United Nations Development Programme

Country: JAMAICA
Project Document

Project Title: Strengthening Community Safety through Local Government Capacity Building

UNDAF Outcome(s): UNDAF Outcome 5: By 2011, increased capacity of government and targeted communities to attain a more peaceful, secure and just society

Expected CP Outcome(s): CP Outcome (i) Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability and insecurity

CP Outcome (iii) A sustained reduction of violence and social injustice in targeted communities

Expected CPAP Output(s): CPAP Output 5.1.3 Improved capacity of government in programming, planning, implementation and monitoring and evaluation

CPAP Output 5.3.1 Strengthened capacity of stakeholders to sustain peace and reconciliation mechanisms

CPAP Output 5.3.5 Strengthened capacity of community stakeholders to support community policing and protection

Implementing partner: Department of Local Government

Responsible Parties: Association of Local Government Authorities (ALGA); UN-HABITAT; Faculty of the Built Environment, University of Technology (UTECH); Social Development Commission (SDC), National Association of Parish Development Committees (NAPDC), Huairou/ Groots Jamaica, Community Safety and Security Branch of the Jamaica Constabulary Force (CSSB, JCF),

Insecurity and fear of violence or harassment can limit the mobility of women and girls, restrict their work or education choices, and violence itself has huge social and economic costs for all of society. Women's safety in the public space is also an issue of participation and governance: greater involvement of women in community planning and management is needed. To make communities safer and address the issues of insecurity and violence against the entire community, local authorities must engage women and girls in decision-making and bring a gendered approach to governance. Local governments have a vital role and responsibility in engaging women and men as equals in municipal decision-making.

The overall objective of this project is to strengthen government and local authorities in making communities safer for women and thereby safer for all through (i) assessment of the local context of women's safety (ii) assessment and training of local government authorities and community based organisations in selected municipal areas relating to safety audits (iii) adapting existing safety assessment and audit tools, (iv) conducting safety audits and local safety appraisals ensuring relevant CBOs are active participants, (v) ensuring women are active participants in CBO-to-local government engagement on community safety (vi) developing a strategy for implementation of safety audits and dissemination of results to stakeholders, and (vii) evaluation of project and exploring means of replication.

Programme Period:	2009 - 2011	Estimated annualized budget:	_____
CPAP Programme Component:	UNDAF Outcome #5. Justice, Peace and Security		
		Total resources required	$240,000
		Total allocated resources:	$179,000
Project Title:	Strengthening Community Safety through Local Government Capacity-Building	• Regular	_____
		• Other:	
		○ Donor DGTTF	$179,000
		○ Donor	_____
Atlas Award ID:	00043815	○ Donor	_____
Start date:	2009-06-01	○ Government	_____
End Date	2010-12-31	Unfunded budget:	$61,000
		In-kind Contributions	

Agreed by the Department of Local Government:

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Agreed by UNDP:

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15-07-09

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Agreed by the Planning Institute of Jamaica:

Barbara Scott   28/7/09

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Situation Analysis

Crime and violence are two of the greatest challenges facing Jamaica at this time. Although it is a functioning democracy, Jamaica recently recorded the highest murder rate per capita in the world (2005). While Jamaica's overall crime rate has been in decline over the last ten years, violent crimes have been increasing at a disconcerting rate. The murder rate rose to 59 per 100,000 population in 2007 from 50 per 100,000 population in 2006. Additionally, one of the most troubling features of crime and violence in Jamaica is the involvement of youth (particularly boys and young men) as main perpetrators and victims. This high rate of violence occurs predominantly in the Kingston garrison communities, which are dominated by gangs led by "Dons" who demand local support. All spheres of the society have been negatively impacted by crime and violence and there are segments of the society that are crippled by fear and a high level of apathy.

The negative effects of violence in Jamaica have retarded economic growth. According to the World Bank the cost of crime to Jamaica is approximately 3.7% of Gross Domestic Product and the indirect cost is over 14% of GDP[1]. In 2002, for example, the Government spent J$1B (US$15.38M) on treatment of injuries at public hospitals.

Although all forms of violence are significant, statistics on violence against women and girls in particular are alarming. According to the Centre for the Investigation of Sexual Offences and Child Abuse (CISOCA), sexual assault is listed as the second most common cause of injury to Jamaican women; and 70 per cent of all sexual assaults in Jamaica in 2004 were reported against girls.

Various human rights organizations have highlighted gaps in the Jamaican government's ability to ensure public safety for women and girls. In 2005, Amnesty International reported that 70% of rape victims in Jamaica were children.

The Jamaican Government has signed two major international conventions relating to women: The Convention on the Elimination of all Forms of Discrimination Against Women (CEDAW) and the Inter-American Convention on the Prevention, Punishment and Eradication of Violence Against Women - Convention of Belem do Para, indicating the Government's commitment to ensuring women's empowerment and full participation.

The Draft National Gender Policy, which is currently in the consultative process, is expected to provide for a national strategy to address gender-based violence. Discussions are taking place at the Joint Select Committee of Parliament regarding the amendments to the <u>Offences Against the Person Act</u> and the <u>Incest (Punishment) Act</u>. This is to ensure that women and girls receive adequate protection and redress under the law.

While the national policies relating to violence against women have accorded importance to gender, how local authorities in Jamaica function has not been informed by the different lived realities of women, men, girls and boys. The processes and systems utilized by local government bodies do not, in the main recognize that the way women and girls experience their communities is mediated by their gender.

Safety as an Issue of Good Governance

Tackling crime and insecurity is an issue of good governance. Successful experiences in crime prevention improve governance. Good governance and safe communities are reciprocal: where inhabitants are free from fear, and where safety is improved for citizens and neighbourhoods, interaction among people, among groups, and with public institutions becomes possible. This, in turn, creates an enabling environment for the inhabitants of the community, to improve the quality of their life and for economic development. In the same way, addressing women's safety is an exercise of good governance.

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[1] World Bank's Country Economic Memorandum, December 2003

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Rationale for a Gender-Focused Approach

One prominent academic view suggests that the consultative practices of feminist groups should serve as a model for a participative democracy in which citizens are not merely represented but involved in decision making. This goes beyond the presence of female officeholders to a consideration of the factors determining the degree to which government responds to the interests of women.

A governing system is not considered be representative of women, if women are not considered 'representative' of governance? More women's involvement at all levels will propel the importance of women-specific issues, such as safety and security in public space.

Gender-Based Safety as a Human Rights Issue

Every person is entitled to certain fundamental rights by virtue of being human. The United Nations has led the way in assuring international commitments to the recognition of women's rights as part of their human rights through the Millennium Development Goals, in particular MDG 3 "*Promote equality between women and men, and empower women*".

In addition, regional human rights organizations, such as the European Union, have recognized human rights from a gendered perspective and the corresponding obligations of national governments to protect and promote such rights.

Women face significant obstacles in gaining necessary protection from violations of their human rights. For instance, the stigma and shame associated with sexual violence, combined with societal norms that often blame the woman for the attack and condone the perpetrator's behaviour, criminal justice procedures that put the victim on trial instead of her assailant, and laws that fail to protect her if she was not also beaten during the attack, all contribute to women's continued vulnerability to gender-based violence.

Fighting gender-based violence is a major concern for UNDP because violence against women is a universal problem and one of the most widespread violations of human rights. One in three women will suffer some form of violence in her lifetime, becoming part of an epidemic that devastates lives, fractures communities and stalls development. Despite some progress on this issue over the past decade, its horrendous scale remains mostly unmitigated.

The Key Role of Local Authorities

Local government structures are seen as key actors in the development of community-wide planning strategies for crime prevention. The International Conferences on the theme of urban violence and safety held successively in Barcelona (1987), Montreal (1989), Paris (1991), Vancouver (1996), Johannesburg (1998) and Naples (2000) reaffirmed that the role of local authorities as leaders of local partnerships is crucial.

Mayors and councillors are in strategic positions to initiate and co-ordinate local action and adequately address the social demand. A partnership between local government and other stakeholders can enable prevention and ultimately help to eliminate violence, crime and insecurity.

Current Capacity of Local Government:

Local government in Jamaica dates back to 1662. The current system of local government consists of fourteen (14) local authorities comprising twelve (12) parish councils, one (1) municipal authority (Kingston and St. Andrew) and one (1) municipality, Portmore. Each parish council/ municipality is divided into a number of divisions, which are represented by a single councillor. the Chairman of the Council, who holds the title Mayor of the Municipality is usually chosen from the political party that holds the majority of seats in that parish council/ municipality.

Jamaica is currently reforming its local government system to create a more decentralised governance framework. The reform process was supported by a broad based National Advisory Council (NAC) including representatives of all major political parties, civil society and noted local government scholars and practitioners. The NAC report has formed the basis for identifying key aspects of reforming the governance process, service delivery, financing and financial management and the legal framework which includes entrenching local government in the Constitution.

Challenges of Local Government:

The Jamaican government is crippled with various challenges that, demand consideration in the planning process:

Inadequacy of Financial Resources The work of local authorities is affected by the inadequacy of resources. Low percentages of the nation's GDP are allocated to local authorities and there is no objective mechanisms for allocating matching funds to the areas for which local government are responsible.

Scarcity of Human Resources The inadequacy of financial resources has a direct impact on the local authorities' ability to compete on the job market. As a consequence, they are starved of the required human resources.

Autonomy There is a pervasive view that the autonomy of local authorities is affected by their financial dependence is further eroded by partisan politics. The bodies appear to be more loyal to the political parties than to their constituents. This is partly reflected in the low voter turn-out of the citizens at election time.

Lack of Confidence and Recognition The inadequacy of financial and human resources has resulted in the inability of local authorities to deliver services to the citizenry and the level of their expectations. This has created a lack of confidence in the local authorities. The citizens therefore look to central government for their salvation. The response of central government compounds the lack of confidence displayed in relation to local government authorities. This is further manifested in the lack of recognition for the local authorities.

People's Involvement More and more, the local authorities have been seen to communicate with, and involve, the citizens through mechanisms such as public meetings, media appearances, press releases, and co-option to sub-committees. However, citizens' non-involvement in the budgetary process and their non-attendance at statutory meetings constitute major deficiencies.

Gender Participation It has been observed that the involvement of women is disproportionate to the percentage of the population and the services that they access through local authorities. Women make up a small minority of elected councillors and of the senior management of the administrative support for the Councils.

The role of UNDP

Various aspects of UNDP position it as the ideal executing agency of this project. Cross-cutting themes of human rights and gender equality, which are already deeply entrenched in all of UNDP's activities, directly correspond to the aims of the project. Moreover, co-ordination, facilitation and capacity development are issues in which UNDP is recognised to have a comparative advantage.

The UNDP Jamaica Country Office has been engaged in addressing issues of insecurity and armed violence since December 2002, which has culminated in the current Jamaica Violence Prevention, Sustainable Peace and Development Programme.

UNDP's strategic position makes it well placed to deliver the proposed project:

- **Strategic partnerships with Government departments** – UNDP Jamaica is now a trusted partner of the Cabinet Office, Planning Institute of Jamaica, Ministry of National Security and the Ministry of Justice.
- **Policy development** – UNDP is currently supporting the Ministry of Justice to help develop a national policy on restorative justice.
- **Government capacity development** – UNDP has supported the establishment of a new Community Safety and Crime Prevention Unit at the Ministry of National Security.
- **Civil society capacity development** – UNDP Jamaica has strengthened civil society capacity to address armed violence at the community level.

- **Partnerships with other IDPs** – UNDP has organised a series of roundtable meetings that have helped to strengthen partnerships with and between IDPs and have led to the establishment of an IDP Working Group.
- **Knowledge management and analytical work** – The Country Office has supported the establishment of an Organised Crime Watch at the local campus of the University of the West Indies to conduct research and inform policy on serious crimes.
- **Highlighting important issues** - UNDP was the first international agency in Jamaica to openly explore the sensitive issue of the links between organised crime, corruption and the financing of political parties.
- **Coordination of UN agencies** – UNDP partnerships have been developed with UNICEF, UNODC, WHO and the UN Regional Centre for Peace, Disarmament and Development in Latin America and the Caribbean (UN-LiREC) to implement different aspects of the justice and security programme.

A Situational Approach to Women's Safety

The term women's safety encompasses a range of preventive approaches which can be used to promote the safety of women, whether public or private violence, or fear and insecurity in a range of contexts. Insecurity and fear of violence or harassment can limit the mobility of women and girls, restrict their work or education choices, and violence itself has huge social and economic costs for all of society. As WHO has pointed out, high levels of violence by men against women tends to occur in situations where gender relations are unequal, and women have limited civil, political and economic participation in society. [2]

Violence against women in public spaces has remained unrecognized for many years. Recently some cities have started to work on the issues of women's safety in public spaces and have adopted a gender-based approach, so there are some innovative advances that are being made. It is also very important to understand and make the link between private and public violence and insecurity, as often violence in the home spills over into the public and semi-public spaces and perpetuates the cycle of violence.

Recent Initiatives
Since 1999, the *Safer Cities Programme* of UN-HABITAT has, together with Women in Cities International (WICI) and the City of Montreal, Canada, conducted a series of trainings for local crime prevention teams on how to prepare, conduct and follow-up women's safety audits in public spaces. Over the years several women's safety audits have been conducted in Johannesburg, Durban, Dar es Salaam, Nairobi and Warsaw.

At the global level, the *Safer Cities Programme* undertakes advocacy on local crime prevention, policy development on human settlements and on the governance dimensions of crime prevention, documents and analyses experiences, and develops and disseminates tools for local governments and other actors. Among key outputs are an integrated set of tools and resources on crime prevention, policy documents on key issues such as women's safety, youth at risk and the role of the police in urban governance, regional strategies on youth at risk in Africa and Latin America, and an overall increased recognition of the key role of crime prevention in sustainable settlements development promoting inclusive cities.

Gender based violence is very much considered a cross-cutting issue for human settlements development, it is a central concern vis-à-vis women's participation in urban development, and needs to be addressed in the context of governance (political violence, and violence prevention policies), security of tenure (economic violence, and violence in connection with evictions), as well as in post-disaster/conflict situations (as a context of escalation of violence against women). Key element of a gender approach is the planning dimension, whereby safety of women in the public

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[2] WHO (2008) *Preventing violence and reducing its impact: How development agencies can help.* Geneva

space can be addressed as a component of urban planning and management of public space. UN-HABITAT and Safer Cities purport an approach to urban safety that links women initiatives and local government initiatives, as a way of influencing public policy and addressing causes of violence against women in a systemic way.

Jamaican Initiatives

At a November 2008 conference in Kingston, Jamaica the University of Technology and grassroots members of the Huairou Commission hosted the first training on women's safety audits for the Caribbean. The first induction training on safety audits took place in collaboration with UN-HABITAT's *Safer Cities Programme* and involved key participants from other territories in the Caribbean.

During the first two days the participants were trained in women's safety audits tools, as well as the importance of strengthening relationships with community stakeholders. The training included:
- Establishing a methodology for women's safety audits in the Caribbean
- Identifying the partnerships and resources available
- Identifying the various roles and responsibilities of each partner
- Adapting and validating the safety diagnosis questionnaire
- Adapting and validating the focus group questionnaire

The third day was dedicated to a *Grassroots Women's Forum*, where participants discussed their experiences with regards to safety and insecurity, in both a small-group and larger discussion format using the focus group questionnaire. Seventy (70) women from various communities all over urban and rural Jamaica shared their experiences on women's safety and identified areas in their communities where they feel unsafe.

Out of the Forum the women emphatically requested a "healing session" or similar psycho-social intervention to assist women who would be participating in the safety audits. Many women in Jamaica who have experienced violence directly or indirectly have not had any opportunity to heal. Revisiting issues of safety in these communities, through safety audits, has proven to be a traumatic experience for all participants.

Project Strategy and Methodology

The project builds on the induction training on Women's Safety that took place in Kingston in November 2008. It will develop on this timely initiative through the following approaches:

Strategy

Partnership-focussed

An element that will permeate from the beginning until the end of the project is partnership-building. This partnership-building will also work towards creating more inclusive communities in Jamaica involving varied sets of stakeholders including government, civil society organizations, communities, the private sector, and others.

Under the project, specific activities will target partnerships and capacity-building with:
- Community Safety Committees, and similar bodies such as Neighbourhood Crime Watches
- Community Development Committees
- Parish Development Committees

The project recognises that a number of potential responsible parties are already engaged in work that can be positive inputs to the projects goals. Civil society bodies already engaged in work relating to safe communities include *Sistren Theatre Collective* and Huairou Commission. In addition UNIFEM is currently undertaking in Jamaica the project *"Strengthening State Accountability and Community Action for Ending Gender-Based Violence in the Caribbean"*.

Output 2 of the UNIFEM project involves building competencies of the police and prosecutors to respond effectively to gender-based violence, while Output 4 involves the promotion of a gender-sensitive, youth focused social communications strategy on gender-based violence.

Further, the UNDP Jamaica Country Office is currently the executing agency of the Jamaica Violence Prevention, Peace and Sustainable Development Programme (JVPPSD). This is a three year programme officially signed-off by the state and UNDP in May 2008. It emerged from three preparatory assistance projects and also incorporates resources provided under a 2005 multi-donor programme facilitation activity. The JVPPSD, implemented through three state partners and six non-state partners provides a comprehensive approach to addressing the many security challenges facing Jamaica.

The JVPPSD Project Board has agreed to incorporate this project as a sub-project. This action will provide for improved synergies between the state and non-state partners of both projects and more efficient management arrangements.

Evidence-based

The project approach includes a significant amount of data-collection and analysis. It is recognised that not only will it be necessary to collect data on the violence situation at the national and local levels, but also to have detailed information on the capacities of the various partners, especially municipal entities and community based organisations.

Gender-inclusive

As discussed in the Project Document Situational Analysis, particular concern has been raised about the absence of women from the political and administrative levels of the local government structures. In addition, at the community level, while women, as heads of households are often most affected by the lack of municipal services or poor service delivery by municipal authorities, they often have no voice in decision-making.

Methodology

Selection of communities/ divisions

With the resources currently available to the project it will not be possible to implement all the project activities nationally throughout the fourteen (14) parish councils. Instead, it is planned that two (2) parish divisions/ communities will be addressed under the project. However, with the information gleaned from the pilot communities/ divisions it will be possible to determine what is the best strategy for replication of the exercise island-wide.

Following are some of the criteria for the selection of the two (2) communities/ municipal divisions:
1) Existence of an active Parish Development Committee
2) A high incidence of violence, especially affecting women and girls
3) Presence of well developed, grassroots community structures
4) Existence of current activities relating to women and/ or safety which would allow for easier mobilisation of project activities
5) Openness of local authorities to participating in the project
6) Equal representation of major political parties in pilot communities
7) Equal representation of urban and rural communities/ divisions
8) Community/ division in which SDC and CSSB are active in Community Policing Project

The selection of communities will be a highly participatory process involving stakeholders from both the political and administrative sector of the local government bodies, as well as the communities based bodies and those with the technical expertise in use of the tools.

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Assessment of the local context of women's safety

The project will involve a rigorous assessment of the crime situation through a local safety appraisal based on institutional, informal and social research data as well as review existing and proposed policies as it relates to issues of women's safety. The appraisal seeks to identify, assess and prioritise safety problems and policies. Furthermore, it aims to generate consensus among partners.

Training of local government officers and community based organisations in selected municipal areas

The current practices associated with local government planning and development approvals have, to date, paid little attention to issues of safety, and even less to women's safety. The training to be provided to the selected local government agencies will focus on:

-   Sensitising Parish Councils about the need to engage with Community Safety Committees, Neighbourhood Watches and similar community based organisations interested in safety at the community level
-   Building capacity to apply data-collection instruments relevant to community safety and use the resulting data as part of local government planning and approvals processes for situational prevention through improved municipal design and planning
-   Building capacity through the establishment of a further standing committee focused on community safety which will review incidents of crime in the municipality/ local authority area and recommend collaborative responses in co-ordination with the police

At the community level, anecdotal evidence suggests that women are not active participants in discussions with the local governance entities about ensuring a safe environment for communities. However, the audit and appraisals tools described below are designed to ensure women's voices are heard at the community level in municipal decision-making about physical and environmental conditions that generate crime and fear of crime.

Adapting existing safety assessment and audit tools,

1. Local Safety Appraisal

The Local Safety Appraisal is a key instrument to determining the extent of crime in a community, its manifestations, causes, impact on society and the public perceptions. The appraisal is also a tool to build awareness and mobilise the various stakeholders.

The information is acquired through meetings or focus groups with key urban stakeholders (local government, police, criminal justice system, civil society, private sector and research institutions) and preparatory analyses and research through already existing statistical information, like police records.

The local safety appraisal describes:

-   a. the main socio-economic characteristics of the community;
-   b. the characteristics of the key municipal stakeholders;
-   c. the level of service delivery by the local government and by the police, and the people's perception of these services;
-   d. existing strategies, policies and activities that address community safety issues;
-   e. the main security problems, the main manifestations of crime and violence, the characteristics of victims and offenders, and the fear and perceptions of crime and insecurity;
-   f. the perceived causes of community insecurity (1) at the community level, (2) the family level, (3) the social level, and (4) in the planning design, and
-   g. in the Jamaican context capture information on crimes in communities that are not reported to the police.

Thus, this method consists of three elements: a stakeholder analysis (b); a municipal analysis (a, c and d); and a safety profile (e and f).

2. Women's Safety Audit

The Safety Audit is based on the fact that fear of crime is much higher for women than for men. The audit involves women to detect what corrective actions need to be taken in the community environment to make it safer for all its inhabitants.

The audit consists of exploratory walks in the field by groups of 3 to 6 women. It also involves planners, architects and municipal counsellors for sensitising, awareness building and decision-making process. At each specific site, participants identify where the potential for a crime is high or where women may feel unsafe. The audits are meant to increase awareness of crime and violence against women and to help decision-makers to understand how men and women experience their environments. It gives legitimacy to women's concerns and is an effective tool to build community safety.

Conducting safety audits and local safety appraisals, ensuring relevant CBOs are active participants

It is important to ensure that these tools, meant for universal use, take appropriate cognisance of local conditions. The relevance of the tools will be verified through consultations with stakeholders on the draft guidelines and instruments.

In line with the best practices applied elsewhere it will be necessary to ensure stakeholder capacity to the use of the tools described above. This will be achieved through a series of workshops and training with parish council officers and community-based organisations in the selected communities/ divisions to ensure that they have the requisite skills to conduct the local safety appraisals and the safety audit. These trainings will also be opportunities to improve stakeholder buy-in where the contextual and capacity assessments find the willingness of crucial partners to participate to be at a lower than desired level.

At the point when local government authorities and CBOs in the designated communities/ divisions demonstrate capacity to apply the instruments the audits will be conducted and the results will be carefully documented both for application of the data in the municipal processes, as well as to find out what obstacles and challenges the audits faced.

Ensuring women are active participants in CBO-to-local government engagement on community safety

In support of the data-gathering through the appraisals and the audits, it will be necessary to ensure that community-level organisations have the necessary capacity to incorporate and articulate a broad range of traditionally excluded interests, especially women's safety concerns, in their engagement with municipal bodies.

The project will facilitate the capacity-building of community-based organisations such as Community Safety Committees, Community Development Committees and Parish Development Committees by leveraging the existing activities of bodies such as the Social Development Commission, and the Community Safety and Security Branch of the Jamaica Constabulary Force under the JVPPSD. These and other relevant agencies will convene community-based committees and organisations, ensuring there is participation by women proportionate to their demographic presence in the communities that the CBOs represent.

These committees will then be supported in their dialogue with their local municipal authorities through workshops to be organised on their behalf through the project. These workshops will consider the data and analysis of the safety audits and safety appraisals. In addition, Community Safety Plans, which are the mandate of the SDC in collaboration with the CSSB, will be considered at these events to ensure community participation and buy-in.

The sustainability of this engagement between community based organisations and the parish councils with active participation by women, will be supported by the creation of a network of women participants.

<u>Dissemination of results to stakeholders and exploring means of replication</u>
While the divisions/ communities that are the selected for the project will be the direct beneficiaries of the project activities it is necessary to ensure that at a national level there is awareness and appreciation of the primary issues underlying the project activities.

To raise awareness in the wider society of the importance of local governance and community safety, in particular women's safety, there will be an audience-differentiated mass media campaign.

The project will also hold a national Conference and Exposition to ensure that other critical stakeholders, especially in other local government authorities and the security forces, are sensitised to the objectives of the project. The Conference and Expo will be informed by the completed reports of the safety audits and appraisals that have been conducted in the selected communities/ divisions.

The Conference will focus on a Draft Framework for the implementation of safety audits and local safety appraisals in the twelve (12) parish councils across the island that were not selected for the project.

I. ANNUAL WORK PLAN BUDGET SHEET

Year: 1

EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				RESPONSIBLE PARTIES	PLANNED BUDGET		
		Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
Output 1 Assessment of the local context for women's safety *Baseline: Little data available on women's safety at the local government level* *Indicators:* - Local government level gendered diagnosis of safety - Analysis of stakeholder capacity, esp. local government entities - Conduct of national Restitution workshop to validate findings - Preparation of action plan including identification of communities/ divisions to be targeted *Targets:* - Gendered diagnosis conducted of safety at local government level - Stakeholder analysis completed	1. **Activity Result** – In-depth diagnosis of women's safety - **Action** - Review of available data esp. victimisation surveys and report produced by Sistren Theatre Collective - **Action** – mapping - **Action** – literature review - **Action** – interviews with key stakeholders and community groups/ focus groups - **Action** – preparation of report on gendered safety diagnosis	X				UN-HABITAT DOLG UTECH		Local consultant	$15,000
	2. **Activity Result** – Institutional analysis - **Action** – Stakeholder consultations - **Action** – capacity assessment of responsible parties	X				UNDP UN-HABITAT DOLG UTECH		Local consultant	$10,000
	3. **Activity Result** – Validation of assessments and selection of communities/ divisions to be targeted - **Action** – National Restitution Workshop		X			UN-HABITAT DOLG UTECH Sistren Theatre Collective		Local consultant Hospitality Travel Print production	$1,500 $4,000 $1,000 $500

- National Restitution Workshop conducted - Action plan drafted and approved by targeted local authorities and communities/ divisions ***Related CP outcome:*** 5.1 Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability and insecurity	**4. Activity Result** – Action plan adopted by designated local authorities and targeted communities/ divisions - **Action** – Production of Draft Action Plan - **Action** – Dissemination of action plan to targeted local authorities and communities/ divisions - **Action** – Workshop with stakeholders					DOLG ALGA		Local Consultants Hospitality Travel	$9,500 $2,500 $1,000
Output 2 Safety audit recommendations implemented ***Baseline:*** Safety issues not part of local government planning and development process ***Indicators:*** - Adaptation of safety audit methodology for local use - # of safety audit trainings - Conduct of local safety appraisals and safety audits ***Targets:*** - Questionnaires and	1. **Activity result** – establish methodology for implementing safety audits - **Action** – organise workshop with select local government officers and other key stakeholders - **Action** – adapt safety audit methodology to local context	X				DOLG UN-HABITAT UTECH NAPDC		Print production Local consultant Hospitality Travel	$500 $1,500 $4,000 $1,000
	2. **Activity result** – develop questionnaires and guidelines for safety audits - **Action** – draft of questionnaires and guidelines - **Action** – consultation with stakeholders on draft materials			X		UN-HABITAT UTECH DOLG ALGA		Hospitality Travel Local consultants	$2,500 $1,000 $1,500

guidelines for safety audits developed - Safety trainings conducted for all targeted local authorities - Local Safety Appraisals and safety audits conducted in all selected communities - Reports with recommendations prepared	3. Activity result – conduct women's safety audit trainings with CSCs, CDCs, PDCs and key officers of local government authorities in designated communities/ divisions - **Action** – prepare training materials - **Action** – conduct trainings			X		UN-HABITAT UTECH ALGA		Print production Hospitality Travel Local Consultant	$2,000 6,000 4,000 3,000
Related CP outcome: 5.1 Improved governance and enhanced sectoral and inter-sectoral response to social injustice, instability and insecurity	4. **Activity result** – conduct safety appraisals and safety audits in selected communities - **Action** – administration of audits and appraisals in selected communities - **Action** – preparation of reports on audits and appraisals in designated communities				X	UN-HABITAT UTECH DOLG		Local consultant	$20,000

	5. **Activity result** – Implement recommendations of the audits - **Action** – dissemination of reports on audits and appraisals to stakeholders - **Action** – implement key "quick win" priority actions from recommendations - **Action** – formulation of further action plan for implementation of recommendations - **Action** – assessment of resources required for implementation of recommendations				X	UN-HABITAT UTECH DOLG		Local consultants	$25,000
SUB-TOTAL									117,000

Year: 2

EXPECTED OUTPUTS	PLANNED ACTIVITIES	TIMEFRAME				RESPONSIBLE PARTY	PLANNED BUDGET		
And baseline, associated indicators and annual targets	*List activity results and associated actions*	Q1	Q2	Q3	Q4		Funding Source	Budget Description	Amount
Output 3 Empowerment of women in selected communities *Baseline:* Insufficient action to encourage women's participation in safety issues at a local government level *Indicators:* - % of women participating in local government workshops on safety	1. **Activity result –** encourage women's participation in security committees at community level - **Action – Convene** community safety committees in selected communities w/ local government involvement	X				DOLG UNDP SDC & CSSB NAPDC ALGA		Local consultant Hospitality Print production Travel	$2,500 $3,000 1,500 3,000
- # of workshops held on local government safety issues - Existence of network of women participants in safety committees *Targets:* - 50% of workshop participants are women - *Related CP outcome:* **5.3**	2. **Activity result –** conduct local-to-local dialogues between women in communities and local authorities on issues of women's safety - **Action – convene** workshops involving Community Safety Committees, Community Development Committees and Parish Development Committees in selected local government areas	X				DOLG SDC & CSSB NAPDC ALGA Sistren Theatre Collective		Local consultant Hospitality Print production Travel	$2,500 3,000 1,500 3,000

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Sustained reduction of violence and social injustice in targeted communities	3. **Activity result** – empower women to participate in decision-making and planning in their communities - **Action** - create network of women participants in CSCs, CDCs and PDCs - **Action** - Provide leadership and advocacy training to members of women's network		X			DOLG SDC NAPDC ALGA Sistren Theatre Collective		Print production Local consultant Hospitality Travel	$3,000 $6,000 $6,000 $3,000
Output 4 **Improved capacity of local authorities to address gender in development planning and implementation** **Baseline:** Absence of capacity in local authorities to address gender and safety issues, esp. women's safety in planning *Indicators:* - Publication of pub. ed. materials - Production of report on safety audits - Production of Draft Framework for implementation of audits and appraisals island wide - stakeholder workshop *Targets:*	1. **Activity result** – Raise awareness of gender and safety issues among law enforcement agencies, younger generation, civil society and other stakeholders - **Action** – Production of public education materials on local safety appraisals and safety audits - **Action** – Mass Media public awareness campaign		X			UNDP UN-HABITAT DOLG		Print production Local consultant Hospitality Travel Audio visual and printing	$3,000 $6,000 $6,000 $3,000 $45,000
	2. **Activity result** – Exchange of experiences, good practices and lessons learned - **Action** – Production and dissemination of report on safety audits to stakeholders - **Action** – production of draft framework - **Action** - National Conference and Expo to present report and validate draft framework		X			UNDP UN-HABITAT DOLG		Local consultant Hospitality Travel Print production	$10,000 $7,000 $4,000 $3,000

- Public education materials published in all media selected										
- Report on safety audits disseminated										
- Draft Framework for implementation of audits and appraisals completed										
- Stakeholder workshops conducted										
Related CP outcome **5.3 Sustained reduction of violence and social injustice in targeted communities**										
TOTAL										240,000

II. MANAGEMENT ARRANGEMENTS

The project will be implemented as a component of the Jamaica Violence Prevention, Peace and Sustainable Development Project (JVPPSD), which will be implemented by the Ministry of National Security in association with UNDP. However, the Department of Local Government will be the key responsible party. Accordingly, the Project Manager, Project Board and the rest of the project management mechanism will follow that of the JVPPSD.

The role of the Department of Local Government as key responsible party will be to:
1. provide a secretariat for the co-ordination of the project activities
2. co-ordinate the efforts between the various local government authorities on the local level with regards to women's safety
3. support the partnerships and the participatory processes on the local level
4. implement the recommendations from the safety audits (with seed funding from the programme), and
5. ensure the sustainability of the programme

The role of Sistren Theatre Collective will be to:
1. provide baseline data on women's safety, particularly at the local authority/ municipality level
2. assist with the design and conduct of the National Restitution workshop
3. participate in the convening of local-to-local dialogues between women in communities and local authorities
4. assist with the creation of a network of women participants in CSCs, CDCs and PDCs

The role of the Association of Local Government Authorities will be to:
1. assist with the selection of relevant parish councils/ local authorities as pilot areas
2. provide a platform for dissemination of information to local authorities island-wide
3. ensure active participation by selected local authorities, and
4. facilitate the replication of the results of the project in local authorities island-wide

The role of the National Association of Parish Development Committees will be to:
1. assist with the selection of relevant parish councils/ local authorities as pilot areas
2. provide a platform for dissemination of information to parish development committees island-wide
3. ensure active participation by selected parish development committees, and
4. facilitate the replication of the results of the project in parish development committees island-wide

The role of the Faculty of the Built Environment, University of Technology will be to:
1. assist with the preparation of training materials and with the development of relevant tools
2. deliver training to the officers of the selected authorities
3. develop a syllabus for delivery of on-going training to local authorities
4. assist with the conduct of the local safety appraisals and the safety audits

The role of the Social Development Commission will be to:
1. participate in convening community safety committees ensuring that women from the community are significant participants
2. convene communication and collaboration between community safety committees in selected local authorities
3. provide training for women in advocacy at the local authority level
4. assist with the creation of a network of women participants in CSCs, CDCs and PDCs

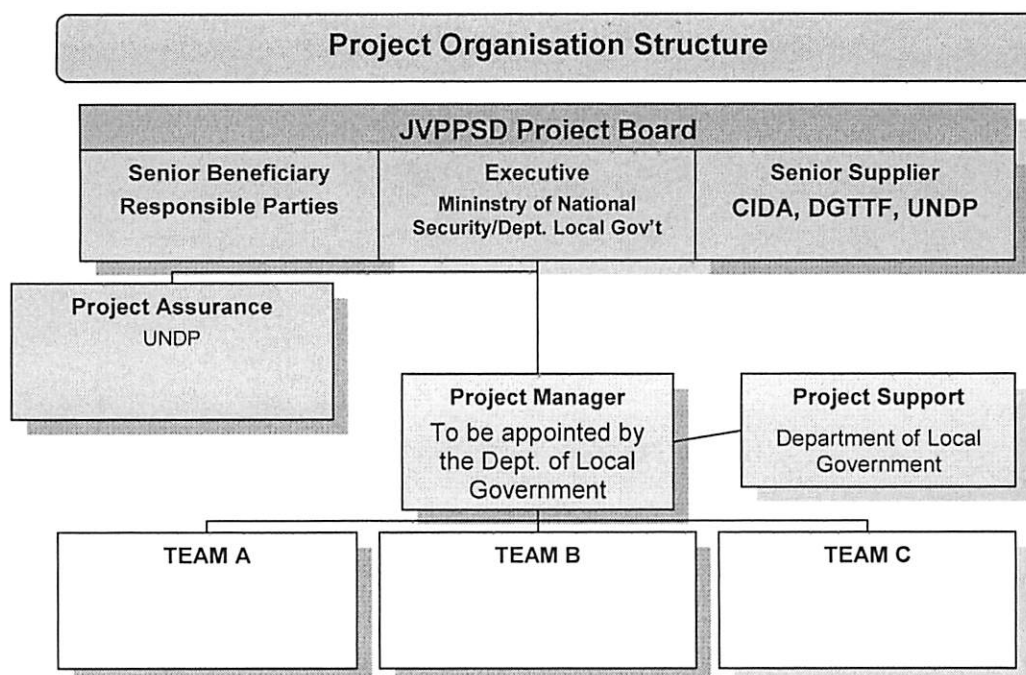**The role of the Community Safety and Security Branch of the Jamaica Constabulary Force will be to:**
1. provide available data for the assessment of the safety context at the parish/ municipal level
2. provide available data for the local safety appraisals
3. participate in convening community safety committees
4. participate in the formulation of community safety plans

The role of UN-HABITAT will be to provide guidance and technical support in the implementation of the project through:
1. analysis of the local context through and in-depth, gendered diagnosis of insecurity
2. local institutional analysis including a capacity assessment of
3. assist with conducting focus groups-restitution workshops on the results of the diagnosis of insecurity and the institutional analysis
4. providing model syllabuses for training of community participants and local authorities officers in designated communities/ local authorities
5. leading activities resulting in adaptation of the primary tools to the local context

The role of UNDP will be to provide quality assurance and technical support in the implementation of the project through:
1. monitoring of the progress of the project in compliance with UNDP procedures and providing reports to the Project Board on this monitoring
2. conducting a detailed capacity assessment of the key responsible party

Project Organisation Structure

JVPPSD Project Board		
Senior Beneficiary Responsible Parties	Executive Mininstry of National Security/Dept. Local Gov't	Senior Supplier CIDA, DGTTF, UNDP

Project Assurance
UNDP

Project Manager
To be appointed by the Dept. of Local Government

Project Support
Department of Local Government

TEAM A	TEAM B	TEAM C

III. MONITORING FRAMEWORK AND EVALUATION

In accordance with the programming policies and procedures outlined in the UNDP User Guide, the project will be monitored through the following:

<u>Within the annual cycle</u>

> ➢ On a quarterly basis, a quality assessment shall record progress towards the completion of key results, based on quality criteria and methods captured in the Quality Management table below.

> ➢ An Issue Log shall be activated in Atlas and updated by the Project Manager to facilitate tracking and resolution of potential problems or requests for change.

> ➢ Based on the initial risk analysis submitted (see annex 1), a risk log shall be activated in Atlas and regularly updated by reviewing the external environment that may affect the project implementation.

> ➢ Based on the above information recorded in Atlas, a Quarterly Progress Reports (QPR) shall be submitted by the Project Manager to the Project Board through Project Assurance, using the standard report format available in the Executive Snapshot.

> ➢ a project Lesson-learned log shall be activated and regularly updated to ensure on-going learning and adaptation within the organization, and to facilitate the preparation of the Lessons-learned Report at the end of the project

> ➢ a Monitoring Schedule Plan shall be activated in Atlas and updated to track key management actions/events

<u>Annually</u>

> ➢ **Annual Review Report**. An Annual Review Report shall be prepared by the Project Manager and shared with the Project Board and the Outcome Board. As minimum

requirement, the Annual Review Report shall consist of the Atlas standard format for the QPR covering the whole year with updated information for each above element of the QPR as well as a summary of results achieved against pre-defined annual targets at the output level.

➢ **Annual Project Review.** Based on the above report, an annual project review shall be conducted during the fourth quarter of the year or soon after, to assess the performance of the project and appraise the Annual Work Plan (AWP) for the following year. In the last year, this review will be a final assessment. This review is driven by the Project Board and may involve other stakeholders as required. It shall focus on the extent to which progress is being made towards outputs, and that these remain aligned to appropriate outcomes.

Quality Management for Project Activity Results

Replicate the table for each activity result of the AWP to provide information on monitoring actions based on quality criteria. To be completed during the process "Defining a Project". This table shall be further refined during the process "Initiating a Project".

OUTPUT 1: Assessment of the local context for women's safety		
Activity Result 1 (Atlas Activity ID)	*In-depth diagnosis of women's safety*	Start Date: End Date:
Purpose	*To understand the dimension of gender violence and exclusion in Jamaica*	
Description	*Detailed situational analysis by UN-HABITAT of women's safety at local government level including mapping and safety audit; production of report on women's safety*	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 1: Assessment of the local context for women's safety		
Activity Result 2 (Atlas Activity ID)	*Institutional analysis*	Start Date: End Date:
Purpose	*Stakeholder analysis*	
Description	*Consultations with stakeholders and assessment of local government capacity to conduct safety audits*	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 1: Assessment of the local context for women's safety		
Activity Result 3 (Atlas Activity ID)	*Validation of the Assessment*	Start Date: End Date:
Purpose	*Participatory approach to safety employed*	
Description	*Conduct focus groups and national restitution workshop on the result of the diagnosis of insecurity and the institutional analysis*	

Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	Quality Method *Means of verification. What method will be used to determine if quality criteria has been met?*	Date of Assessment *When will the assessment of quality be performed?*

OUTPUT 1: Assessment of the local context for women's safety

Activity Result 4 (Atlas Activity ID)	*Develop action plan to be adopted by local authorities*	Start Date: End Date:
Purpose	*Employ a participatory approach to safety and produce clear plan for adoption by local authorities*	
Description	*Production of draft action plan to be addressed during workshop/ consultation with stakeholders* *Dissemination of results of workshop/ consultation to local authorities for sign-off*	

Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	Quality Method *Means of verification. What method will be used to determine if quality criteria has been met?*	Date of Assessment *When will the assessment of quality be performed?*

OUTPUT 2: Women's safety audit recommendations implemented

Activity Result 1 (Atlas Activity ID)	*Establish methodology for implementing women's safety audits (WSA)*	Start Date: End Date:
Purpose	*Ensure adequate resources and feasible workplan for implementation of WSAs*	
Description		

Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	Quality Method *Means of verification. What method will be used to determine if quality criteria has been met?*	Date of Assessment *When will the assessment of quality be performed?*

OUTPUT 2: Women's safety audit recommendations implemented

Activity Result 2 (Atlas Activity ID)	*Develop questionnaires and guidelines for conducting WSAs*	Start Date: End Date:
Purpose	*Ensure materials are produced, in a participatory fashion for conducting WSAs*	

Description	Review of literature and documentation, produce draft questionnaire and guidelines; consult with stakeholders on materials	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 2: Women's safety audit recommendations implemented		
Activity Result 3 **(Atlas Activity ID)**	Conduct women's safety audit training	Start Date: End Date:
Purpose	To test instrument design and ensure selected local authorities are able to conduct WSAs	
Description	Preparation of training materials, conduct workshops with selected local officers	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*
	-	

OUTPUT 2: Women's safety audit recommendations implemented		
Activity Result 4 **(Atlas Activity ID)**	Conduct women's safety audits in selected communities	Start Date: End Date:
Purpose	To gather necessary data for use by local authorities in planning and other administrative processes related to ensuring women's safety	
Description	Selection of communities for WSAs; administration of audit in selected communities	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 2: Women's safety audit recommendations implemented		
Activity Result 5 **(Atlas Activity ID)**	*Implement recommendations of the audits*	Start Date: End Date:
Purpose	*To ensure data gathered in audits is utilised by local authorities in planning and other administrative processes related to ensuring women's safety*	
Description	*Preparation of reports on audits, dissemination of reports to relevant bodies especially parish councils of selected communities*	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 3: Empowerment of women in selected communities		
Activity Result 1 **(Atlas Activity ID)**	*Encourage women's participation in security committees at community level*	Start Date: End Date:
Purpose	*Providing opportunities for women to actively participate in formulation of policy affecting their own safety and security at the community level*	
Description	*Convening of community safety committees, residential safety groups in communities in selected parish council areas, ensuring women's participation in committee meetings*	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 3: Empowerment of women in selected communities		
Activity Result 2 **(Atlas Activity ID)**	*Conduct local-to-local dialogues between women in communities and local authorities*	Start Date: End Date:
Purpose	*To ensure women's voices are heard and incorporated into action and policy-making by parish councils relating to women's safety and security*	
Description	*Convene workshops involving CSCs in selected local government areas*	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 3: Empowerment of women in selected communities		
Activity Result 3 (Atlas Activity ID)	*Empower women to participate in decision-making and planning in their communities*	Start Date: End Date:
Purpose	*To ensure women's voices are heard and incorporated into action and policy-making by parish councils relating to women's safety and security*	
Description	*Create network of women participants in CSCs and provide training on effective participation in CSCs, especially in advocacy skills* --	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 4: Improved capacity of local authorities to address women's issues in development planning and implementation		
Activity Result 1 (Atlas Activity ID)	*Raise awareness of women's safety issues*	Start Date: End Date:
Purpose	*To ensure appropriate priority is given to women's safety issues at the local community level as well as among crucial stakeholders, especially the security forces*	
Description	*Production of public education materials on WSAs and forums with key stakeholders*	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

OUTPUT 4: Improved capacity of local authorities to address women's issues in development planning and implementation		
Activity Result 2 (Atlas Activity ID)	*Exchange of experiences, good practices and lessons learned*	Start Date: End Date:
Purpose	*To ensure sustainability of positive results of project and to ensure replication of practice among other local government bodies nationally*	
Description	*Production and dissemination of report on project to stakeholders and convene workshop of crucial stakeholders especially local authorities*	
Quality Criteria *How/with what indicators the quality of the activity result will be measured?*	**Quality Method** *Means of verification. What method will be used to determine if quality criteria has been met?*	**Date of Assessment** *When will the assessment of quality be performed?*

IV. LEGAL CONTEXT

If the country has signed the <u>Standard Basic Assistance Agreement (SBAA)</u>, the following standard text must be quoted:

This document together with the CPAP signed by the Government and UNDP which is incorporated by reference constitute together a Project Document as referred to in the SBAA [or other appropriate governing agreement] and all CPAP provisions apply to this document.

Consistent with the Article III of the Standard Basic Assistance Agreement, the responsibility for the safety and security of the implementing partner and its personnel and property, and of UNDP's property in the implementing partner's custody, rests with the implementing partner.

The implementing partner shall:

a) put in place an appropriate security plan and maintain the security plan, taking into account the security situation in the country where the project is being carried;

b) assume all risks and liabilities related to the implementing partner's security, and the full implementation of the security plan.

UNDP reserves the right to verify whether such a plan is in place, and to suggest modifications to the plan when necessary. Failure to maintain and implement an appropriate security plan as required hereunder shall be deemed a breach of this agreement.

The implementing partner agrees to undertake all reasonable efforts to ensure that none of the UNDP funds received pursuant to the Project Document are used to provide support to individuals or entities associated with terrorism and that the recipients of any amounts provided by UNDP hereunder do not appear on the list maintained by the Security Council Committee established pursuant to resolution 1267 (1999). The list can be accessed via http://www.un.org/Docs/sc/committees/1267/1267ListEng.htm. This provision must be included in all sub-contracts or sub-agreements entered into under this Project Document".

ANNEX 1: RISK ANALYSIS

OFFLINE RISK LOG

Project Title: Strengthening Community Safety through Local Government Capacity-Building	Award ID:	Date:

#	Description	Date Identified	Type	Impact & Probability	Countermeasures / Mngt response	Owner	Submitted, updated by	Last Update	Status
1	Change of local government administration through local election or national elections	February 6, 2009	Political	- Change in policy - Delay in implementation while "buy-in" is sought from new administration P = 1	Ensure opposition political parties are consulted about project and buy-in is sought before implementation				
2	Escalation of violence in local government areas selected	February 6, 2009		- May need to select another local government area - Delay in implementation P = 3	Assess likelihood of violence in selected local government area as part of selection criteria				
3	Difficulty identifying and recruiting suitable	February 6, 2009	Operational	May need to delay start-up of project	Utilise UNDP, UN-HABITAT and UNIFEM networks	UNDP			

	co-ordinator/ project manager			P = 3	to identify appropriate candidates				
4	Emotional toll to researchers of conducting safety audits	March 2, 2009	Other	- May impact quality of data to be collected - May extend the period required for data collection P = 3	- Prior to data collection provide relevant training for field researchers - provide counselling opportunities for field researchers after data collection				

Agreements. Any additional agreements, such as cost sharing agreements, project cooperation agreements signed with NGOs[3] (where the NGO is designated as the "executing entity") should be attached.

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[3] For GEF projects, the agreement with any NGO pre-selected to be the main contractor should include the rationale for having pre-selected that NGO.