by other officers during our visits to divisions.
35. We spoke to the Director of the Accelerated Promotion Course. She had been involved with the assessment centre work. She stated that the contribution of Comet had been significant. (Only the one assessment centre has been held to date.)

Youth

36. We found, however, a complete disconnect between the views of the police about the operationalization of community policing and the views of the young people in inner-city

communities in our focus groups. They consider the police continue to treat them with profound disrespect and rudeness.

Partnership approach

37. The concept of the partnership approach to secure the ‘co-production of safety’ has not taken hold. The Ministry of National Security blame the police for not liaising at an early enough stage before they tackle individual communities – the police say the different government agencies constantly failure to deliver their support on time.

Broader issues

38. The National Crime and Community Safety Strategy 2010 is not known within the JCF.
39. The individuals who had undergone the 'Training the trainers' training coordinated by COMET said that they picked up useful skills as trainers, confidence as leaders and felt more able to help others change their behavior.

Q: Is CBP viewed as an effective crime reduction approach in high crime communities, by community members and police?

There is no clear evidence to suggest that community policing is having a major effect in high crime areas at present. There is a feeling that communities in many areas are beginning to trust the police more. But our evidence for this comes mainly from the police themselves. The public offer an alternative viewpoint. The police are trying hard to deploy in hard to reach communities and the Commissioner is trying hard to secure funds that will enable him to establish police posts in some of these communities.⁶¹

Findings:

1. There are Divisional Intelligence Units on all Divisions, supported by Field officers, trained with the support of COMET. We saw a number of these officers during our visits. They all agreed that the quality of information they are receiving has improved since the force has focused heavily on community policing. They suggest that this is because the public trust the police more and have greater confidence that their information will be treated in confidence.
2. Divisional Tasking Group Meetings, a core part of the community policing model, are being held weekly on all Divisions. These meetings apply the intelligence led policing model. The crime trends and intelligence analyzed by the Divisional Intelligence Unit are used to determine the police deployments for the following week.
3. We spoke to several detective inspectors. They also said that more information is coming in to stations because of the development of community policing and the trust the style of policing is engendering. They suggested that this is leading to a more effective targeting of resources.⁶²
4. The senior divisional managers also feel that the quality of information coming in has improved. Witnesses are coming forward more frequently.

⁶¹ But the experience in Grants Pen 2000-2004 and the experience in Gold Street suggest that if properly resourced CP is impactful in high crime areas.

⁶² (Endorsed by comments at Grants Pen that people are visiting the station to provide information and examples that gang members are starting to give evidence against fellow gang members.)

5. This optimism contrasts with some of the findings of the focus groups. There is a disconnect. Needs explanation, disconnect where??
6. The Force's Tasking Meetings include Area and Force meetings and a HOT spot meeting chaired by the DCP Operations. We were told that the quality of the information presented to these meetings has improved.

Impact on Crime: What do the crime figures say?

The whole aspect of the investigation of crime and case preparation needs support and this aspect of community policing is as important as patrol.

Crime figures⁶³: [Being forwarded. May lead to a revision in comments above!]

Offence	2001	2002	2003	2004	2005	2006	2007
Murder				1471	1674	1340	1583
Shooting							
Rape							
Robbery							
Total							

Offence	2008	2009	2010	2011	2012 (1.9.12)
Murder	1618	1682	1430		78
Shooting					76
Rape					63
Robbery					183
Total					400

According to the latest National Crime Victimization Survey (NCVS 2009), 18% of Jamaicans were worried about being attacked by strangers in public. This is a reduction from the 2006 NCVS figure of 26% and improves upon the 2009 figure of 23%.⁶⁴

Views of the Public

We heard from members of the public who said that friends were now more likely to talk to the police and go to police stations. We also heard the opposite view. They confirmed the view that where the trust has grown the public are more likely to help.

(At Gold Street the Divisional Commander has publicized his cell phone number and receives regular calls.)

Views of Pressure Groups

The views of pressure groups were pessimistic. There is a feeling that there is very little accountability of the police. The number of cases where police behave outrageously does not

⁶³ Figs from Peace and Prosperity evaluation report for USAID 30.9.2004 loaned by Kingston Restoration Company

⁶⁴ The 2009 report has not been made public, but it has been finalised and we have now been able to access data from it.

appear to be diminishing. INDECOM is regarded in a positive light but the organization is in its early stages of development.

Conclusions

COMET's impact

The absence of an evaluation process within the COMET project specifically to capture the effect of inputs on outcomes makes it very difficult to evaluate the precise impact of the programme.

COMET has built a reputation for doing what it said it will do. This reliability encouraged the Force to use them and to bring them in. COMET made considerable impact through their 'can do' approach, the skill of their facilitation, organizational abilities and willingness to change.

The lack of knowledge of COMET as a brand suggests they got it right: supportive and enabling without seeking credit. The JCF feel they made the changes themselves, with only modest (or no) outside help.

The Commissioner valued significantly the capacity of COMET, through its research, to provide feedback on the progress of the Force's attempts to modernize and on the views of the public.

The focus developed linking community policing and anti corruption together as two sides of the coin facilitated the contribution made during the past two years.

Ideas turn to dust or magic depending upon the talent they rub up against. We are confident that one of the **key roles played by COMET has been to contribute to ideas.** Inputs from COMET engagement will continue to have influence going forward.

COMET's Impact on community policing

COMET has played a **significant part** in helping the JCF develop its knowledge of and understanding of Community Policing. Without its financial support and technical assistance the progress would have been much slower. The Conferences it arranged, the workshops it managed, and sometimes led, have helped build the common understanding of community policing that exists inside and outside the police.

As the evaluation and monitoring of outcomes improves the Force will be better able to assess the value of the many activities that are being developed by community safety and security officers.

Too much is being left to the specialist officers. There is little evidence of the ordinary patrolling officer becoming engaged in problem solving. This needs to change. All officers need to have the skills to apply a problem solving approach and need to be aware of the support that can be provided by other agencies.

There has been a significant improvement in how community policing has been operationalized into the JCF's daily methods of policing.

Community policing, however, is in a fragile condition. Too much reliance remains upon the specialist Branch and its offices on division. A number of senior officers have articulated the view that there is a need to reduce the influence of the centre and pass the responsibility for developing community policing firmly on divisional and unit commanders. They argue that when this happens there will be greater traction. This is a question of balance and timing.

The appraisal system needs improvement. Performance management and the holding of team leaders to account for their teams and the subsequent link to individual performance and appraisal are crucial to raise performance in CBP. We were informed that further work is being done to refine the new arrangements

Force-wide **processes of management should be tightened and developed.** (churning of officers, lack of appropriate equipment, activity analysis etc.). The overall challenges of managing the Force have important effects on CBP.

The crux of community policing – working with others to tackle issues that are beyond the resources of any one organization - is still in its infancy. The whole issue of working in Partnership needs further work, understanding and development
The JCF is developing its intelligence led policing model. The mapping of hot spots is important. The development of effective partnerships with different agencies, supported by effective memoranda of understanding, enabling the sharing of information, would enable different organizations to share information about groups and families particularly at risk. This would enable an effective mapping of communities and allow for a more directed response to difficult and emerging situations. The intentions of the Commissioner to involve stakeholders in October's planning round are encouraging.

Extra policing tools need to be developed

There is a need to increase the variety of tools available to the patrolling officer. They would benefit from being more skilled in dealing with conflict. There would be benefit in training officers in managing small projects, non-violent communication, dispute resolution and restorative justice. The latter is developing in Jamaica and a senior member of the Community Safety and Security Branch is currently in the UK learning how the principles are being applied in the city of Liverpool.

Sustainability

The Force has come to depend too much on donor funding for innovations. This is a weakness. Too many ideas founder either at the end of donor support or because the Force has over-anticipated the support from business. Two examples suffice: first, we were informed of a bold scheme to build a sports pitch in Flankers to be accompanied by a classroom. The ground had been broken and the layer of hard core laid. But then funding ran out. Second the Force has recently sent 30 officers to Canada for training on digital forensics; but there is no equipment back in the force for them to use.

Some of the activities of COMET will wither unless sustained. Among these might be: Regional Conferences; re-issuing of the community policing manuals; [Now down to their last

100 copies of each]; posters dealing with ethics, values, strategic priorities and community policing that need to be refreshed and kept in good condition to continue to grab attention.

Training

The police have the capacity to train in CBP, but constant churning, a lack of real will, and the financial cost of refreshments etc seem to make them too reliant on outside financial and technical support.

Preliminary Recommendations

Resources are critical to the development of community policing. The Commissioner seeks support for the purchase of police posts (altered containers to enable him to deploy officers inside the most downtrodden communities).

The issue of accountability to the public is a thorny issue. The Commissioner sees himself clearly accountable to the Police Services Commission. He holds his commanders to account to him. In our conversations he emphasized the time he spends with his formal mechanisms. That is good.

In a democracy the accountability of the police is crucial. It is often said that the public get the police they deserve. Corrupt societies get corrupt police; tyrannical societies, tyrannical police; engaged societies, engaged police. Successful policing does not depend for its success upon how the public support the police: it depends upon how the police support the public. In turn, how the police support the public depends significantly upon how they are held to account by both the public and Government.

Accountability is not simply an administrative tool, but a moral principle. Individuals who are given responsibility have a duty to account for their stewardship. Accountability is not about control, rather control is a by product of accountability; accountability is about responsibility for the way in which control is exercised. Accountability places limitations on the power of the police, but it also gives that power legitimacy.

The importance of accountability cannot be overemphasized. Accountability for police performance must "bite" somewhere. Nor should this refer only to policy. It should apply critically to operational decisions also. The court system in Jamaica is slow and suffers from a chronic lack of adequate resources. There is a significant backlog of untried detainees in prison. The Director of Public Prosecutions' Office lacks resources and is perceived by many to rely heavily on the police for the direction and tone of its service. The report of the JCF Strategic Review Panel recognizes the importance of public participation in accountability⁶⁵ and also the importance of formal oversight arrangements⁶⁶ The plans to merge the Police Commission and the Police Civilian Oversight Authority [PCOQ] have not yet been implemented. [The legislation has been drafted but this has not yet been laid in parliament.] We were reliably informed that the PCOA are not using their powers.

We recommend, therefore, that the question of accountability, which was not a focus of COMET, be addressed clearly in a subsequent program.

⁶⁵ A New Era of Policing in Jamaica: transforming the JCF Section 6.2.1

⁶⁶ *ibid* 6.2.2.

Force Planning is in its early stages. The plans generally contain far too many objectives and activities. There is a need to learn how to focus on fewer priorities and on effective performance monitoring arrangements that take into account the achievement of outcomes. We recommend consideration be given to the provision of appropriate technical support.

Further training is needed in respect of middle managers. The commitment to community policing needs to be sustained and maintained. The steps being taken to change the culture of the force by the Strategic Review Implementation Team need further support. The Force would benefit for a full culture audit which would enable them to manage more effectively their efforts to move to their desired culture. A benefit would be that they would be able to rebalance their divisional and unit management teams.⁶⁷

More outreach programmes are needed to sustain the change and to reach the hard to reach groups that see little difference in the service delivered despite all the above favorable comments.

The partnership vision needs to be supported We need to find a way to create the problem solving partnerships needed to create safe communities. We recommend multi agency training for the justice agencies (Office of the Director of Public Prosecutions, Prison Service, Probation, Courts) and civic groups, non-governmental organizations, the faith movement and government agencies (fire brigade, the SDC, Parish Councils, hospitals, and doctor surgeries).

The resources available at the Police Academy are poor. It would benefit from support. In particular the library at the Police Academy needs to be properly resourced.

Other issues that need to be considered as part of problem-solving include:

Youth continue to be both the primary perpetrators and victims of major crimes in the country. More is needed to be done to support young people in CBP. Properly mentored they can be empowered to participate and contribute to society in meaningful ways.

Domestic violence against women, sexual abuse and violence against youth including crimes leading to murder, are serious concerns. The investigation of these offences would benefit from technical support and specialist facilities beyond the JCF (e.g. safe houses where they can be interviewed, examined, counseled and supported effectively). This is a part of the overall policing thrust of CBP, which requires successful investigations and prosecution of criminals and offenders.

⁶⁷ We found that a common shift system applied on divisions comprised two principal shifts: a day shift of 10 hours [8am to 6pm] followed by a night shift of 14 hours [6pm to 8am] with an additional stand by requirement of four hours after the 14 hours have been completed. This cannot be conducive to good policing.

COMET Civil Society

The SOW asked the team to evaluate:

Question 2 – Civil Society

“Which of COMET’s civil society related activities were the most and least successful in increasing citizen participation in community security, and in building sustainable partnerships between police and local communities?”

COMET Civil Society Activities

COMET focused on building capacity to deliver key services while strengthening the relationship between the police and the community with the ultimate goal of reducing crime and improving the quality of life for citizens.

Model Station/Community Stage (firstly Grants Pen and then roll out into Flankers, St. James and Central Village, St. Catherine)

- Continue to develop and test community transformation model that build on previous projects
- Use of the “Flooding approach” that provided residents with exposure to several interventions simultaneously
- Coordination activities
- Support Community Activities – sport, culture
- Assessment of Grants Pen CBOs
- Support the establishment of a Grants Pen Civic Committee
- Support Peace Building activities
- Commence roll-out in Central Village and Flanker
- Preparations for Baseline Data Collection for Central Village and Flanker

Institutional Stage – focusing on SDC as the main partner to impact Civil Society.

- Provided technical assistance and equipment to improve the institutional capacity of the SDC and by extension the local governance structures
- Seminar on Parenting as a Safety & Security Issue
- Facilitate Parish Safety Committees and the development of 38 Community Safety & Security Plans

Raft of Activities Stage geared towards exposing communities to several interventions

- Service Directory - prepared and disseminated to key stakeholder organizations
- Undertake diverse Training
- Communication support - a special edition of ROOTS FM’s popular call-in radio
- Leadership Development - helped the community redefined its concept of leadership and introduced leadership models that empowered residents

- Conference: Disrupting Gangs in Schools

Small Grants Stage – used to intervene in hotspots especially in the Rose Town area of Trench Town in the Post-Tivoli Incursion

- 12 small grants selected from 62 requests

Findings

- COMET presence raises expectations that were not met by the Project
- COMET work with SDC showed promise, but without resources led to disappointments
- Did not build sustainable partnership between police and communities
- Varied needs at the community-level not addressed
- Concentration of small grants in Rose Town after the Tivoli Incursion focused on the broader area affected by that event
- The selection of 12 small grants from 62 applicants left many dissatisfied

Conclusions

- Working with SDC through the normal planning process creditable and the most successful in increasing participation in community security; but without funding to follow through led to frustrations and disappointments on the part of the communities and did not lead to building sustainable partnership between police and local communities.
- The implementation of small grants was done without an overall strategy, but reacted to the perceived needs and was least successful in increasing citizens' participation in community security.
- COMET did not find or develop strong partners on the civil society side that matched the JCF on the community policing side
- Weaknesses in civil society and communities contributes to the absence of sustainable partnerships between police and communities

Recommendations

- USAID and other IDPs should explore the options for creating sustainable Public/Private Partnership to deliver activities at the community level. This would likely include PSOJ, NGOs with track records and relevant State Agencies, especially the SDC and PIOJ and other agencies that have key roles in delivering the Community Renewal Program (CRP)

COMET Anti-Corruption

The evaluation asked us to look at

Question 3 – Anti-Corruption

What were the successes, challenges, and barriers in implementing COMET’s approach to reducing corruption?

COMET Activities

As the project moved into Anti-Corruption work, COMET supported:

- the Anti-Corruption Branch of the JCF
 - Ethics & Integrity framework for JCF
- the creation and operation of a National Integrity Action Forum (NIAF), including support for a secretariat
- civic education and youth participation in good governance, through:
 - advertisement around the 1-800-CORRUPT number, including JUTC buses and Billboards
 - printing and distribution of twenty thousand school notebooks branded with anti-corruption messages, highlighting the JCF stance on ethics, respect and citizen’s rights.
- the Jamaica Customs, with:
 - Integrity training.
 - TA to assist with reform.
 - TA for internal audit
- the GOJ with the drafting of legislation, including:
 - Combating gangs
 - Breach of Awards of Contracts
 - Political Finance
- the establishment of the Independent Commission of Investigation (INDECOM), with:
 - training in Case Management
 - TA to develop INDECOM Policies and procedures, including in HR
 - Modest equipment (office equipment, cameras, crime scene vests)
- the Financial Investigations Division (FID), with:
 - internal review
 - development of policies and procedures
- Regional Anti-corruption Conferences in Kingston Jamaica and the Bahamas
 - development of the Anti-Corruption Strategic Plan
 - guidelines for Anti-corruption network

Findings

Approach

- COMET approach to anti-corruption focused on education and prevention,
 - strengthening institutions that increase awareness through education,
 - campaigns to raise awareness and counter corruption
 - strengthening institutions critical to prevention, through conducting investigations and recommending prosecution
- USAID staff emphasized moving into AC with CBSI money for countering corruption
- COMET staff emphasized moving into AC as other side of the coin of CBP – increasing support for force requires less corrupt force, perceptions that JCF less corrupt

Successes

- Institutions COMET assisted consider COMET's help useful, timely, critical
- JCF leaders, management believe has helped in reducing internal corruption within the force due to fear of detection
- Constables, others in JCF see fear of detection of corruption as a deterrent, start of discussion of correct behavior
- Some JCF value increased emphasis on integrity, ability to improve perception of force, clear own name, integrity and importance before promotion board
- Emphasis on anti-corruption in JCF felt within Force: Area, Division, Station daily briefs cover corruption, log in logbooks, loudspeaker/radio cover
- Innovative Ethics and Integrity Framework in JCF
- 1-800-CORRUPT line publicity increases awareness, call volume
- JCF reports substantial numbers sacked, not rehired, disciplined over corruption
- FID says close to breaking big corruption cases
- INDECOM builds capacity to address misuse of force cases, many in pipeline

Challenges

- Still new, inexperienced instructions, staff
- Not a single major case of corruption prosecuted
- Public, JCF suspicion that AC will only get small fish
- Many Jamaicans, especially in inner cities, not recognize, see, know, or believe progress on AC in JCF
- Beliefs widespread in Montego Bay that corruption worsening due to lotto scam
- INDECOM not yet single conviction of abuse of power
- Tensions, although improving, remain with JCF on control of crime scene investigations with INDECOM
- Hard to break code of silence within JCF – see start with Yallas case as INDECOM gets calls from JCF

Barriers

- Slow, ineffective justice system
 - DPP
 - Courts

Conclusions

- COMET has strong approach to AC
- Significant movement on AC in JCF
- Need break with FID on big fish
- Need INDECOM success – prosecution to sentence or acquittal
- Important contributions of COMET through targeted, timely TA to institutions
- Anti-corruption drive positive perception within the JCF
- More difficult to raise public confidence, especially in inner city

- Dynamic problems of AC demand constant vigilance, evolution

Recommendations

- Need to get the big fish
- Continued support for AC in JCF through support for policing
 - Ethics & Integrity
 - middle management emphasis
 - cultural change to break code of silence
- Need more public relations outreach on successes of anti-corruption drive
- Need improved JCF weapons management: records, accountability on use of force

COMET Economic Development

The evaluation asked us to look at

Question 5 – Economic Development

A key assumption of the COMET program was that economic opportunity would increase simultaneously in communities where COMET was implemented.

- To what extent did this happen and how was it impacted by the COMET program?
- If it did not occur, was this a barrier to achieving COMET's overall objectives?

COMET activities

In the six and a half years of COMET, the project supported a several modest, targeted efforts in business development, microfinance, and education.

- The first COMET activities that focused on increasing economic opportunities were two workshops in Q4 2006 at UTECH that trained 13 and 21 participants in small business management. COMET provided follow-up technical assistance to some participants but noted in Q reports that these had little effect
- COMET was used as a mechanism to explore micro-finance, initially in the targeted communities and then Island-wide from 2006-2008, and eventually assisted the DBJ through a consultant in 2009.
- End 2007, COMET piloted work with GoGSAT to improve the educational opportunities of primary school graduates through on-line coaching. From supported 270 children in the 3 target communities, COMET expands after seeing high success rates from the program through a subcontract to provide for 3900 students in the 38 communities where the JCF is rolling out CBP.

Findings

- Budget cuts to DA funds reduced potential COMET activities in this area.
- Opportunities for USAID/Jamaica to access earmarked micro-enterprise funds to keep COMET funded encouraged the program to work in this area.
- Economic development was a small portion of the total COMET effort.
- No semi-structured interviewee asked felt that the key assumption of the COMET program - that economic opportunity would increase simultaneously in communities where COMET was implemented - was plausible.
- The lack of opportunities and jobs are problems that are emphasized by many community leaders, especially in inner-city communities

Conclusions

- USAID did not design COMET to deliver a comprehensive economic growth program in this or other communities, and MSI thus did not try to do so.
- The “key assumption of the COMET program” - that “economic opportunity would increase simultaneously in communities where COMET was implemented” - is not well founded.
- Increased community safety and security provides important benefits to communities but does not appear to simultaneously increase economic opportunity in Jamaican communities.
- COMET did not focus directly on stimulating economic opportunities in communities beyond several short-term activities in the early years of the program in Grants Pen.
- Economic opportunities have developed in some communities. However these opportunities were not directly affected by the COMET program. IBTCI survey data may show some relationship between improved perceptions of community safety over the past two years and perceptions of better prospects to start or develop small businesses in these communities.
- Many challenges of inner city communities make economic development challenging and lag behind improvements in community safety and security.
- Limited economic opportunities continue to pose barriers to community-based policing, combating corruption, and are barriers to achieving the overall objectives of COMET.

Recommendations

- USAID should consider whether the substantial resources needed to support economic development in inner-city Jamaica are available prior to the Mission moving into economic development, rather than broader community development, in inner-city Jamaica.
- Community development may be a better framework for more modest work.

COMET Management

The evaluation asked us to look at

Question 4 – Implementation and Management of COMET

- How effective was the structure of the COMET program in meeting the initial objectives of the SOW (from 2005 for the program)?
- Was the mix of interventions appropriate?
- Which interventions were the most and least effective?
- Which interventions should be prioritized for a follow-on project?

COMET Management/Organization

three and a half year contract with MSI, extended three times, additional year each time

Initial SOW, out 2005, seek contract to find a partner to support the achievement of the five-year goal of Strategic Objective (SO) 13 "Improved Governance through Citizen Security and Participation" (hereinafter referred to as S013) under the USAID's Jamaica Country Strategy FY 2005 – 2009,

Awarded early March 2006, approximately \$7 million. The two intermediate results (IRs) are:

- Civil Society Advocacy of Public Interests Strengthened, which will continue to focus on strengthening civil society, and
- Public Safety in Targeted Communities Increased, to focus on strengthening community and police relations by building on the success of the community policing assistance under the previous strategy (highest priority IR in SO)

First extension, for September 2009 to September 2010, notes the January 2009 shift to four (4) core components, and describes specific objectives for each, with associated outputs and expected results (for specific partners):

- Law Enforcement/Peace and Security
- Civil Society Strengthening
- Good Governance
- Micro-Enterprise Development

The focus is on JCF and CBP, anti-corruption, and civil society, and youth.

Second extension, September 2010 to September 2011, moves to six core components, by adding two (2) Caribbean Basin Security Initiative (CBSI) components:

- Community Based Policing (CBP)
- Anti-Corruption

to compliment the four (4) core COMET components which shall continue in limited scope. Specific objectives, associated outputs and expected results focus on the activity level; regional cooperation becomes an objective that is targeted.

The third extension brought in approximately another \$1 million through CBSI to the program from September 2011 to end September 2012. USAID/Jamaica “envisioned” four components:

- Community Based Policing
- Strengthening CBOs/LNGOs, and Community-driven activities
- Juvenile Justice
- Anti-Corruption

Findings

Structure

Contract

- COMET flexible instrument for TA, modest other support
- Potentially wide variety of areas, as needed to serve whole SO (initially)
- Thus focus varies widely

Extensions/modifications

- Annual extensions hard for planning/implementation
- SOWs remain broad, for evolving challenges/opportunities in Jamaica
- Mission creative efforts to fund as DA for Democracy and Governance reduced
 - Microenterprise funds
 - CBSI

Early “pilot” strategy unsuccessful

- Initial effort to achieve objectives “by implementing the successful approaches used in the Grants Pen community policing program in other targeted troubled inner-city communities” is limited, as Grants Pen Model is widely seen as too expensive and outside of the key stakeholder for policing, the JCF
- Contract appreciated by USAID Mission, not by key civil society partners, other stakeholders in early period when following-on PERF

Assessment, Stakeholder Engagement to Institutional Strategy

- Substantial USAID engagement to change strategy

Institutional Strategy successful in with JCF

- Move to roll-out CBP with JCF
 - Workshop
 - Draft and finalize publications
 - Train
 - Targeted Support
- Anti-corruption
 - With ACB
 - FID
 - INDECOM

Institutional Strategy unsuccessful in civil society, government agencies, and communities

- Try government SDC as bridge to communities

- Apparent potential of SDC to organize
- Less successful as unfunded CSS plans
- Organizational change reduce role
- Communities largely left to JCF

Limited engagement, limited results in other areas where not focused COMET effort

- Education
- Microenterprise
- Microfinance
- NGO partners
- Direct community grants in 2011

Objectives and indicators change over time

Consistent difficulties in measurement, obtaining data to measure
no one reported or emphasized using these for management

Mix of activities

challenge to balance portfolio

Effectiveness

More effective

- Institution-building, support
- Technical with JCF

Less effective

- Reach to CBOs
- Individuals

Priorities

not a finding or conclusion, but recommendations that flow from these two

Conclusions

Difficult challenges

Tremendous challenges - community transformation in inner-city Jamaica

Institutional change in hierarchical, post-colonial police force

Structure

Focus changes based on changes in funding, stakeholder engagement and priorities, USAID

direction, COMET staffing

Post-Tivoli direction

Mix of activities

Affected by staffing

- When CS, do CS
- When PA, do CBP

Contract out as needed

Affected by funding

Effectiveness

More effective

- With institutional counterparts – work with JCF, subunits, INDECOM, ect.

Less effective

- With communities

While COMET tries several approaches to connect communities through Civil Society or State Agencies (the SDC) to the JCF CBP changes, the project is never able to close this loop

Recommendations

Structure

Follow on to assist JCF to institutionalize CBP

Need successful way to connect communities to community development with CBP

Team composition match whole of project approach

Need to work communities, state agencies

Focus sustainability

Mix of activities

Community priorities

Connect to community safety and security

Needs to be more than planning – but implementation in inner cities

Priorities

Need to successfully link communities with JCF and other state agencies

For shared safety and security, for community development

Pilot alternative approaches with different state agencies, NGOs to find capable partners able to link inner city communities with JCF, other state agencies

Inject resources, through strong processes/stakeholders (including the JCF - but not only the JCF), to support transformation in inner cities

Appendix 8. Notes from Meetings with USAID

July 31, 2012

Video/Phone Conference

Participants: IBTCI Home Office Team (Robert, Ruben Hermosa, Anshikka), IBTCI Evaluation Team Leader Lawrence Robertson, USAID/Jamaica COMET COR Allan Bernard, USAID/Jamaica Director of the Office of Citizen Security and Environment Programs Jeannette Vail, USAID/Dominican Republic Luis Garcia, USAID/Jamaica Howard Clemenson

Call for evaluation kick-off, start clock on evaluation timing and deliverables

Introduce participants, discuss mobilization plan

Value of evaluation for Mission, importance of completion by end of 4 months (end November), if need more time can amend if needed but need time to do so

Final evaluation methodology due in one week to COR, first deliverable

One change to team, civil society specialist due to illness, get OK

August 7, 2012

Video/Phone Conference

Participants: IBTCI Home Office Team, Team Leader, COMET COR

Discuss preparations for field work, methodology, and field-work planning/mobilization

Importance of negotiating entry into tough Jamaican communities

Final evaluation methodology deliverable as a guide, as methodologies evolve, explain them, why and how change

Baseline data soon, can be the population

Enlist community security and safety branch for evaluation assistance

Get to Jamaica, get clear picture, set up design as sit with stakeholders, various angles to community policing, perceptions of success and failure

COMET helpful in work planning, methodology, logistics

Good office to work in to Sep 10. during closeout

August 28, 2012

USAID COMET

Participants: COMET COR, IBTCI Team

Introduce participants

Introduce COMET, Community-Based Policing (CBP) emerge as main pillar over time, program broader than CBP

Discuss baseline CBP study, now complete, disseminate to team

Goals of evaluation – takeaways from COMET, what we can deduce

Evaluation a requirement and inform follow-on planned

Comprehensive evaluation, of entire processes and management, including shifting focus, evolution of project, USAID management, MSI management

Police as major stakeholders, communities as major beneficiaries

May not be well documented, may need to track down old staff, key stakeholders

Context of other programs, donors (e.g. DFID Community Safety Initiative)
Context of Jamaica
Does get high-level JCF buy in to transformation

August 31, 2012

USAID/Jamaica

Participants: Mission Director Denise Herbol, Democracy and Governance Acting Team Leader Jeanette Vail, COMET COR, IBTCI Evaluation Team

Introduce participants; MD welcomes team to Jamaica and Mission/team collaboration.
Difficult time with economic problems for country, affect how GOJ resource priorities, will affect programs and priorities going forward, risks to stability, risk of backsliding
Divided country – income, informal/formal sector, crime challenges rising again, brain drain
Challenges for GOJ, sometimes effort to find solutions when not identified underlying causes
International Donor resources declining
International coordination

National Security, Crime & Violence Working Group (WG) - development plus law enforcement, Embassy Law enforcement WG lead, focus equipment

Justice, Crime & Violence WG - development side only, focus systems and mechanisms

Discussion of evaluation methods

USAID will brief evaluation with stakeholders following finalization of report

Team can consult with stakeholders along the way, workshop or focus group for ideas, gather additional information, feedback, validation

Need to carefully manage expectations

Evaluation to explore evolution of COMET, roles within project, management of project from MSI and USAID, long time period of implementation

Plan to use evaluation to help focus whole USAID program, narrow and synergize

September 27, USAID/Jamaica debrief

Participants: COMET COR, Director of the Office of Citizen Security and Environment Programs, IBTCI Evaluation Team, USAID/Jamaica Youth Specialist Peter Boothe, USAID/Jamaica Communications Specialist Kimberly Weller

Team briefed Mission on background, methodology, and fieldwork, before then discussing separately the 5 evaluation questions through what COMET did, our findings, conclusions, and recommendations.

Discussion emphasized that it was good to hear from independent sources – have confirmation; the findings and conclusions were not a surprise to Mission staff.

Discussion ensued on the need for additional outreach and public relations work from the JCF, and potentially with the JCF, and the big challenge of making the police force accountable to the communities in which they work.

December 7, USAID/Jamaica Videoconference

Participants: COMET COR, Civil Affairs team head Paul Meyers, Director of the Office of Citizen Security and Environment Programs, Democracy and Governance Officer Jeanette Vail, IBTCI Evaluation Team Leader, Mission Environmental Officer Suzanne Ebert, Democracy and Governance Officer Alexis Reuter, former COP Jimmy Burrowes, USAID staff Richard Fine and one other USAID/Jamaica staff member.

Team leader briefed the Mission using PowerPoint and discussed plans to finalize the draft and PowerPoint brief for the Mission to consider using to brief the results of the evaluation to stakeholders. COR reported written comments would be prepared and ready soon for IBTCI to finalize the report.

Appendix 9: PowerPoint Presentation for USAID Use
Double click to view PowerPoint Presentation



Final Evaluation

USAID/Jamaica Community Empowerment and Transformation (COMET) Program

Briefing

International Business & Technical Consultants, Inc.
December 2012

1

Final Evaluation, USAID/Jamaica Community Empowerment and Transformation (COMET)
Program, Briefing

Appendix 10: Survey Research Products

Community Survey Frequency Data

Frequency Table

52. Age Range:

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	2. 15-17 years	13	3.0	3.0	3.0
	3. 18-24 years	79	18.2	18.2	21.2
	4. 25-34 years	99	22.8	22.8	44.0
	5. 35-44 years	89	20.5	20.5	64.5
	6. 45-54 years	72	16.6	16.6	81.1
	7. 55-64 years	45	10.4	10.4	91.5
	8. 65 years or older	37	8.5	8.5	100.0
	Total	434	100.0	100.0	

D1. RECORD GENDER:

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1. Male	205	47.2	47.2	47.2
	2. Female	229	52.8	52.8	100.0
	Total	434	100.0	100.0	

JCF Survey Frequency Data

Frequency Table

Station:

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1. Coral Gardens	2	1.3	1.3	1.3
	2. Sav La Mar	15	9.8	9.8	11.1
	3. Spanish Town	18	11.8	11.8	22.9
	4. Mountain View	7	4.6	4.6	27.5
	5. Vineyard Town	4	2.6	2.6	30.1
	6. Franklyn Town	8	5.2	5.2	35.3
	7. Red Hills	5	3.3	3.3	38.6
	Other	94	61.4	61.4	100.0
Total	153	100.0	100.0		

Division:

		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	1. St James	29	19.0	19.0	19.0
	2. Westmoreland	23	15.0	15.0	34.0
	3. St Catherine North	33	21.6	21.6	55.6
	4. Kingston Eastern	19	12.4	12.4	68.0
	5. St Andrew North	39	25.5	25.5	93.5
	6. St Andrew South	10	6.5	6.5	100.0
Total	153	100.0	100.0		

MSL Technical Report on Survey Execution
Double click to view PowerPoint Presentation

Technical Field Report

FOR

USAID-COMET Evaluation Study - Jamaica

Prepared For:

International Business & Technical Consultants, Inc.

October 22, 2012



15, Roosevelt Ave (Herb McKenney Drive), Rgn 5, JM Tel: (876) 978-3236 Int'l: (807) 802-3236 Fax: (876) 978-3237 <http://www.msjamaica.com> Email: research@msjamaica.com

MSL Technical Report on Survey Execution.pdf