

# USAID/JAMAICA COMMUNITY-BASED POLICING ASSISTANCE PROGRESS REPORT APRIL 2009

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## BACKGROUND

1. On January 10, 2002, the Foreign Operations, Export Financing, and Related Programs Appropriations Act, 2002 was signed into law. Section 587 of the Act provided authority for the use of funds for a community-based police assistance program in Jamaica. This began in 2002 and is expected to continue through September 30, 2009. Police assistance will be continued into the new Country Assistance Strategy period beginning FY 2010.
2. Since the start of the initiative under the auspices of USAID/Jamaica's Democracy and Governance program, consistent progress has been made. Following on a pilot community policing activity in Grants Pen, Kingston, which spanned the period October 2002 to March 2006, the U.S. Agency for International Development (USAID) has broadened its approach by assisting Jamaica's police force - the Jamaica Constabulary Force (JCF) - mainstream community policing throughout the island.

3. On March 13, 2006, USAID began the Community Empowerment and Transformation (COMET) project. It is designed to reduce crime and violence and strengthen economic competitiveness in Jamaica's inner-city communities. The project is helping transform poor, underserved communities beset with violent crime. Its activities also include support for anti-corruption reforms, micro-enterprise development, and civic participation. The program brings together the expertise of a variety of partners: key Government of Jamaica



*Mr. Omar Frith, Stella Maris Foundation and Member of the Grants Pen Community Policing Coordination Committee discussing community security issues with residents in Grants Pen, 2008.*

- (GOJ) agencies - the Ministry of National Security (MNS), JCF, Social Development Commission (SDC); community-based and non-governmental organizations; as well as the U.S.-based implementing partner Management Systems International (MSI). USAID also works collaboratively with other USG agencies, including the U.S. Embassy's Narcotics Affairs Section, U.S. Marshals Service and Immigration and Customs Enforcement to complement policing activities and deepen the impact of USG assistance in Jamaica.
4. Total funding to MSI from March 2006, to date, is \$6,746,887<sup>1</sup> (using FY 2005, 2006, 2007, and 2008 funds).

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<sup>1</sup> Total funding includes funds specially notified for community policing as well as funds for anti-corruption, microenterprise development, and civic participation.

5. As a result of an assessment of Jamaica's experiences with community-based policing - "*Jamaica – Community-Based Policing Assessment*" - commissioned by USAID and conducted by the JCF, USAID, and the University of the West Indies (UWI) in 2007, USAID's community transformation mandate was significantly strengthened and broadened from a geographically-specific approach to one that addresses systemic and institutional needs. This permits closer work with and through the JCF as an institution rather than with individual police stations. It also brought USAID into a closer relationship with the SDC and Parish Development Committees island-wide. Subsequent publication of the JCF's Strategic Review<sup>2</sup> provided timely policy and organizational development frameworks for USAID's enhanced approach to policing assistance.
6. JCF-wide adoption of community-based policing philosophy and methods are central to the culture change<sup>3</sup> and other key reforms stipulated in the Strategic Review Implementation Plan (STRIP). USAID's approach to community-based policing promotes culture change and institutional reform within the JCF. For the 2008-2009 period covered in this report, this area of USAID's work includes:
  - Mainstreaming and documenting lessons learned and best practices in Jamaica's experiences in community-based policing to date;
  - Technical and administrative support for the implementation of the JCF's Strategic Review Implementation Plan;
  - 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, Parish Safety Committees, and agencies focused on social and economic development.

## ACHIEVEMENTS

1. USAID has assisted the JCF in moving from a pilot approach to island-wide implementation. Community-based policing is recognized as both an organizational and an individual policing philosophy. The community-based policing philosophy has changed the institutional culture of the JCF.
2. The success of the mainstreaming effort can be traced to a series of senior officers' workshops to encourage buy-in and leadership at the divisional level. An added benefit from this consultative process has been the strengthening of relationships between key functional and operational branches of the JCF.

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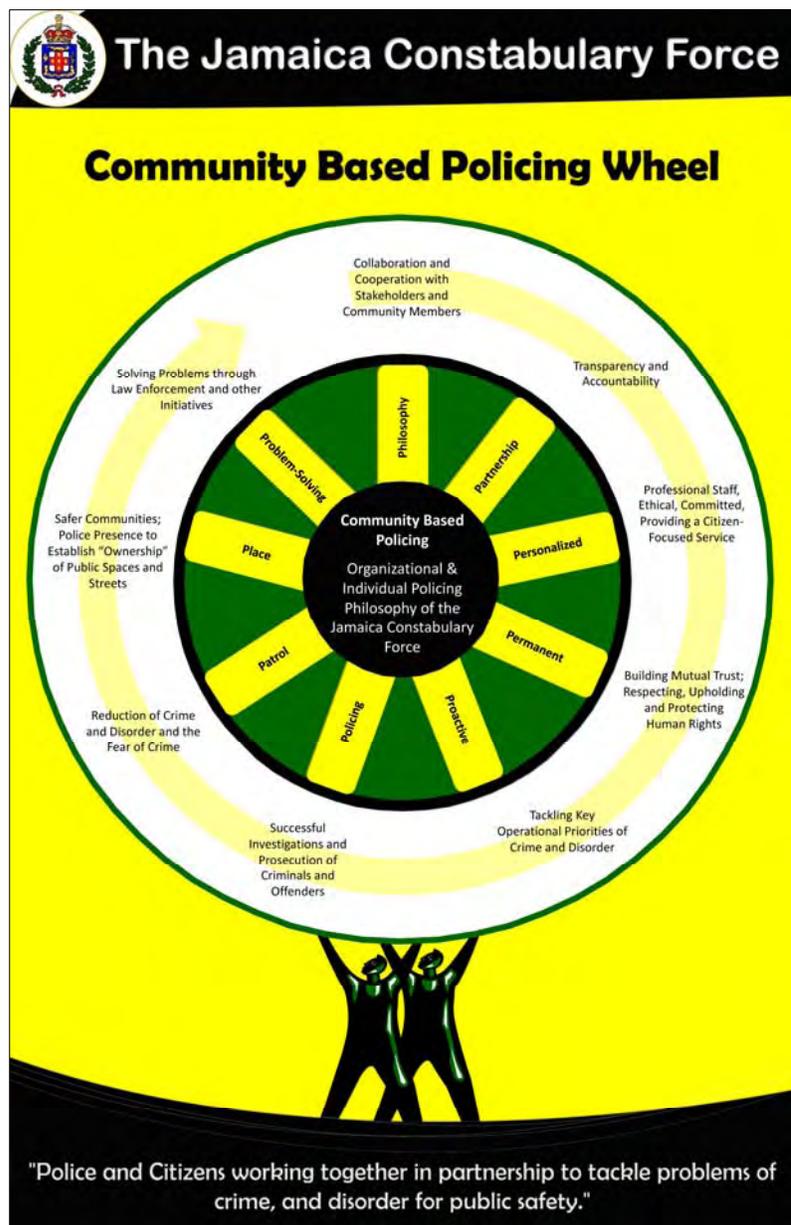
<sup>2</sup> The Jamaica Constabulary Force (JCF) Strategic Review was undertaken between July 2007 and April 2008 by a distinguished panel of Jamaican and international experts. The JCF Strategic Review report contains 124 recommendations for transforming the JCF. The report has been adopted by the Ministry of National Security and the JCF as the roadmap for police reform, and is being supported by all the international development partners working on security and justice in Jamaica.

<sup>3</sup> The Strategic Review describes the dominant culture of the JCF as one that is incongruent with that required of a modern, professional, police service. Culture change describes the need for the JCF organization and its officers to address behavior, beliefs, attitudes and ways of working through interventions targeted at improving leadership capacity, management, effectiveness, professional skills, integrity and accountability.

3. Community-based policing relies on the formation of strategic partnerships with social agencies and communities. USAID provided assistance to sensitize various agencies and clarify their respective roles and responsibilities in implementing community-based policing. USAID also helped to operationalize a Memorandum of Understanding signed between the SDC and the JCF by facilitating joint planning. This was followed by joint Divisional- and Parish-level development Safety and Security Planning Workshops. As a result, 38 communities involved in community-based policing have completed the development of Community Safety and Security Plans that will guide partnership development and action geared towards achieving community safety.

4. USAID supported technical training for over 300 dedicated community police officers and School Resource Officers. The JCF's Community Safety and Security Branch (CSSB) distributed 1,000 copies of the Community Policing Manual (developed with USAID technical assistance) while the SDC distributed 1,000 copies of a directory of locally-available social services (also prepared and produced with USAID support). With USAID assistance, the SDC revised their data collection instrument in preparation for developing comprehensive community profiles to aid partnership-building and planning. Work is progressing on a Community-Based Policing Training Manual, which will be used by the Police Academy for pre-service and in-service training.

5. Community-based policing has also become critical to addressing the gang phenomenon. Several initiatives were undertaken in partnership with the police to reduce youth crime and the



**Community Based Policing (CBP) Wheel:** This CBP wheel was developed by JCF Assistant Commissioner Novelette Grant and is part of the materials used in USAID supported orientation and training on CBP for all ranks of officers, as well as other partners. CBP is central to the JCF's goal of culture change and this illustration places CBP as the philosophy at the heart of all aspects of policing. This wheel also illustrates how the nine principles of CBP (the Nine P's) address all aspects of modern policing strategies and operations. The wheel also features a definition of CBP developed by the ICF, SDC and other partners.

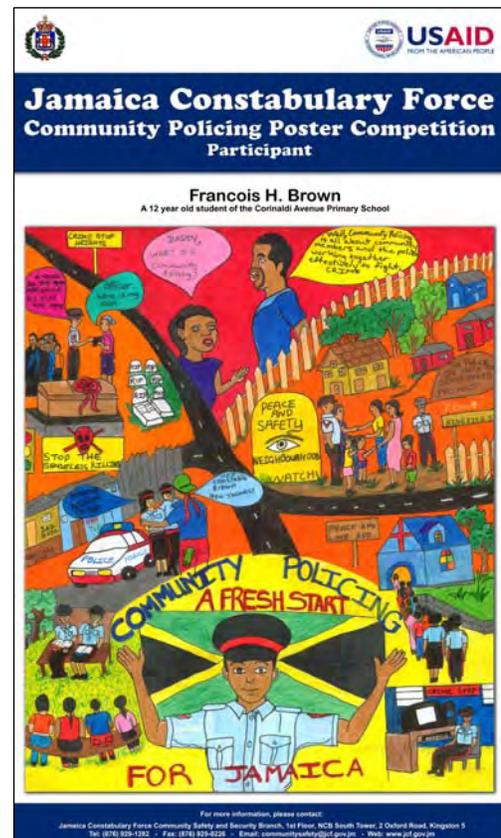
rise of youth gangs. These included interventions to reduce the school dropout rate and address student violence and delinquency. USAID also supported workshops and study tours on gang reduction themes for law enforcement officers and provided technical support to the JCF and Ministry of National Security in their continuing efforts to develop a comprehensive national gang reduction strategy.

6. There is a substantial improvement in the quality of public discourse about community-based policing. This can be attributed to a greater understanding of community policing, encouraged by USAID-supported public education efforts. This has enhanced the quality of partnerships between the public and law enforcement. USAID supported a wide-ranging public education campaign by the JCF that included inserting a specially designed module on community safety and security into materials for school children; disseminating messages via radio, television, internet, and the print media; local launches of community-based policing programs; and an island-wide, school-based poster competition.

## NEXT STEPS

1. Community-based policing is central to the JCF's culture change process and is a tested approach for gang reduction, both of which are identified as critical for addressing community safety and security. The JCF is at a critical juncture in its mainstreaming of community-based policing. Further technical assistance and support are required to protect the investment and consolidate the gains that have been realized with USAID assistance to date. Continued support will include:

- **Sensitization of JCF officers with non-geographic and support responsibilities, and other partners:** To date, orientation, training and sensitization on CBP has been focused on Area and Divisional commanders and officers as well as dedicated Community safety Officers and School Resource Officers all operating in geographic divisions (19) and area (5). Given the central role of CBP as the organizational philosophy, the JCF recognizes the importance of training leaders and officers in those functional and support units within the JCF that do not have mandates in specific geographic zones. It is also recognized that community partners, the general public, other state agencies and partners also required broad sensitization and training on CBP to facilitate their participation and support in problem solving partnerships.



**JCF Community Policing Poster Competition:** In support of a JCF public education program on community policing, USAID sponsored a school based poster competition. The poster competition, held in partnership with the Fresh Start Program out of the Office of the Prime Minister, was geared at improving awareness of CBP. It also served as a means of gauging students' reaction to the police and attracted 135 entries from 45 primary and secondary schools. This featured poster is from a 12 year old participant.

- **Public education and support for activities that enable police-citizen engagement:** Successful CBP hinges on the development of sustainable and effective partnerships between police and citizens. Improved understanding of CBP and the roles and responsibilities of all stakeholders is fundamental to building such partnerships. Through various public education fora and utilizing different media, USAID will support public education efforts around CBP and community safety.
- **Training and training materials for the JCF to various ranks within the organization:** The need for consistent reinforcement of CBP through training has been established as an important means of institutionalizing CBP. Training materials will have be developed in modules appropriate for different ranks and functions within the JCF in order to standardize the knowledge and understanding of CBP as well as to delineate the roles and responsibilities of respective groups of officers. These groups include Senior Officers and Commanders, Trainers, Community Safety and School Resource Officers, front line officers, staff with HR and Administrative functions etc.
- **Support for a comprehensive gang reduction strategy that involves community based policing and training for law enforcement officers:** CBP has been identified as a key strategy for addressing the problem of criminal gangs. USAID is supporting the GOJ's efforts at developing a comprehensive gang strategy in which CBP will play a central role and underscores the need for training broadly throughout the JCF in CBP to build its capacity to address gangs and organized crime.
- **Promoting Jamaican law enforcement and other key security stakeholder cooperation with neighboring countries on transnational gang reduction:** USAID Jamaica has led successful initiatives that have resulted in the establishment of a framework for cooperation on gangs and transnational crime involving Haiti, Jamaica, Dominican Republic, Jamaica, Bahamas and the U.S. (South Florida). There is the need for cooperation and sharing of information, knowledge and skills across countries to support regional and sub-regional efforts to address gangs and transnational crime. To the extent that CBP is recognized as an important strategy, USAID will facilitate sharing of experience and knowledge on CBP strategy and policy development across countries.
- **Support for implementation of strategic review recommendations:** The JCF Strategic Review Report has 124 recommendations of which culture change is one of the most critical reform measures. In support of the implementation of the recommendations, the Ministry of National Security and the JCF has established a Strategic Review Implementation Unit that is charged with the responsibility for implementing these recommendations over a five year period. USAID will support the establishment of the STRIP unit by recruiting appropriate staff and providing other technical assistance and will support specific interventions including community based policing to address culture change.