THE UNITE FOR CHANGE INITIATIVE

1.0   PURPOSE OF PAPER

1.1   This Honourable House is being asked to take note of the initiative **Unite for Change** being guided by the Ministry of National Security to effect the implementation of elements of the Government of Jamaica's (GoJ) National Crime Prevention and Community Safety Strategy (NCPCSS), a revised version having been adopted by Cabinet in October 2013.

1.2   **The Strategic Objectives of the revised NCPCSS/Unite For Change are:**

(i)   Sustained reductions in violence and crime;

(ii)   Sustained reduction in the fear of crime and related risk factors;

(iii)   Re-orientation of citizens away from a culture of violence and anti-social behaviour and attitudes;

(iv)   Enhanced collective efficacy of residents of priority communities, and their increased participation in the co-production of community safety;

(v)   Increased crime and violence prevention capacity of the GoJ and its institutions.

Critical to these outcomes are:

o   Increased volunteerism within the wider society to support violence prevention activities

o   Increased support and mentorship for at risk youth

o   Increased private sector intervention in underserved communities

o   Increased Non-Governmental Organisations (NGOs) and Faith-Based Organizations' (FBOs), interventions in underserved communities and with youth at risk

o   Increased partnerships between the public and private sectors, NGOs, FBOs, Political Leadership and Community-Based Organisations (CBOs) in support of community change.

o   Increased collaboration between GoJ Ministries, Departments and Agencies (MDAs) in support of crime prevention actions.

1.3   The achievement of these objectives is essential to realizing our vision of a more caring, gentle and safe society, consistent with the Vision 2030 - National Development Plan. This initiative has also been endorsed by the Partnership for Jamaica.

2.0   BACKGROUND

2.1   In the last 40 years the risk factors for crime and violence in Jamaica have evolved, from politics and economics in the 1970s, to marijuana and the illegal drug trade in the 80s and 90s. Today, organized crime is one of our biggest contributing factors for crime and

violence, and is furthered by globalization and advancements in technology. Our economic challenges, dysfunctional elements of our culture and our geographical position along the main drug transit routes -- between the major cocaine producing and cocaine consuming countries -- also factor highly in our crime and violence situation.

2.2   Most strategies and policies over the last 10 years speak to the need for a coordinated approach across government and the involvement of the wider society in these efforts. Though we had consensus on the roll out of the coordinated/joined-up approach, agents singularly owned interventions, with minimal intra-agency coordination on the ground. The improvements in crime statistics were therefore marginal.

2.3   The statistics show that the majority of perpetrators and victims of violence in the country are youth.   The risks facing these youth are present at the individual, family/peer, school, community, and at the broader societal levels. A minority of youth is affected by multiple exposures to risks due to inadequate protective arrangements to guard against risk factors for violence in their environment. These factors, coupled with widespread acceptance of violence as a norm in our society has driven up the rate of violent crime.

2.4   Law enforcement activities, by themselves, do not provide an adequate response to the problem. Sustainable reductions in crime and violence will therefore require a deliberate and focused strategy, which coordinates law enforcement, justice and social development programmes, at the national, community and individual levels to address the causal factors and prevent further spread.

3.0   THE APPROACH

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

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

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

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

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

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

4.0 THE STRUCTURE OF UNITE FOR CHANGE

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

4.2 The key Ministries in this partnership are National Security, Justice, Youth, Education, Health, Local Government, Labour and Social Security and Finance. These form the membership of the POC.

4.3 As part of the structure a **Steering Committee** has been established comprising the Permanent Secretaries of partner Ministries and key officers of select MDAs, with responsibility for programmes related to the prevention of violence and the promotion of community safety. The Steering Committee will see to the implementation of decisions of the POC and based on reports received from the **Unite for Change** Secretariat and from within their Ministries, make the necessary adjustments to existing programmes and services to ensure the achievement of desired outcomes. This Committee will also ensure that the attendant budgets are identified and mobilized.

4.4 The **Unite for Change** Secretariat will be housed in the Ministry of National Security and the sponsoring unit will be the Ministry's Crime Prevention and Community Safety Policy Unit. (See Appendix 1)

4.5 As **Unite for Change** seeks to galvanize and facilitate the coordination of all violence prevention activities within the country and not limited to those implemented by the

Government, a Joint Technical Working Group (JTWG) has been established which will act in an advisory capacity. The JTWG will include representatives of NGOs, FBOs, private sector, International Development Partners and operational representation from core MDAs.

4.6   With communication being one of the core functions of the initiative, a Communications Advisory Committee will guide the development and roll out of the communications strategy.   This committee will comprise communications managers from partner ministries, representatives from the media and entertainment industries, as well as private sector foundations.
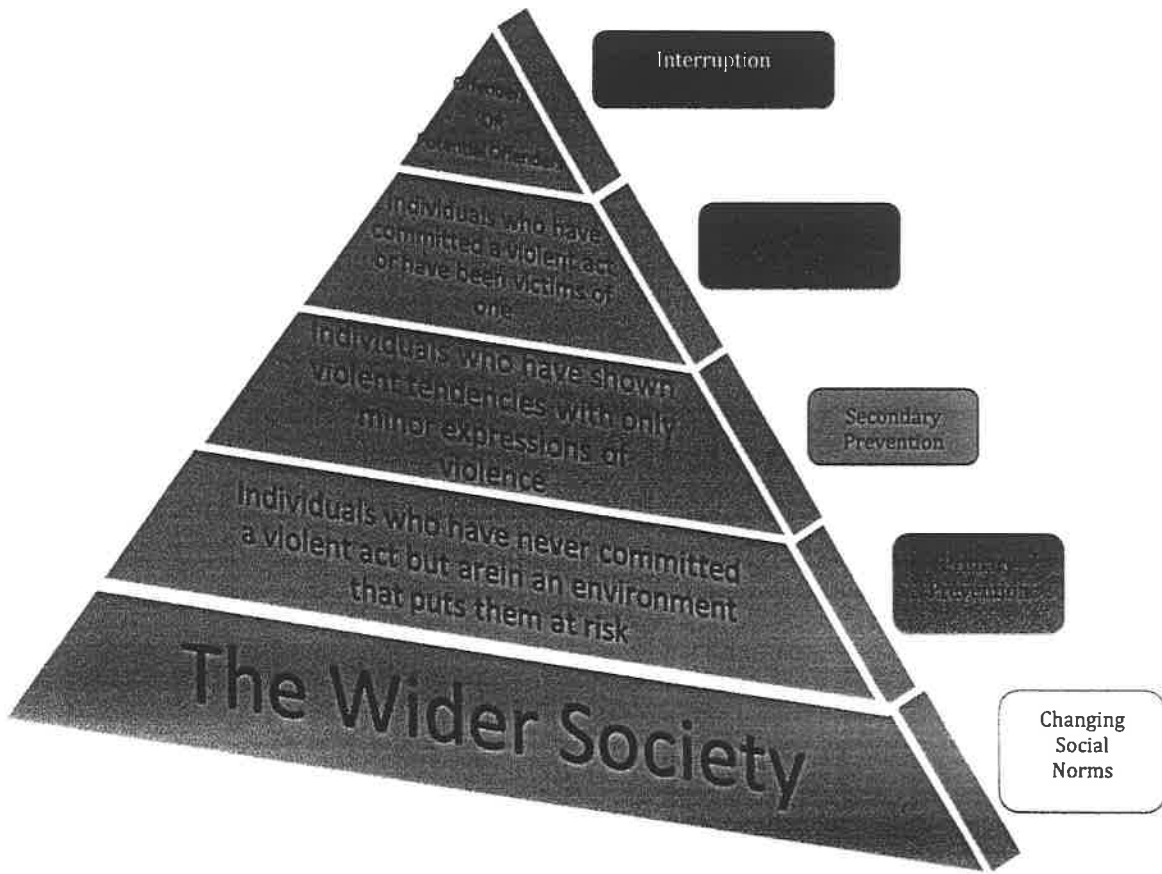
5.0   IMPLEMENTATION OF UNITE FOR CHANGE

5.1   Unite for Change is divided into two phases, **initiation** and **implementation**. In the initiation phase activities include:

- The engagement of the public with special emphasis on key stakeholders
- Implementing infrastructure to allow for effective coordination, and information flow to support the programme
- Roll out of pilot phase of UFC programme in at least five communities

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

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

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

Interruption

Secondary Prevention

Changing Social Norms

The pyramid levels (top to bottom):
- [Approach or Potential Offender]
- Individuals who have committed a violent act or have been victims of one
- Individuals who have shown violent tendencies with only minor expressions of violence
- Individuals who have never committed a violent act but are in an environment that puts them at risk
- The Wider Society

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

Table showing NCPCSS pillars mapped against intervention approaches with desired outcomes.

Pillar	Interruption	Preventing Future Spread	Changing Social Norms
Effective Policing and Justice Processes	1. Increase in # of arrests made within 2 months of crime committed 2. Reduction in time to complete Cases brought before the court to within 6 mths 3. Reduction of Active Gangs within communities 4. Increased detection and confiscation rates for prohibited weapons especially illegal firearms 5. Increased police visibility and presence in communities	1. Reduction of Police Killings to less than 24 per year 2. Increased number of disputes resolved at the JP level or through the community led mechanisms 3. Increase in the number of youths diverted from the Justice System 4. Increased use of non custodial sentences	1. Increased levels of respect for Police Officers 2. Increased confidence that Justice system will work 3. Increased number of witnesses coming forward to support Trials 4. Reduction in the number of complaints regarding abuse by the police 5. Improved compliance in anti-corruption mechanisms 6. Increased Trust in the Police within communities
Reducing Reoffending	1. Increased number of persons released from correctional services engaged in mainstream activities 2. Reduced % of reoffenders	1. Increased number of released offenders fully reintegrated in communities 2. Increase rate of expungement 3. Increase employment opportunities for individuals who have been in conflict with the law 4. Reduced reoffending among youth 12-17 years	1. Acceptance of persons released correctional services as productive members of society 2. Reduced feeling of threat from persons released from correctional services
Crime prevention through Social Development	1. Reduction of the occurrence of domestic and intimate partner violence 2. Reduction in the occurrence of Child maltreatment cases 3. Increase the # of maladjusted behaviours that are identified and treated	1. Improved Academic and vocational Performance for all schools and training institutions related to communities targeted 2. Increase school completion rate 3. Reduced incidence of disruptive children in schools 4. Higher % of children involved in after school activities (secondary) 5. Reduction in teenage pregnancies 6. Increase in the reintegration of teen mothers into the formal education 7. % homeless or street youths positively integrated into a unit 8. Increased employment rate amongst Youth in High Violence Communities	1. Increased self-worth among youths within targeted communities 2. Increased respect for authority and the establishment (School leadership, Police, Courts, etc) 3. Increased volunteerism and community participation 4. Reduced acceptance of physical punishment for children 5. Reduced acceptance of Domestic Violence as 'normal' way of resolving disputes 6. Reduced use of Violence as a means of resolving disputes
Situational vention	1. Reduction in number of unsafe places in targeted communities	1. Improved street lighting and clear paths for commuting 2. Improved sanitation in targeted communities 3. Increased safe spaces for community interaction 4. Improved housing stock in targeted communities	1. Cleaner Communities 2. Reduced vandalism of common amenities 3. Reductions in public order breaches 4. Crime Prevention Through Environmental Design (CPTED) is normalized in planning approval

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

5.5 **Coordination Activities to Date**

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

6.0 **COMMUNICATION**

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

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

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

6.4 Communications Activities to date

- At the end of December into the first two weeks of January, in partnership with the Peace Management Initiative (PMI) Violence Prevention Alliance (VPA), Sistren and CSJP, a series of one-day corner league football competitions were held to engage twenty three communities that were having elevated levels of violence.

- UFC presentations were made to Ministers and Senior Managers in five partner Ministries, the Police High Command, Partnership Council and PSOJ leadership.

- Individual groups engaged include the Jamaica Theological Seminary, Police Civic Committee of the St. Andrew North Division, Central Jamaica Youth Leadership Breakfast, St Catherine Parish Development Committee, National Neighbourhood Watch Association, Street Pastors Association, Peace and Love in Society (PALS) and Crime Stop.

- Unite for Change community meetings have been held in Vineyard Town, St. Andrew, Hayes, Clarendon, Spanish Town, St Catherine and Mandeville, Manchester.

- For peace month we partnered with CSJP, and the JCF Safe Schools Programme to target youth beginning with a Peace Day concert in Emancipation Park and followed by a tour of 12 schools across the island. The schools were engaged for direct intervention via motivational talks with Grades 8 and 9 students, where a Unite for Change School Pledge was introduced and the entire schools engaged in a Unite for Change discussions and 'lunch time concerts'.

- UFC has participated in Nine (9) peace marches with Minister Bunting being a featured speaker. Marches were held in West Kingston, Dunkirk, Rockfort, Old Harbour, Mandeville, Spanish Town, August Town and the South West and Central St. Andrew Police Divisions.

- We continued our mass media engagement with billboards, television and radio advertisements, interviews and special features in The Jamaica Observer TeenAGE magazine and on The Susan Show. Key media partners have also been engaged to become members of the UFC Communications Advisory Group.

- 20 Unite for Change Ambassadors were trained to act as spokespersons to communicate the message of unite for change across the island.

- Communications platforms were activated via Uniteforchangejm.org, Facebook, YouTube and Twitter.

- The Ministry of Education indicated their support in a Ministry Paper in February and since then has formed a committee to look at behaviour modification in schools with a view to developing a programmatic response in partnership with the Ministries of Health and Youth and Culture.

7.0   MEASUREMENT

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

7.2   The Community Minimum Programme Framework

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

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

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

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

Table Showing Example of Minimum Programme Guide

	Level 1	Level 2	Level 3	Level 4	Level 5
Interruption					
	• Interrupter Ratio; Linker Ratio • Hot Spot policing • Mapping of warring factions, main instigators & conflict zones				
Prevention (Identify Project vs institutionalized)					
Primary	• Includes improved school environment • Sports and recreation • Street lighting • Community clean up and beautification • Organizational building (Youth clubs, citizen groups, marching bands etc.) • General parenting principles				
Secondary	• Includes child Resilience Programmes • School re-entry and completion programmes • Support to teen age parents • Mentorship recruitment, training and linkages • Targeted parenting support				
Tertiary	• Victim support • Include Mental Health Care • Programme/institutional support service mapping – making linkages between "recovering" combatants and services • Targeted parenting support Special attention to high risk individuals returning to the community from incarceration & or deportation				
Changing Social Norms	Includes changes in practices at school, In families, churches and on Buses				

7.6 Measurement Work to Date

Data collection has begun for the implementation of the coordinating database and the classification of communities.

7.7 Next Steps

7.8 Coordination

- Implementation of the collaboration portal to give the public access to Unite for Change information and guides. (provided free of Cost by the World Bank)

- Finalization of guides for possible interventions for varied interest groups. (FBO's, teachers, mentors etc. – Faith-Based consultation part-funded by Jamaica Broilers Group)

- The development of a volunteer database to allow programmes or communities to engage volunteers as well as to facilitate volunteers initiating engagement in programmes in their area of interest

- Implementation of the programme coordination database. (Being funded by the Joan Duncan Foundation)

- Finalization of the community action plan guide
- A minimum of five Unite for Change communities activated

7.9   Communication

- In the next few months, the communications campaign will continue to roll out with a forum to be held in June in the western end of the island.   The focus of this forum will be on how to become an active partner in Unite for Change.

- Another key partnership is with the Ministries of Youth and Culture and Labour to determine the extent to which the Independence, Emancipation and Labour Day celebrations will be aligned with the Unite for Change message.

- An application will be launched in the first quarter of this Fiscal Year to allow citizens with an android smart phone to be able to report a crime or send information anonymously. It will also have alerts from the police similar to the Ananda Alert, as well as relevant updates to new laws passed. It will also give the option of having a panic button, without anonymity.

- The continued roll out of the advertising campaign to support the change in cocial norms.   These messages will be formulated with the members of the Communications Advisory Group to ensure congruence across all similar campaigns across government.

- The engagement process will continue in the month of May and will include: Engagement of Members of Parliament, Senators and Councillors, as well as the wider community.

7.10   Measurement Implementation of the monitoring framework.

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

Honourable Peter Bunting, MP
Minister of National Security

May 9, 2014

APPENDIX 1

GOVERNANCE STRUCTURE

UNITE FOR CHANGE

PUBLIC ORDER SUB-COMMITTEE OF CABINET

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STEERING COMMITTEE

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

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

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JOINT TECHNICAL WORKING GROUP

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

(Operational Representation from Core MDAs, NGOs, FBO's, Private Sector, IDP's)

| UFC – Secretariat	Programme Execution Unit-CSJP
Provision of Reports and Management of Action Items; Secretarial Support for Meetings	Provision of Reports and Management of Relevant Action Items

Communications Advisory Committee (UFC) –
Advise on Communication Strategies to be employed and review overall Plan
((GOJ Communications Managers from the POC Ministries, Representatives from the Media, Press, Entertainment Industries, Telecommunications and PS Foundations)
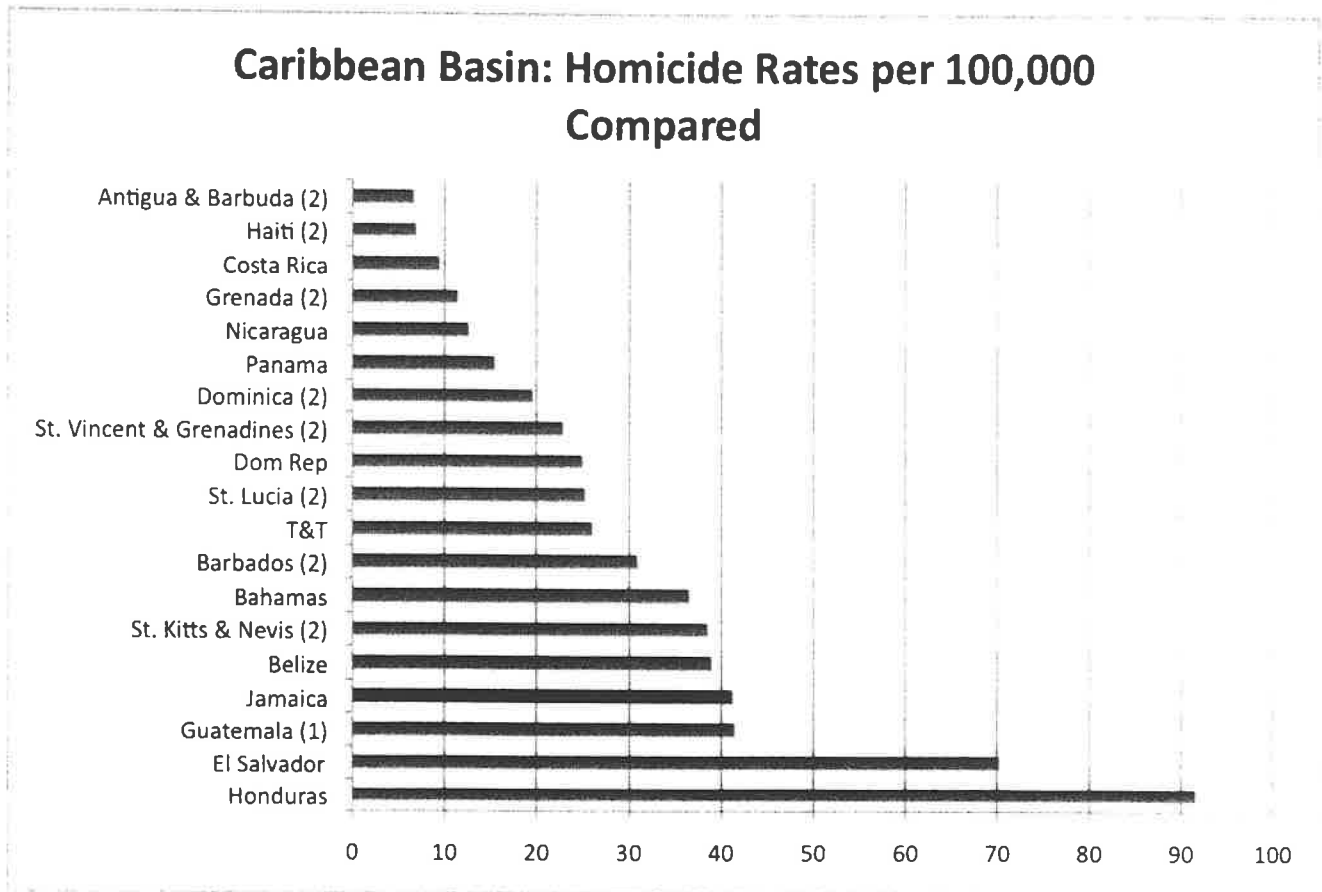
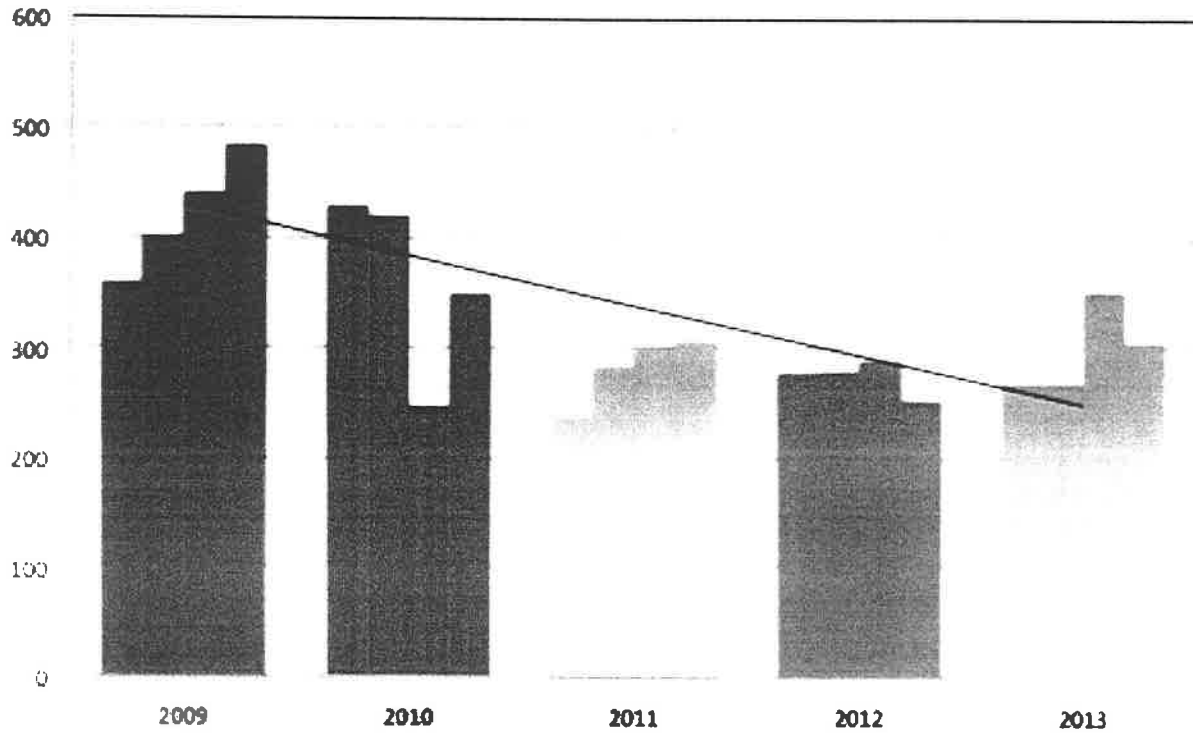Health Related Issues by STATIN Communities 2011
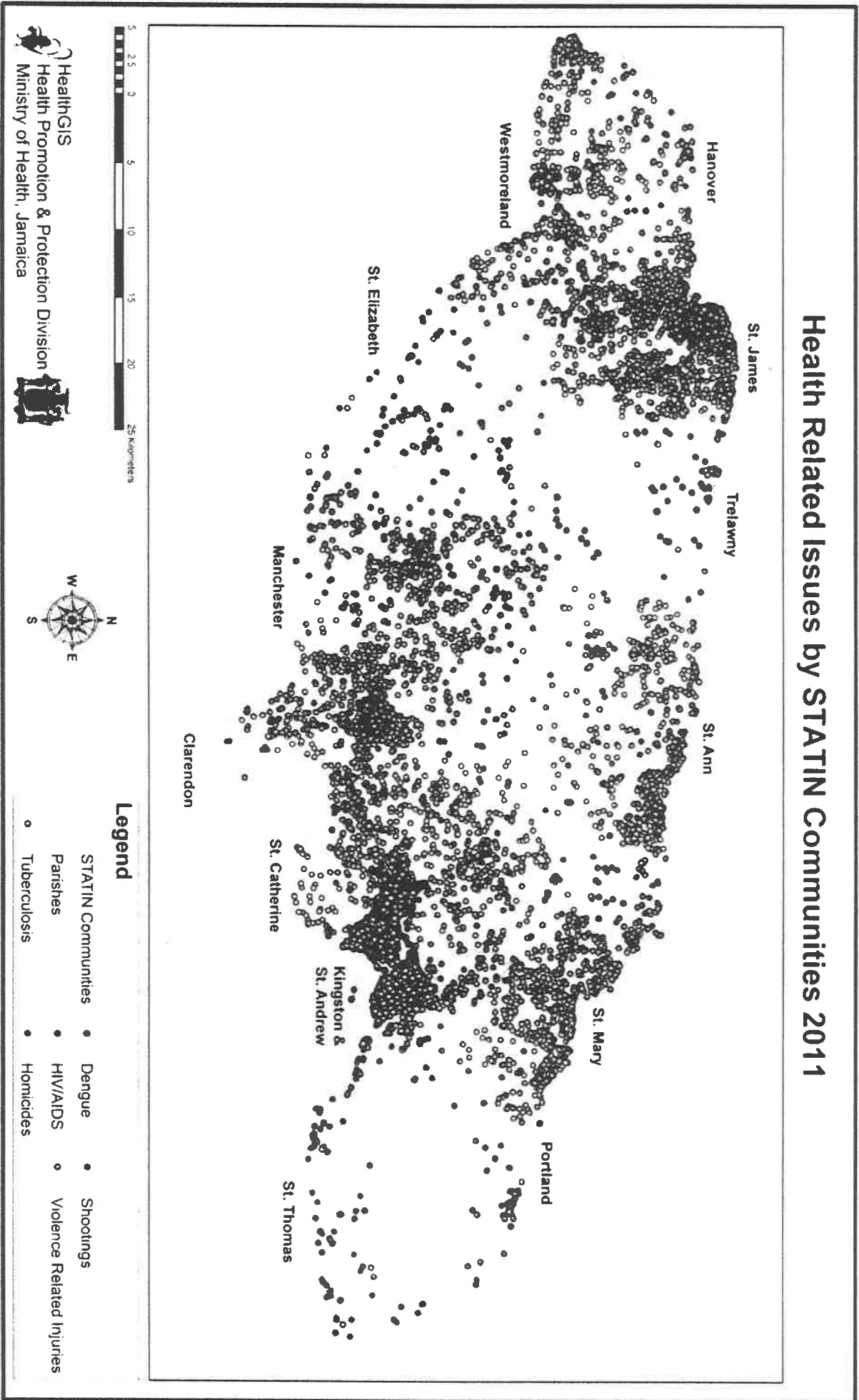
Caribbean Basin: Homicide Rates per 100,000 Compared
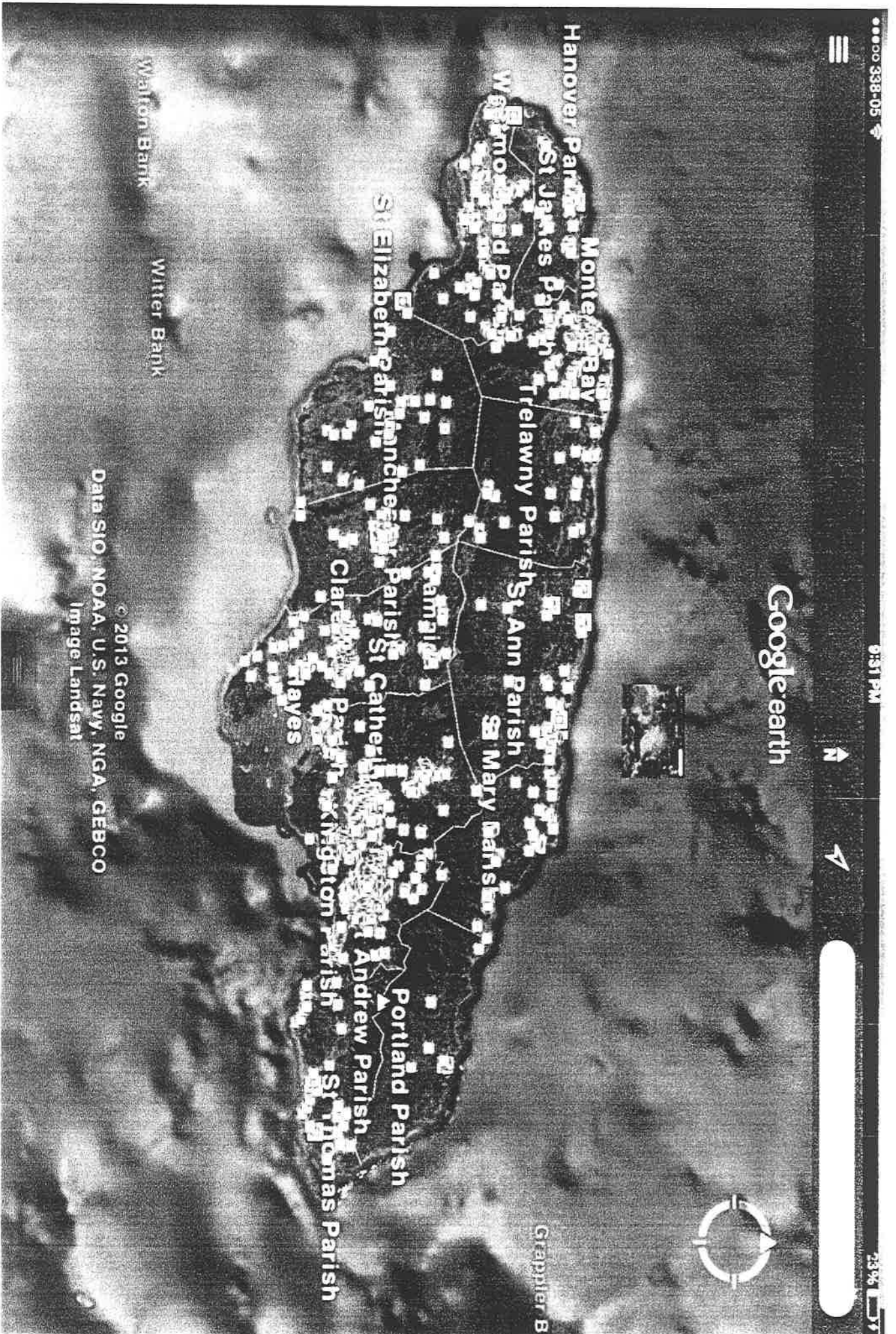
*The Caribbean and Latin American Region has the highest homicide rate in the world
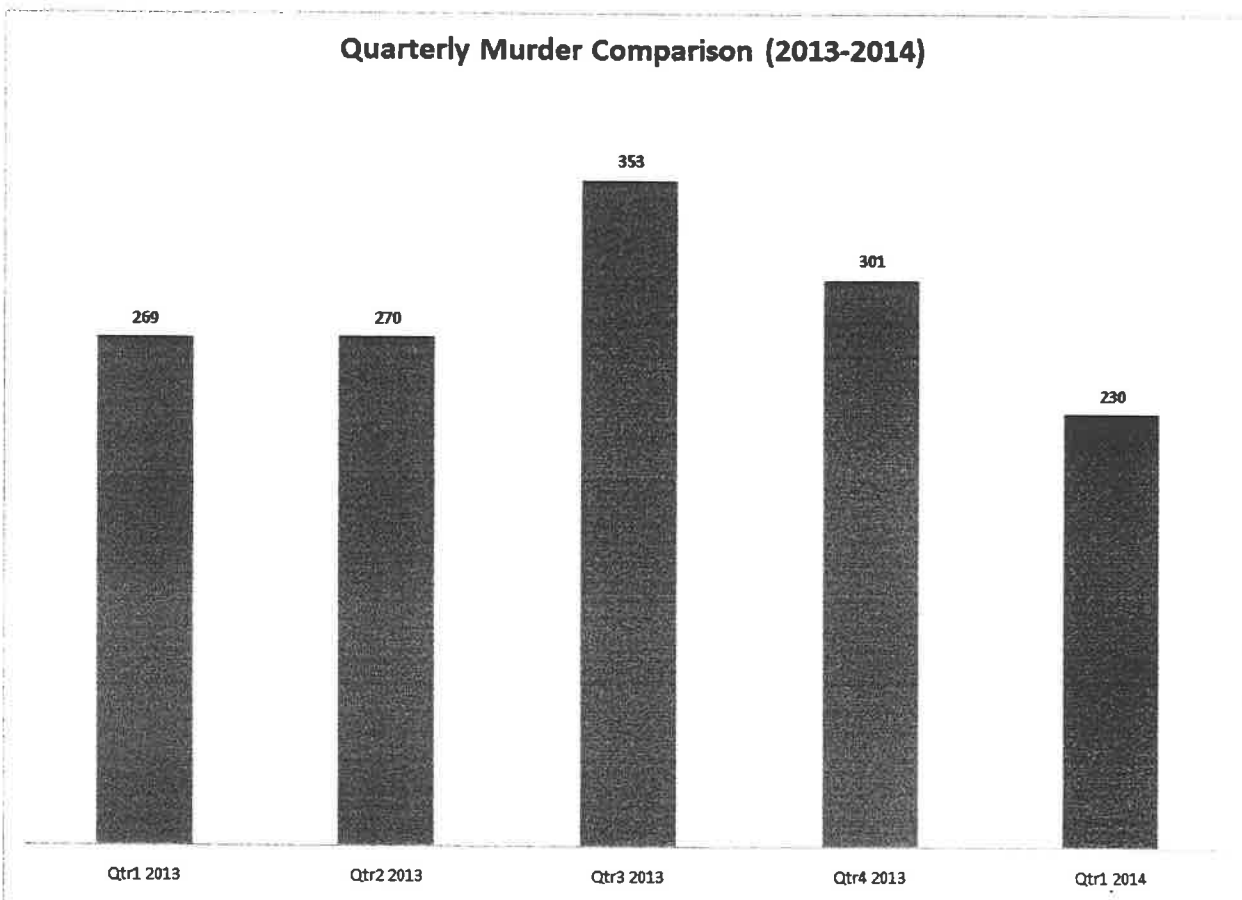
APPENDIX 5 - Murder rate over the last 5 years

Quarterly Comparison (2009-2013)

APPENDIX 6 - Murder rate over the last 5 quarters

Quarterly Murder Comparison (2013-2014)

Qtr1 2013	Qtr2 2013	Qtr3 2013	Qtr4 2013	Qtr1 2014
269	270	353	301	230

APPENDIX 7 – 'Alive' Print Advertisement

"When I grow I want to be... Alive."

Let's unite to create peaceful communities

Call 119 or Crime Stop (311) to report crime

UNITE FOR CHANGE

A message from the Ministry of National Security